

EXECUTIVE SUMMARY

This Final Environmental Assessment (EA) evaluates the potential direct, indirect, and cumulative impacts on the human and natural environment resulting from the Department of the Navy (Navy) and Department of Veterans Affairs (VA) Proposed Action to transfer excess Federal property at the former NAS Alameda and its subsequent reuse by the VA. The Navy's Proposed Action is to dispose of excess property at the former Naval Air Station (NAS) Alameda via a Federal-to-Federal (Fed-to-Fed) transfer to VA. The VA Proposed Action is to establish a single location for combined services consistent with the national "One VA" goal, which advocates consolidating services wherever possible to ensure that the most centralized, coordinated, and efficient care and services are provided to Veterans in a local area. The Navy would be responsible for transfer of excess Federal property, and VA would be responsible for site preparation activities and the construction and operation of the proposed facilities. In addition, VA would be responsible for implementation of mitigation measures identified in this EA.

This Final EA has been prepared in accordance with the National Environmental Policy Act (NEPA) (Pub. L. 91-190, 42 U.S.C. 4321-4370f) and the implementing regulations of the Council on Environmental Quality (CEQ) (40 CFR 1500-1508). The Navy and VA are joint lead agencies for the Proposed Action.

PURPOSE AND NEED

The Navy's purpose for the Proposed Action is to transfer excess property at the former NAS Alameda via a Fed-to-Fed transfer to VA. The Navy's need for the Proposed Action is to comply with the Defense Base Realignment and Closure Act of 1990, as amended. The 1993 Defense Base Closure and Realignment (BRAC) Commission recommended the closure of NAS Alameda.

VA's purpose is to establish a single location for combined services consistent with the national "One VA" goal, which advocates consolidating services wherever possible to ensure that the most centralized, coordinated, and efficient care and services are provided to Veterans in a local area. VA's need for the Proposed Action is to serve, care for, honor, and memorialize San Francisco Bay Area (Bay Area) Veterans in a manner that addresses the area's current and future capacity needs and provides a greater range of services at one location.

PROJECT AREA

The project area, referred to as the VA Transfer Parcel, is located within the southwest corner of the former NAS Alameda property. The VA Transfer Parcel is comprised of the airfield area of the former NAS Alameda, which consists of inactive runways and support facilities. In addition, a California Least Tern¹ (CLT) colony is located within a 9.7-acre fenced area of the former airfield (see Figure ES-1). The VA Transfer Parcel is bordered by the San Francisco Bay to the west and south, and the remainder of the former NAS Alameda property, now referred to as Alameda Point, to the east and north. The City of Alameda is located east of the VA Transfer Parcel and the City of Oakland is located farther to the northeast. The majority of the VA Transfer Parcel is located within Alameda County, but a small portion in the southwest corner of the parcel is located in San Francisco County.

¹ The California Least Tern (*Sterna antillarum browni*) is a Federally listed endangered migratory bird.



Source: Data compiled by AECOM in 2012

Figure ES-1: Project Area, Former NAS Alameda, Alameda, California

Depending on the action alternative selected, the VA Transfer Parcel would be either approximately 549 acres (Alternative 1) or 624 acres (Alternative 2) in size. Both action alternatives would include an approximate 112-acre VA Development Area within the larger VA Transfer Parcel. The remaining acreage within the VA Transfer Parcel, including the CLT colony, would remain undeveloped. The VA would also construct an off-site access utility/road corridor on approximately 6 acres of land to the east of the VA Transfer Parcel.

BACKGROUND

The U.S. Department of Defense (DoD) has been reducing its basing and staffing requirements to match current force structure plans. As part of the process the 1993 BRAC Commission recommended the closure of NAS Alameda. In 1996, in response to the Federal screening process, U.S. Fish and Wildlife Service (USFWS) submitted a request for a portion of the land area that is the subject of VA's current request for property transfer. This property included the CLT colony and surrounding lands (including submerged lands) and was identified by USFWS as a proposed area for a national wildlife refuge. During a period from 2000–2001, USFWS and the Navy attempted to negotiate a memorandum of understanding for the property transfer to occur in 2003, however, the agencies reached an impasse regarding transfer of this property. Subsequently, the Navy engaged in discussions with other Federal entities that had a long-term need to acquire lands to support their missions. VA expressed interest in the property and submitted a formal request for the property in 2006 through a Fed-to-Fed property transfer. The submerged lands considered for transfer in USFWS's prior property request are not included in the proposed Fed-to-Fed transfer to VA.

The VA (i.e., Veterans Health Administration [VHA], Veterans Benefits Administration [VBA], and National Cemetery Administration [NCA]) currently provides services in the Bay Area. However, existing VA facilities are undersized and lack necessary specialty services to serve the Bay Area's current and projected Veteran populations. Additionally, these services are provided in multiple locations within a radius of nearly 100 miles, thus often requiring Veterans to travel substantial distances to receive necessary services and care. The VA Transfer Parcel has been identified by VA as the preferred location for its Proposed Action (i.e., construction and operation of a new OPC, VBA Outreach Office, and NCA Cemetery). The VA Transfer Parcel site best meets VA's purpose and need and siting criteria, including:

- Located within the desired VHA and NCA service areas, in this case Northern Alameda County and the Bay Area, respectively;
- The site is large enough to co-locate all components of the Proposed Action (i.e., OPC, VBA Outreach Office, and NCA Cemetery) at one site to meet the One VA goal, which advocates consolidating services wherever possible to ensure that the most centralized, coordinated, and efficient care and services are provided to Veterans in a local area;
- The site is not located in close proximity to sensitive land uses such as churches, schools, and aircraft flight paths;
- The site has sufficient space to meet future needs for NCA Cemetery internments (i.e., space to expand for at least 100 years);
- The Fed-to-Fed transfer would allow VA to own the property; and
- The site is accessible to existing utility infrastructure and transportation networks.

The One VA goal allows VA to create synergies and realize operational efficiencies by closely aligning the physical spaces used for various VHA, VBA, and NCA functions and services. Synergies and operational efficiencies include using shared space to reduce duplicate facility and utility expenses, aligning staff and programs to increase efficiency, and improving accessibility to multiple services to meet Veterans' needs.

SCOPE OF THE FINAL EA

This Final EA evaluates the potential direct, indirect, short-term, and long-term impacts on the human and natural environment resulting from the Proposed Action. The Final EA also addresses potential cumulative impacts that may result from reasonably foreseeable projects in the region. The analysis of potential impacts is based on the full build-out of the Proposed Action. The Final EA documents the Navy's and VA's compliance with the requirements of NEPA, as amended and the CEQ regulations implementing NEPA (40 CFR Sections 1500-1508).

Resource areas examined in this Final EA and potentially impacted include biological resources; water resources; transportation, traffic, circulation, and parking; cultural resources; visual resources and aesthetics; land use; air quality; greenhouse gas emissions and climate change; socioeconomics and environmental justice; hazards and hazardous substances; utilities; noise; public services; and geology and soils.

NEPA PROCESS AND PUBLIC INVOLVEMENT

NEPA establishes an environmental review process for actions undertaken by Federal agencies. The review process is intended to help public officials make decisions based on an understanding of the environmental consequences and take actions that protect, restore, and enhance the environment (40 CFR 1500.1). Further, the NEPA process recognizes the importance of public involvement in the agency decision-making process.

Public Scoping Period

In accordance with CEQ regulations (40 CFR 1506.6, "Public Involvement"), the Navy and VA initiated a scoping period in December 2008 by mailing and publishing a notice of public scoping to Federal, State, and local agencies, and members of the public known or expected to be interested in the Proposed Action. The purpose of the scoping period was to provide an opportunity for agencies and members of the public to comment on the potential environmental issues and concerns regarding the Proposed Action and to determine the scope of issues to be addressed in this Final EA. The scoping period began on December 8, 2008 and ended on January 20, 2009 (total of 43 days). In addition, a public information meeting was held on December 18, 2008, at the *USS Hornet* Museum (707 West Hornet Avenue, Alameda, CA). Comments received addressed a variety of concerns, including increased traffic; the effects of a community hospital and helipad that was initially proposed as part of the VA development; and the effect of the project on the CLT.

The Navy and VA considered the comments received during the scoping process to help determine the range of issues and alternatives to be evaluated in this Final EA. Further, based on agency and public concerns received during the scoping period, VA modified the total scale of development in its original 2008 Proposed Action, by eliminating a proposed VA hospital (250,000 gross square feet [gsf]) and helipad and by reducing the total area of office space. Materials related to the EA Public Scoping Period and Public Information Meeting are provided in Appendix A (EA Public Involvement).

Public Review of Draft EA

As part of the NEPA process, the Navy and VA released the Draft EA for a 56-day (February 22 - April 19, 2013) public review and comment period.² During this time period, a total of three separate public meetings were held on two separate days. Each meeting was preceded by an open information session to allow interested individuals to review information presented in the Draft EA. Navy and VA representatives were available during the information session to provide clarification as necessary related to the Draft EA. The three meetings were held at the following locations:

1. March 14, 2013, 1:00 – 3:00 p.m. - USS Hornet Museum, 707 W Hornet Avenue, Pier 3, Alameda, CA 94501;
2. March 14, 2013, 6:00 – 8:00 p.m. - USS Hornet Museum, 707 W Hornet Avenue, Pier 3, Alameda, CA 94501; and
3. April 10, 2013, 4:00 – 7:00 p.m. - City of Alameda Albert H. Dewitt Officers' Club, 641 West Redline Avenue, Alameda, CA 94501.

Two Notices of Availability (NOAs) announcing the public review period, public meetings, and extension of the public review period were published in local newspapers (*Alameda Times-Star*, *Oakland Tribune*, and *San Francisco Chronicle*) and mailed to Federal, State and local agencies, and interested members of the public. The NOAs are provided in Appendix A (EA Public Involvement). Electronic copies of the Draft EA were mailed to Federal, State, and local agencies and interested members of the public and posted to the Navy's BRAC Program Management Office Website (<http://www.bracpmo.navy.mil>) and VA's Website (<http://www.northerncalifornia.va.gov/planning/Alameda>). Electronic copies of the Draft EA were also provided to individuals by request, and hard copies made available for review at 11 public locations.

The purpose of the review and comment period was to collect public comments on the Draft EA. Federal, State, and local agencies and members of the public were encouraged to review and comment on the Draft EA during the 56-day public review period. Attendance and participation at the meeting was not required to provide comments. Federal, State, and local agencies, as well as interested parties, were also encouraged to review and comment on the Draft EA by mail, fax, and email. Equal weight was given to all comments received regardless of method received.

The Final EA has been revised, as appropriate, in response to the public comments received during the review and comment period and have been considered by VA and the Navy to evaluate the Proposed Action's alternatives and environmental impacts for purposes of making a final decision. Draft EA comments received and the Navy and VA's responses are presented in Appendix A (EA Public Involvement).

² Based on comments from the public, the review and comment period was extended from 30 days to 56 days, and a third public meeting was held on April 10, 2013.

Public Availability of Final EA

The Navy and VA have made this Final EA and the NEPA decision documents available to the public. An NOA announcing the availability of the Final EA and NEPA decision documents was published in the local newspapers (*Alameda Times-Star*, *Oakland Tribune*, and *San Francisco Chronicle*) and mailed to Federal, State, and local agencies and interested members of the public. Electronic copies of the Final EA and NEPA decision documents were mailed to Federal, State, and local agencies and interested members of the public and posted to VA's Website (<http://www.northerncalifornia.va.gov/planning/Alameda>). Electronic copies of the Final EA and NEPA decision documents were also provided to individuals by request, and hard copies were made available at the same public locations that the Draft EA was made available.

IDENTIFICATION OF ALTERNATIVES

To identify alternatives, VA and the Navy rigorously explored and objectively considered other potentially reasonable alternatives to the Proposed Action. As part of the alternatives planning process, a range of preliminary site alternatives were identified and then screened against the Proposed Action's purpose and need as well as VA siting criteria. Through this process, some alternatives were eliminated from further consideration and the remaining alternatives were studied in detail as part of this NEPA review.

The planning process for establishing a new VA facility to serve Bay Area Veterans began in 2004. At the start of the planning process, various alternative locations in the Bay Area were considered. The alternatives ranged from consideration of separate sites for each of the VA Administrations (i.e., VHA, VBA, and NCA) to a single site large enough to fit all of the project components (i.e., One VA goal). For each of the three VA Administrations, alternative site locations were evaluated against specific siting criteria that were developed and used to screen and reduce the number of alternatives considered. Geographic location, site size, and land use compatibility were the primary screening factors, along with the ability of each alternative to meet the Proposed Action's purpose and need. In addition, the planning process considered the One VA goal, which advocates consolidating services wherever possible to ensure that the most centralized, coordinated, and efficient care and services are provided to Veterans in a local area. Chapter 2 of the Final EA describes the VA's siting criteria.

On August 30, 2011, the Navy and VA submitted a Biological Assessment (BA) to the USFWS and requested formal Section 7 consultation, pursuant to Section 7(a)(2) of the Endangered Species Act (ESA), for the Proposed Action, which at the time was the project as described under Alternative 1 in this EA. Following submission of the BA, the USFWS notified the Navy and VA on September 29, 2011 that USFWS was unable to initiate formal consultation, citing a desire for additional information. The USFWS, Navy, and VA then met numerous times to discuss the additional information needs as well as concerns regarding potential impacts of the project on the CLT. As a result of these discussions, the USFWS, Navy, VA, City of Alameda, and East Bay Regional Parks District (EBRPD) worked collaboratively to revise the project to minimize potential adverse affects of the Proposed Action on the CLT. This collaborative process resulted in the development of Alternative 2, which moved the proposed VA Development Area north, farther away from the CLT colony.

ALTERNATIVES CONSIDERED IN THE FINAL EA

This Final EA analyzes two action alternatives that would involve a Fed-to-Fed transfer of excess Federal property; this area is referred to as the VA Transfer Parcel. The land transferred would consist of approximately 549 acres under Alternative 1 or approximately 624 acres under Alternative 2. Both action alternatives would include the construction and operation of a VHA Outpatient Clinic, VBA Outreach Office, Conservation Management Office, NCA Cemetery, and associated infrastructure on approximately 112 acres; this area is referred to as the VA Development Area. The remaining acreage would remain undeveloped. VA would also construct an off-site utility/road corridor on approximately 6 acres of land to the east of the VA Transfer Parcel. Also evaluated is the No Action Alternative, in which the Navy would retain ownership of the property under caretaker status. Alternative 2 has been identified as the Preferred Alternative by the VA. The alternatives examined are described below.

Alternative 1

Under Alternative 1, the Navy would transfer approximately 549 acres to VA via a Fed-to-Fed transfer. Following the Fed-to-Fed transfer, VA would construct and operate a VHA OPC, VBA Outreach Office, NCA Cemetery, Conservation Management Office, and associated infrastructure on approximately 111 acres of the total VA Transfer Parcel. VA would also construct an off-site utility/road corridor on approximately 6 acres of land to the east of the VA Transfer Parcel. The remaining 438 acres of the VA Transfer Parcel, including the existing CLT colony, would remain undeveloped. The undeveloped portion of the VA Transfer Parcel would be managed for the long-term persistence and sustainability of the CLT colony and access would be restricted during the CLT breeding/nesting season (April 1 through August 15).

Construction would take approximately 18 months to complete and would include development of the VHA OPC and associated parking on 20 acres; access road and utilities infrastructure on 11 acres; the Conservation Management Office; and the first phase of the cemetery development on an estimated 20 acres of the total 80-acre cemetery area. The remainder of the cemetery area would remain undeveloped until there is a need for additional columbarium niches. VA typically phases cemetery development based on the demand expected during a 10-year period; VA estimates that approximately 25,000 columbarium niches (on approximately 6 acres) would be developed approximately every 10 years to meet the burial needs of Bay Area Veterans. Based on this phasing schedule, the final phase of the cemetery would be constructed around the year 2116.

The project components of Alternative 1 are summarized in Table ES-1 and illustrated in Figure ES-2. Additional information on the various project components are described in Chapter 2 of the Final EA.

Alternative 2 (Preferred Alternative)

Under Alternative 2, the Navy would transfer approximately 624 acres to VA via a Fed-to-Fed transfer. Following property transfer, VA would construct and operate the identical development components as identified in Alternative 1, including an OPC, VBA Outreach Office, NCA Cemetery, Conservation Management Office, and associated infrastructure on approximately 112 acres of the total VA Transfer Parcel. VA would also construct an off-site utility/road corridor on approximately 6 acres of land to the east of the VA Transfer Parcel. Under

Table ES-1: Summary of Proposed Development (Alternative 1 and 2)

Project Component	Alternative 1		Alternative 2 (Preferred Alternative)	
	GSF	Acres	GSF	Acres
VA Development Area				
Outpatient Clinic	158,000	20	158,000	20
VHA Ambulatory Care Services	50,000		50,000	
VHA Specialty Services	25,000		25,000	
VHA Mental Health Services	25,000		25,000	
VHA Pharmacy/Lab/Radiology Services	18,500		18,500	
VHA Clinic Management/Education Space	4,000		4,000	
VHA Lobby	1,500		1,500	
EMS/Medical Administration	12,500		12,500	
Canteen	7,500		7,500	
Police Services	1,500		1,500	
VBA Outreach Offices	5,000		5,000	
Courtyard	NA		NA	
Surface Parking (632 spaces)	NA		NA	
NCA Offices and Public Information Center	7,500		7,500	
NCA Cemetery	2,700	80	2,700	80
West Cemetery Committal Service Shelters	1,800	50	NA	NA
East Cemetery Committal Service Shelters	900	30	NA	NA
Conservation Management Office	2,500	See note¹	2,500	2
On-site Utility/Road Infrastructure	NA	11	NA	10
<i>SUBTOTAL</i>	163,200	111	163,200	112
VA Undeveloped Area				
Undeveloped Managed Open Space ²	NA	438	NA	512
Total VA Transfer Parcel				
<i>TOTAL</i>	163,200	549	163,200	624
Off-site Utility/Road Corridor				
Off-site Utility/Road Corridor	NA	6	NA	6

Notes: GSF = gross square feet; NA = not applicable; NCA = National Cemetery Administration; VA = Department of Veterans Affairs; VBA = Veterans Benefits Administration; VHA = Veterans Health Administration; EMS = emergency medical service

¹ Acreage is part of gross square footage for East Cemetery Committal Service Shelters.

² The undeveloped portion of the VA Transfer Parcel would be managed for the long-term persistence and sustainability of the CLT colony and access would be restricted during the CLT breeding/nesting season (estimated to be from April 1 through August 15).



Figure ES-2:

Alternative 1 Site Plan

Alternative 2, the VA Development Area is located farther north than under Alternative 1. The placement of the VA Development Area under Alternative 2 moves the proposed development farther away from the CLT colony. In addition, the OPC, NCA Cemetery, Conservation Management Office, and access road would have a different configuration than under Alternative 1. The project components of Alternative 2 are summarized in Table ES-1 and illustrated in Figure ES-3.

The remaining 512 acres of the VA Transfer Parcel, including the existing CLT colony, would remain undeveloped. The undeveloped portion of the VA Transfer Parcel would be managed for the long-term persistence and sustainability of the CLT colony and access would be restricted during the CLT breeding/nesting season (April 1 through August 15).

No Action Alternative

Under this alternative, the Fed-to-Fed transfer would not take place, and no VA facilities would be constructed on the site. Under the No Action Alternative, the property would be retained by the Navy in caretaker status until another action was taken on the property. No construction or redevelopment of the property would take place. On-site activities would be limited to maintenance, cleanup, and other actions associated with the Navy's caretaker status of the site. The Navy would continue its environmental cleanup under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA).

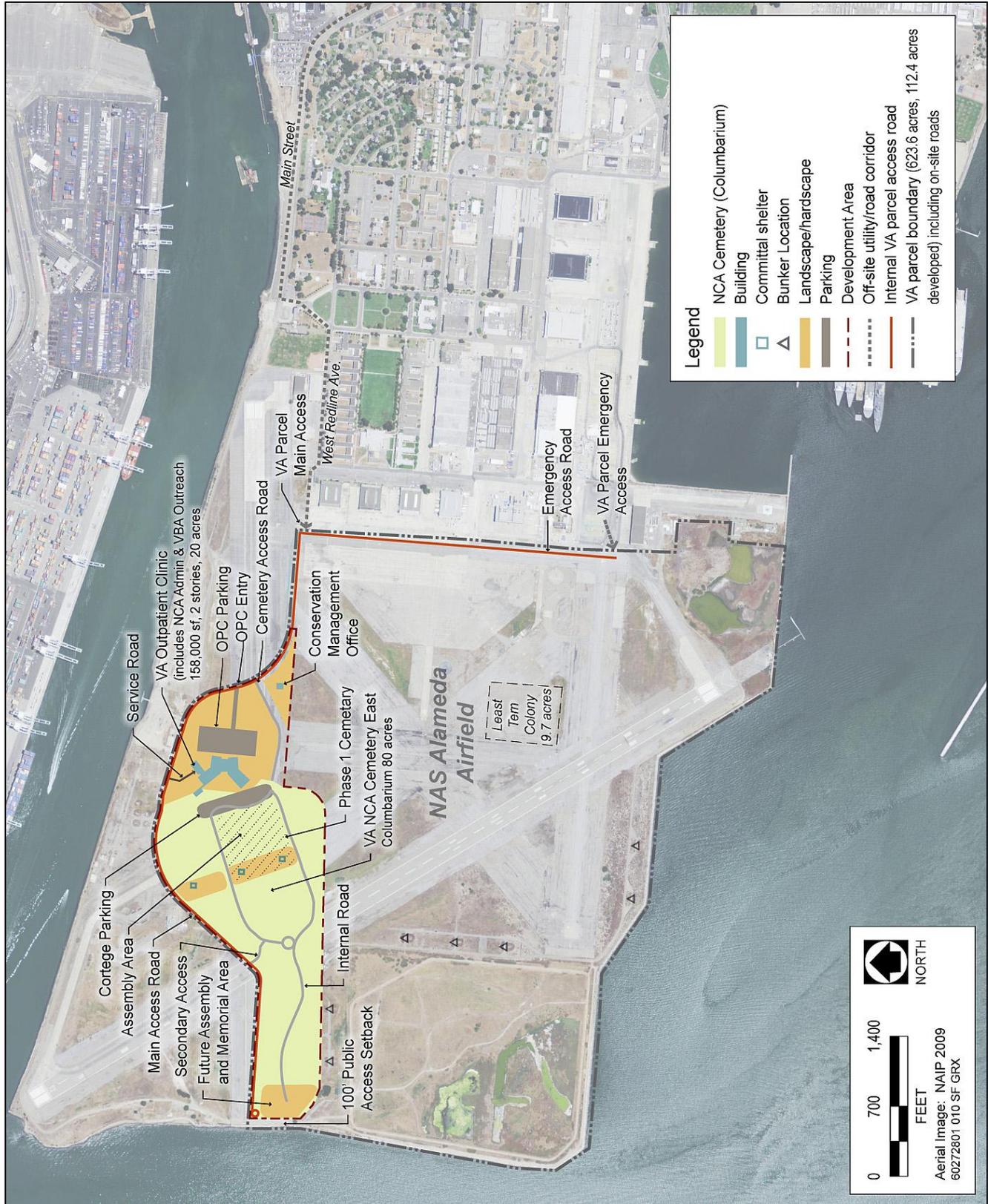
The VHA and VBA services would remain at the current locations, or because leasing arrangements would expire for some facilities, they would be relocated to other locations. For the NCA Cemetery, Bay Area Veterans would use the San Joaquin National Cemetery in Santa Nella, California (approximately 100 miles away), the Sacramento Valley National Cemetery (65 miles away), or a private cemetery.

The No Action Alternative is evaluated in detail in this EA as prescribed by CEQ regulations and provides a baseline for analysis of the action alternatives.

SUMMARY OF POTENTIAL ENVIRONMENTAL IMPACTS

The impact analysis compares projected future conditions to the affected environment. For each resource area, the potential construction or operational impacts are identified, if applicable. Table ES-2 presents a summary of the potential impacts resulting from the Proposed Action. More information on the impacts analysis for each resource area, including a description of the existing environment, assessment methodology, and description of potential effects is included in Chapter 3.

Each identified impact is characterized according to its significance. Impacts are either significant (with corresponding mitigation, as feasible) or not significant, or significant and unavoidable where mitigation is not feasible or would not eliminate or reduce the impact to not significant. The Navy would be responsible for transfer of excess Federal property and VA would be responsible for the construction and operation of the proposed facilities. In addition, VA would be responsible for implementation of, if applicable, the mitigation and avoidance measures identified in this EA.



Source: Data compiled by AECOM in 2012

Figure ES-3:

Alternative 2 Site Plan

SUMMARY

Under NEPA, the Federal agency proposing an action must evaluate the environmental effects (impacts) that can reasonably be anticipated to be caused by or result from the Proposed Action and alternatives. The Proposed Action will be required to comply with Federal, State, and local laws and regulations. The potential environmental impacts that have been evaluated are those impacts which can reasonably be expected to result from the lawful implementation of the Proposed Action. In identifying direct impacts and reasonably foreseeable indirect impacts, the Navy and VA have taken into account all applicable measures and restrictions protective of human health and the environment that are required by existing laws and regulations. In many instances, the existence of such laws and regulations renders impacts that might have occurred in the absence of such laws highly unlikely and not reasonably foreseeable. In other instances, such laws and regulations work to lessen potential impacts to levels that are not significant. Because compliance with applicable laws is mandatory for the action proponent, compliance with the requirements of such laws and regulations is generally not identified separately as mitigation. Measures or controls that can be taken to reduce impacts to a level that is not significant are suggested for each alternative, as appropriate.

The Navy's Proposed Action is to dispose of excess property at the former NAS Alameda via a Fed-to-Fed transfer to VA. Transfer of the property by the Navy to the VA, an administrative action, would not, in itself, have a direct adverse impact on the human and natural environment. Therefore, this EA's impact analysis is focused on the potential impacts resulting from the VA's subsequent construction and operation of a VHA OPC, VBA Outreach Office, Conservation and Management Office, NCA Cemetery, off-site utility/road corridor, and associated infrastructure.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
Biological Resources (see Final EA Section 3.1 for more information)			
Vegetation and Wildlife Habitat	<p>No significant impact. Alternative 1 would result in the modification or loss of the existing vegetation and wildlife habitat area in an area limited to the VA Development Area. The majority of this area is comprised of marginal habitat (i.e., ruderal disturbed and nonnative annual grassland). To reduce the adverse impact (i.e., direct removal of, placement of fill into, or hydrological interruption of Federally protected wetlands resulting in a net loss) to the northern coastal salt marsh and seasonal wetlands habitat within the VA Development Area to less than significant, the VA will implement Mitigation Measure BIO-1. With implementation there would be no significant impact to northern coastal salt marsh and seasonal wetlands habitats.</p> <p>Mitigation Measure BIO-1</p> <p>The Proposed Action is within the USACE San Francisco District’s San Francisco Bay Wetland Mitigation Bank (Bank). Nontidal/seasonal wetland and other waters within the service area may be eligible to use the Bank for mitigation on a case-by-case basis (i.e., for projects with impacts to nontidal/seasonal wetlands or other waters that may have been historic tidal wetlands or other waters). VA proposes a replacement ratio of 1:1 and shall consult with USACE to determine if a Bank, in-lieu fee, or permittee-responsible mitigation is the appropriate mitigation. Should mitigation credits be unavailable at the Bank to suit the needs of the project, VA shall seek out other methods to mitigate permanent impacts to nontidal/seasonal wetlands in consultation with the USACE.</p>	<p>No significant impact. Alternative 2 would result in the modification or loss of 4.4 less acres of existing vegetation and wildlife habitat than Alternative 1. As with Alternative 1, implementation of Mitigation Measure BIO-1 would result in no significant impact to northern coastal salt marsh and seasonal wetlands habitats.</p>	<p>No significant impact.</p>

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
	<p>There is the potential for indirect adverse effects from construction-related activities including sources of noise (e.g., construction traffic and the operation of construction equipment) and increased human presence during construction to spill over into the remaining VA Transfer Parcel, including the CLT colony. To minimize and avoid adverse effects on the CLT, the VA, would implement avoidance and minimizations measures to control noise and other potential adverse effects that would be expected during construction.</p> <p>In addition, habitat within the VA Development Area would be improved with the introduction of managed landscaping and the majority of the VA Transfer Parcel, including the CLT colony and other existing wetlands (e.g., Runway and West Wetlands) would be left undeveloped open space.</p>		
<p>Federally Listed Threatened and Endangered Species</p>	<p>A description of the potential effects to the CLT and western snowy plover and a summary of the avoidance and minimization measures that VA would implement to minimize adverse impacts to the CLT and western snowy plover is provided in Section 3.1 (Biological Resources) of this EA. If VA were to proceed with Alternative 1, VA would complete formal consultation under Section 7 of the ESA as is legally required. Subsequent NEPA analysis would also be required to incorporate the findings and conclusions of the Section 7 formal consultation into the biological resources analysis for Alternative 1.</p>	<p>No significant impact.</p> <p>Alternative 2, with the implementation of specific avoidance and minimization efforts, would not result in a significant adverse impact to the CLT. All activities would take place within the VA Development Area, approximately 1,400 to 1,800 feet from the CLT colony. The remaining VA Transfer Parcel (approximately 511 acres), including the CLT colony would be left undeveloped open space. No direct activities would occur outside the VA Development Area and would not result in the modification or direct disturbance of the CLT colony or the habitat immediately surrounding it.</p>	<p>No significant impact.</p>

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
		<p>However, implementation of Alternative 2 would result in the development of approximately 112 acres of currently vacant land (i.e., VA Development Area). The alignment of the majority of the VA Development Area under Alternative 2 is now located within a portion of the area known as the Northwest Territories, as identified in the City of Alameda 1996 Reuse Plan, which is farther away from the CLT colony than under Alternative 1. The development footprint under Alternative 2, was specifically designed to reduce the potential effects of the Proposed Action on the CLT, including providing and maintaining most of the site as undeveloped open space which provides a large buffer between the CLT colony and development. However, the reintroduction of uses within this former military airfield area would have the potential to have an effect on the CLT, including predation, perceived predation and human disturbance, and reduce the ability to conduct effective predator management at the site.</p> <p>Direct effects to the CLT would primarily consist of increased noise and traffic, which could have an effect on the CLT colony. In addition, increased human activities may increase habitat for predators of the CLT. There is the potential for indirect adverse effects from activities including sources of noise (e.g., traffic) and increased human presence. To reduce the adverse</p>	

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
		<p>effects as described above, to the CLT to less than significant, the VA will implement Mitigation Measure BIO-2 to minimize the potential for harm and harassment of the CLT resulting from the project related activities. With implementation there would be no significant impact to the CLT from construction.</p> <p>Mitigation Measure BIO-2</p> <p>To minimize potential adverse effects of the VA’s Proposed Action, the VA will implement specific avoidance and minimization measures, as identified in the 2012 USFWS BO (see Appendix B [Biological Resources Supporting Information]). The measures pertain to the Navy’s Fed-to-Fed transfer and VA’s subsequent construction and operation of the Proposed Action as described under Alternative 2 in this EA. The measures provide for the long-term conservation and management of the CLT, including implementing land use restrictions for long-term maintenance, management, and monitoring of the CLT. A summary of the avoidance and minimization measures that the VA will implement is included in Section 3.1 (Biological Resources) of the EA.</p> <p>Western Snowy Plover</p> <p>Current evidence suggests that western snowy plover visits the surrounding</p>	

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
		<p>area sporadically as a foraging migrant. The increased presence of humans and equipment during construction would increase the likelihood of disturbances (e.g., noise, light, etc.) to foraging and resting birds. These impacts would be intermittent, and are unlikely to affect the use of the site by snowy plover. Potential indirect effects of the project action on western snowy plover are generally shared and similar to those identified for CLT. Potential indirect effects would arise from increased human activity near foraging and potential nesting areas (CLT colony) and the daily use of new structures in the vicinity of the of these areas. Should the western snowy plover reestablish itself as a nesting species in the action area, effects on the species are likely to be identical to those identified for the CLT and thus the proposed avoidance and minimization measures for the CLT are also adequately protective.</p> <p>For additional information on the CLT, potential impacts, and proposed avoidance and mitigation measures see Section 3.1 (Biological Resources) of the EA.</p>	

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
Common Wildlife and Special Status Species	<p>No significant impact. Common species would be affected through the removal of marginal habitat (non-native grasslands), and removal of existing vegetated areas within the VA Development Area. In addition, common wildlife in the VA Development Area would be subjected to increases in noise and dust associated with construction. As a result, some habitats would be reduced in extent during construction and some common species would temporarily decline in local abundance. However, potential impacts to common species and habitats would not be substantial due to the current low abundance of wildlife on the site. Consequently, any impacts of the project on common species and habitats would have a negligible effect on regional populations. In addition, habitat within the VA Development Area would be improved with the introduction of managed landscaping and the majority of the VA Transfer Parcel would be left undeveloped open space, which could be utilized by common wildlife.</p>	Same as Alternative 1.	No significant impact.
Habitat Linkages and Corridors	<p>No significant impact. Because activities would be confined to the VA Development Area, impacts to migratory corridors are not expected to occur. Further, because the CLT colony would be preserved, and potential future public access would be limited to the perimeter of this area these areas are anticipated to be utilized by wildlife through the operational period of the VA facilities.</p>	Same as Alternative 1.	No significant impact.
Water Resources (see Final EA Section 3.2 for more information)			
Water Quality	<p>No significant impact. During the construction period, excavation and grading activities would expose soil to water runoff and entrain sediment in the runoff. Through compliance with these</p>	Same as Alternative 1.	No significant impact.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
	requirements and regulations, construction-related impacts on water quality would not be significant.		
Groundwater Resources	No significant impact.	Same as Alternative 1.	No significant impact.
Floodplains	No significant impact. The proposed final elevation for the developed areas would be 13.6 feet above msl. Thus, the finished elevation of the project facilities would be located above the FEMA base 100-year flood elevation of 7 feet above msl.	Same as Alternative 1.	No significant impact.
Coastal Consistency	No significant adverse impact would be expected. Alternative 1 is consistent with the provisions of the San Francisco Bay Plan and related San Francisco Bay Area Seaport Plan. The VA is coordinating with San Francisco Bay Conservation and Development Commission and the Final EA will include a description of the outcome of this coordination.	Same as Alternative 1.	No significant impact.
Transportation, Traffic, Circulation, and Parking (see Final EA Section 3.3 for more information)			
Transportation, Traffic, Circulation, and Parking	<p>No significant impact. Construction-related transportation impacts would be temporary and would not have an adverse effect on weekday peak-hour traffic conditions. Operationally, the Proposed Action (year 2017) would not adversely affect any of the 11 study intersections during the weekday a.m. peak hour, weekday p.m. peak hour, and Saturday peak hour. All study intersections would operate at level of service (LOS) D or better.</p> <p>In addition, Alternative 1 would add additional passengers to the municipal transit system, provide new pedestrian and bicycle amenities, add pedestrian users and bicyclist, provide on-site user specific surface parking, and improve site access and on-site circulation. None of these</p>	Same as Alternative 1.	No significant impact.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
	components would result in a significant adverse impact.		
Cultural Resources (see Final EA Section 3.4 for more information)			
Archaeological Resources	No significant impact. No known archaeological resources would be directly or indirectly affected by construction, because no such resources are located within the boundary of the VA Transfer Parcel. The Proposed Action would have no adverse effect on known archaeological resources.	Same as Alternative 1.	No significant impact.
Historic Resources	No significant impact. No known historic resources would be directly affected by construction because no such resources are present in that area. The proposed development would not detract from location, design, character, setting, materials, workmanship, and feeling of the NAS Alameda Historic District, and the historic district would still be able to convey its significance as a naval station dating to the 1930s and World War II designed in the Moderne style.	Same as Alternative 1.	No significant impact.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
Visual Resources and Aesthetics (see Final EA Section 3.5 for more information)			
Views and Visual Character	<p>No significant impact. Landscaping, landform, and perimeter barrier measures would not add any substantial vertical elements, but they would serve to reduce the amount of new development visible from surrounding areas.</p> <p>The structures proposed would be located in the central and/or inner portions of the VA Development Area that are less visible from outside the boundary than locations along the perimeter. For the most part, the buildings proposed would not be visually dominant relative to the flat foreground portions of the site. In addition, views of these new buildings from outside the VA Development Area would be set back sufficiently from the boundaries to render them visually subordinate to other visible features. In addition, the visual character would be improved compared to existing conditions.</p>	Same as Alternative 1.	No significant impact.
Light and Glare	<p>No significant impact. Construction activity would occur during daytime hours. Some security lighting would be required in construction staging areas, which would have a small effect on the area’s ambient light levels. The construction contractor would use lighting features that would be shielded and directed downward to minimize light spillover to neighboring undeveloped land. This construction-related impact related to light would not be significant.</p> <p>Most proposed operations would take place during daytime hours. Nighttime lighting would consist primarily of shielded and downward-directed low-level security lights. Because the proposed facilities would be set back from the</p>	Same as Alternative 1.	No significant impact.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
	boundaries of the VA Transfer Parcel, night lighting would not be substantially noticeable from the east or to the CLT colony to the south. No substantial increase in glare would result from operation under Alternative 1.		
Land Use (see Final EA Section 3.6 for more information)			
Existing and Surrounding Land Uses	No significant impact. Alternative 1 would not physically divide an established community; conflict with substantive requirements of local land use plans or policies (as Federally owned property, the VA Transfer Parcel would be outside the jurisdiction of local and State planning and zoning laws and regulations); and is compatible with and would not have a substantial adverse impact on the existing character and planned uses of the surrounding community.	Same as Alternative 1.	No significant impact.
Air Quality (see Final EA Section 3.7 for more information)			
Criteria Air Pollutants	No significant impact. Construction related emissions would be short-term and primarily occur within the VA Development Area. All construction activities would meet applicable regulations and pollution control requirements to prevent exceedance of air quality standards during construction. Construction-related emissions of criteria air pollutants would be less than <i>de minimis</i> thresholds. Proposed operations would generate criteria pollutant emissions from onsite area sources and vehicles that access the project site. Annual operational emissions would not exceed any of the <i>de minimis</i> thresholds.	Same as Alternative 1.	No significant impact.
Odors	No significant impact. Because of the distance between the nearest receptor and the area's high winds, there would be no significant construction-related impact from odors. The land uses proposed for the VA Transfer Parcel are not	Same as Alternative 1.	No significant impact.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
	land uses that would typically generate substantial concentrations of odors. Therefore, it is unlikely that operation would expose sensitive receptors to substantial odor concentrations.		
Greenhouse Gas Emissions and Climate Change (see Final EA Section 3.8 for more information)			
Greenhouse Gas Emissions	<p>The potential effects of proposed GHG emissions are by nature global and cumulative in their impacts, since individual sources (i.e., Proposed Action) of GHG emissions are not large enough to have an appreciable effect on climate change. Therefore, an appreciable impact on global climate change would only occur when proposed GHG emissions from an action combine with GHG emissions from other human-made activities on a global scale. Since GHG emissions from the proposed action would equate to such a minimal amount of the U.S inventory, they would not substantially contribute to global climate change.</p> <p>Based on sea level rise predictions, sea level rise could cause flooding in some of the coastal areas of Alameda Island, including the VA Transfer Parcel and the VA Development Area. Specifically, the VA Development Area would be located in an area identified as potentially exposed to sea level rise. As part of construction of VA facilities, the ground elevation would be raised to a higher elevation than projected sea level rise. As a result, there would be no climate change-related sea level rise impacts at the proposed facilities through the year 2099.</p>	Same as Alternative 1.	No effect.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
Socioeconomics and Environmental Justice (see Final EA Section 3.9 for more information)			
Population, Employment, and Income	No significant impact. Construction and operation would result in a positive growth in both construction and operational employment. No significant adverse impact related to displacement of persons, residences, and/or businesses would occur.	Same as Alternative 1.	No significant impact.
Environmental Justice	No significant impact. The communities surrounding the VA Transfer Parcel do not have a disproportionately high minority or low-income population. In addition, there are no specific impacts on general health or quality of life that would adversely or disproportionately impact the surrounding population. Therefore, no disproportionate adverse environmental justice effects would occur.	Same as Alternative 1.	No significant impact.
Hazards and Hazardous Materials (see Final EA Section 3.10 for more information)			
Releases of Hazardous Substances, Pollutants, or Contaminants	No significant impact. The Navy would continue to perform its ongoing CERCLA obligations, including managing the investigation, remedy selection and remedial action phases, following the property transfer until completion of such obligations and approval by the regulatory agencies. Implementation of institutional controls (ICs) will allow the property to be developed for its intended use, subject to land use restrictions designed to prevent exposure to residual levels of hazardous materials. VA will comply with the CERCLA ICs and would not use the property for any use or activity that is prohibited by the ICs. Such compliance will ensure that the property after transfer will be used in a manner that is adequately protective of the environment and human health as required by CERCLA. Further, VA would be required to manage hazardous materials and wastes in	Same as Alternative 1.	No significant impact.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
	<p>accordance with applicable Federal, State, and local regulations.</p> <p>VA, as the Federal land manager and lead Federal agency after transfer, would be responsible for the release of environmental contaminants on the property identified after the date of transfer and for future and/or newly identified releases of environmental contaminants at, or from, the property that occur after the transfer. VA would not use the VA Transfer Parcel for any use or activity that is prohibited by CERCLA ICs. In addition, be responsible for any and all additional necessary remedial or corrective actions resulting from a change in land use set forth in VA land use plans revised following the date of property transfer.</p> <p>For any petroleum sites identified prior to transfer of the property, the Navy would continue to manage the investigation, corrective action plan, and corrective action implementation phases. The Navy’s responsibility for managing petroleum sites will cease upon the completion of corrective action or a no further action determination. VA would be responsible for managing lead-based paint, lead in soil, and asbestos in accordance with all applicable Federal, State, and local laws, regulations, or other requirements.</p>		
<p>Routine Use, Storage, Transport, or Disposal of Hazardous Materials</p>	<p>No significant impact. Hazardous materials uses and waste generation from proposed action operations and routine maintenance operations would not pose a substantial public health or safety hazard to the project vicinity.</p>	<p>Same as Alternative 1.</p>	<p>No significant impact.</p>

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
Exposure to Hazardous Materials via Upset and Accident Conditions	No significant impact. Compliance with applicable City, State, and Federal laws would minimize potential exposure to hazardous materials/waste, via upset and accident conditions and there would be no significant impact.	Same as Alternative 1.	No significant impact.
Utilities (see Final EA Section 3.11 for more information)			
Water Supply and Wastewater	No significant impact. The existing municipal system would be expected to have sufficient capacity to meet any future water supply and wastewater demands.	Same as Alternative 1.	No significant impact.
Stormwater Drainage Systems	No significant impact. With implementation of best management practices, stormwater infrastructure that would be constructed as part of the project would be appropriately sized.	Same as Alternative 1.	No significant impact.
Energy (Electricity, Natural Gas, and Fuel)	No significant impact. The existing electric and natural gas system would be expected to have sufficient capacity to meet any future energy demands.	Same as Alternative 1.	No significant impact.
Solid Waste Disposal	No significant impact. The anticipated volume of waste would be expected to be accommodated by landfills located in the region.	Same as Alternative 1.	No significant impact.
Noise (see Final EA Section 3.12 for more information)			
Noise	No significant impact. Construction and operation would not result in a substantial increase in the ambient noise environment.	Same as Alternative 1.	No significant impact.
Vibration	No significant impact. Construction and operation would not expose any sensitive human receptors to excessive levels of vibration.	Same as Alternative 1.	No significant impact.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
Public Services (see Final EA Section 3.13 for more information)			
Fire and Emergency Medical Services (EMS)	No significant impact. Construction and operational activities would not have a significant impact on fire and EMS services, including response times, site access, water supplies for fire suppression, or require an expansion of existing services.	Same as Alternative 1.	No significant impact.
Police Services	No significant impact. Development and use would not be expected to generate demand for additional municipal police services that would exceed existing capacity or result in an adverse impact to current service levels or require the need for an expansion of services.	Same as Alternative 1.	No significant impact.
Parks and Recreation	No significant impact. Alternative 1 includes an access road and sidewalk along the northern VA Development Area allowing limited access to additional open space and the shoreline. Further, the undeveloped portion of the VA Transfer Parcel, including the existing CLT colony, would remain undeveloped. The undeveloped area would add to the cumulative open space within the City of Alameda, a beneficial impact.	Same as Alternative 1.	No significant impact.
Geology (see Final EA Section 3.14 for more information)			
Erosion and Loss of Topsoil	No significant impact. Construction would require temporary disturbance of surface soils and removal of existing on-site pavement and existing subsurface infrastructure. Exposed fill materials would be susceptible to erosion during construction-related excavation. Stormwater runoff could cause erosion during project construction. With implementation of a stormwater pollution prevention plan (SWPPP), the construction-related impact of initial construction related to erosion and loss of topsoil would not be significant.	Same as Alternative 1.	No significant impact.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
Alteration of Topography	No significant impact. Construction would not involve any below-grade development or substantial change in the current topography. However, the topography in the VA Development Area would be raised above the current topography, but these changes would be contoured gradually over the development area.	Same as Alternative 1.	No significant impact.
Seismically Induced Ground Shaking and Associated Ground Failure	No significant impact. The project design would be required to include seismic safety-related features to mitigate the potential for seismically induced ground failure.	Same as Alternative 1.	No significant impact.
Seismically Induced Landslides or Slope Failures	No significant impact. No operational impact related to seismically induced landslides or slope failures would occur.	Same as Alternative 1.	No significant impact.
Expansive or Corrosive Soils	No significant impact.	Same as Alternative 1.	No significant impact.
Cumulative Impacts (see Final EA Chapter 4 for more information)			
Water Resources; Cultural Resources; Visual Resources and Aesthetics; Land Use; Air Quality; Greenhouse Gas Emissions; Socioeconomics and Environmental Justice; Hazards and Hazardous Substances; Utilities; Noise; Public Services; and Geology and Soils	No significant cumulative impact.	No significant cumulative impact.	No significant cumulative impact.
Biological Resources	If VA were to proceed with Alternative 1, VA would complete formal consultation under Section 7 of the ESA as is legally required. Subsequent NEPA analysis would also be required to incorporate the findings and conclusions of the Section 7 formal consultation into the biological resources analysis for Alternative 1.	No significant cumulative impact. There would be no significant adverse cumulative impacts from implementation of Alternative 2.	No significant cumulative impact.

Table ES-2: Comparison of Alternatives – Potential Impacts

Resource Area	Alternative 1	Alternative 2 (Preferred Alternative)	No Action Alternative
<p>Transportation, Traffic, Circulation, and Parking</p>	<p>No significant cumulative impact. During year 2035, the three intersections are projected to perform at unacceptable levels without the contribution of the Proposed Actions traffic. The deterioration of the performance of these intersections is a result from other foreseeable non-project actions occurring in the study area, including the redevelopment of Alameda Point. Importantly, with the Proposed Action, the intersections would already be performing at unacceptable levels by the year 2035. The minimal additional traffic resulting from the Proposed Action, will not, cumulatively, make the already unacceptable intersections significantly worse.</p> <p>Further, the total effect on the whole resource within the study area, even with the three intersections performing at unacceptable levels, would continue to operate at acceptable levels. Unlike a direct or indirect effect, a cumulative impact is an impact on the whole and not the individual parts or components of a resource. Therefore, there may not be a significant adverse cumulative impact even with three individual underperforming intersections. Therefore, as a total cumulatively impact, the Proposed Action would only minimally contribute to an adverse cumulative impact (i.e., minimal increase of projected delay at three already unacceptably performing intersections). However, the magnitude and significance of the cumulative effects, resulting from the Proposed Action, does not reach a level of magnitude to be considered a significant adverse cumulative impact on the total resource.</p>	<p>Same as Alternative 1.</p>	<p>No significant cumulative impact.</p>

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