

**CITY OF HAYWARD**  
**AGENDA REPORT**

PLANNING COMMISSION

MEETING DATE 2/28/02

AGENDA ITEM 3

TO: Planning Commission  
FROM: Airport Manager  
SUBJECT: Hayward Executive Airport Master Plan and Final Environmental Assessment/Environmental Impact Report (EA/EIR)

**RECOMMENDATION:**

Staff recommends that the Planning Commission forward to City Council the following recommendations associated with the Hayward Executive Airport:

- Certify Final Environmental Assessment/Environmental Impact Report, and;
- Adopt Airport Master Plan

**BACKGROUND**

On July 12, 2001, the Planning Commission reviewed and held a public hearing on the Airport Master Plan and environmental document. The purpose of this meeting is to review all of the findings and response to comments, and to provide an opportunity for Planning Commission members to find that the Airport Master Plan and Final EA/EIR are accurate and complete, and to recommend forwarding these documents to City Council for Council action.

After reviewing the Draft Master Plan and all relevant related information, the City, as the Lead Agency for environmental documentation pursuant to the California Environmental Quality Act (CEQA), determined that the proposed Airport Master Plan had the potential to result in significant impacts on the environment and thus decided to prepare an EIR for the Master Plan. The City completed a Draft EIR, which was made available for review and comment by public agencies and members of the general public on April 23, 2001. The Draft EIR identified potentially significant impacts that would result from implementation of the Master Plan, including adverse effects on special status species, air pollutant emissions during construction, and water quality. However, with mitigation measures proposed in the Master Plan and additional measures identified in the EIR, all potentially significant impacts of the Master Plan would be avoided or reduced to a less-than-significant level. The City held a public hearing to receive comments on the Draft EIR July 12, 2001; the required period for public review of the Draft EIR, normally 45 or 60 days, was in this instance extended by the City to July 23, 2001. Following the close of the public comment period, the City prepared responses to all written and verbal comments received on the Draft EIR and, in addition, initiated certain minor changes to the Draft EIR to correct or clarify its text. The Final EIR consists of the Draft EIR as revised together with the comments received on the Draft EIR and the City's responses to those comments.

In addition to the Final EIR, the City has prepared a Mitigation Monitoring and Reporting Program, as required by CEQA, to ensure that mitigation measures proposed as part of the project or identified in the EIR for significant impacts of the proposed Master Plan are fully enforceable and will be implemented. It is noted that the EIR is a joint document that in addition to satisfying the requirements of CEQA satisfies the applicable requirements of the National Environmental Policy Act (NEPA), the Council on Environmental Quality Regulations, and the guidance of the Lead Agency for NEPA review, the Federal Aviation Administration (FAA). The City's action to consider the EIR for certification is separate and distinct from the FAA's decision process for the NEPA document.

During the 90-day public review period of the Draft EA/EIR, only four *agencies* submitted written comments. They were:

- California State Clearinghouse - acknowledging that the City complied with the State Clearinghouse review requirements pursuant to CEQA.
- California Department of Toxic Substances Control (DTSC) - suggesting a minor revision to language on page 4-263 of Draft EIR. Final EIR reflects suggested language change.
- California Department of Transportation - acknowledging review of Draft EIR and finding of no significant impacts to State highway facilities.
- California State Office of Historic Preservation (SHPO) - SHPO required documentation on pre-1955 architectural properties on the Airport. In compliance, a report titled "Historic Properties Inventory and Evaluation for the Hayward Executive Airport and Air National Guard Station" was prepared. The report concluded that the pre-1955 buildings were found to lack sufficient historicity, integrity, and architectural distinction to justify listing on the National Register of Historic Places. No additional analysis is warranted.

During the 90-day public review period of the Draft EA/EIR, only two *individuals* submitted written comments. They were:

- Ronald Barklow - consideration for burrowing owls. The EA/EIR specifies procedures to relocate any owls present, subject to specific breeding season restrictions and monitoring requirements.
- Howard Perry Beckman - [Appendix 7, pages A.7.D-42 to A.7.D-74]

Noise: Based upon Mr. Beckman's comments as well as the litigation involving the Port of Oakland's CEQA documentation for its proposed Airport Development Program, the Final EA/EIR incorporates analysis of single event aircraft noise to supplement the aircraft noise evaluation provided in the Draft EA/EIR. The supplemental analysis of single event aircraft noise does not disclose any new significant noise impacts, nor any substantial increase in the severity of the less-than-significant noise impacts identified in the Draft EA/EIR and thus does not change the conclusions concerning noise reported in the Draft EA/EIR.

- Cumulative Impacts: The analysis presented in the EA/EIR concludes that the proposed project would not have incremental effects that constitute a cumulatively considerable "contribution" to any significant cumulative impact, and thus the project would not result in significant cumulative impacts. Further, in addition to vacant Airport parcels, the development project(s) evaluated in the EA/EIR cumulative analysis included the West Winton Retail Center, Heald College relocation, the City of Hayward's 'South of SR92 Area Plan', the Alameda County redevelopment plan north of 'A' Street in San Lorenzo, and the Home Depot project.
- Biotic Communities: The EA/EIR identified potential impacts to the burrowing owl, a State of California designated species of special concern, as a significant impact of the proposed Master Plan. The EA/EIR notes that burrowing owls have been observed at the airport and that the airport provides suitable habitat for this species. However, the EA/EIR also identifies appropriate and feasible mitigation measures that would avoid or reduce any impacts to the burrowing owl or its habitat. Mitigation identified in the EA/EIR includes and requires pre-construction surveys conducted according to current California Department of Fish and Game burrowing owl survey protocols to confirm the continued absence of burrowing owls at development sites.
- Air Quality: The Federal Aviation Administration requires criteria air pollutant analyses to be performed using the current version of its air quality dispersion model, EDMS. EDMS is regularly evaluated and updated by the FAA, based on the recommendations of a government/industry advisory board, to incorporate refinements that improve the model's accuracy and reliability. The Draft EA/EIR used EDMS version 3.2 to estimate future changes in emissions at the airport under all alternatives evaluated in detail, as well as ambient concentrations of CO, the only criteria pollutant projected to exceed screening level thresholds. Given the continuing process of peer review and technical refinement of EDMS, the emissions estimates presented in the EA/EIR can be considered accurate and the conclusions reached on the basis of the estimates reasonable.
- Transportation (letters #1 & #2): Projected future traffic generated by Home Depot was included in future volumes used as the basis for determination of impacts related to the proposed Master Plan. Also, diversion of traffic from I-880 to Hesperian Boulevard, caused by accidents and other incidences, would continue to occur, with resulting higher-than-average congestion levels in the Hesperian corridor, irrespective of the Master Plan.

Note: The Final EA/EIR includes all comments on the Draft EA/EIR submitted in writing by Mr. Barklow and Mr. Beckman, as well as responses to those comments, in the document's Appendices.

During the Planning Commission's public hearing held July 12, 2001, for the Draft EA/AIR and Airport Master Plan, only two individuals provided verbal comments. They were:

- Ronald Barklow - all comments have been summarized and addressed in the Appendices to Final EA/EIR.
- Howard Perry Beckman - all comments have been addressed in the Appendices to Final EA/EIR.

## **DISCUSSION:**

The purpose of the improvements recommended in the Master Plan (previously distributed for your review), is to provide a balanced complex of airside and landside facilities needed to accommodate increases in aviation demand forecast through 2020. With or without implementation of the Master Plan, aviation activity at Hayward is expected to grow through the end of the planning period. Demand at Hayward is expected to increase due to growth in the population of the nearby communities, strength of national and regional economies in general, and expansion of business and industry that has occurred in Alameda County in particular. Growth in the demand for aviation services at Hayward is projected to include a shift to use by larger aircraft, creating new runway demands, as well as increases in total aircraft operations.

The EA/EIR discusses the No Action, Proposed Action and Alternative 'A' alternatives for a qualitative comparison of the potential impacts of these alternatives. The intent of the alternatives evaluation in the EA/EIR is to assure that reasonable alternatives, which may enhance environmental quality or may have a less detrimental effect on the environment, have been considered. The EA/EIR also discusses other alternatives considered but withdrawn from detailed evaluation. The EA/EIR has been prepared as a "program EIR." Therefore, the EA/EIR recognizes that further environmental reviews may be necessary for subsequent specific development projects. The Notice of Preparation of an EA/EIR was distributed in March 2000. The Notice of Availability for the Draft EA/EIR was published on April 23, 2001.

### **Master Plan Improvements**

The Master Plan encompasses approximately 521 acres of City-owned property, designated as the Hayward Executive Airport. As directed by the City Council, the objectives of the Master Plan attempt to forecast the magnitude of changes that can be expected over the planning period, which extends through the year 2020. When adopted, the Master Plan will provide a framework for reviewing airport development concepts, capital improvements, and future development proposals. The City will balance the need to enhance the Airport's revenue generation with the overall environmental concerns of the surrounding communities.

Short-term Master Plan Improvements (2000-2005): Projects proposed for implementation before 2005, include improvements to the Airport's runways and taxiways, apron areas, navigation aids, and service roads, as well as construction of new general aviation facilities and a noise wall. The existing Runway 28L entrance taxiway would be widened and designated as part of the runway, effectively extending useable runway length for departures only, by 860 feet. Runway 28R would also be extended 350 feet to the southeast as a result of the displaced threshold. A new exit taxiway would be constructed and existing Taxiway Z would be relocated. The east perimeter service road would be constructed and a noise wall would be constructed on the Runway 10L holding apron. New T-hangars would be constructed and Phase 1 improvements for the Corsair Executive Hangars would be completed.

Long-term Master Plan Improvements (2006-2020): Projects proposed for implementation by the year 2020, include the installation of runway end identification lights on Runway 10L-28R, construction of T-hangar access taxiways to the South Executive Hangars, a public terminal building and associated automobile parking. A helipad for transient helicopter users would be constructed in the northeast section of the Airport. In addition, portions of the north apron would be expanded. The west perimeter road and the south access roads would be constructed. Phase 2 improvements for the Corsair Executive Hangars would be completed. New T-hangars would be constructed adjacent to Taxiway Z, as well as additional executive hangars, apron, automobile parking and access roads. Construction of up to 900,000 square feet of aviation-related development and 320,000 square feet of commercial/industrial development adjacent to West Winton Avenue is contemplated in the Master Plan by 2020. In addition, development could occur on about 6.3 acres of lease parcels for fixed-based operators (FBOs) and on about one acre of lease parcels for commercial/industrial uses.

### **Proposed Action**

The Master Plan Improvements, summarized above, provide an overview of all the proposed Master Plan projects under the Proposed Action.

### **Alternative 'A'**

This alternative is similar to the Proposed Action, in that it would include the same general aviation facilities (i.e., hangar spaces and associated facilities), provide a general aviation public terminal building, provide the same landside facilities, and accommodate the same number of aircraft operations as the Proposed Action in 2005 and 2020. The two primary differences between this alternative and the Proposed Action are that under Alternative 'A', there would not be a displaced threshold (runway extension) constructed at either runway, and none of the commercial, industrial, or aviation-related development on the south side of the Airport that is assumed under the Proposed Action, would be undertaken.

### **No Action Alternative**

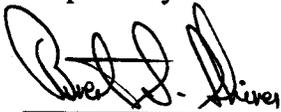
The No Action Alternative assumes that none of the development proposed in the Proposed Action and in Alternative 'A' would occur. Accordingly, none of the airside improvements described under the Proposed Action or the landside improvements described under the Proposed Action and Alternative 'A' would be constructed.

**CONCLUSION:**

City and its consultants have prepared and completed the mandatory documents to satisfactorily fulfill all federal, state and local requirements for adoption of the Hayward Executive Airport's Master Plan, and certification of its accompanying Final Environmental Assessment/ Environmental Impact Report.

Staff recommends that the Planning Commission recommend to City Council adoption of the Hayward Executive Airport Master Plan, certification of the Final Environmental Assessment/ Environmental Impact Report, and forwarding of these documents to City Council for Council action.

Prepared by:



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**BRENT S. SHINER**

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