SiliconSage Centerville Mixed Use Project

Environmental Impact Report Draft for Public Review

37358-37494 Fremont Boulevard, 3804 and 376880 through 3820 Peralta Avenue, and 37417 Jason Way, Fremont, CA

City of Fremont

September 19, 2018

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Quality information

Prepared by	Checked by	Approved by
Various Authors	Rodney Jeung	Emma Rawnsley

Revision History

Revision	Revision date	Details
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1	September 7, 2018	Screencheck Draft EIR, for print approval
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Distribution List

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5	Yes	Joel Pullen, City of Fremont Ingrid Rademaker, City of Fremont Kristie Wheeler, City of Fremont
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Prepared for:

City of Fremont
Planning Division – Community Development
39550 Liberty Street, PO Box 5006
Fremont, CA 94537

Prepared by:

AECOM
100 West San Fernando
San Jose
CA, 95113
USA
aecom.com

Summary

Project Description

The project site consists of 14 existing parcels totaling approximately 4.6 acres (200,707 square feet [SF]) bounded by Fremont Boulevard, Peralta Boulevard, Jason Way, and Parish Avenue, in the Centerville Community Plan Area of the City of Fremont (City). The applicant has proposed both a proposed project and a variant, which are described in turn below, and are analyzed in this EIR at an equal level of detail.

Proposed Project

The proposed project would develop the site with 72 townhomes, 64 apartments, and approximately 25,000 square feet of retail uses, along with a community clubhouse, swimming pool, children's playground, and outdoor amenity areas, for use by residents and their guests. The residential density of the proposed project would be 30 dwelling units per acre. The proposed site plan for the project is attached.

Retail uses would be located on the ground floor of two buildings (Buildings A and B) fronting Fremont Boulevard, with residential apartments above. These two buildings would be three stories, except for a small portion of Building A fronting Peralta Boulevard, which would be four stories.

The townhomes would be three-story structures behind the commercial/apartment buildings (i.e., on the northern portion of the site) along Jason Way. An entry plaza to the project site would be provided approximately half way along the project's Fremont Boulevard frontage and adjacent to the existing fire station building, which would be retained on the site. An underground parking garage would extend below Building B and the entry plaza, with an entry/exit ramp near the eastern end of the garage.

The proposed project would adjust the parcel boundary of the fire station site to match the size of the building, and the fire station would be seismically upgraded and rehabilitated for future use. The other existing structures on the project site (i.e., the commercial businesses and single residence) would be demolished, and the parcels combined.

Variant

The variant would develop the site with 72 townhomes, 93 apartments, and approximately 26,000 square feet of retail uses, along with a community clubhouse, swimming pool, children's playground, and outdoor amenity areas, for use by residents and their guests. The residential density of the variant would be 36 dwelling units per acre.

The portion of the site proposed for townhomes and the community clubhouse, swimming pool, playground, and amenity areas would be identical to the layout and development program of the proposed project; the only differences under the variant pertain to the fire station building and the mixed-use portion of the project site along the Fremont Boulevard boundary. The proposed site plan for the portion of the variant that varies from the proposed project is attached.

Under the variant, the former fire station would be demolished, and proposed Building A would be extended east to include the space occupied by the former fire station building. Above the ground floor, residential apartments on the second and third floors would span the entry plaza to connect Buildings A and B, allowing vehicular and pedestrian access at the street level. The underground parking garage would be extended to the entire length of the combined Buildings A and B, with a second exit ramp at the western end of the garage.

Environmental Review Process

Pursuant to the requirements of the California Environmental Quality Act (CEQA), a notice was issued by the City on July 17, 2018, indicating its intent to prepare this Environmental Impact Report (EIR). That "Notice of Preparation" initiated a 30-day period during which residents, stakeholders, and public agencies were invited to submit comments on the potential environmental impacts of the proposed project.

The City, as lead agency, determined that preparation of an EIR was necessary for the proposed project because there was "substantial evidence that the proposed project may have a significant effect on the environment." The Initial Study Checklist prepared for the project concluded that all resource topics evaluated in an EIR, except two, would have less-than-significant impacts with recommended mitigation measures. The topics that required further investigation are historical resources and noise, and they are the focus of this EIR.

This Draft EIR is available for a 45-day public review period as indicated on the Public Notice of Availability of this document, which ends on November 5, 2018. The purpose of public review of the EIR is to receive comments on the adequacy of the document in addressing adverse physical effects of the project. Following the close of the public review period, the City will provide a summary of the comments received and responses to those comments, along with any necessary changes to the EIR. This EIR is being circulated to relevant local, regional and/or state agencies, and to interested organizations and individuals who may wish to review and comment on the report.

During the public review period, written comments on the adequacy of the Draft EIR may be submitted to the City of Fremont at the following address:

Joel Pullen, Senior Planner
City of Fremont
Planning Division
39550 Liberty Street
Fremont, CA 94538

Written comments may also be submitted via email to jpullen@fremont.gov with "SiliconSage Centerville Mixed-Use Project Draft EIR" noted in the subject line.

Responses to all substantive comments received on the adequacy of the Draft EIR and submitted within the specified review period will be prepared and included in the Responses to Comments/Final EIR. Prior to approval of the project, the City of Fremont must certify the Final EIR and adopt a Mitigation Monitoring and Reporting Program for mitigation measures identified in the EIR, in accordance with the requirements of California Public Resources Code (PRC) Section 21001.

Potentially significant environmental impacts of the proposed project and variant are summarized in Table 1, below. The table includes a list of impacts and mitigation measures identified in this EIR as well as potentially significant impacts and mitigation measures identified in the Initial Study (see Appendix A). The table lists impacts and mitigation measures in two major categories: significant impacts that would remain significant even with mitigation (significant and unavoidable), and potentially significant impacts that could be mitigated to a less than significant level. Refer to Appendix A for a summary of impacts that would be less than significant.

For each significant impact, the table includes a summary of mitigation measure(s) and an indication of level of significance after implementation of mitigation measures. A complete discussion of the historical resources and noise impacts and associated mitigation measures are provided in Chapter 3, Environmental Analysis, of this EIR.

Table 1 indicates that:

- Impacts to historical resources would be significant and unavoidable;
- Impacts from train horn noise on future occupants at the project site would be significant and unavoidable;
- Impacts related to hazardous materials would be mitigated to less than significant;
- Impacts related to water quality would be mitigated to less than significant;
- Impacts related to temporary construction noise and vibration would be mitigated to less than significant;
- Impacts related to temporary construction traffic would be mitigated to less than significant;

- All other impacts related to the physical environment (e.g., land use, aesthetics, biology, and public service and utilities) would be less than significant and would not require implementation of mitigation measures.

While the proposed project would have a significant and unavoidable impact to historical resources and in relation to noise, mitigation has been proposed that would minimize or lessen impacts (however, not to a level less than significant).

Alternatives

Chapter 5 of this EIR analyzes a range of reasonable alternatives to the proposed project. Per CEQA Guidelines Section 15126.6(f), the lead agency, the City of Fremont, identified the following reasonable range of project alternatives to be addressed in this EIR:

- No Project Alternative (existing conditions, no change).
- Alternative 1: Reduced Massing.

The alternatives discussion of this EIR was prepared in accordance with Section 15126.6(d) of the CEQA Guidelines and focuses on alternatives that are capable of eliminating or reducing significant adverse effects associated with the proposed project while feasibly attaining most of the basic objectives.

This EIR identifies the No Project Alternative as the "environmentally superior" alternative, because it would eliminate the significant and unavoidable impact to the historical resource on the project site, would avoid the significant and unavoidable impact from train horn noise, and would also eliminate less-than-significant (or less-than-significant with mitigation) impacts on other resource topics. While the No Project Alternative would eliminate the significant adverse effect of the proposed project, it would not achieve the project objectives.

When the No Project Alternative is the environmentally superior alternative, CEQA requires that an additional alternative be identified. In this case, Alternative 1 (Reduced Massing) would be the environmentally superior alternative, because it would accomplish all of the project objectives and would avoid the significant and unavoidable impact to the historical resource at the project site. Although Alternative 1 would still have a significant and unavoidable impact with respect to train horn noise, this impact would be unavoidable for any proposed mixed use development of the site.

Issues of Concern

The main issues of concern regarding the proposed project and variant include potential impacts to historical resources on the project site (i.e., the fire station), and the impacts of noise on future residents and occupants of the project site. These issues are fully addressed in Chapter 3, Environmental Analysis.

Other issues that were mentioned during the scoping period following release of the Notice of Preparation for the proposed project include potential impacts of the project on the following resources:

- Traffic (including congestion, travel demand management, and pedestrian safety)
- Schools
- Density/Height of Development
- Air Quality
- Construction Noise
- Soil Quality (in relation to potential contamination)
- Water Supply
- Parking
- Provision of Solar Energy

Table 1. Summary of Potentially Significant Impacts and Mitigation Measures

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
EIR MITIGATION MEASURES			
Historic Resources			
HIST-1: The proposed project or variant would result in a substantial adverse change in the significance of a historical resource.	**Mitigation Measure HIST-1a: Archival Documentation**. In consultation with the City of Fremont Planning Division, the project applicant shall document the fire station property prior to alteration, construction activities, removal, or demolition. A detailed archival record of the fire station shall be prepared, so that a record of the significant resource is maintained for public information. Prior to the commencement of construction or demolition activities involving the fire station, professionals qualified under the Secretary of the Interior's Professional Qualifications Standards (in history or architectural history) (36 CFR Part 61) shall prepare archival materials consistent with the standards of the National Parks Service (NPS) Historic American Building Survey (HABS) documentation. The record for the fire station shall be equivalent to HABS Level III documentation and consist of: - Sketch plans (illustrating the site plan and exterior elevations of the fire station may be produced in computer assisted drafting (CAD) format, or based on as-built drawings, if available). - Archival photographs (large-format negatives, one set of mounted archival prints and one additional set of archival prints, photograph key, and photograph log). - Written historical data (including significance statement, narrative building description and historical description), and a sketch map. The materials shall be compiled as a detailed record that reflects the fire station's historical significance. Following completion of the documentation, the record shall be submitted to the City of Fremont Planning Division for approval. Following completion of the HABS documentation and approval by the Planning Division, the materials shall be placed on file with the City of Fremont, local historical societies, and libraries (including, at a minimum, the Washington Township Museum of Local History and the Fremont Main Library).	Both Proposed Project and Variant	Significant and Unavoidable
	Mitigation Measure HIST-1b: Interpretative Display. The project applicant shall create a display and interpretive material to the satisfaction of the City of Fremont Planning Division for public exhibition concerning the history of the fire station and the site. The display and interpretive material, such as a printed brochure, poster, panel, or page for a local history	Both Proposed Project and Variant	

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
	website, could include information from the archival record prepared under Mitigation Measure HIST-1a. This display and interpretive material shall be made available to local organizations, the public, and other interested agencies. The City shall be responsible for reviewing and approving the display materials, including the language used for the display.		
	Mitigation Measure HIST-1c: Architectural Salvage. The project applicant shall offer the fire station building for a period of sixty (60) days following certification of the EIR for the price of $1 to any party willing to move it off the site at their own expense. The project applicant shall notify various groups via letters, email, notification on the City's website, or public notices posted in newspapers concerning the offer, and shall provide verification of such notifications to the City. If a party (or parties) expresses a sincere interest in purchasing and removing the building, the project applicant shall coordinate with the interested party to complete the sale and remove the building within an appropriate period of time, to be determined in conjunction with the project construction schedule. Should no parties express interest in purchasing and removing the building within the 60 day offer period, the project applicant shall make historic-period architectural materials, not part of the project variant, available for donation prior to demolition. The project applicant shall notify various groups via letters, email, notification on the City's website, or public notices posted in newspapers concerning the availability of the salvaged materials, and shall provide verification of such notifications to the City. Should no parties express interest in salvaging the offered materials prior to the commencement of demolition activities, no further action is required by the project applicant. If a party (or parties) expresses a sincere interest in salvaging offered materials, the applicant shall coordinate with the interested parties to make arrangements for identification and removal of salvageable materials prior to the commencement of demolition activities, to ensure that materials removed do not experience further damage from removal/demolition. The salvage materials shall be removed prior to or during demolition either by the project applicant, or by a licensed contractor retained by the salvaging party. The project applicant shall be responsible for storing the salvaged materials for an appropriate period of time, to be determined in conjunction with the project construction schedule. No sale or building removal, or salvage and removal of materials shall occur until HABS documentation with a	Variant Only	

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
	photographic inventory of key exterior features and materials is completed (in accordance with Mitigation Measure HIST-1a). Materials that are contaminated, unsound, or decayed shall not be included in the salvage program and shall not be available for future use or display.		
Impact NOI-1: The proposed project would result in exposure of persons to or generation of exterior noise levels in excess of standards.	**Mitigation Measure NOI-1: Exterior Noise Barriers.** The project applicant shall construct a 6-foot-tall noise barrier between the northwestern side of the clubhouse (gym) and the adjacent townhouse building to the northwest, to reduce exterior noise levels in community outdoor areas. Effective noise barriers may be comprised of various materials including concrete masonry units, plaster, wood (enhanced fencing), glass, plastic, or earthen berm. They should be solid from bottom to top with no cracks or gaps and should have a minimum surface density of approximately three pounds per square foot. The required height and location of the noise barriers specified below may be modified at the recommendation of a qualified acoustical consultant and approval of the City, based on final project design and grading plans, provided the noise barrier reduces exterior noise levels within the outdoor recreation areato less than 60 dBA Ldn (or between 60-65 dBA Ldn at the City's discretion).	Proposed Project only	Less Than Significant
Impact NOI-2: The proposed project or variant would result in exposure of persons to or generation of interior noise levels in excess of standards.	**Mitigation Measure NOI-2: Interior Sound Insulation Ratings.** The project applicant shall retain a qualified acoustic consultant to assess the final project design and recommend required minimum sound transmission class (STC) ratings for all exterior windows and doors (including upgraded walls, as necessary) to achieve the following performance standards: 1. An average day-night sound level (L_{dn}) of 45 dBA for the interior of residential units. 2. An hourly average ($L_{eq(h)}$) of 50 dBA for the interior of non-residential spaces. The recommendations of the acoustic consultant shall be reviewed by the City of Fremont, and shall be included as conditions of approval of the project, and implemented fully by the project applicant. Sound insulation ratings should be for the completed assembly, including glass and frame, and should be based on laboratory test reports of similar sized samples from a National Voluntary Laboratory Accreditation Program accredited lab. Ventilation systems, exhaust fans, vents, and similar elements must not compromise sound insulation of the exterior wall assemblies.	Both Proposed Project and Variant	Significant and Unavoidable

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
INITIAL STUDY MITIGATION MEASURES			
Air Quality			
3d. The proposed project could expose sensitive receptors to substantial pollutant concentrations?	**Mitigation Measure AQ-1: Selection of equipment during construction to minimize diesel PM and PM2.5 emissions.** The construction contractor shall use off-road construction diesel engines that meet, at a minimum, the Tier 4 interim California Emissions Standards, unless such an engine is not available for a particular item of equipment. Tier 3 engines will be allowed on a case-by-case basis when the contractor has documented that no Tier 4 Interim equipment or emissions equivalent retrofit equipment is available for a particular equipment type that must be used to complete construction. Documentation shall consist of signed written statements from at least two construction equipment rental firms.	Both	Less Than Significant
Hazards and Hazardous Materials			
8a, 8b. The proposed project could create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials; or through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment.	**Mitigation Measure HAZ-1: Hazardous Building Materials Survey and Abatement.** Prior to building permit issuance for demolition or renovation activities of any structures, the applicant shall retain a Cal-OSHA certified contractor to determine the presence or absence of building materials or equipment that contains hazardous materials, including asbestos, lead-based paint, and PCB-containing equipment. If such substances are found to be present, the contractor shall prepare and submit a workplan to the City to demonstrate how these hazardous materials would be properly removed and disposed of in accordance with federal and state law, including Bay Area Air Quality Management District Regulation 11, Rule 2 (Asbestos Demolition, Renovation, and Manufacturing), as a condition of the demolition or building permit. Following completion of removal activities, the applicant shall submit documentation to the City verifying that all hazardous materials were properly removed and disposed.	Both	Less Than Significant
	Mitigation Measure HAZ-2: Environmental Site Investigation and Mitigation Plan. Prior to the issuance of a grading permit and before any substantial ground disturbance, the applicant shall hire a qualified environmental professional to conduct additional environmental site investigation and prepare a site mitigation plan for the project site. The site mitigation plan, and any remedial actions required as part of it, shall be implemented by the applicant and its contractors to the satisfaction of the relevant oversight	Both	Less than Significant

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
	agencies (City of Fremont Fire Department, Alameda County Water District (ACWD) and/or designated Alameda County or State Department oversight agency, or other appropriate agency having jurisdiction) to ensure sufficient minimization of risk to human health and the environment is completed. At a minimum, the site mitigation plan shall: • Establish appropriate site-specific cleanup targets, which are protective of human health and the environment, based on the proposed future land uses(s). At a minimum, these targets shall be equal to, or more protective than the San Francisco Bay Regional Water Quality Control Board's (RWQCB) Environmental Screening Levels (ESLs) for Residential Use, or in the case of contaminants which have naturally occurring background levels that exceed the residential ESLs, the target shall be equal to, or more protective than, the regional background level for that contaminant. • Delineate the extent of soil and/or groundwater contamination at levels exceeding the plan's clean up targets. Identify and implement measures such as excavation, containment, or treatment of the hazardous materials to achieve the plan's cleanup levels. The site mitigation plan should include figures and drawings showing areas and depths of soil excavation or treatment, soil waste classifications, and any mitigating measures. Within such areas, the plan shall establish procedures for safe handling and transportation of the excavated materials, consistent with State, federal, and local regulations, including: - Removal of soil and materials shall be performed by a licensed engineering contractor with a Class A license and hazardous-substance removal certification. A California-licensed engineer shall provide field oversight on behalf of the applicant to document the origin and destination of all removed materials. If necessary, removed materials shall be temporarily stockpiled and covered with plastic sheeting pending relocation, segregation, or off-haul. - If excess materials are off-hauled, waste profiling of the material shall be completed and documented. Materials classified as nonhazardous waste shall be transported under a bill of lading. Materials classified as hazardous waste shall be transported under a hazardous waste manifest. All materials shall be disposed of at an appropriately licensed landfill or facility. - Trucking operations shall comply with Caltrans		

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
	and any other applicable regulations, and all trucks shall be licensed and permitted to carry the appropriate waste classification. The tracking of dirt by trucks leaving the project site shall be minimized by cleaning the wheels upon exit and cleaning the loading zone and exit area as needed. - Description of post-excavation confirmation sampling requirements. If residual contamination remains at the site above the site-specific cleanup targets, include appropriate controls, including institutional controls where and if necessary, to assure that activities by future users do not expose them to unacceptable health and safety risks. Such controls may include but are not limited to visual barriers over contaminated soil, followed by a cap of clean soil or hard surface materials; operation and maintenance protocols for any disturbance of contaminated soils; and recording of deed restrictions, such as activity and use limitations, with the Alameda County Recorder's Office to assure that the remedy is maintained. • Delineate areas of the site where contaminants exceed the RWCQB's ESLs for direct exposure by construction workers. Establish procedures for limiting access to such areas to properly trained personnel. Establish minimum requirements for site-specific health and safety plans, to protect the general public and workers in the construction area (note: these requirements and the environmental sampling results shall be provided by the applicant to all contractors, who shall be responsible for developing their own construction worker health and safety plans and training requirements). • Include contingency measures to address unanticipated conditions or contaminants encountered during construction and development activities. The contingency measures shall establish and describe procedures for responding in the event that unanticipated subsurface hazards or hazardous material releases are discovered during construction, including appropriately notifying nearby property owners, schools, and residents and following appropriate site control procedures. Control procedures would include but not be limited to further investigation and, if necessary, remediation of such hazards or releases, including off-site removal and disposal, containment, or treatment. If unanticipated subsurface hazards or hazardous material releases are discovered during		

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
	construction, the contingency measures addressing unknown contaminants shall be followed. The contingency measures shall be amended as necessary if new information becomes available that could affect implementation of the measures.		
8c. The proposed project could emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?	Implement **Mitigation Measures HAZ-1 and HAZ-2.**	Both Proposed Project and Variant	Less than Significant
Hydrology and Water Quality			
9a, 9f. The proposed project could violate water quality standards or waste discharge requirements; or could otherwise substantially degrade water quality.	Implement **Mitigation Measure HAZ-2.**	Both Proposed Project and Variant	Less than Significant
Noise			
12d. The proposed project could result in a substantial temporary or periodic	**Mitigation Measure NOI-1-IS[1]: Modification, Placement and Operation of Construction Equipment.** To reduce noise impacts during construction, the applicant shall include the following measures in contractor specifications for the project, and such measures shall be implemented during construction:	Both Proposed Project and Variant	Less than Significant

[1] The suffix "-IS" has been added to the numbering of this Mitigation Measure from the Initial Study, which relates to noise generated by construction equipment, to differentiate it from Mitigation Measure NOI-1 within the EIR, which relates to permanent sound barriers.

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
increase in ambient noise levels in the project vicinity above levels existing without the project.	• Construction equipment shall be well maintained and operated in a manner to reduce or avoid high levels of noise emission. (By way of example, and to the extent practical, lower—rather than drop—loads into containers or onto platforms, thus reducing opportunity for noise-generating impacts of contacting surfaces.) • Construction activities, including the loading and unloading of materials and truck movements, shall be limited to the hours of 7:00 AM to 7:00 PM on weekdays and between the hours of 9:00 AM and 6:00 PM on Saturdays. No construction activities shall be permitted on Sundays or holidays. • Excavating, grading, and filling activities, including warming of equipment motors, shall be limited to between the hours of 7:00 AM to 7:00 PM on weekdays and between the hours of 9:00 AM and 6:00 PM on Saturdays. No excavation, grading or filling activities shall be permitted Sundays or holidays. • All internal combustion engine-driven equipment shall be equipped with mufflers, which are in good condition and appropriate for the equipment. • The contractor shall utilize “quiet” models of air compressors, electrical generators, pumps and other stationary noise sources where options for such off-the-shelf technology exist. • Loading, staging areas, stationary noise-generating equipment, etc. shall be located as far as feasible from sensitive receptors, and/or shielded with temporary noise barriers if necessary. • The contractor shall comply with Air Resource Board idling prohibitions of unnecessary idling of internal combustion engines. • Wherever possible, noise-generating construction equipment shall be shielded from nearby residences by on-site positioning of noise-attenuating barriers, such as structures or truck trailers. Temporary barriers, composed of field-erected curtains or panels, may also be used to occlude direct airborne sound paths between construction activity noise sources and, if designed and installed properly, could be expected to yield at least 7 to 12 dBA of noise reduction in the field. • Signs shall be posted at the construction site that include permitted construction days and hours, a day and evening contact number for the job site, and a contact number for the project sponsor in the event of noise complaints. The applicant shall designate an on-site complaint and enforcement manager to track and respond to noise complaints.		
Transportation and Traffic			
16a, 16b. The proposed project could exceed the	**Mitigation Measure TRA-1: Construction Traffic Management Plan.** The applicant and its construction contractor shall prepare and implement a traffic management plan for construction activities that may	Both Proposed Project and Variant	Less than Significant

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
capacity of the existing circulation system, based on an applicable measure of effectiveness, or could conflict with an applicable congestion management program or other standards established by the county congestion management agency for designated roads or highways.	affect road rights-of-way during construction, to reduce traffic congestion during construction and facilitate emergency vehicle access along affected roadways. The traffic management plan must follow applicable City of Fremont Standard Details and Specifications (whichever editions are current as of the date of construction), which include minimum requirements for: • Conformance with the most current California Manual on Uniform Traffic Control Devices and State Standard Plans; • No lane closures during weekends and weekdays before 8:30 am or after 4:00 pm; • 72-hour notice prior to start of work to all affected parties (businesses, residents, agencies, schools, etc.); • Removal/coverage of all conflicting signs, striping, or pavement markings when work is completed. • Maintaining access to private property at all times; • Minimum of one paved traffic lane no less than 10-feet wide; and • All hauling on City streets shall be on adopted truck routes. The plan shall be in effect throughout the duration of project-related construction activities. The traffic management plan shall be submitted to the City of Fremont Department of Public Works for review and approval prior to approval of improvement plans and issuance of building permits where roadway improvements may cause impacts on traffic. The plan shall include the following items to address requirements above: • A set of comprehensive traffic control measures, including scheduling of major truck trips and deliveries to avoid peak traffic hours; detour signs (if required); traffic coning and other lane closure devices; warning signs; use of flag persons to direct traffic flows (when needed); and designated construction access routes. • Identification of haul routes for movement of construction vehicles that would minimize impacts on traffic, transit, bicycle, and pedestrian circulation and safety, specifically along those streets in the project area. • Notification procedures for adjacent property owners and public safety personnel regarding when major deliveries, detours, and lane closures would occur. • Provisions for monitoring surface streets used for haul routes so that any damage and debris attributable to haul trucks can be identified and corrected by the applicant. • Methods to maintain emergency vehicle access, as well as local access to/from surrounding properties, at all times during project construction, with detours as necessary during road closures.		

Environmental Impact	Mitigation Measures	Applicable to Proposed Project and/or Variant?	Level of Significance after Mitigation
16d. The proposed project could substantially increase hazards due to a design feature or incompatible uses.	Implement **Mitigation Measure TRA-1.**	Both Proposed Project and Variant	Less than Significant
16e. The proposed project could result in inadequate emergency access.	Implement **Mitigation Measure TRA-1.**	Both Proposed Project and Variant	Less than Significant

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Table of Contents

Summary iii
Project Description iii
Environmental Review Process iii
Alternatives v
Issues of Concern v
1. Introduction and Background 1-1
1.1 Environmental Review Context 1-1
1.2 EIR Guidance 1-2
1.3 Scope of EIR 1-2
1.4 EIR Organization 1-3
1.5 Notice of Preparation 1-4
1.6 Intended Uses of the EIR 1-5
2. Project Description 2-1
2.1 Project Site and Vicinity 2-1
2.2 Surrounding Land Uses 2-1
2.3 Project Objectives 2-1
2.4 Project Characteristics 2-9
2.5 Access and Circulation 2-20
2.6 Utilities and Service Systems 2-23
2.7 Landscaping and Other Improvements 2-23
2.8 Construction Activities and Schedule 2-27
2.9 Standard Development Requirements 2-27
2.10 Project Approvals 2-28
3. Environmental Analysis 3-1
3.1 Introduction 3-1
3.2 Historical Resources 3-2
3.3 Noise 3-19
4. Other CEQA Considerations 4-1
4.1 Cumulative Impacts 4-1
4.2 Growth Inducing Impacts 4-4
4.3 Significant Irreversible Changes 4-6
4.4 Significant and Unavoidable Environmental Impacts 4-7
5. Alternatives 5-1
5.1 Introduction 5-1
5.2 Factors Considered in the Selection of Alternatives 5-1
5.3 Alternatives Considered but Rejected From Further Analysis 5-2
5.4 Description and Analysis of Alternatives Retained 5-3
5.5 Environmentally Superior Alternative 5-7
6. References 6-1
7. Report Preparers 7-1
7.1 Lead Agency - City of Fremont 7-1
7.2 Consultant - AECOM 7-1

Appendices

Appendix A Notice of Preparation and Initial Study A-1
Appendix B Comments Received in Response to the Notice of Preparation B-1
Appendix C Technical Memorandum – Summary Historical Resources Report C-1
Appendix D Environmental Noise Analysis D-1

Figures

Figure 2-1 Project Site and Vicinity Map 2-3
Figure 2-2 Aerial View of the Project Site and Existing Uses 2-5
Figure 2-3 Existing Conditions – Former Fire Station 2-7
Figure 2-4 Proposed Project Site Layout 2-11
Figure 2-5 Site Layout - Variant 2-13
Figure 2-6 Conceptual Mixed Use Building Elevations 2-15
Figure 2-7 Conceptual Townhome Elevations 2-17
Figure 2-8 Proposed Rehabilitation of Former Fire Station 2-21
Figure 2-9 Conceptual Landscape Plan 2-25

Tables

Table 1 Summary of Potentially Significant Impacts and Mitigation Measures v
Table 4-1 List of Projects Considered for Analysis of Cumulative Impacts 4-2
Table 5-1 Comparison of Environmental Impacts of the Alternatives to the Proposed Project 5-7

Acronyms and Abbreviations

Cal-OSHA	California Division of Occupational Safety and Health Administration
CCR	California Code of Regulations
CEQA	California Environmental Quality Act
CFR	Code of Federal Regulations
CHL	California Historical Landmarks
City	City of Fremont
CPHI	California Points of Historical Interest
CRHR	California Register of Historical Resources
CY	cubic yards
DOF	Department of Finance
EIR	Environmental Impact Report
FMC	Fremont Municipal Code
GIS	Geographic Information System
HABS	Historic American Building Survey
HALS	Historic American Landscape Survey
HARB	Historical Architectural Review Board
HOD	Historic Overlay Districts
I-680	Interstate 680
MMRP	Mitigation Monitoring and Reporting Program
MSL	mean sea level
NCA	Neighborhood Conservation Areas
NHPA	National Historic Preservation Act
NOP	Notice of Preparation
NPS	National Parks Service
NRHP	National Register of Historic Places
NWIC	Northwest Information Center
OHP	Office of Historic Preservation
PG&E	Pacific Gas and Electric Company
PRC	California Public Resources Code
SF	square-foot
SHPO	State Historic Preservation Office

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1. Introduction and Background

1.1 Environmental Review Context

This document is an Environmental Impact Report (EIR) prepared for the SiliconSage Centerville Mixed Use Project (the proposed project) for purposes of the California Environmental Quality Act (CEQA). This EIR has been prepared by the City of Fremont (City), as the lead agency under CEQA.

The project site consists of 14 existing parcels totaling approximately 4.6-acres (200,707 square feet [SF]) bounded by Fremont Boulevard, Peralta Boulevard, Jason Way, and Parish Avenue, in the Centerville Community Plan Area of the City of Fremont (City). The proposed project would develop 72 townhomes, 64 apartments, and approximately 25,000 SF of retail uses, along with outdoor amenity areas; and would rehabilitate a former fire station on the site for future use. The project applicant also proposes a variant, which would develop 72 townhomes, 93 apartments, approximately 26,000 SF of retail uses, outdoor amenity areas; and would demolish the former fire station.

The City of Fremont, as lead agency, determined that preparation of an EIR was necessary for the proposed project because there was "substantial evidence that the proposed project may have a significant effect on the environment." An Initial Study Checklist and Notice of Preparation were prepared and circulated from July 17, 2018 to August 15, 2018 (see **Appendix A**). The Checklist identified that all resource topics evaluated in an EIR, except two, would have less-than-significant impacts with recommended mitigation measures. The two topics that required further investigation are (1) historical resources, and (2) noise. These topics are the focus of this EIR.

CEQA requires that, before a project with potentially significant environmental effects may be approved, an EIR must be prepared that fully describes the environmental effects of the project, identifies mitigation measures to lessen or eliminate adverse impacts, and examines feasible alternatives to the project. The information contained in the EIR is to be reviewed and considered by the lead agency prior to the ultimate decision to approve, disapprove, or modify the proposed project.

This Draft EIR is available for a 45-day public review period as indicated on the Public Notice of Availability of this document, which ends on November 5, 2018. The purpose of public review of the EIR is to receive comments on the adequacy of the document in addressing adverse physical effects of the project. Following the close of the public review period, the City will provide a summary of the comments received and responses to those comments, along with any necessary changes to the EIR. This EIR is being circulated to relevant local, regional and/or state agencies, and to interested organizations and individuals who may wish to review and comment on the report. During the public review period, written comments on the adequacy of the Draft EIR may be submitted to the City of Fremont at the following address:

Joel Pullen, Senior Planner
City of Fremont
Planning Division
39550 Liberty Street
Fremont, CA 94538

Written comments may also be submitted via email to jpullen@fremont.gov with "SiliconSage Centerville Mixed Use Project Draft EIR" noted in the subject line.

Responses to all substantive comments received on the adequacy of the Draft EIR and submitted within the specified review period will be prepared and included in the Responses to Comments/Final EIR. Prior to approval of the project, the City of Fremont must certify the Final EIR and adopt a Mitigation Monitoring and Reporting Program (MMRP) for mitigation measures identified in the EIR, in accordance with the requirements of California Public Resources Code (PRC) Section 21001.

1.2 EIR Guidance

The City of Fremont has prepared this EIR to provide responsible and trustee agencies and the public with information about the potential environmental effects of the proposed project. This EIR was prepared in compliance with CEQA (as amended through California Public Resources Code Section 21000 *et seq.*) and the State CEQA Guidelines (California Code of Regulations Section 15000 *et seq.*).

The purpose of an EIR is not to recommend either approval or denial of a project, but to disclose the potential environmental impacts of a project and potential methods of mitigation before approving, modifying, or denying a project. According to the CEQA Guidelines (Section 15064(f)(1)), preparation of an EIR is required whenever a project may result in a significant environmental impact. An EIR is an informational document used to inform public agency decision makers and the general public of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project that could feasibly attain most of the basic objectives of the project while substantially lessening or avoiding any of the significant environmental impacts. Public agencies are required to consider the information presented in the EIR when determining whether to approve a project.

CEQA requires that state, regional, and local government agencies consider the environmental effects of projects over which they have discretionary authority before taking action on those projects (Public Resources Code Section 21000 *et seq.*). CEQA also requires that each public agency avoid or reduce to less-than-significant levels, wherever feasible, the significant environmental effects of projects it approves or implements. If a project would result in significant and unavoidable environmental impacts that cannot be fully and feasibly reduced to less-than-significant levels, the project can still be approved, but the lead agency must issue a "statement of overriding considerations" explaining in writing the specific economic, social, or other considerations that it believes would make those significant effects acceptable.

1.3 Scope of EIR

1.3.1 Topics Addressed in this EIR

Pursuant to Section 15143 of the State CEQA Guidelines, a lead agency may limit an EIR's discussion of environmental impacts to specific issue areas where significant impacts on the environment may occur. A copy of the Initial Study may be attached to the EIR to provide the basis for limiting the impacts discussed. The Initial Study for this project is included in **Appendix A** of this EIR.

Pursuant to CEQA Guidelines Section 15063(c)(3), through preparation of the Initial Study, the City concluded that additional environmental review in an EIR shall be conducted for historical resources and noise. The environmental analysis for these topics is presented in Chapter 3 of this EIR.

1.3.2 Topics Not Addressed in Detail in this EIR Based on Preparation of the Initial Study

The information and analysis presented in the Initial Study provides substantial evidence for the conclusion, for all the issues listed below (i.e., those not addressed in detail in this EIR), that: 1) CEQA standards triggering preparation of further environmental review do not exist for those issues; and 2) impacts under these topics would be less than significant with incorporation of appropriate mitigation measures. Topics not addressed in this EIR in detail are listed below by impact determination category identified in Appendix G, the Environmental Checklist Form. These topics are, however, analyzed for full disclosure of the environmental determination, in the Initial Study, included within **Appendix A** of this EIR.

- Agricultural and Forestry Resources
- Aesthetics
- Air Quality
- Biological Resources
- Cultural Resources (excluding built environment historical resources)
- Geology and Soils
- Greenhouse Gases
- Hazards and Hazardous Materials

- Hydrology and Water Quality
- Land Use
- Mineral Resources
- Noise (excluding impacts of environmental noise on project site occupants)
- Population and Housing
- Public Services
- Recreation
- Transportation and Traffic
- Tribal Cultural Resources
- Utilities and Service Systems

Mitigation measures that have been recommended in the Initial Study to reduce the environmental impacts of the proposed project or the variant in relation to the above topics will be included in the MMRP that the City of Fremont will prepare (pursuant to the CEQA Guidelines Section 15097) if the City determines that the proposed project, the variant, or one of the proposed alternatives should be adopted.

1.4 EIR Organization

This EIR is organized into chapters, as identified and briefly described below:

- **Summary,** provides a brief overview of this document including a summary of the proposed project and variant, the environmental review process, alternatives to the project, and issues of concern.
- **Chapter 1, Introduction and Background,** explains the CEQA process, provides a brief summary of the proposed project and variant that are being evaluated, provides information on the public participation process, and outlines the organization of the document.
- **Chapter 2, Project Description,** describes the project location, background, characteristics of the proposed project and variant, project objectives, and identifies project approvals and the agencies that may have discretionary authority over the project.
- **Chapter 3, Environmental Analysis,** describes the environmental baseline (i.e., existing conditions) and the regulatory framework, then provides an analysis of impacts of the proposed project and variant, as well as mitigation measures that would avoid or eliminate significant impacts or reduce them to a less-than-significant level, where feasible and available.
- **Chapter 4, Other CEQA Considerations,** discusses cumulative impacts that could result from the proposed project or variant when considered in combination with other reasonably foreseeable projects in the area. Chapter 5 also addresses the potential for the project to foster economic or population growth, or remove obstacles to growth; describes any significant and unavoidable adverse impacts that would result from project implementation; and identifies any irreversible environmental changes that could be caused by the project.
- **Chapter 5, Alternatives,** describes a range of reasonable alternatives to the project (consistent with State CEQA Guidelines Section 15126.6[a]) that are feasible (i.e., that may be accomplished in a successful manner within a reasonable period of time) and that take economic, environmental, social, and technological factors into account.
- **Chapter 6, References,** provides a bibliography of sources cited in the EIR and identifies the names and affiliations of persons who provided information used in preparing the document. Reference documents are available for public review at City of Fremont Planning Division located at 39550 Liberty Street in Fremont, California.
- **Chapter 7, List of Preparers,** lists individuals who were involved in preparing this EIR.

Appendices that support this EIR include the Notice of Preparation (NOP), comments received on the NOP, the Initial Study, background documents, and technical information used in the impact analyses.

1.5 Notice of Preparation

An NOP was prepared by the City of Fremont to obtain comments from agencies and the public regarding issues to be addressed in the EIR. The Notice of Preparation is included in **Appendix A** of the EIR.

On July 17, 2018, the City sent the NOP to governmental agencies and organizations and persons interested in the proposed project to solicit input and to identify any concerns or issues that should be included in the EIR. The NOP was circulated for 30 days, with the review period closing on August 15, 2018. Copies of the comments received in responses to the NOP are included in **Appendix B**.

Comments received in response to the Notice of Preparation during the scoping period raised the following topics, and are addressed in the relevant sections of this EIR or in the Initial Study, as indicated:

- Impacts of the proposed project or variant related to traffic (including congestion and pedestrian safety) are addressed in Section 4.16, Transportation and Traffic, of the Initial Study. Impacts related to construction traffic were found to be potentially significant; however, mitigation measures were recommended that would reduce these impacts to a less-than-significant level. Impacts related to traffic generated post-construction were found to be less than significant, as both the proposed project and variant would result in a net reduction in weekday daily vehicle trips, and only a modest net increase in peak hour vehicle trips, compared to the traffic generated by existing uses at the project site.
- Impacts of the proposed project or variant related to the density and height of the proposed development are addressed in Section 4.10, Land Use and Land Use Planning, of the Initial Study. The proposed project and variant are consistent with the relevant density and height requirements of the City's General Plan and zoning; therefore, no impacts to land use were identified.
- Impacts of the proposed project or variant related to aesthetics and visual character are addressed in Section 4.1, Aesthetics, of the Initial Study. These impacts were found to be less than significant.
- Impacts of the proposed project or variant related to air quality (including impacts on air quality from traffic generated by the proposed project or variant) are addressed in Section 4.3, Air Quality, of the Initial Study. Impacts relating to exposure of sensitive receptors to substantial pollutant concentrations during project construction were found to be potentially significant; however, mitigation measures were recommended that would reduce these impacts to a less-than-significant level.
- Impacts related to noise generated by construction or operation of the proposed project or variant are addressed in Section 4.12, Noise, of the Initial Study. Impacts related to construction noise were found to be potentially significant; however, mitigation measures were recommended that would reduce these impacts to a less-than-significant level. (Section 3.3 of this EIR addresses the impacts of existing noise sources on future occupants at the project site, and not the impacts of noise generated by the proposed project or variant).
- Impacts of the proposed project or variant related to soil quality and hazardous materials are addressed in Section 4.8, Hazards and Hazardous Materials, of the Initial Study. Impacts relating to potential disturbance of potentially contaminated soils existing at the project site were found to be potentially significant; however, mitigation measures were recommended that would reduce these impacts to a less-than-significant level.
- Impacts of the proposed project or variant related to water supply are addressed in Section 4.18, Utilities and Services, of the Initial Study. These impacts were found to be less than significant.
- Impacts related to parking and provision of solar energy for residents are not related to physical impacts on the environment, and are therefore not issues to be considered under the requirements of CEQA. It is noted, however, that the proposed number of parking spaces for the proposed project and variant are consistent with City's General Plan and zoning requirements.
- Impacts related to quality of life are either addressed with respect to the physical environmental resources analyzed within the relevant sections of the Initial Study (Sections 4.1 through 4.18) and this EIR (Section 3), or are not related to physical impacts on the environment and therefore not issues to be considered under CEQA.

1.6 Intended Uses of the EIR

This EIR provides the environmental information and evaluation necessary to understand impacts related to the planning, construction, and operation of the proposed project or variant. This EIR also provides the CEQA compliance documentation upon which the City's consideration of, and action on, all applicable approvals (collectively, "approvals") may be based. These include all approvals set forth in this EIR (refer to Section 2.10), as well as any additional approvals that may be necessary to allow planning, construction, operation, and maintenance activities.

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2. Project Description

2.1 Project Site and Vicinity

The project site consists of 14 existing parcels totaling approximately 4.6 acres (200,707 square feet [SF]) bounded by Fremont Boulevard, Peralta Boulevard, Jason Way, and Parish Avenue, in the Centerville Community Plan Area of the City of Fremont (City). The project site and vicinity is shown in Figure 2-1. The site is relatively flat, and is at an elevation of approximately 54 feet mean sea level (MSL). The subject property contains mostly commercial buildings (including retail stores, restaurants, and a small warehouse) and associated surface parking. An unoccupied single-family residence (37367 Jason Way) and a decommissioned fire station (37412 Fremont Boulevard) are also present on the site. The former fire station building has been evaluated as potentially eligible for the California Register of Historical Resources and National Register of Historic Places (Page & Turnbull, 2018).

Figure 2-2 shows the project site and the existing uses, and Figure 2-3 shows the former fire station.

The project site has a General Plan land use designation of Town Center, and is zoned TC-P (TOD), Town Center-Pedestrian with Transit-Oriented Development Overlay District.

2.2 Surrounding Land Uses

Areas to the north and west of Peralta Boulevard and south of Fremont Boulevard in the vicinity of the project site are predominantly commercial, while areas to the north of Jason Way are predominantly residential. Land to the southeast of Parish Avenue is occupied by the Holy Spirit Church and Holy Spirit School and associated uses.

The businesses in the Centerville Town Center area serve the needs of the surrounding community. Commercial and mixed-use land uses are concentrated along Fremont Boulevard, which follow the land use objectives of the Centerville Community Plan Element of the General Plan (City of Fremont, 2011a), which incorporated recommendations from the Centerville Framework Plan (City of Fremont, 2010). The zoning allows for a mix of commercial and residential uses along Fremont Boulevard, typically with ground-floor commercial uses and residential uses above. Businesses in the Centerville Town Center are typically small, locally owned enterprises or franchisees. The types of commercial uses include neighborhood-serving restaurants, markets, small shops, and personal services.

Peralta Boulevard, adjacent to the project site, is also designated as State Route 84. Railroad tracks utilized by the Altamont Corridor Express (ACE), Amtrak, and Capitol Corridor passenger services and freight services run approximately parallel to Peralta Boulevard, about 300 to 400 feet north of the project site.

2.3 Project Objectives

The objectives for the proposed project are to:

- Redevelop an aging, underutilized commercial site with a new mixed-use project that would transform an entire block within the heart of the Centerville Town Center into a vibrant, pedestrian-friendly environment, consistent with the visions of the Centerville Community Plan (2011) and Centerville Framework Plan (2010).
- Enhance the character of the Centerville Town Center with a project that is compatible in scale and design with existing development and historic resources located along Fremont Boulevard and in the surrounding neighborhood, features a complementary mix of land uses that would help to enliven the area, and provides a comfortable and safe environment for pedestrians through the provision of new street improvements and various traffic-calming measures.
- Provide a mid-block pedestrian connection between Peralta Boulevard and Parish Avenue connecting Fremont Boulevard to Jason Way and extend Jason Way all the way to Peralta Boulevard in order to further improve connectivity and walkability in the heart of the historic Town Center.

- Develop high-quality and well-designed housing at higher densities within a Transit-Oriented Development Overlay District which would contribute towards meeting the City's Regional Housing Needs Allocation and encourage transit ridership by locating new housing within walking distance of the Centerville Train Depot and several AC Transit bus lines.
- Promote land use compatibility between the proposed project and the adjoining neighborhood and reinforce the existing pattern of continuous storefronts along Fremont Boulevard by locating the mixed-use buildings directly up to the front property line and the townhomes at the rear of the site adjacent to the existing single-family neighborhood along Jason Way and Parish Avenue.
- Create a continuous and safe walking environment for pedestrians along the subject blocks of Fremont Boulevard, Peralta Boulevard, Parish Avenue, and Jason Way in conformance with the goals and policies of the Mobility Element of the General Plan by eliminating and consolidating driveways, constructing all new sidewalks, and installing a new traffic signal at the intersection of Fremont Boulevard and Parish Avenue.

Imagery: ESRI, 2017

AECOM
City of Fremont
Fremont Blvd Mixed Use

FIGURE 2-1
Project Site and Vicinity Map

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Imagery: ESRI, 2017

AECOM
City of Fremont
Fremont Blvd Mixed Use

FIGURE 2-2
Aerial View of Site and Existing Uses

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AECOM, 2018

AECOM
City of Fremont
Fremont Blvd Mixed Use

FIGURE 2-3
Existing Conditions - Former Fire Station

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2.4 Project Characteristics

Table 2-1 below provides a summary of the proposed development, indicating the mix of residential types, amount of retail space, and intended use of the former fire station. In addition to the proposed project, the applicant has proposed a variant, which would increase the amount of residential units, retail floor area, and parking spaces, and demolish the former fire station. The proposed project and the variant are both described in detail in the following sections and are analyzed in this document at an equal level of detail.

2.4.1 Proposed Project (Fire Station Retained)

The proposed project would develop 72 townhomes, 64 apartments, and approximately 25,000 SF of retail uses, along with a community clubhouse, swimming pool, children's playground, and outdoor amenity areas, for use by residents and their guests. The fire station would be retained and refurbished, with a new use as determined by City Council. The residential density of the proposed project would be 29.9 dwelling units per acre. The proposed site plan for the project is shown in Figure 2-4.

Retail uses would be located on the ground floor of two buildings (Buildings A and B) fronting Fremont Boulevard, with residential apartments above. These two buildings would be three stories, except for a small portion of Building A fronting Peralta Boulevard, which would be four stories.

Table 2-1 Comparison of Proposed Project and Variant

Project Component	Proposed Project	Variant
Residential townhomes	72 units	72 units
Residential apartments	64 units	93 units
Retail	25,000 SF	26,000 SF
Parking	255 total on-site spaces 20 on-street spaces	299 total on-site spaces 20 on-street spaces
Proposed use of former fire station building	Seismically upgraded and rehabilitated for future use (to be decided by City Council, possibly as a restaurant/café or daycare). 3,300 SF	Demolished.
Residential density	29.9 dwelling units/acre (rounds to 30)	35.8 dwelling units/acre

The townhomes would be three-story structures behind the commercial/apartment buildings (i.e., on the northern portion of the site) along Jason Way. An entry plaza to the project site would be provided approximately half way along the project's Fremont Boulevard frontage and adjacent to the existing fire station building, which would be retained on the site. An underground parking garage would extend below Building B and the entry plaza, with an entry/exit ramp near the eastern end of the garage.

The proposed project would adjust the parcel boundary of the fire station site to match the size of the building. The other existing structures on the project site (i.e., the commercial businesses and single residence) would be demolished, and the parcels combined.

2.4.2 Variant (Fire Station Demolished)

The variant would develop 72 townhomes, 93 apartments, and approximately 26,000 SF of retail uses, along with a community clubhouse, pool and children's playground, and a community garden, for use by residents and their guests. The residential density of the variant would be 35.8 dwelling units per acre.

The portion of the site proposed for townhomes and the community clubhouse, swimming pool, playground, and outdoor amenity areas would be identical to the layout and development program of the proposed project; the only differences under the variant pertain to the fire station building and the mixed

use portion of the project site along the Fremont Boulevard boundary. The proposed site plan for the portion of the variant that varies from the proposed project is shown in Figure 2-5.

Under the variant, the former fire station would be demolished, and proposed Building A would be extended east to include the space occupied by the former fire station building. Above the ground floor, residential apartments on the second and third floors would span the entry plaza to connect Buildings A and B, allowing vehicular and pedestrian access at the street level. The underground parking garage would be extended to the entire length of the combined Buildings A and B, with a second exit ramp at the western end of the garage.

Elevations showing the proposed Fremont Boulevard mixed use frontage under both the proposed project and the variant are presented in Figure 2-6.

2.4.3 New Residential Townhomes and Community Areas

Both the proposed project and variant would include construction of 72 new three-story townhomes on the northeastern portion of the project site, with a mixture of three-bedroom and four-bedroom floor plans. Each home would have a footprint of between approximately 775 and 900 SF, and gross floor area of between approximately 1,800 and 2,100 SF. Maximum building height for the townhomes would be 40 feet.

Community facilities such as a club house, swimming pool, and children's playground ("tot-lot") are proposed near the center of the site, with a publicly-accessible paseo providing a pedestrian link from the entry plaza on Fremont Boulevard to Jason Way. Several outdoor amenity areas, including a covered lounge, meditation garden, and chess plaza are proposed in the western portion of the site. The variant would be identical to the proposed project in terms of the siting and size of the residential townhomes and community areas.

The 3-story buildings would feature symmetrical facades in the front, with rear garage entrances on the ground floor, and balconies on the second floor. The buildings would feature stucco siding with stone veneer cladding and shingle, tile, and wood accents. The buildings would exhibit a mix of traditional architectural styles used for California Train Depots, including elements of Gothic Revival and Richardsonian Romanesque styles.

Typical elevations of the proposed townhomes are shown in Figure 2-7. The above footprints and floor areas are approximate and would be refined as the final plans and maps are prepared for project entitlement.

2.4.4 New Retail Uses and Residential Apartments

Proposed Project

Under the proposed project, Building A would contain 9,000 SF of ground-floor retail along the frontage of Fremont Boulevard between Peralta Avenue and the existing fire station, with 13 apartments on each of the second and third floors. The portion of the building along the Peralta Boulevard frontage would be one floor taller (four floors) and would contain four additional apartments on the fourth floor.

Building B would contain 16,000 SF of ground-floor retail along the Fremont Boulevard frontage between the proposed entry plaza and Parish Avenue, with 17 residential apartments on each of the second and third floors. Together, Buildings A and B would contain 25,000 SF of retail and 64 two- and three- bedroom apartments.

Buildings A and B would exhibit a mix of Mediterranean and Spanish Revival architectural styles. The ground floors of each building would feature stone veneer cladding and evenly spaced arched openings and multi-lite storefront glazing. Conceptual elevations of the Fremont Boulevard frontage under the proposed project are shown in Figure 2-6.

SOURCE: Silicon Sage Builders

AECOM
City of Fremont
Fremont Blvd Mixed Use

FIGURE 2-4
Proposed Project Site Layout

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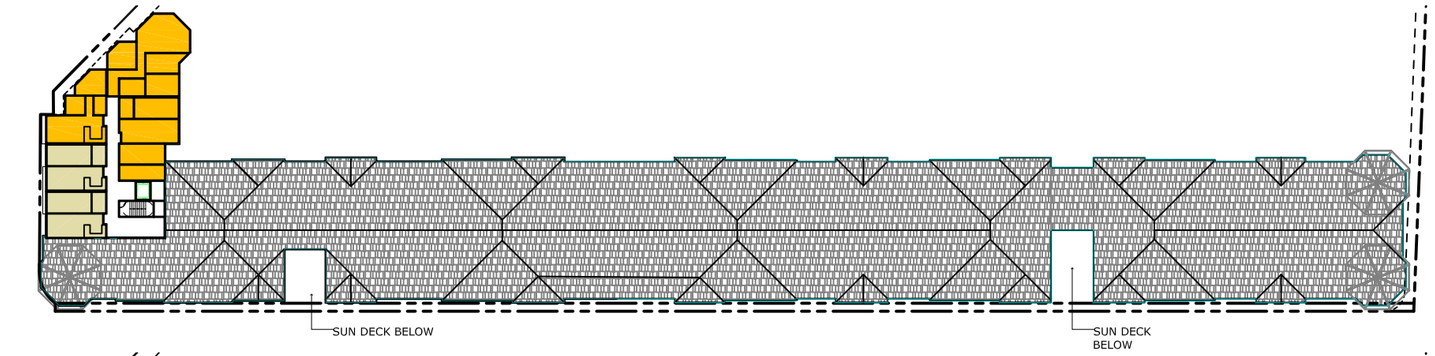
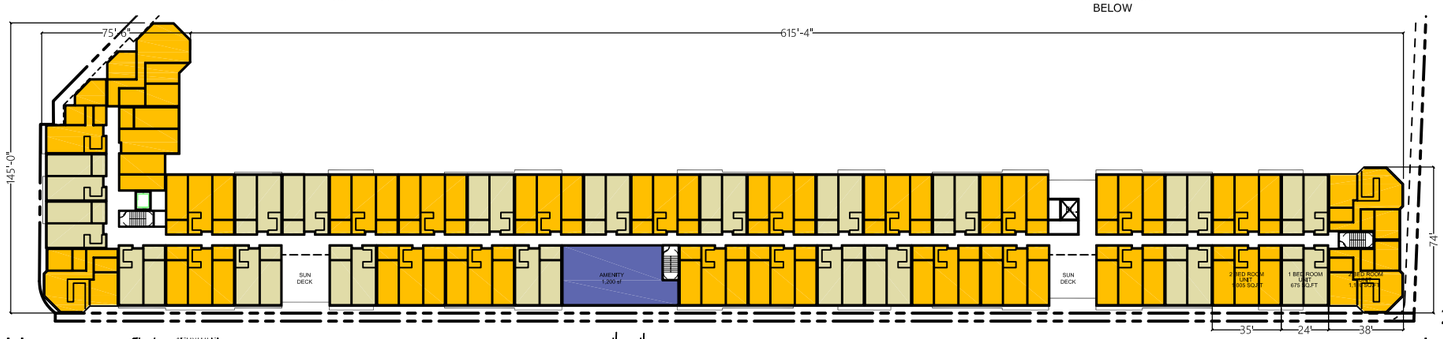


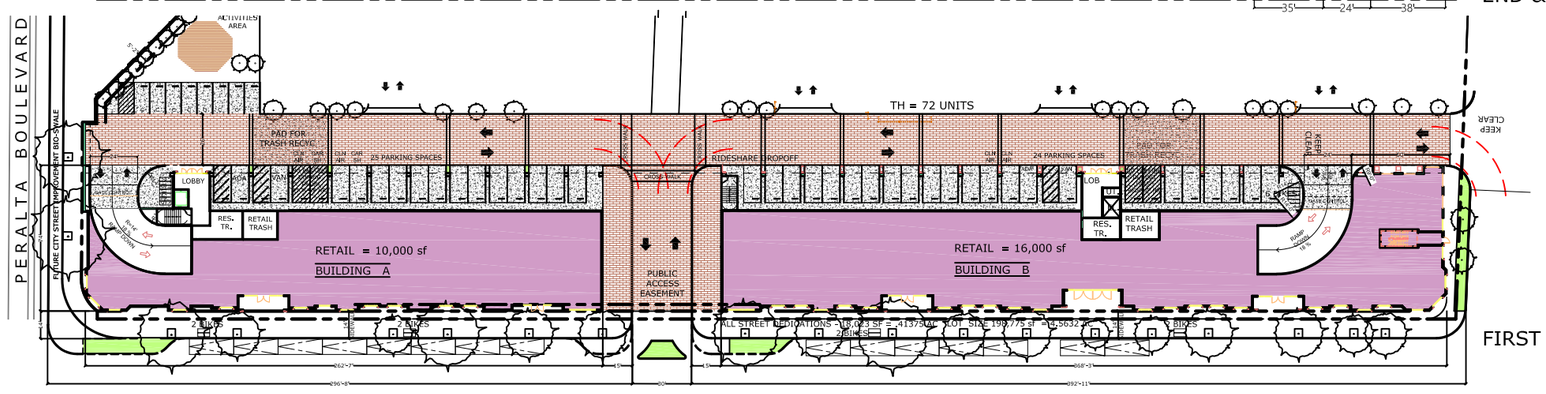
4TH FLOOR PLAN



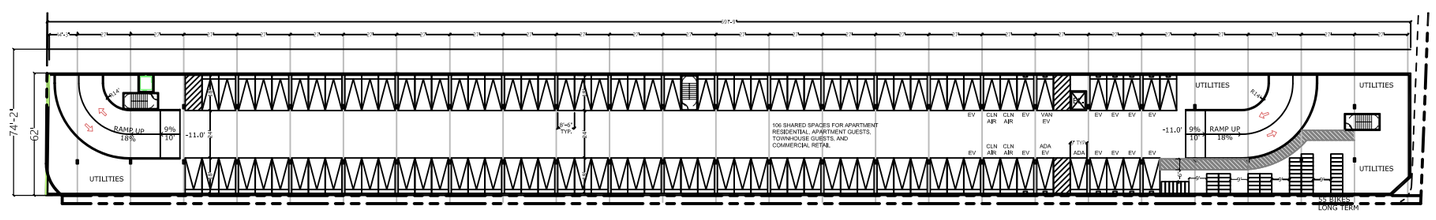
2ND & 3RD FLOOR PLAN TYP.

UNIT COUNT

LEVEL 2 & 3 :	19 X 2 = 38	1-BD UNITS	
	25 X 2 = 50	2-BD UNITS	
LEVEL 4 :	2	1-BD UNITS	
	3	2-BD UNITS	
	TOTAL	**93**	**UNITS**



FIRST FLOOR PLAN



BASEMENT PLAN

Note: Remainder of site under the Project Variant is identical to the Proposed Project (refer Figure 2-4).

SOURCE: Silicon Sage Builders

AECOM
City of Fremont
Fremont Blvd Mixed Use

FIGURE 2-5
Project Variant Site Layout

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PROPOSED PROJECT - CONCEPTUAL MIXED USE BUILDINGS

FREMONT BLVD ELEVATION

PROJECT VARIANT - CONCEPTUAL MIXED USE BUILDINGS

FREMONT BLVD ELEVATION

SOURCE: Silicon Sage Builders

FIGURE 2-6

Conceptual Mixed Use Building Elevations

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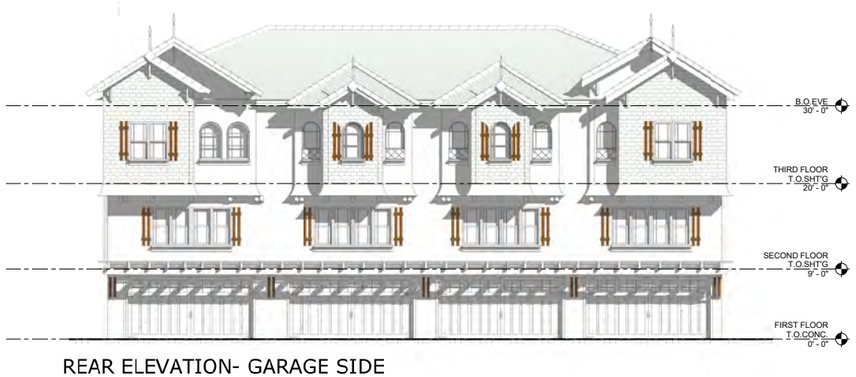
FRONT ELEVATION-PARISH AVE.

RIGHT ELEVATION - JASON WAY
NOT TO SCALE



REAR ELEVATION- GARAGE SIDE

EXTERIOR VIEW - PARISH AVE.

SOURCE: Silicon Sage Builders

FIGURE 2-7
Conceptual Townhome Elevations

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Variant

Under the variant, Building A would contain 10,000 SF of ground-floor retail along the frontage of Fremont Boulevard between Peralta Avenue and the entry plaza. Residential apartments on the second and third floors would extend over the entry plaza to connect with Building B. Similar to the proposed project, the portion of Building A along the Peralta Boulevard frontage would extend to four floors, with five residential apartments on this level.

Building B would contain 16,000 SF of ground-floor retail along the Fremont Boulevard frontage between the proposed entry plaza and Parish Avenue, with residential apartments on both the second and third floors, connecting across the entry plaza to Building A. Together, Buildings A and B would contain 26,000 SF of retail and 93 one- and two- bedroom apartments.

The architectural style and materials of the mixed use buildings would be similar to the proposed project. Conceptual elevations of the Fremont Boulevard frontage under the variant are shown in Figure 2-6.

2.4.5 Former Fire Station Building

Proposed Project

The proposed project would seismically upgrade the former fire station building in its current location, and rehabilitate/renovate the building for future use, possibly as a restaurant, café, or daycare, subject to City Council approval. Conceptual design for the fire station rehabilitation is shown in Figure 2-8. The parcel boundary would be adjusted to match the footprint of the building.

Existing cement plaster on all façades would be retained and repainted. The only exterior changes proposed at the primary (south) façade would be to replace the existing metal pedestrian door and metal roll-up garage door with a metal-framed, fully glazed door and a metal-framed multi-lite garage door, respectively. The transom window above the door and ribbon windows at the second story would be retained. An American flag would also be remounted at the second story below the roofline.

At the rear (north) façade, exterior alterations would include the removal of the existing metal stairs at the northwest corner, and construction of a new, painted metal stair at the opposite rear corner, to access the existing second-story terrace above and the proposed underground parking garage. The existing rear metal canopy would be removed, and the existing rear garage door replaced with a new glazed garage door to match the primary façade. No changes to the rear second story are proposed, except minimal changes related to the proposed removal of the existing staircase and connection with the proposed new staircase at the terrace landing.

No changes are proposed to the western façade of the building, except that a climbing vine would be planted in front of the cement plaster portion of the façade. The existing alleyway along the western façade would be retained for pedestrian access.

The existing building to the east of the former fire station would be demolished, exposing the eastern façade. Two sets of metal-framed storefront sliding doors would be installed along this façade, to provide access from the interior of the building to a seating area of the proposed public entry plaza east of the building. A freestanding wood-framed trellis would be constructed to frame the new doors, and a vertical ladder-like trellis would scale the façade to the left and right of the doors.

In the interior of the former fire station building, the proposed project would retain the existing open fire station apparatus room at the ground story, and the visual and physical connection to the rear of the site. New Americans with Disabilities Act (ADA) accessible restrooms would be constructed along the western wall, flanked to the south by the existing stairway and to the north by a new elevator. The existing restroom would be removed. On the second story, the overall configuration of space would not be altered. The fire station would provide approximately 3,300 SF of space.

Variant

Under the variant, the former fire station building would be demolished. Demolished materials would be recycled to the maximum extent practical, to minimize waste and waste disposal costs, and to conform to City demolition waste recycling requirements.

2.5 Access and Circulation

2.5.1 Proposed Project

Site Access and Circulation. Access to the project site would be provided via a dedicated driveway on Fremont Boulevard, with a right-turn in and right-turn out restriction and rolled curb median. A dedicated driveway would also be provided on Parish Avenue, with two-way ingress/egress. A new traffic signal would be installed at the Parish Avenue/Fremont Boulevard intersection. The project proposes to extend Jason Way from its current terminus near the middle of the northern site boundary, to connect with Peralta Boulevard via a new street easement. Street parking along the south side of Peralta Boulevard would be prohibited within 240 feet west and 60 feet east of the new intersection with Jason Way, with appropriate landscape design and maintenance to provide adequate sight distance.

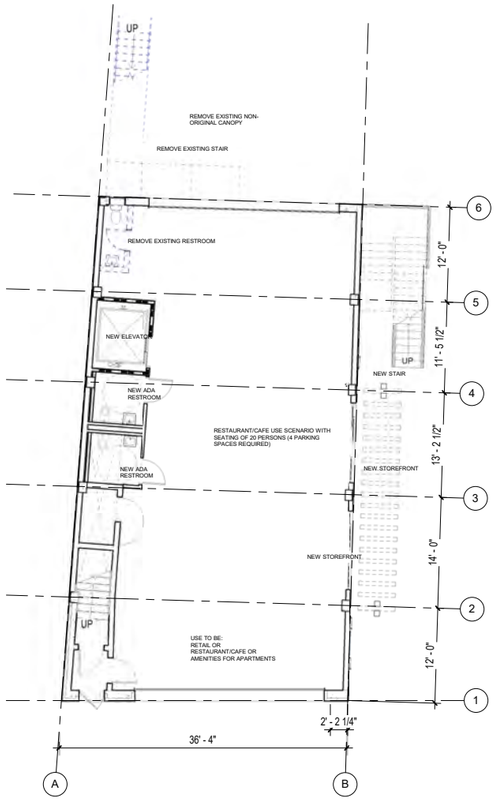
Several driveways would serve the project site from the existing and proposed extension of Jason Way, each of which would provide for two-way ingress and egress, and four of which would connect with the internal driveway from Parish Avenue, described above, that extends behind the proposed mixed use buildings, parallel to Fremont Boulevard.

In addition, a gated one-lane trash/recycling truck and emergency vehicle access driveway would be installed on Peralta Boulevard, connecting to the northernmost driveway off Jason Way. Proposed access and circulation is shown on the site plan in Figure 2-4.

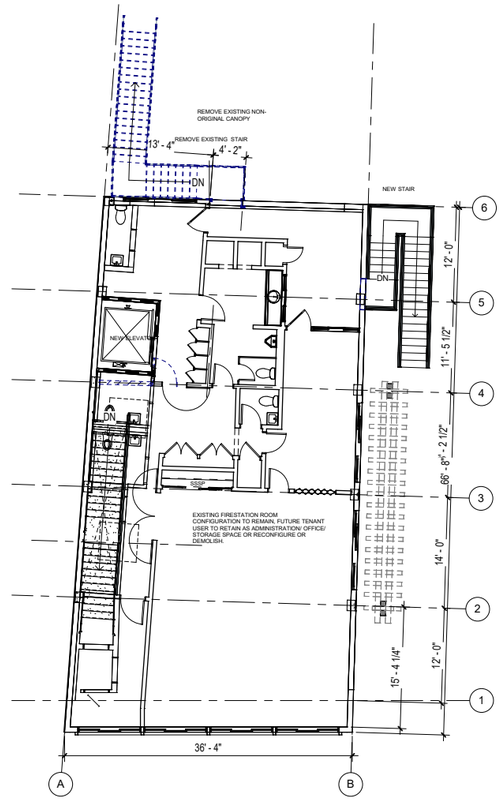
Parking. An underground parking garage would be provided under Building B and the adjacent entry plaza, with an ingress/egress ramp near the eastern end of the garage. The parking garage would include 67 parking spaces, for shared use by apartment residents and guests, and retail employees and customers. An additional 44 on-site parking spaces for shared use would be provided at ground level, behind Buildings A and B. A total of 144 on-site parking spaces for townhome residents would be provided in private garages. The total number of on-site parking spaces for the proposed project would, therefore, be 255 spaces, and an additional 15 on-street parking spaces on Fremont Boulevard would be available for retail customers. Five new on-street parking spaces would also be provided along the Jason Way frontage for use by residential visitors.

Bicycle, Pedestrian, and Transit Facilities. A total of 84 bicycle parking spaces would be provided on site: 52 long-term spaces within the underground parking garage, and 32 short-term bicycle parking spaces at various locations throughout the project site, including along the Fremont Boulevard and Jason Way frontages, and adjacent to the surface parking near Buildings A and B. Ten motorcycle parking spaces would be provided in the underground parking garage.

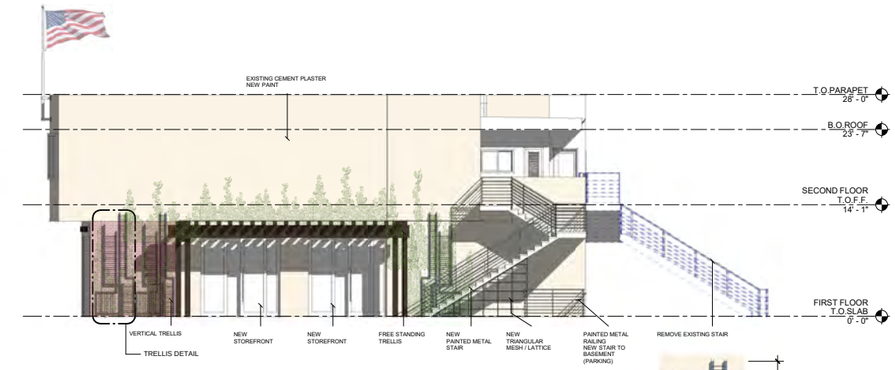
A publicly accessible pedestrian paseo would be provided through the center of the site, connecting the public entry plaza on Fremont Boulevard with Jason Way. An additional pedestrian paseo would traverse the townhome portion of the site, connecting Parish Avenue with Peralta Boulevard. The existing crosswalks at the Fremont/Peralta Boulevard intersection and Fremont Boulevard/Parish Avenue intersections would be maintained, and a new crosswalk would be provided across Fremont Boulevard, adjacent to the pedestrian entry plaza, with high-visibility crosswalk striping. Three new crosswalks and associated traffic-calming “speed tables” would be provided at the Jason Way/Parish Avenue intersection. A new bus shelter would be constructed on Fremont Boulevard, near the Parish Avenue intersection.



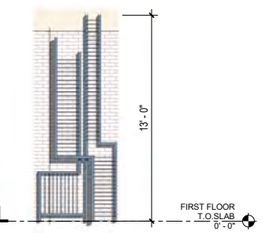
GROUND LEVEL PLAN



SECOND FLOOR PLAN



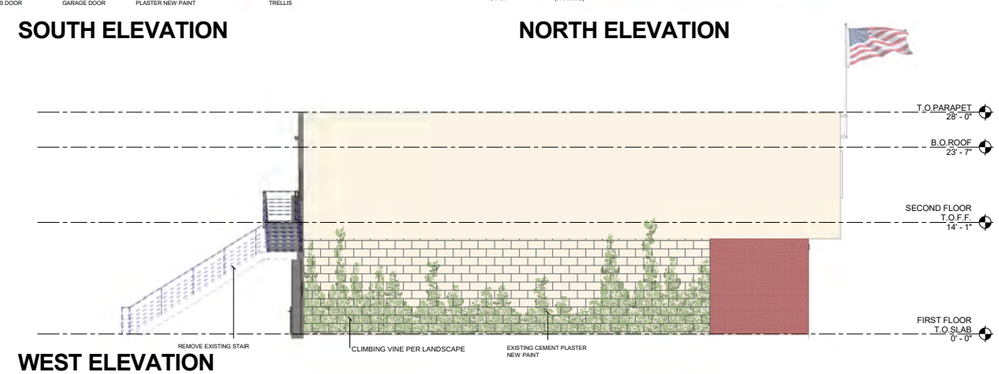
EAST ELEVATION



TRELLIS DETAIL

SOUTH ELEVATION

NORTH ELEVATION



WEST ELEVATION

SOURCE: Silicon Sage Builders

FIGURE 2-8

Proposed Rehabilitation of Former Fire Station

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2.5.2 Variant

Site Access and Circulation. Access and circulation under the variant would be identical to the proposed project, except that the underground parking garage would extend the entire length of Buildings A and B (along the Fremont Boulevard frontage), and a second ingress/egress ramp would be provided at the western end of the garage, connecting to the internal driveway behind Building A.

Parking. Under the variant, the parking garage would include 106 parking spaces for shared use by apartment residents and guests, and retail employees and customers, (i.e., 39 additional spaces compared to the proposed project). A total of 49 shared parking spaces would be provided behind Buildings A and B (i.e., five more than the proposed project). The 144 on-site private garage spaces for townhome residents would be identical to the proposed project. The total number of on-site parking spaces for the variant would be 299 spaces. Identical to the proposed project, 15 on-street parking spaces on Fremont Boulevard and five on-street parking spaces on Jason Way would be provided.

Bicycle, Pedestrian, and Transit Facilities. A total of 88 bicycle parking spaces and 10 motorcycle parking spaces would be provided under the variant. Pedestrian access through the site under the variant would be identical to the proposed project, except that the entry plaza off Fremont Boulevard would be narrower and would pass beneath the second and third stories of Buildings A and B, which would connect overhead.

2.6 Utilities and Service Systems

Utilities and service systems under the proposed project and variant would be almost identical, except for minor differences in the vicinity of the former fire station building and proposed Building A. The project and variant would include utility connections to adjacent existing services in surrounding streets, and existing overhead utility lines on Parish Avenue would be undergrounded. Three underground transformers would be installed within the project site, and various utilities would be placed underground beneath the internal driveways and extended portion of Jason Way. New stormwater planters would be constructed to City standards along the extended portion of Jason Way.

The following utility providers would serve the project site:

- Water Supply — Alameda County Water District
- Fire Protection — City of Fremont Fire Department
- Sanitary Sewer — Union Sanitary District
- Storm Drain — City of Fremont; Alameda County Flood Control and Water Conservation District
- Gas and Electricity — Pacific Gas and Electric
- Telephone — AT&T
- Cable Television — Comcast

2.7 Landscaping and Other Improvements

Landscaping and other improvements under the proposed project and variant would be almost identical, except for minor differences in the vicinity of the former fire station building. In this location, the proposed project would feature a wide entry plaza adjacent to the rehabilitated former fire station, including six large palm trees (refer Figure 2-9). Under the variant, the entry plaza would be narrowed due to the extension of Building A across the former fire station site, and the connection of Buildings A and B across the entry plaza at the second and third floor levels would preclude planting of large trees in this area.

The project site and adjoining sidewalks contain approximately 54 existing trees, including several coast redwood (*Sequoia sempervirens*), northern red oak (*Quercus rubra*), interior live oak (*Quercus wizlizeni*), Mexican fan palm (*Washingtonia robusta*), Japanese zelkova (*Zelkova serrata*), crepe myrtle

(*Lagerstroemia indica*), and mayten (*Maytenus boaria*). Of these trees, 48 are considered protected trees under the Tree Preservation Ordinance (Fremont Municipal Code [FMC] Chapter 18.215).

The proposed project and variant would remove 35 of the existing trees and would retain 19 trees. Of the 35 trees to be removed, 29 are protected under the Tree Preservation Ordinance. The remaining 19 protected trees would be retained.

The removal of protected trees is subject to City requirements involving the planting of replacement trees or the payment of in-lieu fees to mitigate the removal of trees that cannot be replaced on the site due to land area constraints, in accordance with the City's mitigation requirements.

Approximately 145 new trees, at minimum 24-inch box size, would be planted as part of the proposed project or variant, in accordance with City requirements. The proposed replacement trees (quantity and type) to mitigate the loss of protected trees are subject to the approval of the City of Fremont Landscape Architect.

An 8-foot-high concrete masonry unit (CMU) wall, with 12-foot-high screening shrubs and vines would be constructed along the northwest boundary of the site, between Building A and the automatic gate to Peralta Boulevard for recycling/trash trucks (refer Figure 2.9).

SOURCE: Silicon Sage Builders and Callander Associates Landscape Architecture

AECOM
City of Fremont
Fremont Blvd Mixed Use

FIGURE 2-9
Conceptual Landscape Plan

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2.8 Construction Activities and Schedule

2.8.1 General Construction Activities

Typical construction equipment such as graders, backhoes, excavators, and dozers would be used for site preparation and construction. No pile-driving or blasting is anticipated. Equipment and materials would be staged for construction within established work areas on the project site.

The proposed project would include site grading to prepare the site for the proposed development. The preliminary estimates of site grading volumes for the proposed project and variant are shown in Table 2-2 below. The maximum depth of excavation under both the proposed project and variant is estimated to be 15 feet.

Table 2-2 Estimated Cut and Fill Volumes for Proposed Project and Variant

	Proposed Project	Variant
Estimated Fill Volume	400 cubic yards	400 cubic yards
Estimated Cut Volume	20,500 cubic yards	29,400 cubic yards
Estimated Balance to be exported	20,100 cubic yards	29,000 cubic yards

Heavy vehicles (i.e., haul [tractor-trailer] trucks, machinery) would access the project site via construction entrances off Fremont Boulevard, Peralta Boulevard, and/or Parish Avenue.

Construction of the project is estimated to require an average of 100 construction workers on a typical work day. Up to 400 construction workers per day may be required periodically. Parking for construction workers would be provided on the project site, unless construction activities preclude such use. In such cases, an off-site parking lot would be rented to provide for construction worker parking. There would be no multi-day staging of vehicles or equipment on or along existing roadways.

2.8.2 Construction Schedule and Phasing

Construction activities would occur between 7:00 a.m. and 7:00 p.m. Monday through Friday, and between 9:00 a.m. and 6:00 p.m. on Saturdays and holidays (no construction activities would be allowed on Sundays), in accordance with FMC Chapter 18.160. There would likely be multiple destinations for off-haul materials. Construction workers would also be arriving from different directions. Travel routes for workers, soils export, and material import would be determined in consultation with the City Public Works Department, but would likely travel from Interstate 880, along Fremont Boulevard, to the project site.

Project construction would commence with demolition of existing on-site structures (except the former fire station under the proposed project), followed by site preparation and grading. Retail and residential construction (including fire station rehabilitation under the proposed project), civil utilities, and paving would follow. Project construction is expected to last 18 months, commencing in mid 2019. This project schedule is dependent on market conditions, regulatory approvals, and other factors and, therefore, is subject to change.

2.9 Standard Development Requirements

The City of Fremont has established standard development requirements to address resource protection (FMC Chapter 18.218). These requirements apply to air quality (construction-related emissions), biological resources (special-status species), and cultural resources (notification of affiliated California Native American Tribes and accidental discovery of cultural resources).

The proposed project would comply with these standard development requirements, which are described in greater detail in the relevant topical area of the Initial Study (see Sections 4.3, Air Quality; 4.4, Biological Resources; and 4.5, Cultural Resources).

2.10 Project Approvals

The project is a private development proposal that involves private funds (no City, State, or federal funds). The approvals that would require discretionary actions by the City include:

- Discretionary Design Review
- Vesting Tentative Tract Map
- Conditional Use Permit (dependent on possible future uses of commercial component)
- Private Street
- Tree Removal Permit

The project would be reviewed and discussed at public hearings before the Historic Architectural Review Board (HARB), Planning Commission, and City Council.

The project may also require permits and/or approvals from the following agencies:

- Alameda County Flood Control and Water Conservation District
- Alameda County Water District
- Alameda County Department of Environmental Health
- Bay Area Air Quality Management District
- San Francisco Bay Area Regional Water Quality Control Board
- Union Sanitary District
- State Department of Toxic Substances

3. Environmental Analysis

3.1 Introduction

Chapter 3 contains the analysis of the potential effects to environmental topics considered under CEQA from construction and occupancy of the SiliconSage Centerville Mixed Use project. This chapter describes the existing setting, relevant plans and policies that would minimize or avoid potential adverse environmental effects, the significance criteria used to determine environmental impacts, the approach to the analysis, and the potential impacts that could result from development of the property. This chapter also identifies mitigation measures necessary to reduce the potential impacts resulting from development of the property.

3.1.1 Environmental Topics

This document evaluates potential impacts on a limited number of environmental issue areas that the lead agency determined to be potentially significant (CEQA Guidelines Section 15063(c)(3)). After preparation of the Initial Study Checklist (see **Appendix A**), the City of Fremont determined that the EIR would focus on the potentially significant impacts of the proposed project or variant on built environment historical resources and noise. As determined in the Initial Study, impacts of the proposed project or variant on all other resource topics would be either less than significant, or could be reduced to less than significant with implementation of mitigation measures outlined in the Initial Study.

3.1.2 Impact Levels

The EIR uses the following terms to characterize environmental impacts of the proposed project or variant:

- **No impact** indicates that the construction, operation, and maintenance of the proposed project or variant would not have any direct or indirect effects on the physical environment. This designation means the proposed project or variant would not result in a change to existing conditions. This impact level does not need mitigation.
- A **less-than-significant impact** is one that would not result in a substantial or potentially substantial adverse change in the physical environment. This designation means that the proposed project or variant would result in some degree of change to existing conditions, but that change would not be considered "significant," as explained in the next impact designation. This impact level does not require mitigation under CEQA.
- A **significant impact** is defined by California Public Resources Code Section 21068 as "a substantial, or potentially substantial, adverse change in the environment." Levels of significance can vary by project, based on the setting and the nature of the change in the existing physical condition. CEQA Guidelines Section 15382 defines a significant effect as 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." A designation of an impact as significant requires that feasible mitigation measures or alternatives to the proposed project or variant must be identified, where necessary and applicable, to eliminate or reduce the magnitude of the significant impact.
- A **potentially significant impact** is one that, if it were to occur, would be considered a significant impact as described above; however, the occurrence of the impact cannot be immediately determined with certainty. For CEQA purposes, a potentially significant impact is treated as if it were a significant impact. Therefore, under CEQA, feasible mitigation measures or alternatives to the proposed project or variant must be provided, where necessary and applicable, to eliminate or reduce the magnitude of potentially significant impacts.
- A **potentially significant and unavoidable impact or significant and unavoidable impact** is one that would result in a potentially substantial or substantial adverse effect on the environment, and that could not be reduced to a less-than-significant level even with implementation of feasible mitigation. Under CEQA, a

project with significant and unavoidable impacts could still be approved, but the lead agency would be required to: (i) conclude in findings that there are no feasible means of substantially lessening or avoiding the significant impact in accordance with CEQA Guidelines Section 15091(a)(3); and (ii) prepare a statement of overriding considerations, in accordance with State CEQA Guidelines Section 15093, explaining why the lead agency would proceed with a project, in spite of the potential for significant impacts.

3.1.3 Environmental Baseline

Pursuant to CEQA Guidelines Section 15125(a), this EIR measures the physical impacts of the proposed project against an "environmental setting" of physical environmental conditions at and in the vicinity of the project site. The environmental setting is the combined circumstances existing at the time the NOP of the EIR was published, which occurred on July 17, 2018; unless otherwise specified, this is considered the "baseline" condition for this EIR. Discussion of the baseline condition is detailed or restated in the Impacts Analysis to provide the most reader-friendly format and organization. The baseline also includes the policy and planning context for the proposed project, such as the existing design review policies and procedures that currently govern proposed development.

3.2 Historical Resources

A historical resource is defined in Section 15064.5 of the CEQA Guidelines as a resource that is listed in or determined eligible for listing in the California Register of Historical Resources (CRHR); is listed in a local register or has been identified as significant in a historical resource survey; or has been identified by a Lead Agency as a historical resource. Historical resources, including buildings, structures, or archaeological sites, must generally meet the CRHR criteria for eligibility. This section specifically identifies built environment historical resources that may be impacted by the proposed project. The identification and impact assessment of archaeological resources, tribal resources, paleontological resources, and human remains were addressed in the Initial Study completed for the project (see Appendix A), and the City has determined that further investigation of these cultural resources in this EIR is not required.

In accordance with the provisions of CEQA and the City of Fremont's regulations and guidelines for historical resources, this section includes a historical context prepared for the Centerville Redevelopment Plan Environmental Impact Report (Basin Research Associates, Inc., 1997), technical analysis provided in *37412 Fremont Boulevard Historic Resource Impact Analysis* (Page & Turnbull, Inc., 2018) (**Appendix D**), and additional analysis completed by AECOM.

3.2.1 Environmental Setting

This section provides a historical context, results of archival research, and a brief description of the historical resources identified within the project's Area of Potential Effects that may be impacted by the proposed project. More detailed information is available in **Appendix D**.

Historical Context

The Ohlone Indians, later known as the Costanoans, were native to the Alameda County region before the Spanish arrived in 1797. The Ohlone were hunters and gatherers, who are believed to have established a presence and culture in this region as early as 400 AD. When the Spanish arrived, their earliest settlement, "La Mission del Gloriosissimo Patriarca San Jose," was also known as Mission San Jose. Following Mexico's secession from Spain in 1822, and especially subsequent to Mexico's act ordering the secularization of the Missions in 1833, the sale of private land to citizens increased significantly. At that time, 10 land grants were deeded, comprising 196,000 acres.

California became a United States Territory in 1848 after the signing of the Treaty of Guadalupe Hidalgo, which ended the Mexican American War. By 1850, California was admitted as a state. Alameda County was formed in 1853 and subdivided into six townships, including Brooklyn, Oakland, Alameda, Eden, Murray, and Washington (includes the current cities of Fremont, Newark and Union City). Mission San Jose was one of the earliest towns founded in the County, along with Alvarado and Centerville. During the 1860s and early 1870s, roads and railway lines were developed. With this improved transportation network, a large-scale farming economy flourished in

Washington Township. Major crops in the region included apricots, sugar beets, lettuce, cauliflower, corn, strawberries, and fava beans.

Early History of Centerville

The intersection of Fremont and Peralta Boulevards marks the center of the early American period crossroads town originally known as Hardscrabble (1850), then Centreville (by 1878), and finally Centerville (1893) (Thompson & West, 1878). During the second half of the nineteenth century, Centerville was along the main north-south route connecting San Jose and Oakland and was at the mid-point between Alvarado, Vallejo Mills/Niles, Newark, and Mission San Jose, between the Southern Pacific and Central Pacific rail lines. The current Fremont Boulevard (known as Main Street in Centerville) and Peralta Boulevard (previously Niles Road) follow these early road alignments, with only minor modification.

Although Centerville did not originally have a railroad station, it was linked to other nearby settlements by stage and later horse car. It remained a successful and stable agricultural community in the second half of the nineteenth century; by 1878, it had a population of 300 and a number of churches, stores, and saloons. The land along Fremont and Peralta Boulevards was generally divided into small farms of 10 to 60 acres, although the center of town had a much higher density. The 1887 Sanborn map depicts dwellings and shops (e.g., a cobbler, barber, harness shop, tin shop, bowling alley, and general merchandise shop) fronting both Main Street (Fremont Boulevard) and Niles Road (Peralta Boulevard) within or adjacent to the project site. The rear yards of these buildings included smaller outbuildings, likely barns, storage sheds, and possibly privies. The 1896 Sanborn map depicts a similar mix of dwellings and shops, as does the 1926 Sanborn map.

Centerville continued to be an agricultural center following the turn of the twentieth century, and shipping and canning industries expanded in the region in the 1920s. None of the nineteenth century buildings along Fremont Boulevard survive; all were demolished and replaced in the early to mid-twentieth century. The dwellings and outbuildings in the center of the project site were demolished and the area paved over with the parking lot. The economy in Centerville declined by the 1950s when agriculture ceased to be viable and the business district along Main Street deteriorated after the Nimitz Freeway was built in 1957. Centerville, along with Irvington, Niles/Vallejo Mills, Mission San Jose, and Warm Springs were incorporated into the City of Fremont in 1956.

The following year, the Nimitz Freeway (originally known as Highway 17 and current Interstate 880) opened, leading to population growth. Farmlands were rapidly converted to residential subdivisions and strip malls. The population of Fremont nearly doubled in the four years following the highway's opening, and by 1985, the city's population reached 150,000. In 2010, the population was recorded at 190,000, and in 2018 it is estimated to be approximately 235,400 (DOF, 2018). The Centerville neighborhood included a large residential section of Fremont. Sprawling residential subdivisions were planned through the 1960s bounded by Central Avenue, Fremont Boulevard, Mowry Avenue, the I-880 freeway, and the Cabrillo Park subdivision.

Site-specific Context

The 1878 Thompson and West map of the area illustrates dense commercial and residential development at the intersection of Main Street (future Fremont Boulevard) and Niles Road (future Fremont Avenue and Peralta Boulevard by the late-1950s), and the peripheral subdivisions of larger farms and residential parcels. The 1913 Sanborn map portrays the main intersection as it exists today, with the angled northeast corner of the intersection between Fremont and Peralta Boulevards. Along Fremont Boulevard, commercial and civic buildings were built in a variety of architectural styles throughout the twentieth century. To the north along Peralta Boulevard and in other areas near the developing town center on Fremont Boulevard near the railroad intersection, large farming tracts were subdivided into more modest residential parcels for single-family homes in the early twentieth century. The project site has remained developed since the mid-twentieth century.

Background Research

The Area of Potential Effects (APE) was established to include the directly adjacent resources on all sides of the project site, as well as any historic resources across the streets of Fremont Boulevard, Peralta Boulevard, Jason Way, and Parish Avenue (Page & Turnbull, 2018). The APE was used as the study area for background research conducted to identify known historical resources and a historical context for the evaluation of potential historical resources. Page & Turnbull reviewed the California Historical Resources Inventory System (CHRIS) directory for Alameda County, the Department of Parks and Recreation (DPR) forms completed for the fire station in 2007, and

historical background information on record for the known historical resources within the APE that was provided by the Fremont Planning Department and included DPR forms for each identified property. Page & Turnbull staff conducted a site visit to the project site to confirm known adjacent historical resources on August 29, 2017. AECOM staff conducted a site visit to the project site on February 23, 2018, to provide additional context to aid interpretation of previous historic studies and inform further analysis of potential impacts to historical resources.

Evaluated Built Environment Resources in the APE

As a result of archival research and survey, seven built environment resources were identified in the APE, three of which are located within the boundaries of the project site. The resources identified are listed in Table 3.2-1. For further details regarding the evaluation of each resource, refer to **Appendix D**. Of the seven resources identified, five are eligible for the CRHR and are listed in the Fremont Register, and are therefore considered historical resources. The five historical resources are described in the following section.

Table 3.2-1. Built Environment Resources Identified in the APE

Resource Name	Description	Date	Evaluation Status	Location
37412 Fremont Boulevard	Fremont Fire Department, Station No. 6 (fire station)	1954	Eligible under CRHR Criterion 3; Listed in the Fremont Register of Historic Resources as part of the "Old Town Complex" (37250 to 37450 Fremont Boulevard, on both sides of the street from the Firehouse to Walton Avenue).	Within project site
3768-94 Peralta Boulevard	Commercial building	c.1955	Not eligible	Within project site
37367 Jason Way	Craftsman house	1936	Not eligible	Within project site
37353-71 Fremont Boulevard	Hawes Building/Anderson Building	c.1906	Eligible under NRHP Criteria A & C and CRHR Criteria 1 & 3; Listed in the Fremont Register of Historic Resources as part of the "Old Town Complex".	Across road from project site
37405-15 Fremont Boulevard (current street address is 37411 Fremont Boulevard)	Center Theater	1945-46	Eligible under NRHP Criterion C and CRHR Criterion 3; Listed in the Fremont Register of Historic Resources as part of the "Old Town Complex".	Across road from project site
37419-37427 Fremont Boulevard	Centerville Masonic Temple	1911	Eligible under NRHP Criteria A & C and CRHR Criteria 1 & 3; Listed in the Fremont Register of Historic Resources as part of the "Old Town Complex".	Across road from project site
3754 Peralta Boulevard	Craftsman Bungalow, Tank House, and Barn	c.1890-1910	Eligible under NRHP Criterion C and CRHR Criterion 3.	Adjacent to project site

Historical Resources within the Project Site

37412 Fremont Boulevard, Fremont Fire Department, Station No. 6

The fire station building is a two-story structure with a rectilinear, asymmetrical footprint, concrete slab foundation, and concrete block walls with cement plaster stucco cladding. The façade features a wide, metal roll-up garage door with a transparent ribbon of glazing at about 5 feet high from the bottom, and a single door with transom above in the first story. The doors are surrounded by and framed by piers clad in Roman brick. The second story overhangs the first story, is clad in stucco, and has a flush cornice with a flat parapet. It contains a projecting, boxed metal frame window panel composed of four metal-framed windows with operable casement sections. The east side of the building abuts the adjacent building. The west side of the building is stucco, with no fenestration. The rear elevation of the building contains a wide garage door (similar to the front garage door) in the first story with a large, steel canopy projecting above it. The second story incorporates aluminum-framed windows, an exterior door, a terrace balcony with metal stairs, pipe railing, and thin flat shade overhangs.

Built in 1954 for the Centerville Fire Protection District, the fire station was the City's second oldest of 10 stations and once belonged to a cluster of buildings that served as Centerville's civic center. The station remains a notable local example of mid-century Modernism, designed in the International Style, by the well-known Niles-based architecture firm of Sorensen & Ellsworth. It is significant for its civic associations, its abstract and minimalist mid-century Modern/International Style architecture, and its association with the local architecture firm that was prolific during the early years of the development of the City prior to incorporation in 1956. The fire station was determined to be eligible for the CRHR under Criterion 3 in 2007 and is listed in the Fremont Register of Historic Resources as part of the "Old Town Complex," at 37250-37450 Fremont Boulevard (both sides of street from the Firehouse to Walton Avenue).

Historical Resources outside the Project Site

37353-71 Fremont Boulevard, Hawes Building/Anderson Building

The Hawes Building/Anderson Building is a two-story commercial building at the southeast corner of Fremont Boulevard and Peralta Boulevard, in the old business district of Centerville, directly across Fremont Boulevard from the project site. The building has a rectangular plan and is constructed of concrete block masonry, approximately 12 inches by 30 inches, with a molded veneer of cement stucco. There is a one-story, flat-roofed extension at the back of the building, also built of concrete block masonry. The façade is basically symmetrical with four storefronts in the first story, eight one-over-one sash windows in the second story, a heavy cornice adorned with small brackets and two large console brackets at the ends, and a pyramidal stepped parapet with the front gable roof.

Built circa 1906, this building originally housed a general merchandise store operated by Frank T. Hawes. For many years, the town's post office was located in the Hawes store. The building is significant as part of the early development of the Centerville commercial district and for its architectural design and building type. The Hawes Building/Anderson Building was determined to be eligible for the NRHP under Criteria A and C and the CRHR under Criteria 1 and 3 in 2002 and is listed in the Fremont Register of Historic Resources as part of the "Old Town Complex," at 37250-37450 Fremont Boulevard (both sides of street from the Firehouse to Walton Avenue). It currently retains historic integrity, and is considered a historical resource for the purposes of CEQA.

37405-15 (37411) Fremont Boulevard, Center Theater

The Center Theater is located on the south side of Fremont Boulevard, directly opposite the project site, approximately 230 feet east of the Peralta Boulevard intersection. The theater is a massive two-story structure with a reinforced-concrete foundation and 8-inch reinforced-concrete walls. The building has a rectangular plan, and is attached to the adjacent one-story storefront on the southeast side. Steel trusses support a very low-pitch gable roof with diagonal wood sheathing and cladding of composition material, concealed from the street behind a high parapet. The theater façade is symmetrical, with a projecting central entrance, featuring polychrome terrazzo paving in a stylized floral pattern, flanked by two storefronts in the first story, a marquee sign above the entrance with angles that recede over the storefronts, and a stucco-clad exterior wall with Art Moderne vertical features in the upper story that terminates in a stepped parapet. The façade also features two octagonal cast-stone panels

with mirror-image Classical profiles. The secondary exterior walls are board-formed concrete. Other buildings are located behind the theater on the same parcel.

Built in 1945-46, the Center Theater is significant for its associations as a "major social anchor" in downtown Centerville and for its architecture in the Art Moderne Style. The theater was determined to be eligible for the NRHP under Criterion C and the CRHR under Criterion3 in 2002 and is listed in the Fremont Register of Historic Resources as part of the "Old Town Complex," at 37250-37450 Fremont Boulevard (both sides of street from Firehouse to Walton). Despite the removal of its substantial marquee blade with the sign "CENTER," and other neon ornamentation of the remaining marquee, the Center Theater currently retains historic integrity, and is considered a historical resource for the purposes of CEQA.

37419-37427 Fremont Boulevard, Centerville Masonic Temple

The Centerville Masonic Temple is located on the south side of Fremont Boulevard, adjacent to the Center Theater and directly opposite the project site, approximately 300 feet east of the Peralta Boulevard intersection. The Centerville Masonic Temple is a two-story fraternal hall and commercial building that has a rectangular plan and is constructed of concrete and stucco. It has a flat roof, with an independent low-pitch front gable roof over a high-bay section in the southeast portion of the building. The façade contains two storefronts, a separate entrance, and a northwest cornerstone that reads "A.D. 1911" in the first story. The west entrance is recessed, has a modern glass-panel metal door, and retains a large wood-framed transom with a round stained-glass panel depicting the Masonic symbol. The storefronts are clad in ceramic tile that is burnt-orange color with yellow stripes, and have aluminum doors and windows. The second story is clad in molded cement stucco veneer blocks that simulate masonry. The second story contains six one-over-one replacement vinyl sash windows, with the center two windows flanked by Classical pilasters that connect to a centered entablature above. The frieze reads "MASONIC TEMPLE" and the pediment is adorned with Masonic symbols. A heavy cornice with block modillions extends across the façade, wrapping around the ends, with a molded parapet wall above. The side and rear walls of the building are clad in smooth stucco, and contain regular fenestration, including clerestory windows along the southeastern, high-bay wall in the upper story of the building. The rear wall has an attached, exterior stair and full-height elevator shaft for egress. Behind the Masonic Temple, there is a side-gabled, corrugated-metal storage shed and a large parking lot.

Built in 1911 and opened in 1912, the Centerville Masonic Temple was constructed by the local Alameda Lodge. Designed by Oakland architects Henry F. Starbuck and William M. Wilde, the massive two-story structure of concrete block was constructed by Irvington contractor Robert Irvine. The concrete blocks were fabricated on-site by the Meara Construction Company. The granite cornerstone was dedicated on September 3, 1911. The Centerville Masonic Temple is significant as the only building associated with the Masonic Order in Washington Township and as a monumental Classical style building in the Centerville commercial district. The building was determined to be eligible for the NRHP under Criteria A and C, and the CRHR under Criteria 1 and 3 in 2002 and is listed in the Fremont Register of Historic Resources as part of the "Old Town Complex," at 37250-37450 Fremont Boulevard (both sides of street from Firehouse to Walton). It retains historic integrity, and is considered a historical resource for the purposes of CEQA.

3754 Peralta Boulevard, Residence

This property includes a Craftsman Bungalow house, a rear tank house, and a former barn, and is on the south side of Peralta Boulevard, approximately 650 feet northeast of the Fremont Boulevard intersection. The property is directly opposite the project site on the east side of Jason Way (currently unpaved). The one-story house has a rectangular plan, concrete foundation walls, clapboard siding, overhanging exposed eaves, curving brackets, notched rafter tails, notched bargeboards, and a cross-gabled shingled roof with a centered shed dormer. The façade contains a recessed porch supported by a corner wood post on a concrete and brick pier, which connects to a wood balustrade and brick pier. Fenestration around the house includes an ornate entry door with glazing, and wood-sash double-hung, casement, and fixed-pane type windows. The west side of the house has a clinker-brick chimney. The rear side has a glass-enclosed porch with shed-roofed overhang and original stairs.

Behind the house, the two-story, wood-frame tank house has a square plan, tapered sides, clapboard siding, a tank platform tongue-and-groove cladding and ogee molding (tank not extant), double-hung box-framed windows, and a five-panel wood door. The former barn is a rectangular, wood-frame structure with mixed channel-rustic, board-and-batten, tar paper, and plywood siding, four double-hung wood-sash windows, and a corrugated metal

gable roof. A shed-roofed, corrugated-metal addition is on the east side, and the barn door has been replaced with a sliding metal door. The property also contains a variety of shrubs and trees, including fruit trees, large acacia and pepper trees, and an oleander hedge along the east property line.

The barn was constructed circa 1890 on a large tract that was subdivided in 1906; the residence was built circa 1910 and owned by the Mathieson family, European immigrants of German or Danish origin, for several decades. The date of construction of the tank house is unknown, but likely dates to the period 1890-1910. The house is significant as a distinguished example of a Bungalow style house in the Centerville section of Fremont, and is one of the few remaining residential properties at the western end of Peralta Boulevard, which has been largely redeveloped for commercial use. The house was determined to be eligible for the NRHP under Criterion C and the CRHR under Criterion 3 in 2002. It retains historic integrity, and is considered a historical resource for the purposes of CEQA.

3.2.2 Regulatory Framework

Federal

National Register of Historic Places

The National Historic Preservation Act (NHPA) of 1966 established the NRHP as “an authoritative guide to be used by federal, state, and local governments, private groups and citizens to identify the Nation’s historic resources and to indicate what properties should be considered for protection from destruction or impairment” (36 Code of Federal Regulations [CFR] Section 60.2). The NRHP recognizes both historic-era and prehistoric archaeological 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. Buildings, structures, objects, sites or districts of potential significance must meet one or more of the following four established criteria:

(A) Are associated with events that have made a significant contribution to the broad patterns of our history;

(B) Are associated with the lives of persons significant in our past;

(C) Embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

(D) Have yielded, or may be likely to yield, information important in prehistory or history. Unless the property possesses exceptional significance, it must be at least 50 years old to be eligible for NRHP listing.

In addition to meeting the criteria of significance, a property must have integrity. Integrity is defined as the ability of a property to convey its significance. The NRHP recognizes seven qualities that, in various combinations, define integrity. To retain historic integrity, a property must possess several, and usually most, of these seven aspects. Thus, the retention of the specific aspects of integrity is paramount for a property to convey its significance. The seven factors that define integrity are location, design, setting, materials, workmanship, feeling, and association.

State

Office of Historic Preservation

The State of California implements the NHPA of 1966, as amended, through its statewide comprehensive cultural resources surveys and preservation programs. The Office of Historic Preservation (OHP), within the California Department of Parks and Recreation, implements the policies of the NHPA on a statewide level. OHP also maintains the California Historical Resources Inventory. State Historic Preservation Office (SHPO) is an appointed official who implements historic preservation programs within the state.

California Register of Historical Resources

According to PRC 5020.1(j), a "historical resource" is: (1) a resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the CRHR (PRC Section 5024.1); (2) a resource included in a local register of historical resources, as defined in PRC Section 5020.1(k) or identified as significant in a historical resource survey meeting the requirements of PRC Section 5024.1(g); and (3) 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 (14 California Code of Regulations [CCR] Section 15064.5[a]).

The CRHR is "an authoritative listing and guide to be used by State and local agencies, private groups, and citizens in identifying the existing historical resources of the State and to indicate which resources deserve to be protected, to the extent prudent and feasible, from substantial adverse change" (PRC Section 5024.1[a]). The criteria for CRHR eligibility are based on NRHP criteria (PRC Section 5024.1[b]; CCR, Title 14, Section 4850 et seq.). Generally, resources must be older than 45 years to qualify for listing on the CRHR. Certain resources are determined by the statute to be automatically included in the CRHR, including California properties formally determined eligible for, or listed in, the NRHP.

To be eligible for the CRHR, a resource must be significant at the local, state, and/or federal level under one or more of the following four criteria. The resource:

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; or
4. Has yielded, or may be likely to yield, information important in prehistory or history.

An eligible resource for the CRHR must meet one of the criteria of significance described above and retain enough of its historical character or appearance (integrity) to be recognizable as a historical resource and to convey the reason for its significance.

Under CEQA Guidelines Section 15064.5(b), 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. 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. However, when a project follows the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings,* it may be considered as mitigated to a level of less than a significant impact on the historical resource. The Secretary of the Interior's Standards for the Treatment of Historic Properties are summarized under "Significance Criteria" in Section 3.2.3 below.

Local

City of Fremont Register of Historic Resources

The City of Fremont has adopted additional regulations and guidelines for the identification, protection and enhancement of historical resources outlined in Chapter 18.175, Historic Resources, of the City of Fremont Municipal Code. To be considered a significant historic resource and eligible for the Fremont Register of Historic Resources (Fremont Register), a building, structure, object, place, tree, plant life, or site must demonstrate and satisfy criteria for designation. A building, structure, object, place, tree, plant life, or site may be designated for inclusion on the register if it is 50 or more years old and if the Historic Architectural Review Board recommends and the City Council find that one or more of the following conditions are met:

(a) A resource may be added to the Fremont register if the city council, after considering the recommendation of the board, finds that:

(1) It is listed or has been determined to be eligible for listing in the California register or the national register; or

(2) It has been determined by the city council to be significant on the national, state or local level under one or more of the following five criteria:

(A) It is associated with events that have made a significant contribution to the broad patterns of local or regional history, or to the cultural heritage of California, the United States, or the city; or

(B) It is associated with the lives of persons important to local, California, or national history; or

(C) It embodies the distinctive characteristics of a style, type, period, or method of construction, or is a valuable example of the use of indigenous materials or craftsmanship; or it is representative of the notable work of a builder, designer, or architect; or

(D) It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation; or

(E) Its unique location or singular physical characteristic(s) represents an established and familiar visual feature or landmark of a neighborhood, settlement or district, or the city.

An historic resource of local significance need not qualify for listing on the California register to be included on the Fremont Register of Historic Resources.

City of Fremont Policies

The Community Character Element of the City of Fremont General Plan, adopted in 2011, includes the following goals, policies, and implementation measures associated with the protection of historic resources:

Goal 4-6: Historic Preservation and Cultural Resources. Conservation and enhancement of Fremont's historic sites, buildings, structures, objects, and landscapes into the 21st Century and beyond.

- **Policy 4-6.1: Protection of Historic Resources.** Identify, preserve, protect and maintain buildings, structures, objects, sites and districts which are reminders of past eras, events, and persons important in local, state, or national history.

  Historic structures which provide significant examples of architectural periods and styles of the past are irreplaceable assets. They should be protected to provide present and future generations with examples of the physical environments in which past generations lived and worked. The needless destruction and impairment of significant historic resources must be prevented so that opportunities for public enjoyment and economic utilization of such resources are not diminished or lost.

  Implementation 4-6.1.A: Demolition, Alteration or Relocation of Historic Resources. Evaluate all applications for demolition, alteration or relocation of buildings, structures or objects constructed prior to 1955 to determine if there is sufficient significance and integrity to merit classification as a Potential Fremont Register Resource or formal designation as a Fremont Register Resource.

  Implementation 4-6.1.B: Evaluation of Historic Context. Develop a "mid-century" historic context report for Fremont to provide direction and criteria for evaluating post-1955 buildings, structures, objects, sites, and districts to determine their historical significance. Until such a report is complete, establish interim standards and criteria

  Implementation 4-6.1.C: Historic Overlay Districts and Neighborhood Conservation Areas. Create Historic Overlay Districts (HOD) and Neighborhood Conservation Areas (NCA), where appropriate, to protect and support rehabilitation of Fremont's historic resources. NCAs and HODs should be applied to specific areas and historical settings that warrant formal recognition and designation.

The Historic Overlay District (HOD) is a zoning designation applied to areas with particular historical significance. Currently Mission San Jose and Niles are designated as such. HODs usually contain a mix of Register Resources, Contributing Resources, and Non-Contributing Resources. Construction and demolition in HODs is subject to review to ensure that historic resources are not compromised. Neighborhood Conservation Areas (NCAs) have been designated in neighborhoods which may not fully meet the criteria for HOD designation, but have architectural qualities that warrant special design review considerations.

Implementation 4-6.1.D Fremont Register. Maintain the Fremont Register as the official list of Fremont Historic Register Resources. Update the list as appropriate and maintain a GIS database of Register resources.

Implementation 4-6.1.E Review and Approval of Demolition, Alteration, and Relocation. Continue the role of HARB as advisors to the City Council regarding demolition, alteration, and relocation affecting Fremont Register Resources. The City Council is the final body for review and approval of applications affecting Fremont Register Resources.

- **Policy 4-6.1: Policy 4-6.2: Construction and Alterations within Historic Areas.** Require new construction or alterations to Register Resources or Potential Register Resources located within a designated HOD or NCA to be subject to review and approval by the Historical Architectural Review Board (HARB). However, single-family residential properties (other than Fremont Register Resources and Potential Register Resources) located within an HOD or NCA are not subject to review by HARB.

  Implementation 4-6.2.A: Secretary of the Interior Standards. Review proposed alterations to Register Resources and Potential Register Resources in a manner that is consistent with the recommended procedures and best practices provided in The Secretary of the Interior's Standards for the Treatment of Historic Properties, including guidelines for preserving, rehabilitating, restoring and reconstructing historic buildings.

- **Policy 4-6.3: Resource Documentation and Funding.** Identify and record significant historic and archaeological resources, and maximize the use of all potential funding sources, including those available through State and federal programs, for the preservation, rehabilitation, restoration and enhancement of such resources.

  The City has an ongoing program of evaluating potential historic resources. In addition, project applicants may be required to evaluate historic resources as part of the development process. Property owners and the general public may also apply for listing of historic resources on the Fremont Register.

  Implementation 4-6.3.A: Document Historic Properties. Conduct historic resource evaluations as part of the development review process based upon considerations such as the age, character-defining features, location and setting of the property.

  Implementation 4-6.3.B: Fremont Register GIS Database. Identify all documented historic and archaeological resources in the City's Geographic Information System (GIS). A complete listing of Fremont Register Resources, as amended from time to time, shall be attached to the Fremont General Plan as an appendix. Such listing is for informational purposes and shall not require subsequent amendment of the Fremont General Plan if or when revisions to the listing occur.

  Implementation 4-6.3.C: Designation of Fremont Register Resources. The HARB shall consider and recommend designation of proposed Fremont Register Resources, including buildings, structures, objects, sites, and districts. Such designations are subject to review and approval by the City Council.

- **Policy 4-6.4: Historic Settings and Landscapes**. Identify and pursue measures to protect the historic settings and landscapes that contribute to Fremont's historic resources. The City shall review proposed development and redevelopment projects to ensure their compatibility with existing historic settings. In particular, such review shall address the scale, massing and on-site improvements of proposed development as it relates to historic settings.

This policy recognizes that the historic value of a site may extend beyond structures and include the landscape and setting around a structure. This could include heritage trees, gardens, historic plantings, significant landscape elements, fences and outbuildings, and other character-defining features.

- **Policy 4-6.5: Design Compatibility.** Preserve the architectural continuity and design integrity of historic districts and other areas of strong architectural character. New development within such areas does not need to replicate prevailing architectural styles exactly but should be complementary in form, height, and bulk.
- **Policy 4-6.6: Historic Preservation Regulations.** Observe local, State and federal historic preservation laws, regulations and codes to ensure conservation of Fremont's significant historic resources. These laws include but are not limited to Mills Act Historic Property contracts, the California Historical Building Code, and State laws related to archaeological resources.

  Implementation 4-6.6.A: Mills Act. Encourage and facilitate the use of Mills Act historic property contracts.

  Implementation 4-6.6.B: State Historical Building Code. Encourage and facilitate the use of the State Historical Building Code for alteration, rehabilitation and retrofit of Register Resources, Potential Register Resources and other qualifying historic buildings, structures and objects.

- **Policy 4-6.8: Historic Resource Education and Awareness.** Promote a greater understanding and awareness of historic resources in Fremont, and greater appreciation and knowledge of local history. Use historic markers, plaques, walking tours, museums, and other tools to educate residents and visitors about Fremont's history.

  Educational and informational resources include the Museum of Local History (housed in a former fire station in Mission San Jose), the Niles Depot Museum and Niles Canyon Railway, the Jim Sullivan Memorial Library, the Niles Essanay Silent Film Museum and Edison Theater, and the Mission San Jose complex, among others. There are also local organizations and non-profits such as the Niles Main Street Association that promote historic revitalization and restoration.

- **Policy 4-6.9: Adaptive Use of Historic Properties.** Encourage the adaptive use and rehabilitation of historic buildings, structures and objects when original use of the historic property has become obsolete or is no longer feasible.

  Implementation 4-6.9.A: Adaptive Use Feasibility Studies. For properties that include historic structures, conduct feasibility studies to evaluate adaptive reuse options as part of the development approval process. Evaluate options as a form based process rather than by use and zoning standards.

- **Policy 4-6.10: Protection of Native American Remains.** Coordinate with representatives of local Native American organizations to ensure the protection of Native American resources and to follow appropriate mitigation, preservation, and recovery measures in the event such resources could be impacted by development.

3.2.3 Environmental Impacts and Mitigation Measures

Significance Criteria

The following significance criterion is from Appendix G of the CEQA Guidelines and is used to determine the level of impacts to historical resources. The proposed project would result in a significant impact if it would:

- Cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines, Section 15064.5.

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. However, when a project follows the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings,* it may be considered as mitigated to a level of less than a significant impact on the historical resource (CEQA Guidelines, 15126.4(b)(1)). Therefore, alterations to a historical resource may be

assessed in accordance with these standards as the threshold for determining whether there is a substantial adverse change in the significance of a historical resource.

The Secretary of the Interior's Standards outline four possible methods of treatment for historic properties: 1) preservation (*sustaining the integrity of the property*); 2) rehabilitation (*compatible re-use through repair, alteration, and preservation*); 3) restoration (*reconstruction of period features)*; or 4) reconstruction (*new construction to replicate historic)*; and provides appropriate standards for treatment in each of these areas. The most applicable standards are the Secretary of the Interior's Standards for Rehabilitation, which are described below.

Secretary of the Interior's Standards for Rehabilitation

The Secretary of the Interior's Standards for Rehabilitation (36 CFR 67) (Standards) provide guidance for achieving "a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values" (NPS, 1995). The Standards are used by federal agencies in evaluating work on historic properties and have been adopted by local governments across the country for reviewing proposed rehabilitation work on historic properties under local preservation ordinances. The Standards are a useful analytical tool for understanding and describing the potential impacts of proposed changes to historical resources.

The Standards for Rehabilitation are:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, and pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Rehabilitation assumes that at least some repair or alteration of the historical resource needs to take place to provide for an efficient contemporary use. However, these repairs and alterations must not impair, damage, or destroy the resource's character-defining features.

Approach to Analysis

Potential impacts on historical resources were assessed by examining the direct and indirect effects of the proposed project and variant on the five historical resources identified within the APE. Direct effects on the fire station were assessed using the Standards as the threshold criteria for determining whether the proposed project would result in a substantial adverse change in the significance of the fire station.

Impact Analysis – Proposed Project

Impact HIST-1: The proposed project or variant would result in a substantial adverse change in the significance of a historical resource (*Significant and Unavoidable*).

Construction – Proposed Project

New construction under the proposed project would result in both direct and indirect effects on historical resources.

Fire Station

Direct effects on historical resources would be limited to the rehabilitation of the fire station. As described above in Section 2.4.5, the proposed project would seismically upgrade the former fire station building in its current location, and rehabilitate/renovate the building for an as yet unknown future use. Substantial exterior changes proposed include replacement of the existing doors, removal of the existing metal stairs at the northwest corner, construction of new metal stairs at the northeast corner, and removal of the existing rear metal canopy. After demolition of the adjacent building to the east of the fire station, the east wall would be refinished with two sets of metal-framed storefront sliding doors, a freestanding wood-framed trellis to frame the new doors, and a vertical ladder-like trellis to the left and right of the doors. A climbing vine would be planted to grow up the west wall, and an American flag would be mounted on the south façade. Substantial interior changes proposed include removal of the existing restroom and new construction of ADA-accessible restrooms and elevator.

Potential impacts on the fire station were assessed using the Secretary's Standards (Page & Turnbull, 2018) and the full assessment is provided in Appendix C. According to the assessment, summarized below, the proposed project would not comply with Standards 2, 5, 9, or 10.

1. *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

As planned, the proposed project would alter the use of the former fire station, which is currently vacant. The ultimate use of the building is undetermined; however, it is anticipated that the building would most likely be leased as a restaurant or café. A change in use based on the current rehabilitation plans would minimally alter distinctive materials, including the building's brick and stucco siding; features, including the building's form and fenestration; or spaces and spatial relationships, including the open interior of the ground floor apparatus room. The proposed project adheres to Standard 1.

2. *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize the property will be avoided.*

The proposed project would minimize removal of distinctive materials or alteration of character-defining features, which are listed below (Page & Turnbull, 2018). While the majority of the character-defining features of the building would be retained, the front metal pedestrian door, the rear metal stair, and the rear metal canopy would be removed.

- Siting fronting Fremont Boulevard (retained)
- Two-story massing (retained)
- Rectilinear plan (retained)
- Metal pedestrian door at primary façade (removed)
- Ground floor apparatus room, which connects between the front and rear garages (retained)
- Rear steel canopy (removed)

- Abstracted, minimalist composition of primary façade (retained)
    - Band of four industrial steel sash tripartite windows (retained)
    - Cement plaster (stucco) cladding (retained)
    - Recessed region of Roman brick cladding at front garage (retained)
    - Cantilever of second story at primary façade (retained)
    - Flat parapet (retained)
    - Minimal architectural detailing and ornamentation (retained)
- Staggered, planar composition of the rear façade (retained)
    - Zigzag roof (in plan) (retained)
    - Industrial steel sash windows (retained)
    - Second story terrace (retained) and stair (removed) with metal tube railing

Additionally, the proposed project would place a new emphasis on the north (rear) and new east entrances to the building, changing the historic character of the building. Due to this change and the removal or alteration of three character-defining features, the proposed project does not adhere to Standard 2.

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

The proposed project intends to integrate new elements at the fire station that are compatible with the existing fabric, yet clearly contemporary in their design materiality and aesthetic (metal-framed and fully glazed garage and storefront doors, new metal stair and railing, and repainted cement plaster). The proposed project would not include changes that would create a false sense of historical development; therefore, the proposed project adheres to Standard 3.

4. Changes to a property that have acquired significance in their own right will be retained and preserved.

The fire station has had no known changes that have acquired significance in their own right. Standard 4 is not applicable.

5. Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved.

The permanent removal of character-defining features (metal door at the primary façade, rear metal stair, and rear metal canopy) would affect the fire station's overall historic character. These features do not exhibit distinctive materials, finishes, construction techniques, or craftsmanship, but are character-defining; therefore, the proposed project does not adhere to Standard 5.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

The proposed project would repair or replace in kind deteriorated historic features, such as the cement plaster siding, Roman brick veneer, and metal framed windows. The proposed project adheres to Standard 6.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

The proposed project does not include chemical or physical treatments that would cause damage to historic materials. The proposed project adheres to Standard 7.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

The proposed project does not include any excavation work in relation to the proposed rehabilitation of the fire station. However, the overall proposed project has been reviewed for archaeological resources, and mitigation

measures related to the unanticipated discovery of archaeological resources are discussed in Section 4.5 of the Initial Study (attached as **Appendix C**). The proposed project adheres to Standard 8.

> *9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and environment.*

Regarding direct changes to the fire station, there would be no additions to the building that would destroy its historic materials, features, or spatial relationships. As discussed under Standard 2, the proposed project would remove three character-defining features: the pedestrian metal door, rear metal stair, and rear metal canopy. Other exterior alterations would be both differentiated and compatible, including the replacement of metal-framed doors on the north and south sides, the installation of new metal-framed storefront sliding doors on the east side, and the construction of new metal stairs at the northeast corner. The addition of the new metal stairs would slightly alter but retain the second story balcony and access to it. The minimalist materials and profiles of the new/replacement features would complement the building's original International Style, industrial design aesthetic. New work on the east side would include new smooth cement plaster cladding that would be consistent with the original finishes on the south façade. The proposed wood trellises at the new east side entrances would be clearly differentiated from the original construction, but would be less compatible with the historic fabric as a new related feature.

As described above in Section 2.4.1, the proposed project would develop 72 townhomes, 64 apartments, and approximately 25,000 SF of retail uses, along with a community clubhouse, swimming pool, children's playground, and outdoor amenity areas, for use by residents and their guests. Buildings A and B would contain retail uses and apartments above. Building A would be three- and four-stories-tall, and Building B would be three stories; both buildings would exhibit a uniform architectural style. The three-story townhomes would have a maximum building height of 40 feet and would feature symmetrical facades and a uniform architectural style.

The new construction of Buildings A and B would destroy the spatial relationship between the fire station and its surroundings through the demolition of the commercial buildings immediately adjacent to the fire station, the introduction of open space on the east and north sides, and the construction of new three-story buildings to the east, west, and north sides. The fire station was designed to respond to the constraints of the narrow parcel along the dense Fremont Boulevard commercial corridor, and thus, the demolition of the adjacent buildings would impact the existing setting and original design intent for the property, which relates to its architectural significance.

In terms of size, scale, proportion, and massing, the new construction would rise to three stories over the fire station, which, historically, was situated closely between other one- and two-story buildings. The proposed ground stories for retail use are similarly scaled to the fire station and would help to maintain the existing pedestrian scale and storefront proportions along Fremont Boulevard. The retention of the alleyway at the west side and overall alignment of the primary façades would preserve the character-defining orientation of the historic building in relation to Fremont Boulevard. The proposed design of the new construction would also be clearly differentiated through its contemporary materials, features, and uniform architectural design, but few elements of the new construction would be compatible with the historic building's mid-century International Style design and scale. The substantial contrasts in massing between the fire station and Buildings A and B would be perceptible, especially as viewed from the public right-of-way on Fremont Boulevard. The new construction, with three-story buildings immediately adjacent to the two-story fire station, would be disproportionate in scale in relation to the fire station.

The historic integrity of the fire station would be compromised as a result of the proposed project, based on the reduction of its setting, feeling, and association. The proposed project does not adhere to Standard 9.

> *10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

New additions to the fire station, including the installation of new metal-framed storefront sliding doors on the east side and the construction of new metal stairs at the northeast corner would not be easily reversible; however, the essential form and integrity of the fire station would not be impaired by future infill of the new entrances on the east side or the future removal of the metal stairs. The majority of the fire station's character-defining features would still be intact, and the building's essential form and integrity would be maintained.

Adjacent new construction of Buildings A and B, the townhouses, and the other development features would not physically connect to the fire station. The demolition of the adjacent one- and two-story commercial buildings and new construction of three- and four-story mixed-use buildings on three sides of the fire station would substantially alter its setting. The new construction is unlikely to be removed in the future, but if it were removed, the integrity of the fire station's environment would already be irreversibly impaired. Due to the irreversible nature of changes to the fire station's environment, the proposed project does not adhere to Standard 10.

Conclusion for Fire Station

In summary, the proposed project would not adhere to the Standards due to the removal and alteration of character-defining features of the fire station (Standards 2 and 5); the incompatibility of new construction, in terms of height and scale, on the existing setting and spatial relationships of the fire station (Standard 9); and the irreversibility of the new construction's impacts on the fire station's environment (Standard 10). As a result, the proposed project would result in substantial adverse changes that would impair the fire station's ability to convey its historic character and individual significance under CRHR Criterion 3. Therefore, the proposed project would result in a significant impact on a historical resource.

Other Historical Resources

Indirect effects on the other historical resources identified in the APE would result from the visual and atmospheric intrusion of new construction on the integrity of historical resources, specifically the aspects of setting, feeling, and association.

The proposed project would alter the existing setting of the historic commercial block directly across Fremont Boulevard containing three historical resources, the Center Theater, Centerville Masonic Temple, and the Hawes Building. New construction of Buildings A and B would introduce large-scale, three- and four-story buildings facing the relatively low-scale, two-story historic commercial buildings. The new construction would be disproportionate in scale in relation to the historical resources across the street. However, the Center Theater, Centerville Masonic Temple, and the Hawes Building exhibit a range of architectural styles and construction periods that convey the long-term evolution and existing architectural heterogeneity of Fremont Boulevard. Therefore, while the proposed project would introduce a large building that does not support the existing setting and scale of the commercial district, character-defining features of the historical resources related to their architectural design and the early development of Centerville would be retained. The ability of the historical resources to convey their significance would not be impaired by the change of setting, and the proposed project would not cause a substantial adverse change to these historical resources.

The proposed project would also alter the existing setting of the Craftsman bungalow, tank house, and former barn at 3754 Peralta Boulevard located on an adjacent parcel northwest of the project site. New construction of townhouses would introduce large-scale, three-story buildings adjacent to the relatively low-scale, one-story residence. The new construction would be disproportionate in scale in relation to the adjacent historical resource. Nevertheless, the existing Craftsman bungalow, tank house, and former barn would remain as part of the adjacent early twentieth century residential development, which would not be altered as part of the proposed project, and has been historically separated from adjacent commercial development by Jason Way, at least since the 1950s. The resource is primarily viewed from the public right-of-way on Peralta Boulevard, and the new townhouses would also front onto Peralta Boulevard with secondary access off Jason Way, thus preserving the existing spatial relationships of the historical resource. Moreover, the addition of residential development at this portion of the block along Peralta Boulevard would be appropriately compatible in terms of use with the historical resource and surrounding residential parcels. Proposed planting of trees between the properties would further reduce intrusion on the historical resource's character. The historical resource would still convey its age, architectural character, materials, and workmanship, for which it was found to be significant. The proposed project would not cause a substantial adverse change to the historical resource.

Mitigation Measures – Proposed Project

As discussed above, the proposed project would have a significant impact on the fire station due to removal of character-defining features (direct impacts), and due to changes to the setting of the historical resource (indirect impacts). Mitigation Measures HIST-1a and HIST-1b are recommended to reduce the significance of the impacts to the fire station. Due to the irreversible nature of the proposed project on the setting of the fire station and the inability to avoid the substantial adverse changes, mitigation measures focus on establishing a record of the historical resources prior to any changes resulting from the proposed project. Mitigation Measure HIST-1a

requires archival documentation, although, under CEQA, documentation of a historical resource, by way of historic narrative, photographs or architectural drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur. Mitigation Measure HIST-1b requires interpretive materials be created for the historical resource prior to changes, to provide the public with information concerning the historical resource when it retained integrity.

With the implementation of Mitigation Measures HIST-1a and HIST-1b, impacts of project construction to the historical resource would be reduced, but not to a level of less than significant. Therefore, per CEQA Guidelines Section 15064.5(b), the proposed project would cause a significant impact to a historical resource that cannot be mitigated to a level of less than significant. As a result, impacts would remain ***significant and unavoidable***.

> ***Mitigation Measure HIST-1a: Archival Documentation.*** *In consultation with the City of Fremont Planning Division, the project applicant shall document the fire station property prior to alteration, construction activities, removal, or demolition. A detailed archival record of the fire station shall be prepared, so that a record of the significant resource is maintained for public information. Prior to the commencement of construction or demolition activities involving the fire station, professionals qualified under the Secretary of the Interior's Professional Qualifications Standards (in history or architectural history) (36 CFR Part 61) shall prepare archival materials consistent with the standards of the National Parks Service (NPS) Historic American Building Survey (HABS) documentation. The record for the fire station shall be equivalent to HABS Level III documentation and consist of:*
>
> 1. *Sketch plans (illustrating the site plan and exterior elevations of the fire station may be produced in computer assisted drafting (CAD) format, or based on as-built drawings, if available).*
> 2. *Archival photographs (large-format negatives, one set of mounted archival prints and one additional set of archival prints, photograph key, and photograph log).*
> 3. *Written historical data (including significance statement, narrative building description and historical description), and a sketch map. The materials shall be compiled as a detailed record that reflects the fire station's historical significance.*
>
> *Following completion of the documentation, the record shall be submitted to the City of Fremont Planning Division for approval. Following completion of the HABS documentation and approval by the Planning Division, the materials shall be placed on file with the City of Fremont, local historical societies, and libraries (including, at a minimum, the Washington Township Museum of Local History and the Fremont Main Library).*
>
> ***Mitigation Measure HIST-1b: Interpretative Display.*** *The project applicant shall create a display and interpretive material to the satisfaction of the City of Fremont Planning Division for public exhibition concerning the history of the fire station and the site. The display and interpretive material, such as a printed brochure, poster, panel, or page for a local history website, could include information from the archival record prepared under Mitigation Measure HIST-1a. This display and interpretive material shall be made available to local organizations, the public, and other interested agencies. The City shall be responsible for reviewing and approving the display materials, including the language used for the display.*

Construction – Variant

Fire Station

Under the variant, the existing fire station building would be demolished, and proposed Building A would be extended east to include the space occupied by the former fire station building. Above the ground floor, residential apartments on the second and third floors would extend across the entry plaza to connect Buildings A and B, while still allowing vehicular and pedestrian access. The underground parking garage would be extended to the entire length of the combined Buildings A and B, with a second exit ramp at the western end of the garage.

The demolition of the fire station would constitute a substantial adverse change that would impair the significance of the historical resource. Demolition of a historical resource is usually considered a significant unavoidable impact.

Other Historical Resources in the APE

The impacts of the variant on other historical resources in the APE, including the Center Theater, Centerville Masonic Temple, the Hawes/Anderson Building, and the bungalow at 3754 Peralta Boulevard, would be the same as those described for the proposed project. While the variant's new construction would be intrusive to the setting and feeling of these resources, the variant would not cause a substantial adverse change that would impair the resources' abilities to convey their historical significance. Therefore, there would be less-than-significant impacts on these historical resources.

Mitigation Measures – Variant

To reduce the significance of the impacts to the historical resource associated with the variant, the project applicant shall implement Mitigation Measures HIST-1a and HIST-1b, as detailed above for the proposed project. In addition, Mitigation Measure HIST-1c (detailed below) shall be implemented.

Due to the irreversible and unavoidable nature of demolition of the fire station, mitigation measures must focus on establishing a record of the historical resource prior to any changes resulting from the variant. Mitigation Measure HIST-1a requires archival documentation, although, under CEQA, documentation of a historical resource, by way of historic narrative, photographs or architectural drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur. Mitigation Measure HIST-1b requires interpretive materials be created for the historical resource prior to changes, to provide the public with information concerning the historical resource. Mitigation Measure HIST-1c would provide an opportunity to preserve individual elements of the historical resource that may retain significance.

With the implementation of Mitigation Measures HIST-1a through HIST-1c, construction impacts of the variant to the historical resource would be reduced, but not to a level of less than significant. Therefore, per CEQA Guidelines Section 15064.5(b), the variant would cause a significant impact to a historical resource that cannot be mitigated to a level of less than significant. As a result, impacts would remain ***significant and unavoidable***.

> ***Mitigation Measure HIST-1c: Architectural Salvage.*** *The project applicant shall offer the fire station building for a period of sixty (60) days following certification of the EIR for the price of $1 to any party willing to move it off the site at their own expense. The project applicant shall notify various groups via letters, email, notification on the City's website, or public notices posted in newspapers concerning the offer*, and shall provide verification of such notifications to the City*. If a party (or parties) expresses a sincere interest in purchasing and removing the building, the project applicant shall coordinate with the interested party to complete the sale and remove the building within an appropriate period of time, to be determined in conjunction with the project construction schedule.*
>
> *Should no parties express interest in purchasing and removing the building within the 60 day offer period, the project applicant shall make historic-period architectural materials, not part of the project variant, available for donation prior to demolition. The project applicant shall notify various groups via letters, email, notification on the City's website, or public notices posted in newspapers concerning the availability of the salvaged materials*, and shall provide verification of such notifications to the City*. Should no parties express interest in salvaging the offered materials prior to the commencement of demolition activities, no further action is required by the project applicant.*
>
> *If a party (or parties) expresses a sincere interest in salvaging offered materials, the applicant shall coordinate with the interested parties to make arrangements for identification and removal of salvageable materials prior to the commencement of demolition activities, to ensure that materials removed do not experience further damage from removal/demolition. The salvage materials shall be removed prior to or during demolition either by the project applicant, or by a licensed contractor retained by the salvaging party. The project applicant shall be responsible for storing the salvaged materials for an appropriate period of time, to be determined in conjunction with the project construction schedule.*
>
> *No sale or building removal, or salvage and removal of materials shall occur until HABS documentation with a photographic inventory of key exterior features and materials is completed (in accordance with Mitigation Measure HIST-1a). Materials that are contaminated, unsound, or decayed shall not be included in the salvage program and shall not be available for future use or display.*

Operation – Proposed Project

As discussed above, the fire station building would be significantly impacted by construction of the proposed project. The proposed changes to the former fire station building and its environment through construction of adjacent three-story buildings would be irreversible. Operation of the proposed project, once constructed, would not cause further significant and unavoidable impacts to the fire station, because operation would not further affect the fire station building's historic integrity, which would already have been degraded, through physical changes. Any significant physical modification of the building exterior in the future (other than ongoing maintenance) would be required to obtain building permits and would be subject to design review by the Historic Architecture Review Board, due to its eligibility for listing on the State Register and listing on the Fremont Register of Historic Resources. Therefore, operation of the project would have ***no impact*** to historical resources.

Operation – Variant

As discussed above, the historical resource would be significantly impacted by construction of the variant through demolition of the fire station. Operation of the variant, once constructed, would not cause further significant and unavoidable impacts to historical resources, since the property would no longer contain a historical resource. Therefore, operation of the variant would have ***no impact*** to historical resources.

3.3 Noise

The identification and impact assessment of noise generated by the proposed project or variant were addressed in the Initial Study completed for the project (see Appendix A), and the City has determined that further investigation of project-generated noise in this EIR is not required. The following analysis focuses on the impact of environmental noise (e.g., traffic and train horn noise) on future occupants of the project site.

3.3.1 Environmental Setting

Fundamentals of Noise

Decibels (dB) are the standard unit of measurement of the sound pressure generated by noise sources and are measured on a logarithmic scale that quantifies sound intensity in a manner similar to the Richter scale for earthquake magnitudes. A doubling of the energy of a noise source, such as doubling of traffic volume, would increase the noise level by 3 dB; and a halving of the noise energy would result in a 3 dB decrease. The human ear is not equally sensitive to all frequencies within the audible sound spectrum. To accommodate this phenomenon, the A-weighted scale, which approximates the frequency response of the average young ear when listening to most ordinary everyday sounds, was devised. Noise levels using A-weighted measurements are written as A-weighted decibels (dBA). All noise levels presented below are A-weighted unless described otherwise.

Although dBA may adequately indicate the level of environmental noise at any instant in time, community noise levels vary continuously. Most environmental noise includes a conglomeration of frequencies from distant sources that create a relatively steady background noise in which no particular source is identifiable. Average noise levels over a period of minutes or hours are usually expressed as equivalent noise levels (L_{eq}), which means the total sound energy of noise that varies in level with time is logarithmically averaged to result in a comparable constant sound level for the defined period. For instance, and as used in this Initial Study, hourly L_{eq} is a typical community noise metric. The maximum noise level (L_{max}) is the highest root mean squared (RMS) sound level occurring during a specific period. The Community Noise Equivalent Level (CNEL) is similar to the 24-hour L_{eq}, but adds a 5 dB "penalty" to hourly L_{eq} for the evening noise-sensitive hours from 7 p.m. to 10 p.m. and a 10 dB penalty applied to hourly L_{eq} during nighttime noise-sensitive hours from 10 p.m. to 7 a.m. The day-night average noise level (L_{dn} or DNL) is similar to the CNEL but with no adjustment (penalty) during evening hours; that is, daytime is defined as 7 a.m. to 10 p.m.

In a typical environment, the L_{dn} and CNEL noise descriptors rarely differ by more than 1 dB. As a matter of practice, L_{dn} and CNEL values are considered equivalent, and they are treated as such in this section. For a stationary point source of sound, sound typically attenuates at a rate of 6 dB per doubling of distance (dB/DD) (i.e., 6 dB at 50 feet, 12 dB at 100 feet, and 18 dB at 200 feet). For a line source of sound such as free-flowing

traffic on a freeway, sound attenuates at a rate of approximately 3 dB/DD (i.e., 3 dB at 50 feet, 6 dB at 100 feet, and 9 dB at 200 feet).

Atmospheric conditions such as wind, temperature gradients, and humidity can change how sound propagates over distance and can affect the level of sound received at a given location. The degree to which the ground surface absorbs acoustical energy also affects sound propagation. Sound traveling over an acoustically absorptive surface such as grass attenuates at a greater rate than sound traveling over a hard surface such as pavement. The increased attenuation caused by acoustical air and ground absorption is typically in the range of 1–2 dB/DD. Barriers such as buildings and topography that block the line of sight between a source and receiver also increase the attenuation of sound over distance.

For indoor noise, an acoustically well-insulated building with windows and doors closed can provide 30–35 dB of noise attenuation. More conventional residential construction provides 20–25 dB of noise reduction with windows closed and only about 15 dB of noise reduction when windows are open.

Health Effects of Environmental Noise

The World Health Organization (WHO) is perhaps one of the best sources of current knowledge regarding health impacts of noise. According to the WHO, sleep disturbance can occur when continuous indoor noise levels exceed 30 dBA L_{eq}, or when intermittent interior noise levels reach 45 dBA L_{max}, particularly if background noise is low (WHO, 1999). Other potential health effects of noise identified by the WHO include decreased performance on complex cognitive tasks, such as reading, attention, problem solving, and memorization; physiological effects such as hypertension and heart disease (after many years of constant exposure, often by workers, to high noise levels); and hearing impairment (again, generally after long-term occupational exposure, although shorter-term exposure to very high noise levels, such as concert noise at 100 dBA several times a year, can also cause hearing impairment).

Noise can also disrupt speech intelligibility at relatively low levels. For example, in a classroom setting, a noise level as low as 35 dBA can disrupt clear understanding. Finally, noise can cause annoyance and can trigger emotional reactions like anger, depression, and anxiety. The WHO reports that during daytime hours, few people are seriously annoyed by activities with noise levels below 55 dBA, or moderately annoyed by noise levels below 50 dBA (WHO, 1999).

Existing Noise Environment

To quantify the existing noise environment at the project site, three multi-day monitors continuously measured noise levels at the site between August 9 and 14, 2017, as described further in Appendix B, Noise Assessment (Charles M. Salter Associates, 2018). In addition, short-term “spot” measurements were conducted on June 20, 2017 at additional locations and compared with corresponding time periods of the multi-day monitors to determine how existing noise levels vary with location and elevation. Table 4.12-1 summarizes measured noise levels. A map showing monitoring locations is provided in Appendix B.

The major noise sources affecting the project site are vehicular traffic along Fremont Boulevard and Peralta Boulevard adjacent to the site, and train horns from the Union Pacific Railroad Niles Subdivision utilized by the Altamont Corridor Express (ACE), Amtrak, and Capitol Corridor passenger services, approximately 300 to 400 feet north of the site. Noise monitoring data support this description of noise sources affecting the project, because higher noise levels were measured at locations L1 and L2 along Fremont and Peralta boulevards (which have heavier traffic) than at location L3 on Parish Avenue.

According to the Noise Assessment in Appendix B, approximately 84 scheduled passenger trains passed the project site during the measurement period. In addition, measurement data suggest that 3 to 4 unscheduled freight trains passed the project site each night. At the corner of Fremont Boulevard and Peralta Boulevard spot location (S1), observed noise levels from train horns ranged from 83 to 89 dB. During daytime and nighttime hours at the Peralta Boulevard location (L1), the typical maximum instantaneous noise level due to train horns was 88 and 93 dB, respectively.

Table 3.3-1 Existing Noise Measurements near the Project Site

Location	Existing Noise Measurements	
	L_{dn} [1]	$L_{eq(h)}$ [2]
Multi-Day Monitoring Locations:		
L1: Peralta Boulevard	72 dB [3]	76 dB
L2: Fremont Boulevard	74 dB [3]	74 dB
L3: Parish Avenue	66 dB	70 dB
Spot Measurement Locations:		
S1: Corner of Fremont and Peralta boulevards	73 dB	n/a
S2: Fremont Boulevard	69 dB	n/a

Source: Charles M. Salter & Associates, 2018 (Appendix B).

NOTES:

[1] *Day-Night Sound Level.*

[2] *Obtained during the nighttime (10 p.m. to 7 a.m.). The Hourly Equivalent Sound Level ($L_{eq(h)}$) is used throughout the U.S. for environmental impact assessment, and describes a receiver's cumulative noise exposure from all events over a one-hour period. (FTA, Noise and Vibration Manual, 2006)*

[3] *Siren noise events excluded from the data during the 5:00 p.m. and 10:00 p.m. hours on August 10, 2017.*

3.3.2 Regulatory Framework

Federal

Noise Control Act

The EPA Office of Noise Abatement and Control was originally established to coordinate federal noise control activities. The federal Noise Control Act of 1972 set programs and guidelines to identify and address the effects of noise on public health and welfare, and the environment. Although primary responsibility for regulating noise was transferred to State and local governments in 1982, EPA provided guidelines for noise levels that would be considered safe for community exposure without the risk of adverse health or welfare effects. The EPA cautions that these identified levels are not standards because they do not take into account the cost or feasibility of the levels. EPA found that to prevent hearing loss over the lifetime of a receptor, the yearly average L_{eq} should not exceed 70 dBA, and the L_{dn} should not exceed 55 dBA in outdoor activity areas or 45 dBA indoors to prevent interference and annoyance.

State

State of California General Plan Guidelines

The State of California has adopted noise compatibility guidelines for general land use planning. The types of land uses addressed by the State standards and the acceptable noise categories for each land use are included in Appendix C, "Noise Element Guidelines," of the *State of California General Plan Guidelines* (OPR, 2003), published and updated by the Governor's Office of Planning and Research. The level of acceptability of the noise environment depends on the activity associated with each particular land use. According to the State guidelines, an exterior noise environment up to 65 dBA L_{dn}/CNEL is considered normally acceptable for residential use; up to 70 dBA L_{dn}/CNEL is considered normally acceptable for school, office, and commercial uses.

California Building Standards Code

The State of California has established noise insulation standards for new multifamily residential units that would be subject to relatively high levels of transportation-related noise. These requirements are collectively known as the California Noise Insulation Standards (California Code of Regulations, Title 24, Part 2). The Noise Insulation

Standards are provided in the 2013 California Building Standards Code (CBC) (Section 1207). As provided in the CBC, the noise insulation standards set forth an interior standard of 45 dBA L_{dn}/CNEL in any habitable room. The CBC requires an acoustical analysis demonstrating how dwelling units have been designed to meet this interior standard where such units are proposed in areas subject to noise levels greater than 60 dBA L_{dn}/CNEL. Title 24 standards are typically enforced by local jurisdictions through the building permit application process.

California Green Building Standards Code

In addition to the noise insulation standards for residential uses, the State of California has established noise insulation standards for nonresidential uses, provided in the 2013 California Green Building Standards Code, (California Code of Regulations, Title 24, Part 11, Section 5.507). The noise insulation standards in the California Green Building Standards Code set forth an interior standard of 50 dBA $L_{eq(h)}$ in occupied areas during hours of operation.

Local

City General Plan

The City of Fremont General Plan Safety Element (adopted in 2011) has established goals to have an acceptable noise level throughout the community and an objective to have a noise environment which meets these standards. It includes land use compatibility guidelines for community exterior noise environments, to ensure that the existing noise environment is compatible with the proposed future land uses. The guidelines for multi-family residential and commercial land uses are summarized in Table 3.3-2 below.

Table 3.3-2 Land Use Compatibility for Community Exterior Noise Environments

Exterior Day-Night Sound Level (L_{dn})		Land Use Compatibility Level
Multi-Family Residential	Commercial	
Less than 60 dB	70 dB or less	***Normally acceptable*** – specified land use is satisfactory, based upon the assumption that any buildings involved are of normal construction, without any special insulation requirements.
60 to 75 dB	70 to 80 dB	***Conditionally acceptable*** – specified land use may be permitted only after a detailed analysis of the noise reduction requirements and needed noise insulation features are included in the design.
Greater than 75 dB	80 dB or greater	***Unacceptable*** – New construction or development should generally not be undertaken because mitigation is usually not feasible to comply with noise element policies.

Source: Adapted from Table 10-4 (also referred to as Figure 10-11) of the City of Fremont General Plan Safety Element.

The following policies from the City's General Plan are applicable to the proposed project:

Policy 10-8.1: Site Development Acceptable Noise Environment

A noise environment which meets acceptable standards as defined by the State of California Building Code and local policies contained herein.

Implementation 10-8.1A: Noise Standards
New development projects shall meet acceptable exterior noise level standards. The "normally acceptable" noise standards for new land uses established in Land Use Compatibility for Community Exterior Noise Environments shown in Figure 10-11 [Table 10-4] shall be used as modified by the following:

1. The goal for maximum acceptable noise levels in residential areas is an Ldn of 60 dB(A).This level shall guide the design of future development, and is a goal for the reduction of noise in existing development. A 60 Ldn goal will be applied where outdoor use is a major consideration (e.g., backyards in single family

developments and recreation areas in multifamily projects).The outdoor standard will not normally be applied to small decks associated with apartments and condominiums, but these will be evaluated on a case-by-case basis. When the City determines that providing an outdoor Ldn of 60 dB(A) or lower cannot be achieved after the application of appropriate mitigations an Ldn of 65 dB(A) may be permitted at the discretion of the City Council.

2. Indoor noise level shall not exceed an Ldn of 45 dB(A) in new housing units. A noise insulation study, conforming to the methodology of the State Building Code, shall be prepared for all new housing, hotels, and motels exposed to an exterior Ldn of 60 dB(A) or greater and submitted to the building department prior to issuance of a permit.
3. Railroad noise sources may create instances when the outdoor noise exposure criterion can exceed 65 Ldn up to 70 Ldn for future development, recognizing that train noise is characterized by relatively few loud events. Railroad noise influence shall be evaluated independent of other noise sources. Indoor noise level shall not exceed an Ldn of 45 dB(A) in new housing units.
4. Typical maximum instantaneous noise level in bedrooms at night should not exceed 50 dB(A).Typical maximum instantaneous noise levels in other rooms and bedrooms during the daytime should not exceed 55 dB(A).The typical maximum noise level is the maximum level that is exceeded during 30 percent of the measured pass-bys, based on the measurement of at least 10 events during the daytime and the nighttime.
5. Appropriate interior noise levels in commercial, industrial, and office buildings are a function of the use of space and shall be evaluated on a case-by-case basis. Interior noise levels in offices generally should be maintained at 45 Leq (hourly average) or less.

Implementation 10-8.1.B: Noise Studies Required
Continue to use noise guidelines and contours to determine if additional noise studies are needed for a proposed new development. Prepare a format and guidelines for noise studies.

Implementation 10-8.1.C: Residential Noise Exposure
Limit new residential development, excepting vertically integrated mixed use development, where the ambient noise level due to commercial or industrial noise sources will exceed the noise level standards as set forth in Table 10-1, Noise and Land Use Compatibility Standards for New Industrial and Commercial Noise Sources, modified by the following as necessary unless effective mitigation measures are incorporated into the design of the project. The noise level standards specified in Table 10-1 shall be reduced by 5 dBA for simple tone noises, noises consisting of primarily of speech or music, or for recurring impulsive noises. Where the ambient noise level exceeds the noise level standards, the standards shall be adjusted upwards to the ambient level.

Implementation 10-8.D: Noise Mitigation
Encourage the use of site design, setbacks, landscaping, earth berms and other non-structural methods to reduce and mitigate the effects of traffic noise and other sources. Building placement should also be utilized to mitigate noise impacts on outdoor areas. In general, the use and construction of sound walls is discouraged unless no other alternative exists. If landscaping is used then appropriate controls for irrigation and maintenance shall be provided.

Policy 10-8.2: Acceptable Noise Environment

Guidelines articulated by Table 10-4 are not intended to be applied reciprocally. In other words, if an area currently is below the desired noise standards, an increase in noise up to the maximum should not necessarily be allowed. The impact of a proposed project on an existing land use should be evaluated in terms of potential for adverse community response based on a substantial increase in existing noise levels, regardless of the compatibility guidelines.

Policy 10-8.3: Noise Environment Protection

Protect existing residential neighborhoods from noise. In general, the City will require the evaluation of mitigation measures for projects under the following circumstances:

1. The project would cause the Ldn to increase by 5 dB(A) or more but would remain below 60 dB(A), or;

2. The project would cause the Ldn to increase by 3 dB(A) or more and exceed 60 dB(A), or;
3. The project has the potential to generate significant adverse community response due to the unusual character of the noise.

Policy 10-8.5: Construction Noise Levels

Control construction noise at its source to maintain existing noise levels, and in no case to exceed the acceptable noise levels.

Implementation 10-8.5.A: Noise Ordinance
Consider creating and adopting a noise ordinance to control noise generating activities such as construction activity, heavy industrial equipment, roadway noise, horns, engines, loudspeakers, leaf blowers, and other sources.

Implementation 10-8.5.B: Construction Noise Mitigation
Continue to apply the construction hours ordinance to new development to limit noise exposure created by construction activity. Apply best practices to further limit noise in sensitive areas and long term projects, such as maintaining construction equipment in good condition and use of mufflers on internal combustion engines, installation of temporary noise barriers, prohibiting extended idling time of internal combustion engines, locating staging areas away from sensitive receptors and other feasible best management practices.

3.3.3 Environmental Impacts and Mitigation Measures

Significance Criteria

The following significance criterion is from Appendix G of the CEQA Guidelines and is used to determine the level of impacts relating to noise. The proposed project would result in a significant impact if it would:

- Result in exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies.

An assessment of noise generated by construction and operation of the proposed project or variant was provided in the Initial Study for this project (Appendix A) and was found to result in a less-than-significant impact with mitigation (for construction noise sources) or less-than-significant impact with no mitigation required (for operational noise sources associated with the proposed project or variant). This analysis therefore focuses on exceedance of noise standards relating to land use compatibility (i.e., impacts of existing noise levels on new residents, employees, and visitors at the proposed new development, from existing and future sources of noise generated from outside of the project site).

Impact Analysis

Impact NOI-1: The proposed project or variant would result in exposure of persons to or generation of exterior noise levels in excess of standards. (*Less-than-Significant with Mitigation)*

As discussed in Section 3.3.2, Regulatory Framework, the following standards pertaining to exterior noise levels within new development constructed as part of the proposed project or variant are applicable:

- Exterior noise levels in outdoor use areas (e.g., outdoor amenity areas) should be less than 60 dB Ldn, but up to 65 dB Ldn may be allowed by City Council if 60 dB or lower cannot be achieved after the application of feasible mitigations.
- Railroad noise should not exceed 70 dBA L_{dn} for outdoor areas.

An assessment of the proposed project and variant is provided below in relation to these standards.

Proposed Project

The environmental noise assessment in Appendix B measured existing noise levels at the project site in August 2017, which are summarized in Table 3.3-1 above. The environmental noise assessment also estimated future

noise levels at the project site, based on projected 2035 peak hour traffic volumes on Fremont Boulevard, Peralta Boulevard, and Parish Avenue. Projected traffic volumes were based on the transportation impact analysis prepared for the proposed project (see Appendix C of the Initial Study, which is attached as Appendix A to this EIR).

Estimated future exterior noise levels at the project site, due largely to transportation-related sources in the project vicinity, would range from below 60 dBA to 75 dBA L_{dn}, depending on location and exposure to noise sources (Appendix B). These noise levels fall within the City's *normally acceptable* and *conditionally acceptable* land use compatibility category for both multi-family residential and commercial uses, as indicated in Table 3.3-2.

For the proposed project, the noise assessment (Appendix B) estimated future noise levels at the covered outdoor lounge area[2] near the northwest boundary of the project site, would be approximately 68 to 70 dBA L_{dn} due to traffic noise and 68 dBA L_{dn} due to trains. The proposed project includes an 8-foot high concrete masonry unit (CMU) wall along a portion of the northwest boundary of the site, between the northeast corner of Building A and the automatic gate for garbage truck access to Peralta Boulevard, which would reduce estimated future noise within the covered lounge area to approximately 65 dBA $L_{dn.}$ This predicted outdoor noise level at the covered lounge area would meet the City's exterior noise goal related to train noise (70 dBA L_{dn}), but would not meet the City's other exterior noise goal of 60 dBA L_{dn} for outdoor use areas. Impacts of exterior noise on outdoor use spaces for the proposed project would therefore be potentially significant. As explained in the City's General Plan (Implementation 10-8.1A: Noise Standards), the City Council has the discretion to modify the acceptable outdoor use space noise to 65 dBA L_{dn} if the goal of 60 dBA L_{dn} cannot be achieved with feasible mitigation. The environmental noise assessment determined that extending the height of the covered lounge CMU wall to 11 feet would reduce estimated future noise in the covered lounge to approximately 60 dBA L_{dn}. While technically feasible, a permanent 11-foot high wall in this location would not be compatible with the visual character of the project area from a design and aesthetic perspective. Noise walls of such heights are more typically found along freeway corridors and thus would be considered not appropriate or feasible for the project site.

The environmental noise assessment did not provide an estimation of noise levels at the proposed locations of the chess plaza or meditation garden. However, because these areas are more distant from the traffic and railroad noise sources, and would be shielded to a greater degree than the covered lounge area by other proposed buildings, it is anticipated that noise levels at these areas would be equal to or less than for the covered lounge, and that measures taken to reduce noise levels at the covered lounge would also provide a similar reduction in noise levels at the chess plaza and meditation garden. Therefore, noise impacts at the chess plaza and meditation garden would be the same as, or less than, impacts for the covered lounge area, as discussed above.

For the proposed project, the noise assessment (Appendix B) estimated future noise levels would be 65 dBA L_{dn} at the outdoor pool, barbeque, and playground area near the center of the site. The exterior noise level at this location would be considered potentially significant and require mitigation. The environmental noise assessment (Appendix B-1) determined that a 6-foot-tall noise barrier extending past the west side of the clubhouse would reduce future noise levels at the pool area to approximately 60 dBA L_{dn}, thereby achieving the City's exterior noise standard for outdoor uses areas of 60 dB Ldn. While noise levels in this area would be within the 65 dBA L_{dn} allowable by City Council if the goal cannot be achieved with feasible mitigation, a 6-foot-tall noise barrier at this location is considered feasible. Mitigation Measure NOI-1, detailed below, is therefore recommended to reduce outdoor noise levels at the pool, barbeque, and playground area to meet the City's exterior noise standard of 60 dB Ldn.

> ***Mitigation Measure NOI-1: Noise Barrier (Proposed Project Only).*** *The project applicant shall construct a 6-foot-tall noise barrier between the northwestern side of the clubhouse (gym) and the adjacent townhouse building to the northwest, to reduce exterior noise levels in community outdoor areas. Effective noise barriers may be comprised of various materials including concrete masonry units, plaster, wood (enhanced fencing), glass, plastic, or earthen berm. They should be solid from bottom to top with no cracks or gaps and should have a minimum surface density of approximately three pounds per square foot. The required height and location of the noise barrier may be modified at the recommendation of a*

[2] The area of the project site proposed for a covered outdoor lounge was originally proposed (in earlier versions of the project plans) as a community garden, and is referred to as such within the noise assessment report in Appendix B. The assessment of outdoor noise levels is not affected by the change in proposed use of this area.

qualified acoustical consultant and approval of the City, based on final project design and grading plans, provided the noise barrier reduces exterior noise levels within the outdoor recreation areato less than 60 dBA L_{dn} (or between 60-65 dBA L_{dn} at the City's discretion).

Implementation of Mitigation Measure NOI-1 would reduce exterior noise levels to below the City's exterior noise goal; therefore, impacts of the proposed project relating to exterior noise would be **less than significant with mitigation**.

Variant

Future exterior noise levels for the variant would be the same as for the proposed project, except at the pool area in the center of the site. Noise levels in the pool area would be slightly less than for the proposed project, because the larger footprint of Buildings A and B would attenuate traffic noise generated on Fremont Boulevard to a greater extent. Future estimated noise levels at the pool area would be 60 dBA L_{dn} under the variant (Appendix B), and would therefore meet the City's exterior noise goal without the need for Mitigation Measure NOI-1.

For the covered lounge area, impacts would be the same as for the proposed project, and would be approximately 65 dBA L_{dn} with the proposed 8-foot high CMU wall, thereby exceeding the City's exterior noise goal, but within the range allowed by City Council if the goal cannot be achieved with feasible mitigation. Impacts of exterior noise on outdoor use spaces for the variant would therefore be potentially significant. Similar to the proposed project, construction of an 11-foot-high noise wall adjacent to the covered lounge area would reduce exterior noise levels in this area to approximately 60 dBA L_{dn}, which meets the City's standard, but would not be compatible with the visual character of the project area.

Because exterior noise levels under the variant would be within the range permissible at the City Council's discretion, , impacts of the variant relating to exterior noise would be **less than significant**.

Impact NOI-2: The proposed project or variant would result in exposure of persons to or generation of interior noise levels in excess of standards.

As discussed in Section 3.3.2, Regulatory Framework, the following standards pertaining to indoor noise levels within new development constructed as part of the proposed project or variant are applicable:

- Interior noise levels in residential units should be less than 45 dBA L_{dn}.
- Interior noise levels in commercial spaces should meet the CALGreen performance method of 50 dBA $L_{eq(h)}$ or lower.
- Railroad noise should not exceed 45 dBA L_{dn} inside residential units.
- Maximum instantaneous noise levels (e.g., train horns) should not exceed 50 dBA in bedrooms during the nighttime or 55 dBA in any other rooms and bedrooms during the daytime.

An assessment of the proposed project and variant is provided below in relation to these standards.

Proposed Project

The environmental noise assessment (Appendix B) found that future exterior day-night noise levels within the project site would range from below 60 dBA to 75 dBA L_{dn}, depending on location and exposure to noise sources. Hourly average noise levels could range from 76 to 79 dBA $L_{eq(h)}$ along the Fremont Boulevard frontage, and up to 69 dB $L_{eq(h)}$ at the community club house. Maximum instantaneous noise levels due to train horns would range from 83 to 93 dBA L_{max} within the site, and would be greatest in areas closest to Peralta Boulevard.

Standard building construction with windows closed typically provides an interior/exterior noise reduction of 20 to 25 dBA. Therefore, the proposed project would experience interior noise levels ranging from approximately 35 to 55 dBA L_{dn}, which would exceed the City's interior noise level goal of 45 dBA L_{dn} in some residential units, and would exceed the CALGreen standard of 50 dBA $L_{eq(h)}$ for interior noise levels in some non-residential spaces. Maximum instantaneous noise levels in bedrooms and other rooms from train horns would range from 58 dBA L_{max} to 73 dBA L_{max}, which would exceed the City's maximum instantaneous noise standard of 55 dBA L_{max} during the daytime in bedrooms and other rooms, as well as the 50 dBA L_{max} in bedrooms at night.

The environmental noise assessment included preliminary recommendations for the specific types of material and window sound transmission class (STC) ratings that would be required in the design of the proposed project to reduce residential interior noise levels to meet the City's goal of 45 dBA L_{dn} and for commercial interior noise levels to meet the CALGreen standard of 50dBA $L_{eq(h)}$. These recommendations are based on preliminary design, and include a caveat that recommendations will need to be updated as the design progresses. The level of STC rating required varies throughout the project site, and is shown in Figures 3.3-1 through 3.3-3, and summarized below:

- For non-bedrooms (Figure 3.3-1), the recommended minimum STC ranges from STC 28 (for the townhouses behind Building B and the apartments at the rear of Buildings A and B) up to STC 43 with upgraded wall construction[3] (for apartments on the Peralta Avenue side of Building A).
- For bedrooms (Figure 3.3-2), the recommended minimum STC ranges from STC 33 (for the townhouses near the center of the site) up to STC 44 with upgraded wall construction (for apartments in Building A and townhouses at the northern end of the project site).
- For non-residential areas (Figure 3.3-3), the recommended minimum STC ranges from STC 33 (front of Building B) to STC 39 (corner of Fremont and Peralta, and corner of Fremont and Parish). A minimum STC 32 is also recommended for the southern façade of the community clubhouse building to meet the CALGreen standard, but this is not illustrated in Figure 3.3-3).

For reference, standard construction grade dual-pane windows and sliding glass doors typically have sound insulation ratings of STC 26 to 28. Dual-pane windows with laminated glass can achieve sound insulation ratings up to STC 36. Windows with higher sound insulation ratings, generally up to approximately STC 44 to 46, are available from some specialty window manufacturers and typically use a dual-sash system with three or four panes of glass.

Mitigation Measure NOI-2 includes a requirement that the recommendations for STC ratings be updated based on the final project design, to achieve an interior noise level of 45 dBA L_{dn} for residential units and 50 dBA $L_{eq(h)}$ for non-residential interior spaces.

> ***Mitigation Measure NOI-2: Interior Sound Insulation Ratings.*** *The project applicant shall retain a qualified acoustic consultant to assess the final project design and recommend required minimum sound transmission class (STC) ratings for all exterior windows and doors (including upgraded walls, as necessary) to achieve the following performance standards:*
>
> *a) An average day-night sound level (Ldn) of 45 dBA for the interior of residential units.*
>
> *b) An hourly average (Leq(h)) of 50 dBA for the interior of non-residential spaces.*
>
> *The recommendations of the acoustic consultant shall be reviewed by the City of Fremont, and shall be included as conditions of approval of the project, and implemented fully by the project applicant. Sound insulation ratings should be for the completed assembly, including glass and frame, and should be based on laboratory test reports of similar sized samples from a National Voluntary Laboratory Accreditation Program accredited lab. Ventilation systems, exhaust fans, vents, and similar elements must not compromise sound insulation of the exterior wall assemblies.*

Implementation of Mitigation Measure NOI-2 would reduce average day-night noise levels in residential units to below the City's interior noise goal, and would reduce the hourly average noise levels in non-residential spaces to below the CALGreen standard. For some units, Mitigation Measure NOI-2 would require the highest level of noise reduction construction currently available, which is up to STC 44 sound insulation rating. Preliminary calculations estimate that sound insulation ratings of up to STC 43 would be required to meet City goals for habitable rooms during the daytime, but that bedrooms would need to have sound insulation ratings up to approximately STC 55 to meet the instantaneous maximum noise goal at night. Windows and exterior doors for this kind of residential

[3] Standard exterior walls are assumed to be equivalent to 7/8 inch thick stucco over wood sheeting with batt insulation in stud cavities and one layer of gypsum board on the unit interior. Where upgraded wall construction is required, a second layer of gypsum board should be added to unit interiors, and walls should either be staggered stud assemblies or interior gypsum board attached with resilient clips (e.g., Pliteq GenieClip RST).

mixed-use development may not be commercially available with a sound insulation rating of STC 55. Depending on the expected extent of glazing as a design component of the exterior wall for some bedrooms facing Peralta Boulevard and the railroad, a net STC 55 for the composite building shell assembly may not be attainable. Therefore, even with Mitigation Measure NOI-2 and implementation of the best commercially available noise reducing technology in some units, train horn noise could result in instantaneous maximum noise levels within bedrooms at night at levels that exceed City standards in some units. Despite implementation of Mitigation Measure NOI-2, impacts from maximum instantaneous noise levels for the proposed project would be **significant and unavoidable**.

Variant

Impacts for the variant would be similar to the proposed project. Interior noise levels in some residential units would be slightly less under the variant than for the proposed project due to the larger mass of Buildings A and B providing a more effective noise barrier for the townhouses behind. However, interior noise levels for buildings closest to Peralta Boulevard would be the same as for the proposed project, and impacts would be potentially significant.

Although the environmental noise analysis did not provide specific recommendations for STC ratings required for buildings under the variant, Mitigation Measure NOI-2 would require the project applicant to retain an acoustic consultant to determine appropriate sound insulation ratings for the chosen site design, which would reduce interior day-night noise levels in residential units to below City standards and hourly average noise levels in non-residential spaces to below State standards. However, similar to the proposed project, the variant would require sound insulation ratings up to approximately STC 55 to meet the instantaneous maximum noise goal at night time. Windows and exterior doors for this kind of residential mixed-use development may not be commercially available with a sound insulation rating of STC 55. Depending on the expected extent of glazing as a design component of the exterior wall for some bedrooms facing Peralta Boulevard and the railroad, a net STC 55 for the composite building shell assembly may not be attainable. Therefore, even with Mitigation Measure NOI-2 and implementation of the best commercially available noise reducing technology in some units, train horn noise could result in instantaneous maximum noise levels within bedrooms at night at levels that exceed City standards. Despite implementation of Mitigation Measure NOI-2, impacts from maximum instantaneous noise levels for the variant would be **significant and unavoidable**.

4. Other CEQA Considerations

4.1 Cumulative Impacts

Cumulative impacts do not refer to project-related impacts, but to the impacts of a proposed project when considered with the impacts of past, present, and probable future projects producing related impacts, as required by Section 15130 of the CEQA Guidelines. Other past, present, and future projects that would contribute to environmental impacts of the proposed project are referred to as "related projects."

As stated in CEQA Section 21083(b)(2), a project may have a significant effect on the environment if "its effects are individually limited but cumulatively considerable." According to the CEQA Guidelines Section 15355:

> "Cumulative impacts" refer to two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts.
>
> (a) The individual effects may be changes resulting from a single project or a number of separate projects.
>
> (b) The cumulative impact from several projects is the change in the environment, which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects. Cumulative impacts can result from individually minor but collectively significant projects taking place over a period of time.

In addition, as per the CEQA Guidelines: "The mere existence of significant cumulative impacts caused by other projects alone shall not constitute substantial evidence that the proposed project's incremental effects are cumulatively considerable."

The analysis in this section includes:

- A determination of whether the long-term impacts of all related past, present, and future plans and projects would cause a cumulatively significant impact; and
- A determination as to whether implementation of the proposed project would have a "cumulatively considerable" contribution to any significant cumulative impact. (See CEQA Guidelines Sections 15130(a), (b), Section 15355(b), Section 15064(h), and Section 15065(a)(3), (c)).

In other words, the required analysis intends to first create a broad context through which to assess the project's incremental contribution to anticipated cumulative impacts, viewed on a geographic scale well beyond the proposed project itself, and then to determine whether the project's incremental contribution to any significant cumulative impacts from all related projects is itself significant (i.e., "cumulatively considerable" according to CEQA).

The discussion of cumulative impacts must reflect the severity of the impacts, as well as the likelihood of their occurrence; however, the discussion need not be as detailed as the discussion of environmental impacts attributable to the project alone. The analysis should be guided by the standards of practicality and reasonableness, and it should focus on the cumulative impacts to which the other identified projects contribute to the cumulative impact.

4.1.1 Cumulative Context

CEQA Guidelines Section 15130(b)(1), identifies two approaches to analyzing cumulative impacts. The first is the summary approach (also known as the "plan" approach), wherein the relevant projections, as contained in an adopted general plan or related planning document that evaluates regional or area wide conditions, are summarized. The second is the list approach, through which a defined set of past, present, and reasonably anticipated future projects producing related or cumulative impacts is considered for analysis.

Cumulative analyses included in this EIR are based on an understanding of anticipated past, present, and reasonably anticipated future projects within the City that would affect the severity of the proposed project or variant impacts identified in this EIR, based on adopted plans for the City. In addition, to further enhance the

cumulative analysis, major projects occurring within the vicinity of the project site or that could result in similar impacts as the proposed project or variant have been considered, as described below. Using both the plan approach and list approach provides the most comprehensive set of land use changes that could contribute to potential cumulative effects.

The planning documents that establish the cumulative context for the proposed project are the City General Plan (City, 2011a) and Centerville Framework Plan (City, 2010), which is cross-referenced in the General Plan but still relevant as a policy and planning document. The City General Plan EIR identified the potential for future demolition of historic resources to be a cumulative contribution to the on-going loss of historic resources within the Bay Area. However, implementation of the applicable General Plan policies and actions, in combination with mitigation measures of project-specific approvals, would be expected to reduce development-related impacts associated with alteration of historic structures to a level considered less than significant. As a result, the City General Plan EIR concluded the General Plan's cumulative impact would be less than cumulatively considerable and that cumulative impacts would be less than significant (City, 2011b).

The City's Development Activity Map (City, 2018) provides a snapshot of proposed development projects in the City. As of May 7, 2018 (the most current map available at the time of EIR preparation), 107 development projects were identified within the City, ten of which are in the Centerville Community Plan Area, as indicated in Table 4-1.

The projects listed in Table 4-1 are not intended to be an all-inclusive list of projects, but rather an identification of larger projects approved or planned that may contribute to cumulative impacts on historical resources or cumulative noise impacts. The cumulative discussion provided in Section 4.1.2 describes the cumulative geographic context considered for historical resources and noise impacts at a level appropriate to the analysis presented in this EIR.

Table 4-1. List of Projects Considered for Analysis of Cumulative Impacts

Project	Location	Land Use	Units/Commercial, Office, Industrial
Centerville Condos*	36800 Fremont Boulevard	Residential and commercial	8 units/3,000 SF
Centerville Junction	3550 Peralta Boulevard	Residential	52 units
Centerville Pioneer*+	Bonde Way	Residential	8 units
Central Commons	4369 Central Avenue	Residential	30 units
Maple Commons*	Maple Street	Residential and commercial	11 units/2,820 SF
Montecito Townhomes	City's old corporation yard at Sequoia Avenue and Paseo Padre Parkway	Residential	130 units
Pepper Tree Residences	4186 Central Avenue	Residential	14 units
Peralta Crossing	Corner of Maple Street and Peralta Boulevard	Residential	43 units
Thornton Avenue*	3900 Thornton Avenue	Residential and commercial	54 units/7,124 SF
Universal Dragon	38239 Fremont Boulevard	Residential and commercial	5 units/3,028 SF

Source: City, 2018
SF = square feet

*Indicates projects within the Centerville Town Center.
+Indicates projects involving historical resources.

4.1.2 Cumulative Impact Analysis

Cumulative Impact C-HIST-1: The proposed project or variant, combined with past, present, and reasonably foreseeable future development, could result in a significant adverse cumulative cultural resources impact (*Less than Significant).*

The cumulative context for historic resources is dependent on the location and nature of the historical resource. In this case, the proposed project or variant involves modification or demolition of a historical resource that is a civic landmark in the historic town center of Centerville. The fire station and surrounding grouping of buildings once included the Town Hall (1868), a health center, and the local jail, and served as the town's "civic center." The fire station remains a notable local example of mid-century Modernism, designed in the International Style, by the well-known Niles-based architecture firm of Sorensen & Ellsworth. The cumulative context for impacts to historical resources is therefore considered to be projects that could impact the "main street" of the Centerville Town Center area (i.e., Fremont Boulevard from the train depot to Parish Avenue). None of the projects listed in Table 4-1 are within the Centerville Town Center, and therefore would not combine with impacts of the proposed project or variant to create a cumulative impact to historical resources. The cumulative impact to historical resources would therefore be **less than significant**.

Cumulative Impact C-NOI-1: The proposed project or variant, combined with past, present, and reasonably foreseeable future development, could result in a significant adverse cumulative noise impact (*Less than Significant*).

The following cumulative impact analysis relates to three types of noise impacts: instantaneous maximum noise, construction noise, and operational noise.

Instantaneous Maximum Noise

As discussed in Section 3.3, future occupants of the project site would be exposed to noise levels in excess of local standards due to instantaneous maximum noise levels from train horns. This source of instantaneous maximum noise already exists, and would not be generated or exacerbated by the proposed project or variant. Therefore, the cumulative impact would be less than significant.

Construction Noise

When determining whether the overall noise impacts from related projects would be cumulatively significant and whether the project's incremental contribution to any significant cumulative impacts would be cumulatively considerable, it is important to understand that noise is a localized occurrence. That is, noise decreases rapidly in magnitude as the distance from the source to the receptor increases. Therefore, only those projects that are in the immediate vicinity of the proposed project or variant, are under construction during the same period as the proposed project or variant, and are considered influential in regards to noise would have the potential to be considered in a cumulative context with the proposed project or variant. Both Centerville Junction, approximately 0.2 mile east of the project site, and Peralta Crossings, approximately 0.1 mile west of the project site, are under construction and expected to be completed sometime in 2019 (City of Fremont, 2018). These projects consist of residential development and would be expected to generate construction-related noise similar to the proposed project or variant, such as traffic noise and mechanical noise from operation of equipment. As a result, concurrent construction of the proposed project or variant in combination with these other reasonably foreseeable development projects could result in a significant cumulative noise impact during the construction period.

However, construction of either the proposed project or variant would implement Mitigation Measure NOI-1 in Section 4.12 of the Initial Study and comply with applicable City construction noise standards, and the construction-related noise impacts of the proposed project or variant would be less than significant with mitigation. Compliance with these same standards would be required for present and foreseeable projects and would reduce construction-related noise impacts in the immediate vicinity of those project sites. In addition, construction projects occurring simultaneously would not contribute to cumulative impacts unless the sites would expose sensitive receptors to significant noise levels at the same time. The closest sensitive receptors that could be affected by simultaneous construction activities are residences along Jason Way, approximately 45 feet from the project site boundary and 600 feet from the Centerville Junction site, and residences along Baine Avenue, approximately 1,000 feet from the project site and 100 feet from the Peralta Crossings site. Because sensitive

receptors would be at least 600 feet from one of the simultaneous noise sources, and because noise attenuates with distance (as discussed in Section 3.3.1, for a stationary point source of sound, sound typically attenuates at a rate of 6 dB per doubling of distance), construction noise occurring simultaneously would not be cumulatively considerable. Therefore, the cumulative impact associated with short-term, construction-related noise of the proposed project or variant, together with present and foreseeable projects, would be less than significant.

Operations

Traffic generated by residents, employees, and visitors to the project site under operation of the proposed project or variant would generate traffic noise that could add to existing or future traffic noise in the vicinity. The City's General Plan EIR determined that the anticipated increase in traffic noise resulting from future development of the City in accordance with the General Plan (i.e., General Plan build out) would be less than 3 dBA, which would generally not be perceivable to adjacent receptors. The General Plan EIR concluded that the cumulative impacts of traffic noise from future development envisioned by the General Plan would be less than significant. Because the density of the proposed project or variant is consistent with the General Plan, the cumulative impact associated with increases in traffic noise levels generated by the proposed project or variant, together with present and foreseeable projects, is already accounted for in the General Plan EIR and would be less than significant.

Mechanical noise generated at the project site would mostly affect new residential units within the project site, because the mechanical sources would be approximately 55 feet from the closest existing sensitive receptors. As discussed in Section 4.12 of the Initial Study (Appendix A), mechanical noise sources from the mixed use portion of the proposed project or variant would comply with the City's Noise Level Standards for New Industrial and Commercial Noise Sources, and anticipated noise generated by typical residential AC units at a distance of 50 feet would be below the City's General Plan standard. As such, the noise impacts from mechanical equipment would be less than significant for both the proposed project and variant. Mechanical noise generated by present and foreseeable projects would also be generally limited to within those sites or directly adjacent areas, and those projects would also be required to comply with the City's noise level standards. Because sound attenuates with distance, mechanical noise generated by the proposed project and would not combine with noise generated by present and foreseeable projects to result in a cumulative impact. Cumulative impacts would therefore be less than significant.

4.2 Growth Inducing Impacts

The CEQA Guidelines (Section 15126.2(d)) requires an examination of the direct and indirect impacts of the proposed project, including the potential of the project to induce growth leading to changes in land use patterns and population densities and related impacts on environmental resources.

Direct growth-inducement would result if a project involved construction of new housing. Indirect growth-inducement would result, for instance, if implementing a project resulted in any of the following:

- Substantial new permanent employment opportunities (e.g., commercial, industrial, or governmental enterprises);
- A construction effort with substantial short-term employment opportunities that indirectly stimulates the need for additional housing and services to support the new temporary employment demand; or,
- Removal of an obstacle to additional growth and development, such as removing a constraint on a required public utility or service (e.g., construction of a major sewer line with excess capacity through an undeveloped area) or adding development adjacent to undeveloped land.

Growth-inducement itself is not an environmental effect, but it may foreseeably lead to environmental effects. These environmental effects may include increased demand on other community and public services and infrastructure, increased traffic and noise, degradation of air or water quality, degradation or loss of plant or animal habitats, or conversion of agricultural and open space land to urban uses.

The proposed project or variant would be consistent with development anticipated in the General Plan in Town Center and TOD designations and therefore would not directly induce unplanned population growth in the City of

Fremont and, as such, would not result in substantial new housing or employment opportunities that lead to environmental effects. The proposed project would increase the population in the City of Fremont by approximately 423 new residents and the variant would increase the population in the City of Fremont by approximately 513 residents.[4,5] The City determined that implementation of the General Plan would not induce unplanned population growth, since new residential development under the General Plan would accommodate the City's share of regional population growth between 2010 and 2035 (City of Fremont, 2011a). Therefore, the estimated increase in population and housing would result in population and housing growth anticipated in the General Plan and would not result in unplanned induced growth.

Project construction activities would generate temporary and short-term employment. Construction of the project is estimated to require an average of 100 construction workers on a typical work day. Up to 400 construction workers per day may be required periodically. Construction would begin in February 2019 and would require a total of approximately 18 months to complete. The source of the construction labor force is unknown at this time, but workers would be expected to come from the local labor pool and not relocate to the city from other areas for the relatively short construction period. The U.S. Census Bureau estimates there are 3,856 persons employed in the construction industry in the City (U.S. Census Bureau, 2016). Based on the availability of nearby construction workers and the duration of the construction period, construction jobs generated by the proposed project or variant would not result in substantial indirect population growth.

The proposed project would include 25,000 SF of retail space, plus the 3,300-SF fire station, for which future uses are currently unknown, but are most likely to be retail, and the variant would include 26,000 SF of retail uses. Based on average employment rates for typical retail facilities, the proposed project would be expected to provide employment opportunities for approximately 71 people and the variant would be expected to provide employment opportunities to approximately 65 people, [6,7] which is less than estimated for the existing uses at the project site. The California Employment Development Department indicated that in 2017, the average number of unemployed persons in the City of Fremont was 3,100 (Employment Development Department, 2018). The availability of a local labor force to be employed at the project-related retail uses suggests that workers would likely come primarily from the city and that new jobs generated by the proposed project or variant would not result in substantial indirect population growth.

The project site is an infill site, surrounded by existing development. Proposed site access would be from Fremont Boulevard, Peralta Boulevard, Parish Avenue, and Jason Way through improvements to these roadways, including formal extension of Jason Way to connect with Peralta Boulevard. The proposed project or variant would not require extensions of other existing roadways or construction of new roadways in the vicinity of the project site. Any new utility infrastructure required to serve the proposed project or variant would be sized to accommodate project-related demands and would not be intended to serve any development on lands other than the project site. Because roadway improvements and utility infrastructure that would be provided for the proposed project or variant would only serve the projected demand by the project or variant, the proposed project or variant would not result in indirect growth-inducing effects by increasing infrastructure capacity that could serve additional development.

Overall, any minimal growth that the proposed project or variant could induce has been evaluated and provided for in the City's General Plan. Short-term construction-related jobs and new permanent jobs are expected to be filled by the local labor force. In addition, the proposed project or variant would not induce substantial population growth indirectly through the extension of roads or other utility infrastructure. Therefore, the proposed project or variant would not induce substantial growth in the City of Fremont.

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4 Based on the DOF's 2017 estimate of 3.11 persons per dwelling unit and 165 proposed dwelling units, the variant is estimated to accommodate 513 new residents at buildout.

5 Based on the DOF's 2017 estimate of 3.11 persons per dwelling unit and 136 proposed dwelling units, the proposed project is estimated to accommodate 423 new residents at buildout.

6 Using Keyser Marston Associates, Inc. estimate of 400 SF per retail employee, and the proposed 26,000 SF of retail space, the variant is estimated to provide employment opportunities for approximately 65 employees.

7 Using Keyser Marston Associates, Inc. estimate of 400 SF per retail employee and the proposed 28,300 SF of retail space, the proposed project is anticipated to provide employment opportunities for approximately 71 employees.

4.3 Significant Irreversible Changes

CEQA (Public Resources Code Section 21100(b)(2)) provides that an EIR shall include a detailed statement setting forth "[i]n a separate section…[a]ny significant effects on the environment that would be irreversible if the project is implemented." State CEQA Guidelines Section 15126.2(c) provides the following guidelines for analyzing the significant irreversible environmental changes of a project:

> *Uses of nonrenewable resources during the initial and continued phases of the project may be irreversible since a large commitment of such resources makes removal or nonuse thereafter unlikely. Primary impacts and, particularly, secondary impacts (such as highway improvement which provides access to a previously inaccessible area) generally commit future generations to similar uses. Also irretrievable damage can result from environmental accidents associated with the project. Irretrievable commitments of resources should be evaluated to assure that such current consumption is justified.*

The project site would be developed with townhomes, apartments, and retail uses as identified for the proposed project and variant. In addition, the variant proposes demolishing the existing historic fire station. This change in land use would represent a long-term commitment to new land uses and would cause an irreversible loss of an historical resource under the variant, since the potential for developed land to revert back to the project site's current land uses is highly unlikely. This conversion of the land under the proposed project or variant to residential and commercial uses would, however, be consistent with the City's General Plan, which is the community's blueprint and vision for future development of the City, except for policies relating to the preservation of historical resources.

Energy used during project construction would be expended in the form of electricity, gasoline, and diesel fuel, which would be used primarily by construction equipment, trucks delivering equipment and supplies to the site, and construction workers driving to and from the site. There are no unusual project characteristics that would necessitate the use of construction equipment that would be less energy-efficient than at comparable construction sites in other parts of the City. Mitigation Measure AQ-1 (refer Section 4.3 of the Initial Study) requires the use of off-road construction diesel engines that meet, at a minimum, the Tier 4 interim California Emissions Standards; and Mitigation Measure NOI-1 from Section 4.12 of the Initial Study requires construction equipment to be well-maintained. Such engines are typically more energy efficient than older, higher emission engines, thereby also reducing energy consumption during construction. Furthermore, the City has adopted mandatory and "reach" code measures from the California Energy Code and CALGreen that identify energy-efficient and conservation measures to be implemented during project construction activities. Therefore, it is not expected that construction fuel consumption associated with the proposed project would be more inefficient, wasteful, or unnecessary than at other construction sites in the region.

Energy used during operation of the proposed project or variant would include electrical systems within the proposed residential and commercial buildings, and fuel used by residents, employees, and visitors travelling to and from the site. The proposed project or variant would be required to comply with the Building Energy Efficiency Standards (Title 24 of the California Code of Regulations), including the 2016 Building Energy Efficiency Standards. This code was developed to enhance the energy efficiency of the design and construction of buildings. The proposed project or variant would also be required to comply with applicable portions of the 2016 California Green Building Code, which was developed to enhance the design and construction of buildings and sustainable construction practices through planning and design, energy efficiency, water efficiency and conservation, material conservation and resource efficiency, and environmental air quality. It is the intent of this code to achieve more than a 15 percent reduction in energy use when compared to existing standards, to reduce indoor potable water demand by 20 percent, to reduce landscape water usage by 50 percent.

Other nonrenewable and slowly-renewable resources consumed as a result of project development would include, but not necessarily be limited to, lumber and other forest products, sand and gravel, asphalt, petrochemical construction materials, and water. The use of these nonrenewable resources would account for only a small portion of the region's resources and would not affect the availability of these resources for other needs in the region.

The proposed project or variant would not result in irreversible damage from environmental accidents, such as an accidental spill or explosion of a hazardous material. During construction, equipment would be using various types of fuel and material classified as hazardous. In the State of California, the storage and use of hazardous substances are strictly regulated and enforced by various local, regional, and state agencies to prevent impacts related to environmental accidents. The nature of construction – that for a conventional residential subdivision and commercial uses – would not involve unusual amounts or types of hazardous materials that could result in irreversible damage from an accidental release. Similarly, long-term occupation of the project site would not involve hazardous materials beyond standard, common-place household, commercial cleaning, and maintenance products and landscaping chemicals, which would not result in significant environmental accidents with their use in accordance with manufacturer instructions. The types and amounts of hazardous materials used at the project site under the proposed project or variant would not pose any greater risk of upset or accident than the existing uses at the site or at other similar development elsewhere in the City.

4.4 Significant and Unavoidable Environmental Impacts

California Code of Regulations Section 15216.2(b) of the State CEQA Guidelines requires an EIR to include a discussion of any significant environmental impacts that cannot be avoided if the project is implemented. Chapter 3 of this EIR provides a detailed analysis of all significant and potentially significant environmental impacts related to implementing the proposed project; identifies feasible mitigation measures, where available, that could avoid or reduce these significant and potentially significant impacts; and presents a determination whether these mitigation measures would reduce these impacts to less-than-significant levels. Section 4.1 above identifies the significant cumulative impacts resulting from the combined effects of the proposed project and related projects. If a specific impact in either of these sections cannot be fully reduced to a less-than-significant level, it is considered a significant and unavoidable adverse impact.

4.4.1 Proposed Project

Implementing the proposed project would result in the following significant adverse impacts:

- **Impact HIST-1: The proposed project would result in a substantial adverse change in the significance of a historical resource.** As discussed in Section 3.2.3 of this EIR, the proposed project would preserve the fire station in its original location and rehabilitate the fire station for a future use. Existing cement plaster on all façades would be retained and repainted. Proposed exterior changes include replacing the existing metal pedestrian door and metal roll-up garage door with a metal-framed, fully glazed door and a metal-framed multi-lite garage door on the south façade; removing the existing metal stairs, constructing a new, painted metal stair, removing the existing rear metal canopy, and replacing the existing rear garage door with a new glazed garage door on the north side; and installing two sets of metal-framed storefront sliding doors and trellises on the newly exposed east side from the demolition of the adjacent building. Alterations to the fire station would not adhere to the Secretary of the Interior's Standards for Rehabilitation due to the removal and alteration of character-defining features of the fire station (Standards 2 and 5); the incompatibility of new construction on the existing setting and spatial relationships of the fire station (Standard 9); and the irreversibility of the new construction's impacts on the fire station's environment (Standard 10). The proposed project would result in substantial adverse changes that would impair the fire station's ability to convey its historic character and individual significance under CRHR Criterion 3. Therefore, the proposed project would result in a significant impact on a historical resource.

Mitigation Measures HIST-1a and HIST-1b are identified to reduce this project impact; however, they would not reduce the impact to less than significant. Consequently, the loss of historical resources associated with the proposed project would be ***significant and unavoidable***.

- **Impact NOI-1: The proposed project or variant would result in exposure of persons to train horn noise levels in excess of interior noise standards established in the local general plan or noise ordinance, or applicable standards of other agencies.** As discussed in Section 3.3.3 of this EIR, some anticipated occupied residential units and commercial uses would experience interior noise levels from future traffic and other environmental sources (including train horns) that exceed the City's interior noise

level goals for bedrooms and other rooms and exceed the CALGreen standard for non-residential interior noise levels if standard construction methods and building products are used. Therefore, this impact would be potentially significant.

The environmental noise assessment included preliminary recommendations for the proposed project for the specific types of material and window sound transmission class (STC) ratings that would be required to reduce residential interior noise levels to meet the City's goal and for commercial interior noise levels to meet the CALGreen standard. These recommendations are based on preliminary design of the proposed project, and the environmental noise assessment included a caveat that recommendations will need to be updated based on the final project design. Mitigation Measure NOI-2 presented in Section 3.3.3 includes a requirement that the recommendations for STC ratings for the proposed buildings be updated based on the final project design and implemented to achieve the required City and CALGreen standards for average day-night noise (for residential) and hourly average noise (for non-residential). Based on the preliminary recommendations of the environmental noise assessment, it is estimated that sound transmission class ratings of up to 44 STC would be required in some units to achieve the required standards. Such STC ratings are technically feasible and commercially available, therefore implementation of Mitigation Measure NOI-2 would reduce impacts related to average day-night noise levels and hourly average noise levels to a less-than-significant level. However, even with Mitigation Measure NOI-2 and implementation of the best commercially available noise reducing technology in some units, train horn noise would result in instantaneous maximum noise levels within bedrooms at night in some units at levels that exceed City standards for instantaneous noise. Therefore, impacts from maximum instantaneous noise levels for the proposed project would be ***significant and unavoidable***.

CEQA Guidelines Section 15126.2(b) requires an EIR to identify why a project is being proposed notwithstanding unavoidable significant impacts. The proposed project would redevelop an underutilized site within a transit-oriented development overlay area, and enhance the character of the Centerville Town Center in a manner that is consistent with the visions of the Centerville Community Plan (2011) and Centerville Framework Plan (2010), which are the community's blueprint for future development of the City. More specifically, the proposed project would introduce housing at higher densities within a Transit-Oriented Development Overlay District which would contribute towards meeting the City's Regional Housing Needs Allocation and encourage transit ridership by locating the new housing within walking distance of the Centerville Train Depot and several AC Transit bus lines. The proposed project would also rehabilitate and repurpose an aging, vacant, historical resource that would otherwise continue to deteriorate. In addition, Mitigation Measures HIST-1a and HIST-1b for proposed project would require archival documentation of the historic resource and creation of interpretive display of its significance that would not be undertaken if the project site were not developed.

4.4.2 Variant

Implementing the variant would result in the following significant adverse impacts:

- **Impact HIST-1: The variant would result in a substantial adverse change in the significance of a historical resource.** As discussed in Section 3.2.3 of this EIR, the variant would demolish one historical resource, the fire station. The loss of the fire station would go beyond the material impairment of the significance of an historical resource. Demolition of the historical resource would constitute a significant and unavoidable direct impact.

Mitigation measures are identified to reduce this impact of the variant; however, they would not reduce the impact to less than significant. Consequently, the loss of historical resources associated with the variant would be ***significant and unavoidable***.

- **Impact NOI-1: The proposed project or variant would result in exposure of persons to train horn noise levels in excess of interior noise standards established in the local general plan or noise ordinance, or applicable standards of other agencies.** As discussed in Section 3.3.3 of this EIR, impacts for the variant would be similar to the proposed project. Interior noise levels in some residential units would be slightly less under the variant than for the proposed project due to the larger mass of Buildings A and B providing a more effective noise barrier for the townhouses behind. However, interior noise levels for buildings closest to Peralta Boulevard would be the same as for the proposed project, and impacts would be potentially significant.

Although the environmental noise analysis did not provide specific recommendations for STC ratings required for buildings under the variant, Mitigation Measure NOI-2 would require the project applicant to retain an acoustic consultant to determine appropriate sound insulation ratings for the chosen site design, which would reduce interior day-night noise levels in residential units to below City standards and hourly average noise levels in non-residential spaces to below CALGreen standards. However, even with Mitigation Measure NOI-2 and implementation of the best commercially available noise reducing technology in some units, train horn noise would result in instantaneous maximum noise levels within bedrooms at night in some units at levels that exceed City standards. Therefore, impacts from maximum instantaneous noise levels for the variant would be ***significant and unavoidable***.

CEQA Guidelines Section 15126.2(b) requires an EIR to identify why a project is being proposed notwithstanding unavoidable significant impacts. The variant would redevelop an underutilized site within a transit-oriented development overlay area, and enhance the character of the Centerville Town Center in a manner that is consistent with the visions of the Centerville Community Plan (2011) and Centerville Framework Plan (2010), which are the community's blueprint for future development of the City. More specifically, the variant would introduce housing at higher densities within a Transit-Oriented Development Overlay District which would contribute towards meeting the City's Regional Housing Needs Allocation and encourage transit ridership by locating the new housing within walking distance of the Centerville Train Depot and several AC Transit bus lines. While the variant would result in the permanent loss of a historic resource, Mitigation Measures HIST-1a and HIST-1b for proposed project would require archival documentation of the historic resource and creation of interpretive display of its significance that would not be undertaken if the project site were not developed.

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5. Alternatives

5.1 Introduction

CEQA Guidelines Section 15126.6(a) requires that an EIR describe a range of reasonable alternatives to a project, or the location of a project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects, and evaluate the comparative merits of the alternatives. 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.

The analysis of alternatives is of benefit to decision makers, because it provides more complete information about the potential impacts of land use decisions. Consequently, there is a better understanding of the interrelationship among all of the environmental topics under evaluation. Decision makers must consider approval of an alternative if it would substantially lessen or avoid significant environmental impacts identified for a proposed project and if it is determined to be feasible.

5.2 Factors Considered in the Selection of Alternatives

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)). The following factors were considered in identifying the range of reasonable alternatives to the project for this Draft EIR:

- The extent to which the alternative would accomplish most of the basic objectives of the project (refer to Section 2.3).
- The extent to which the alternative would avoid or lessen the identified significant and/or unavoidable environmental effects of the project.
- The feasibility of the alternative.
- The extent to which an alternative contributes to a "reasonable range" of alternatives necessary to permit a reasoned choice.

Per Section 15126.6(b) of the CEQA Guidelines, the discussion of alternatives shall focus on alternatives to a project (or its location) that are capable of avoiding or substantially lessening significant impacts of a project, even if the alternatives would impede to some degree the attainment of the project objectives or would be more costly.

As discussed in the Initial Study (Appendix A), the proposed project's or variant's impacts to aesthetics; biological resources; geology, soils, and seismicity; greenhouse gas emissions; public services; recreation; and utilities and services would be less than significant; and the proposed project's or variant's impacts to air quality, cultural and

tribal resources (excluding historic architectural resources), hazards and hazardous materials, hydrology and water quality, noise (excluding operational noise), and transportation and traffic would be less than significant with mitigation.

As discussed in Sections 3.2 of this EIR, the proposed project or variant would result in significant adverse impacts on a historical resource at the project level. Mitigation measures are identified to reduce these impacts; however, they would not reduce the impacts to less than significant. Consequently, the loss of the historical resource associated with the proposed project or variant would be significant and unavoidable. In addition, as discussed in Section 3.3 of this EIR, the proposed project or variant would result in significant adverse noise impacts associated with the exposure of residents to maximum instantaneous noise levels above the City's interior noise goal. A mitigation measure is identified to reduce these impacts; however, it would not reduce the impacts to less than significant. Impacts from maximum instantaneous noise levels for the proposed project and variant would be significant and unavoidable. Therefore, this alternatives analysis focuses on project alternatives that could avoid or substantially lessen the potential impacts of the proposed project or variant on historical resources and noise impacts.

The following alternatives that may avoid or substantially lessen impacts were identified:

- No Project Alternative
- Reduced Massing Alternative
- All Commercial Alternative

As described in Section 5.3 below, the all commercial alternative was considered but rejected from further consideration. The other two alternatives were retained for further analysis, as presented in Section 5.4 below.

5.3 Alternatives Considered but Rejected From Further Analysis

One potential alternative to the proposed project or variant that was initially considered but determined infeasible and eliminated from further analysis was development of the project site with all commercial uses. As discussed further below, an all commercial alternative on the project site would reduce impacts relating to exposure of persons to environmental noise compared to the proposed project or variant, and could reduce the significant and unavoidable impact on historical resources depending on whether the fire station were to be demolished, retained without rehabilitation, or retained with rehabilitation; and depending on the massing of new structures directly adjacent to the fire station. The project site is designated by the City's General Plan and Commercial-Town Center and zoned as Town Center-Pedestrian (TC-P) with Transit-Oriented Development (TOD) overlay district. The City's General Plan land use designation and zoning requires development of commercial uses at a floor area ratio (FAR) of between 0.5 and 2.5 for properties designated Town Center and located within a TOD overlay zoning district (City, 2017). It is assumed that development of commercial uses on the project site would meet the FAR requirements of the City's General Plan land use designation and zoning.

The development of all commercial uses on the project site would meet some of the project objectives identified in Section 2.3. This alternative would redevelop the aging, underutilized commercial site; could enhance the character of the Centerville Town Center with a project that is compatible in scale and design with existing development and historic resources located along Fremont Boulevard and in the surrounding neighborhood; and could promote land use compatibility between the proposed project and the adjoining neighborhood and reinforce the existing pattern of continuous storefronts along Fremont Boulevard. Depending on site layout, this alternative could meet the project objectives to provide a mid-block pedestrian connection between Peralta Boulevard and Parish Avenue and create a continuous and safe walking environment for pedestrians along the subject blocks of Fremont Boulevard, Peralta Boulevard, Parish Avenue, and Jason Way.

Development of all commercial uses on the project site would not meet the project objectives to develop high-quality, economically viable, and well-designed housing at higher densities within a TOD Overlay District. The purpose of the TOD overlay is to create a mixed-use development that provides a mix of retail, service, office, and residential uses in a pedestrian-oriented setting (City, 2010 and 2017). Although development of commercial uses under this alternative could meet the FAR requirements of the zoning for the project site, it would not provide a mixed-use development that includes residential uses.

The City's General Plan, Centerville Community Plan, and Centerville Framework Plan provide the long-term framework for implementing the City's vision for the Centerville Community Plan Area to develop Centerville as a transit-oriented, walkable, neighborhood-serving, commercial and mixed-use district with "complete streets," inclusive of the needs of pedestrians, cyclists, transit-users, and vehicles (City, 2010 and 2011a). In the context of the General Plan, "mixed use" refers to housing with commercial uses (City, 2010). Development of all commercial uses would partially meet the goals and policies of these plans by providing commercial uses on the project site but would not meet the goals and policies related to providing mixed uses that includes housing and development of complete streets.

To meet the City's FAR requirements, the configuration of new commercial uses on the project site would likely result in construction of commercial buildings fronting Peralta Boulevard that could experience interior hourly average noise levels at levels exceeding the CALGreen standard for interior noise levels for non-residential spaces. City standards for day-night average noise levels and instantaneous maximum noise levels apply only to residential bedrooms and other habitable rooms, and therefore would not be applicable to an all commercial alternative. Mitigation Measure NOI-2, presented in Section 3.3.3 for the proposed project and variant, requires the project applicant to retain an acoustic consultant to determine appropriate sound insulation ratings would be applicable to this alternative. Implementation of Mitigation Measure NOI-2 would reduce the hourly average noise levels in non-residential spaces to below the CALGreen standard, and would therefore not expose people to noise levels in excess of applicable local or State noise standards. Therefore, an all commercial alternative on the project site would reduce impacts relating to exposure of persons to environmental noise compared to the proposed project or variant, and the impact would be less than significant with mitigation.

It is unknown if the configuration of new commercial uses on the project site would result in the retention or demolition of the fire station. If the fire station were demolished, this alternative would have the same impact on historical resources as the variant (i.e., a significant and avoidable impact). If the fire station were retained and rehabilitated for adaptive reuse as part of an all commercial development, this alternative could have similar significant and unavoidable direct impacts on historical resources as the proposed project, due to removal or alteration of character-defining features; and could also reduce indirect impacts depending on the massing of new commercial buildings in proximity to the fire station. If the fire station were retained in its current state (i.e., no rehabilition), this alternative would reduce direct impacts on historical resources, as there would be no removal or alteration of character-defining features, and could also reduce indirect impacts on historic resources, depending on the massing of new commercial buildings in proximity to the fire station. However, because an all commercial development would not meet the project objectives or meet the City's goals and policies for the Centerville Community Plan area, and all commercial development alternative is not considered feasible and is not discussed further in this EIR.

5.4 Description and Analysis of Alternatives Retained

5.4.1 No Project Alternative

Description of No Project Alternative

The No Project Alternative assumes no development of the proposed project or variant would occur on the project site. The existing commercial buildings (including retail stores, restaurants, and a small warehouse), unoccupied single-family residence, and fire station would remain on the project site. The project site would not be developed with townhomes, apartments, or retail uses as identified for the proposed project and variant (see Table 2-1 and Figures 2-4 and 2-5).

Under the No Project Alternative, the rehabilitation/renovation and reuse of the fire station in its current location as proposed under the project would not occur nor would the fire station be demolished as proposed under the variant. None of the site access and circulation improvements; on-site and on-street parking; or bicycle, pedestrian, and transit facility improvements described in Section 2.5 would occur. There would be no removal of 29 trees that are considered protected trees under the City's Tree Preservation Ordinance.

Analysis of No Project Alternative

Compliance with Project Objectives

The No Project Alternative would not meet any of the proposed project's objectives identified in Section 2.3, because it would not redevelop the aging, underutilized commercial site; would not enhance the character of the Centerville Town Center with a project that is compatible in scale and design with existing development and historic resources located along Fremont Boulevard and in the surrounding neighborhood; would not develop high-quality and well-designed housing at higher densities within a Transit-Oriented Development Overlay District; would not provide a mid-block pedestrian connection between Peralta Boulevard and Parish Avenue; would not promote land use compatibility between the proposed project and the adjoining neighborhood and reinforce the existing pattern of continuous storefronts along Fremont Boulevard; and would not create a continuous and safe walking environment for pedestrians along Fremont Boulevard, Peralta Boulevard, Parish Avenue, and Jason Way.

Analysis of Impacts

- With the No Project Alternative, rehabilitation/renovation and reuse of the fire station in its current location as proposed under the project, or removal of the fire station as proposed under the variant, would not occur. The existing buildings adjacent to the fire station would not be demolished, and there would be no new development constructed in close proximity to the fire station. Therefore, there would be no impacts to a historical resource from the No Project Alternative. Furthermore, there would be no ground disturbance, so there would be no potential impacts related to the discovery of previously unknown archaeological or paleontological resources.
- Under the No Project Alternative, there would be no construction of the proposed project or variant and, therefore, no impacts associated with new sources of permanent noise, such as traffic noise from motor vehicle trips generated by the proposed development, mechanical noise from equipment and machinery, and typical intermittent noise from residential and retail activities (i.e., landscape maintenance/gardening and recreational/backyard activities). In addition, there would be no new residents at the project site that would be exposed to existing noise generated by off-site sources, such as train horns or existing vehicular traffic.
- Overall, no impacts to other resource topics would occur under the No Project Alternative. Because there would be no construction activities, there would be no construction-related impacts related to air quality, greenhouse gas emissions, hazards and hazardous materials, hydrology and water quality, noise, or transportation and traffic under the No Project Alternative.
- In addition, there would be no new development on the project site and no associated increases in population or employment opportunities. With no new development or new residents or employees at the project site, the No Project Alternative would have no direct operational-related impacts to aesthetics; air quality; biological resources; greenhouse gas emissions; geology and soils; hazards and hazardous materials; hydrology and water quality; public services; recreation; transportation and traffic; or utilities and services. However, because the No Project Alternative would not redevelop the project site, continued demand for housing in the City may result in development in other locations that are not within a TOD Overlay area. As such, the No Project Alternative could potentially have indirect impacts on air quality, greenhouse gas emissions, and transportation and traffic.
- The No Project Alternative would not have any beneficial effects associated with the rehabilitation and adaptive reuse of a historic resource (as would occur under the proposed project), or the redevelopment of an underutilized, aging commercial site (as would occur under both the proposed project and variant). Under the No Project Alternative, the fire station would remain vacant and would continue to deteriorate, and the historical documentation and interpretative materials required under Mitigation Measure HIST-1a and HIST-1b would not be created and archived at local museums and libraries. The project site would remain in its current, underutilized condition and this portion of the Centerville Town Center would not be developed into a vibrant, pedestrian-friendly environment, consistent with the visions of the Centerville Community Plan (2011) and Centerville Framework Plan (2010).

5.4.2 Reduced Massing Alternative

Description of Reduced Massing Alternative

The Reduced Massing Alternative would lessen the scale of Building A immediately adjacent to, and west of, the fire station by removing the front two apartments from the second floor and the front two apartments from the third floor on the east side of Building A along its Fremont Boulevard frontage, to allow an increased setback on the upper floors on Building A's southern elevation. The upper floor setback would be approximately 32 feet from the Fremont Boulevard frontage, and would extend for approximately 74 feet from the edge of the building closest to the fire station, towards Peralta Boulevard. The ground floor retail portion of Building A would be unchanged compared to the proposed project. This reduced massing of Building A would result in the total loss of four apartments; however, it is assumed that the applicant would redesign the apartment size and internal configuration of Building A, so that the same total number of apartments are developed under Alternative 1 as the proposed project (i.e., 136 units with 64 apartment and 72 townhomes).

The Reduced Massing Alternative would preserve the fire station in its original location and the rehabilitation/renovation and reuse of the fire station would be the same as described for the proposed project (refer Section 2.4.5). In addition, this alternative would create a more visually compatible first-story roofline that would be less intrusive on the form of the fire station.

The Reduced Massing Alternative would develop the same square footage of retail uses (i.e., 25,000 SF) on the ground floor of Building A fronting Fremont Boulevard as the proposed project. Site access and circulation improvements; the number of on-site and on-street parking spaces; bicycle, pedestrian, and transit facility improvements; the design of townhomes and commercial uses; and landscaping under this alternative would be the same as the proposed project.

Analysis of the Reduced Massing Alternative

Compliance with Project Objectives

This alternative would meet all of the project objectives outlined in Section 2.3. It would redevelop the aging, underutilized commercial site; enhance the character of the Centerville Town Center with a project that is compatible in scale and design with existing development and historic resources located along Fremont Boulevard and in the surrounding neighborhood; develop high-quality and well-designed housing within a Transit-Oriented Development Overlay District; provide a mid-block pedestrian connection between Peralta Boulevard and Parish Avenue; promote land use compatibility between the proposed project and the adjoining neighborhood and reinforce the existing pattern of continuous storefronts along Fremont Boulevard; create a continuous and safe walking environment for pedestrians along Fremont Boulevard, Peralta Boulevard, Parish Avenue, and Jason Way; and encourage transit ridership by locating new housing within walking distance of the Centerville Train Depot and several AC Transit bus lines.

Analysis of Impacts

Historical Resources Impacts

- Under the Reduced Massing Alternative, the fire station would be preserved in its original location and direct alterations to the fire station would largely conform to the Secretary of the Interior's Standards for Rehabilitation that allow for a property to be given a new use that maximizes the retention of distinctive materials, features, spaces, and spatial relationships that characterize a historic property, similar to the proposed project in Section 3.2.3. This conformance would reduce potential impacts of the alternative on the fire station, but direct impacts, specifically the removal of character-defining features, would still be significant. The Reduced Massing Alternative would result in substantial adverse changes that would impair the fire station's ability to convey its historic character and individual significance under CRHR Criterion 3. Therefore, this alternative would result in a significant impact on a historical resource. Implementation of Mitigation Measures HIST-1a and HIST-1b, identified for the proposed project, would be recommended but would not reduce potential direct impacts of the Reduced Massing Alternative on the fire station to a less-than-significant level. Direct impacts for Alternative 1 would therefore be the same as the proposed project and less than the variant.

- The Reduced Massing Alternative would reduce the indirect impacts of the proposed project on the fire station through its design that would lessen the scale of Building A immediately adjacent to the fire station and create a more visually compatible first story roofline of the new construction that would be less intrusive on the form of the fire station. The design of this alternative would reduce the indirect impacts on the fire station to a less-than-significant level with mitigation. Indirect historic impacts of this alternative would therefore be less than the proposed project and the variant.
- The Reduced Massing Alternative would be consistent with the Community Plan Element of the City General Plan that encourages the restoration of historic buildings in Centerville, including the adaptive reuse of underused or vacant buildings, and encourages improvements to historic buildings that respect the historic character of each building, consistent with Secretary of the Interior's Standards. In addition, this alternative would support policies of the City General Plan that promote the development of the Centerville Community Plan Area as a walkable, transit-oriented mixed-use district that includes restoration of historic buildings to create a stronger sense of identity and vitality in Centerville. Similar to the proposed project, this alternative would be consistent with City General Plan policies because it would include restoration of the fire station, result in a mixed-use transit-oriented development, and enhance the character of the Centerville Town Center with a project that is compatible in scale and design with existing development along Fremont Boulevard and in the surrounding neighborhood. The Reduced Massing Alternative would be more consistent with the City General Plan than the variant since this alternative would preserve the fire station.

Noise Impacts

- Estimated future noise levels at the project site under the Reduced Massing Alternative would be the same as for the proposed project or variant, as discussed in Section 3.3.3 above. Future exterior noise levels would be due largely to transportation-related sources in the project vicinity and depend on location and exposure to noise sources. These noise levels fall within the City's *normally acceptable* and *conditionally acceptable* land use compatibility category for both multi-family residential and commercial uses.
- Estimated future outdoor noise levels under this alternative would be the same as the proposed project. Outdoor noise levels at the outdoor pool, barbeque, and playground area near the center of the site and at the covered outdoor lounge area near the northwest boundary of the project site would exceed the City's exterior noise goal for outdoor uses. The Reduced Massing Alternative would implement Mitigation Measure NOI-1 presented in Section 3.3.3 for the proposed project and variant. This mitigation measure would reduce exterior noise levels to below the City's exterior noise goal by requiring the construction of a noise barrier. Therefore, impacts of this alternative relating to exterior noise would be less than significant with mitigation and would be the same as for the proposed project and variant.
- Similar to the proposed project and variant, some occupied units and commercial uses nearest to Peralta Boulevard would experience interior maximum instantaneous noises (i.e., train horn soundings) that exceed the City's interior noise level goal for bedrooms and other rooms and exceed the CALGreen standard for interior noise levels for some non-residential spaces. The Reduced Massing Alternative would implement Mitigation Measure NOI-2 presented in Section 3.3.3 for the proposed project and variant. As discussed for the proposed project, even with Mitigation Measure NOI-2 and implementation of the best commercially available noise reducing technology in some units, train horn noise would result in instantaneous maximum noise levels within bedrooms at night at levels that exceed City standards. Therefore, this impact would be significant and unavoidable under the Reduced Massing Alternative, similar to the proposed project and variant.
- Impacts associated with new sources of permanent noise generated by the Reduced Massing Alternative, such as traffic noise generated by residents, employees, and visitors to the site; mechanical noise from equipment and machinery; and typical intermittent noise from residential and retail activities (i.e., landscape maintenance/gardening and recreational/backyard activities) would be the same as for the proposed project and variant, as discussed in Section 4.12 of the Initial Study (attached as Appendix A). Therefore, permanent noise impacts due to this alternative would be less than significant, and would be the same as for the proposed project or variant.

Other Resource Topic Impacts

- The aesthetic impacts of the Reduced Massing Alternative would be similar to the proposed project. Although this alternative would lessen the scale of Building A immediately adjacent to the fire station and create a

more visually compatible first story roofline of the new construction, these modifications would not substantially change the impact relating to the existing visual character or quality of the site and its surroundings, light and glare, or scenic resources, compared to the proposed project. Therefore, for the same reasons outlined in Section 4.1 of the Initial Study, the aesthetic impacts of the Reduced Massing Alternative would be less than significant and would be the same as for the proposed project or variant.

- As discussed in Sections 4.2 and 4.11 of the Initial Study, no agricultural and forestry resources or mineral resources occur on the project site. Therefore, there would be no impact to agricultural and forestry resources or mineral resources under the Reduced Massing Alternative, and the impact would be the same as for the proposed project or variant.
- Similar to the proposed project or variant, the Reduced Massing Alternative would have no impact to land use and planning and population and housing, for the same reasons discussed in Sections 4.10 and 4.13 of the Initial Study. This alternative would not physically divide an established community, and would be consistent with General Plan policies, the General Plan land use designation, and the City's zoning for the project site. Under the Reduced Massing Alternative, there would be 30 dwelling units per acre; therefore, residential density under this alternative is consistent with that envisioned for the property under the City's General Plan (and is the same as for the proposed project). This alternative would generate the same number of new residents and employees as the proposed project. Therefore, the Reduced Massing Alternative would not induce substantial population growth in the City of Fremont for the same reasons identified for the proposed project.
- Similar to the proposed project or variant, the majority of the project site would be disturbed under the Reduced Massing Alternative and the same types of construction activities would occur. Therefore, construction-related impacts on biological resources; greenhouse gas emissions; and geology, soils, and seismicity would be the same as described for the proposed project or variant and would be less than significant (refer to Sections 4.4, 4.6, and 4.7 of the Initial Study). Construction-related air quality, hazards and hazardous materials, hydrology and water quality, construction-related noise, and traffic impacts would be the same as those associated with the proposed project or variant, and the same mitigation measures identified for the proposed project or variant for these impacts would be required for the Reduced Massing Alternative (refer Sections 4.2, 4.8, 4.9, 4.12, and 4.16 of the Initial Study). Similar to the proposed project or variant, implementation of these mitigation measures would reduce construction-related air quality, hazards and hazardous materials, hydrology and water quality, construction-related noise, and traffic impacts under the Reduced Massing Alternative to a less-than-significant level.
- Because the Reduced Massing Alternative would have the same number of dwelling units and the same number of future residents and employees as the proposed project, operational demand for public services (i.e., fire and police protection services, schools, and parks) and utilities (i.e., water supply, wastewater conveyance and treatment, stormwater drainage systems, and solid waste disposal) would be the same as the proposed project, as would traffic generation and associated air quality and greenhouse gas emissions. Therefore, for the same reasons outlined for the proposed project in Sections 4.2, 4.7, 4.14, 4.15, 4.16, and 4.18 of the Initial Study, operational impacts of this alternative relating to public services, utilities, traffic, air quality, and greenhouse gas emission impacts would be less than significant. Because there would be fewer future residents under the Reduced Massing Alternative compared to the variant, the demand for utilities, traffic generation, and air quality and greenhouse gas emissions would be less than the variant (but would still be less than significant).

5.5 Environmentally Superior Alternative

Table 5-1 compares the environmental impacts of the alternatives (after mitigation) to the proposed project and variant. As stated previously, the impacts of the proposed project and variant to aesthetics; air quality; biological resources; geology, soils, and seismicity; greenhouse gas emissions; public services; and utilities and service systems would be less than significant, and mitigation would be required to reduce the project's potentially significant impacts to hazards and hazardous materials, hydrology and water quality, construction noise, and traffic to a less-than-significant level. The mitigation measures identified in this EIR and in the Initial Study that would apply to the proposed project and variant would also apply to the Reduced Massing Alternative.

Table 5-1. Comparison of Environmental Impacts of the Alternatives to the Proposed Project

Environmental Issue Area	Proposed Project	Variant	No Project Alternative	Reduced Massing Alternative
Aesthetics	LTS	LTS	NI	LTS
Agricultural and Forestry Resources	NI	NI	NI	NI
Air Quality	LTS	LTS+	NI	LTS
Biological Resources	LTS	LTS	NI	LTS
Cultural Resources	SU	SU+	NI	SU-
Geology, Soils, and Seismicity	LTS	LTS	NI	LTS
Greenhouse Gas Emissions	LTS	LTS	NI	LTS
Hazards and Hazardous Materials	LTS	LTS	NI	LTS
Hydrology and Water Quality	LTS	LTS	NI	LTS
Land Use and Planning	NI	NI	NI	NI
Mineral Resources	NI	NI	NI	NI
Noise	SU	SU	NI	SU
Population and Housing	NI	NI	NI	NI
Public Services	LTS	LTS	NI	NI
Recreation	LTS	LTS	NI	NI
Transportation and Traffic	LTS	LTS+	NI	LTS
Tribal Resources	LTS	LTS	NI	LTS
Utilities and Services	LTS	LTS+	NI	LTS

Source: Compiled by AECOM, 2018

NI = No impact
LTS = Less than significant impact
SU = Significant and unavoidable impact

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 result in the fewest or least severe adverse impacts. The No Project Alternative is environmentally superior to the Reduced Massing Alternative, because it would avoid the significant and unavoidable impact to historical resources, the significant and unavoidable noise impacts, and the less-than-significant (or less-than-significant with mitigation) impacts on other resource topics. While the No Project Alternative would eliminate the significant adverse effect of the proposed project, it would not achieve the project objectives.

When the No Project Alternative is the environmentally superior alternative, CEQA requires that an additional alternative be identified. In this case, the Reduced Massing Alternative would be the environmentally superior alternative since it would meet the project objectives and would further reduce the indirect impacts identified for the proposed project on the historical resource. This alternative would reduce indirect impacts to historical resources to a less than significant level, however, even with the implementation of Mitigation Measures HIST-1a and HIST-1b direct impacts to historical resources would still be significant and unavoidable. Impacts from train horn noise would also be significant and unavoidable for the Reduced Massing Alternative.

Therefore, the Reduced Massing Alternative would have the same impact as the proposed project and variant in relation to train horn noise, and would result in a lesser impact to the historical resource than the proposed project or variant. While it would remove or alter character-defining features of the fire station that would substantially alter the historic character and use of the property and would therefore have a significant and unavoidable direct impact to historical resources, this alternative would not have a significant and unavoidable indirect impact to historical resources, due to the reduced scale and intensity of development directly adjacent to the fire station. As such, the Reduced Massing Alternative would be the environmentally superior alternative.

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7. Report Preparers

7.1 Lead Agency - City of Fremont

Joel Pullen	Senior Planner
Kristie Wheeler	Planning Manager
Ingrid Rademaker	Principal Planner

7.2 Consultant - AECOM

Rodney Jeung	Project Director
Emma Rawnsley	Project Manager
Jenifer King	Environmental Planner
Mark Storm	Principal Engineer, Acoustics & Noise Control
Trina Meiser	Architectural Historian
Otto Alvarez	GIS/Graphics Specialist
Deborah Jew	Word Processor

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Appendix A Notice of Preparation and Initial Study

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Appendix B Comments Received in Response to the Notice of Preparation

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Appendix C Technical Memorandum – Historical Resources Report

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Appendix D Environmental Noise Assessment

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AECOM
100 West San Fernando
San Jose
CA, 95113
USA
aecom.com