

**Final Initial Study/Mitigated Negative Declaration
Outfront Media LED Billboards Project
Alameda County, California
PLN2017-00196, PLN2017-00197**

Prepared for:
Alameda County Planning Department
Community Development Agency
224 West Winton Avenue, Suite 111
Hayward, CA 94544
510.670.6503

Contact: Damien Curry, Planner

Project Sponsor:
Outfront Media
1695 Eastshore Hwy
Berkeley, CA 94710
510.559.1135

Contact: Jeff McCuen, Real Estate Manager

Prepared by:
FirstCarbon Solutions
1350 Treat Boulevard, Suite 380
Walnut Creek, CA 94597
925.357.2562

Contact: Jason Brandman, Project Director
Elizabeth Johnson, Project Manager

Date: January 24, 2019

THIS PAGE INTENTIONALLY LEFT BLANK

Table of Contents

Section 1: Introduction	1-1
Section 2: Responses to Written Comments	2-1
2.1 - List of Authors	2-1
2.2 - Responses to Comments	2-1
Section 3: Errata.....	3-1
3.1 - Changes in Response to Specific Comments.....	3-1

THIS PAGE INTENTIONALLY LEFT BLANK

SECTION 1: INTRODUCTION

Although not required by the California Environmental Quality Act (CEQA) and CEQA Guidelines, Alameda County (County) has evaluated the comments received on the LED Billboards Project Draft Initial Study (IS). The Responses to Comments, together with the Draft IS, Draft IS Appendices, and the Mitigation Monitoring and Reporting Program, comprise the Final Initial Study/Mitigated Negative Declaration (IS/MND) for use by Alameda County in its review and consideration of the LED Billboards Project. The comments on the Draft IS did not result in the need for any corrections or refinements to the document. As such, an errata section is not included in this document.

This document is organized into three sections:

- **Section 1—Introduction.**
- **Section 2—Responses to Written Comments:** Provides a list of the agencies, organizations, and individuals who commented on the Draft IS. Copies of all of the letters received regarding the Draft IS and responses thereto are included in this section.
- **Section 3—Errata:** Identifies minor clarifications and corrections to the ISMND.

The Final IS/MND includes the following contents:

- Draft IS (provided under separate cover)
- Draft IS appendices (provided under separate cover)
- Responses to Written Comments (Section 2 of this document)
- Errata (Section 3 of this document)
- Mitigation Monitoring and Reporting Program (provided under separate cover)

THIS PAGE INTENTIONALLY LEFT BLANK

SECTION 2: RESPONSES TO WRITTEN COMMENTS

2.1 - List of Authors

A list of public agencies, organizations, and individuals that provided comments on the Draft IS is presented below. Each comment has been assigned a code. Individual comments within each communication have been numbered so comments can be cross-referenced with responses. Following this list, the text of the communication is reprinted and followed by the corresponding response.

Author	Author Code
State Agencies	
California Department of Transportation	CALTRANS
Governor’s Office of Planning and Research	OPR
Local Agencies	
City of Hayward	HAYWARD
City of San Leandro.....	SAN LEANDRO
Organizations	
San Lorenzo Village Homes Association	SLVHA

2.2 - Responses to Comments

2.2.1 - Introduction

In accordance with the California Environmental Quality Act (CEQA) Guidelines Section 15088, the Alameda County, as the lead agency, evaluated the comments received on the Draft IS for the LED Billboards Project, and has prepared the following responses to the comments received. This Response to Comments document becomes part of the Final IS/MND for the project in accordance with CEQA Guidelines Section 15132.

2.2.2 - Comment Letters and Responses

The comment letters reproduced in the following pages follow the same organization as used in the List of Authors.

THIS PAGE INTENTIONALLY LEFT BLANK

DEPARTMENT OF TRANSPORTATION
DISTRICT 4
OFFICE OF TRANSIT AND COMMUNITY PLANNING
P.O. BOX 23660, MS-10D
OAKLAND, CA 94623-0660
PHONE (510) 286-5528
FAX (510) 286-5559
TTY 711
www.dot.ca.gov

war
10/9/18
E



Making Conservation
a California Way of Life

October 9, 2018

Governor's Office of Planning & Research

OCT 09 2018

STATE CLEARINGHOUSE

SCH# 2018092023
GTS # 04-ALA-2018-00348
GTS I.D. 12601
ALA - 880 - 18.375

Damien Curry
Planning Department
Alameda County
224 West Winton Avenue, Suite 111
Hayward, CA 94544

Outfront Media Billboard Replacement Project – Mitigated Negative Declaration

Dear Damien Curry:

Thank you for including the California Department of Transportation (Caltrans) in the environmental review process for the above referenced project. Our comments are based on the Mitigated Negative Declaration (MND).

Project Understanding

The project sponsor, Outfront Media, proposes to install two new electronic billboards and remove eight existing billboards located in central Alameda County along two freeway corridors. The new billboard proposed on the Arbor site is located between Arbor Ave and Interstate (I)-880. The new billboard proposed on the Langton site is located at the end of Langton Way in a cul-de-sac adjacent to I-238.

Outdoor Advertising

Any advertising structure visible to the National Highway System (NHS), in this case I-880 and I-238, is subject to the provisions of the California Outdoor Advertising Act outlined in Business and Professions Code Section 5200 et seq. Advertising structures that display off-premise commercial copy visible from the NHS will require a permit from the Office of Outdoor Advertising (ODA). Advertising structures that only advertise goods and services available on-premises will not require a permit from ODA, provided they adhere to the provisions of Business and Professions Code Section 5272 and 5274 and California Code of Regulations 2243 and 2246. Each of the proposed advertising structures should refrain from operating in any of the conditions outlined in Business and Professions Code Section 5403. For questions related to the ODA permit application process please contact Kenneth Parmelee at (916) 651-9327 or visit our website at: <http://www.dot.ca.gov/trafficops/oda/>.

1

Damien Curry, Alameda County
October 9, 2018
Page 2

Encroachment Permit

Please be advised that any work or traffic control that encroaches onto the state right-of-way requires an encroachment permit that is issued by the Department. To apply, a completed encroachment permit application, environmental documentation, and six (6) sets of plans clearly indicating state right-of-way must be submitted to: Office of Permits, California DOT, District 4, P.O. Box 23660, Oakland, CA 94623-0660. To download the permit application and obtain more information, visit <http://www.dot.ca.gov/hq/traffops/developserv/permits/>.

2

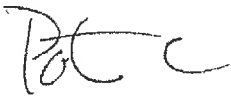
Lead Agency

As the Lead Agency, Alameda County is responsible for all project mitigation, including any needed improvements to the STN. The project's fair share contribution, financing, scheduling, implementation responsibilities and lead agency monitoring should be fully discussed for all proposed mitigation measures.

3

Thank you again for including Caltrans in the environmental review process. Should you have any questions regarding this letter, please contact Jannette Ramirez at (510) 286-5535 or jannette.ramirez@dot.ca.gov.

Sincerely,



PATRICIA MAURICE
District Branch Chief
Local Development - Intergovernmental Review

c: State Clearinghouse

State Agencies

California Department of Transportation (CALTRANS)

Response to CALTRANS-1

The agency provided introductory remarks to open the letter. No response is necessary.

Response to CALTRANS-2

The agency provided standard language about encroachment permit application requirements and the process. The proposed project would encompass nine private properties and one public right-of-way. As stated in the Draft IS, the proposed project would require the Caltrans approval of Encroachment Permits, and the applicant will be required to complete a permit application for review and approval by Caltrans.

Response to CALTRANS-3

The agency pointed out that fair share contributions, financing, scheduling, and implementation responsibilities should be fully discussed for all proposed mitigation measures. The applicant will be responsible for the implementation cost of all mitigation measures included in the Draft IS.

THIS PAGE INTENTIONALLY LEFT BLANK

SCH# 2018092023
Project Title Outfront Media Billboard Replacement Project
Lead Agency Alameda County

Type MND Mitigated Negative Declaration

Description The project sponsor, Outfront Media, proposes to install two new electronic billboards and remove 8 existing billboards located in central Alameda County along two freeway corridors. The new billboard proposed on Arbor site is located between Arbor Ave and I-880 on parcel APN 429-77-33-4. The new billboard proposed on Langton site is located at the end of a Langton Way in a cul-de-sac adjacent to I-238. The new LED displays on the billboards would be a flag design structure mounted on a support column. Billboard construction would require 2 to 4 weeks to complete. The billboards slated for removal would have their poles cut at ground level; only the aboveground portion of the billboard structures would be removed, while the subsurface foundation would remain. The removal of the billboard would require approx 2 weeks.

Lead Agency Contact

Name Damien Curry
Agency Alameda County
Phone (510) 670-5400 **Fax**
email
Address 224 W. Winton Avenue, Room 111
City Hayward **State** CA **Zip** 94544

Project Location

County Alameda
City Hayward
Region
Lat / Long 37° 40' 1" N / 122° 6' 26" W
Cross Streets I-880 corridor, I-238 corridor
Parcel No. 429-77-33-4; ROW @ 414-6-34
Township **Range** **Section** **Base**

1
 CONT

Proximity to:

Highways I-880, 238
Airports Hayward Executive
Railways UPRR
Waterways San Lorenzo Crk
Schools Strobridge ES
Land Use public ROW; SP; Gen commercial; Z: Planned dev, neighborhood commercial

Project Issues Aesthetic/Visual; Air Quality; Archaeologic-Historic; Biological Resources; Noise; Toxic/Hazardous; Traffic/Circulation; Cumulative Effects

Reviewing Agencies Resources Agency; Caltrans, District 4; Department of Fish and Wildlife, Region 3; Department of Parks and Recreation; Department of Water Resources; Caltrans, Division of Aeronautics; California Highway Patrol; Regional Water Quality Control Board, Region 2; Department of Toxic Substances Control; Native American Heritage Commission; Public Utilities Commission

Date Received 09/10/2018 **Start of Review** 09/10/2018 **End of Review** 10/09/2018

Governor's Office of Planning and Research (OPR)

Response to OPR-1

OPR notes the receipt of the Draft IS and states that the document was distributed to the State agencies listed. No response is required.

THIS PAGE INTENTIONALLY LEFT BLANK



October 23, 2018

Damien Curry, Planner
Alameda County Planning Department
Community Development Agency
224 West Winton Avenue, Suite 111
Hayward, CA 94544
Phone: 510.670.6684
Email: damien.curry@acgov.org

RE: Outfront Media Billboard Replacement Project PLN2017-00196; Initial Study and Mitigated Negative Declaration

Dear Mr. Curry:

The City of Hayward has reviewed the Initial Study and proposed Mitigated Negative Declaration for Outfront Media Billboard Replacement Project PLN2017-00196 and would respectfully submit the following comments for consideration and response.

1

1.d. Aesthetics:

While the proposed aesthetic impacts include analysis and photosims for daytime use, the most substantial impacts from the LED lights will be during the evening and overnight hours. Light pollution and glare during the night hours should also be evaluated to determine whether or not this results in impacts to adjacent residential and commercial, including some which are located within the City of Hayward. Currently, the light sources for the billboards are shielded to prevent spillover lighting. The proposed LED system will add a substantially new light source that will increase the overall output.

2

14. Public Services

The proposed new billboards will be located at the end of existing cul-du-sac locations, which would reduce the driving clearance and potentially impact the turning radii for emergency vehicles and fire apparatus. The proposed mitigation to require red curb will impact residents from parking in those locations but the MND does not assess the impacts of a reduced turning radii on fire apparatus and the impacts to emergency response times.

3

16(d)&(e) Transportation/Traffic

It is unclear whether the location of the proposed billboards will result in a design feature impact by reducing the turning radii for vehicles. The proposed mitigation measure AES-1 and AES-2 does not address the possible impacts to resident, service and delivery vehicles on Langton Way or Arbor Avenue.

4

Thank you again for the opportunity to provide input on the Initial Study and Mitigated Negative Declaration for the proposed Outfront Media LED Billboards project in Alameda County. Please feel free to contact me at 510-583-4239 or email: jeremy.lochirco@hayward-ca.gov if you have questions.

5

Sincerely,



Jeremy Lochirco
Principal Planner

Local Agencies

City of Hayward (HAYWARD)

Response to HAYWARD-1

The agency provided introductory remarks to open the letter. No response is necessary.

Response to HAYWARD-2

The City of Hayward raises concerns of the proposed electronic billboards creating light pollution and glare, especially during evening and overnight hours.

The Draft IS included a detailed discussion of brightness (see pages 63 to 64), which confirms that Outfront proposes to operate the signage nighttime limit in accordance with the recommendations of the Outdoor Advertising Association of America (OAAA), which indicates that the maximum ambient light output should be 0.3 foot-candle at a distance of 250 feet from billboard sign faces. The Draft IS concludes that, based on Outfront Media's plan set and billboard light specifications, the brightness levels at nighttime are not anticipated to result in unwanted spill and trespass light toward adjacent residential properties.

Under California Business and Professions Code section 5403(g) and Vehicle Code Section 21466.5, the most conservative brightness limit with which the LED billboards would have to comply is 500 foot-lamberts, which is equivalent to 1,713 nits.¹ The project, as conditioned by the County, will therefore be restricted to an objective lighting standard that is significantly more protective than the existing State standard.

However, this IS/MND conservatively has determined that unwanted light trespass from the proposed project could result in a significant impact, and that implementation of Mitigation Measures AES-1 and AES-2 are required to ensure that impacts are less than significant.

Response to HAYWARD-3

The City of Hayward notes that one of the two proposed billboards will be located at the end of the existing cul-de-sac, which would reduce the driving clearance and potentially impact the turning radii for emergency vehicles and fire apparatus.

The proposed project is not anticipated to result in inadequate emergency access. As discussed in Impact 8g) and 16e), the Alameda County Fire Department has reviewed the proposed project plans and determined that there is appropriate fire access to the site and surrounding parcels as long as the cul-de-sac would be designated no parking, as addressed in Mitigation Measure HAZ-3.

Response to HAYWARD-4

The City notes that it is unclear that one of the proposed billboards will result in a design feature impact by reducing the turning radii for vehicles. Please refer to the response to HAYWARD-3.

Response to HAYWARD-5

The agency provided concluding remarks to close the letter. No response is necessary.

¹ As discussed in the IS/MND, this calculation assumes a minimum measured brightness in the field of view of less than 10 foot-lamberts, and a view angle of zero degrees (i.e., directly in front of the driver).

THIS PAGE INTENTIONALLY LEFT BLANK

City of San Leandro

Civic Center, 835 E. 14th Street
San Leandro, California 94577
www.sanleandro.org



October 1, 2018

[Via mail and email to: Damien.curry@acgov.org]

Damien Curry
Alameda County Community Development Agency
Development Planning Division
224 W. Winton Ave., Rm. 111
Hayward, CA 94544

SAN LEANDRO
Page 1 of 3

Subject: Comments Regarding PLN2017-00196 & -197, Outdoor Advertising Billboards

Dear Mr. Curry,

We appreciate your agency providing the City of San Leandro the opportunity to provide comments on the draft Mitigated Negative Declaration (MND) for the proposed Outfront Media Billboards Replacement Project in Alameda County. Although the proposed location of the two new outdoor electronic advertising billboards are not adjacent to the City limits, the City of San Leandro is concerned with the addition of cumulative sources of light trespass and sky glow in the immediate region.

1

Outdoor electronic advertising billboards tend to have a substantially higher level of illumination than traditional static billboards. These types of signs tend to emit very high levels of luminance with the consequence of imposing light trespass over a substantial distance, especially at certain times of day and under certain weather conditions. This nuisance condition contributes to the cumulative effects of unwanted sky glow and light pollution, increasing the overall level of ambient light visible during night time periods. Although these billboards are not adjacent to the City limits, they will be visible from residential San Leandro properties with bay views at higher elevations.

2

We have concerns with some of the criteria referenced in the draft MND. The standards established by the Outdoor Advertising Association of America (OAAA) are subjective industry-serving benchmarks, generally unsupported by public and independent peer review processes, and may be challengeable if relied upon for purposes of environmental review under the California Environmental Quality Act. Citations for appropriate levels of sign brightness and glare should come from objective independent studies conducted by public agencies, academia and other validated sources. We recognize that the State of California provides very limited guidance in this matter.

3

Based on our review of the plans and the draft MND, we have the following recommendations regarding the proposed Outfront Media Billboards Replacement Project:

- Placing a visor over billboards and illuminated signs provides a simple and effective means to reduce light trespass, sky glow, and the level of light shining above the horizontal plane without impacting sign visibility. It is our recommendation that the County consider imposing

4

Pauline Russo Cutter, Mayor

City Council:

Pete Ballew
Benny Lee

Deborah Cox
Corina N. López

Ed Hernandez
Lee Thomas



a mitigation measure or condition of approval requiring a visor placed over the top and sides of the proposed outdoor electronic advertising billboards. This requirement is routinely applied to outdoor illuminated fixtures in San Leandro. Adjacent residential properties may also benefit from the installation of a visor along the bottom of the proposed billboards in some instances, such as those noted in Exhibit 10a, 10b and 11a.

4
CONT

- The establishment of specific measurable and enforceable operational lighting parameters is a critical component of this project. We recommend against establishing this important criteria administratively and thus excluding it from public consideration, as currently proposed under Mitigation Measure MM AES-2. Maximum operational lighting parameters should be specific, measurable, and publically vetted as specific conditions of approval or mitigation measures prior to project consideration at a public hearing.
- The established maximum luminance for the proposed digital advertising signs should not exceed the equivalent levels emitted by their passive static counterparts proposed for replacement. A substantially lower level of sign luminance than suggested in Section 1.4.2 should be established and required.
- The County should consider requiring independent testing of billboard luminance to verify compliance with whatever maximum lighting parameters are established. It will likely be exceptionally difficult if not impossible for County staff to accurately measure and enforce these parameters without independent outside professional assistance in the future.
- The draft Mitigated Negative Declaration does not examine or discuss potential impacts from the proposed electronic billboards on surrounding persons, drivers or properties during periods of inclement weather. Weather conditions such as heavy fog and rain amplify the impact of lighting from outdoor billboards, increasing sky glow conditions and reflecting lighting from wet pavement. This condition is further aggravated if the billboard's light sensor improperly adjusts to overcompensate for said conditions. A mitigation measure requiring deactivation and/or a significant reduction of sign luminance during periods of inclement weather is an effective way to address this situation and safely avoid potential driver distraction. The project should be also conditioned to enable CalTrans, the County and CHP authorization to temporarily deactivate the electronic billboards if deemed necessary for public safety.

5

6

7

8

We appreciate the opportunity to review and comment on this draft Mitigated Negative Declaration. If you have any questions regarding this letter or our recommendations, please do not hesitate to contact me at (510) 577-3458.

Sincerely,



Andrew Mogensen, AICP
Planning Manager

Notice of Completion & Environmental Document Transmittal

Mail to: State Clearinghouse, P.O. Box 3044, Sacramento, CA 95812-3044 (916) 445-0613
For Hand Delivery/Street Address: 1400 Tenth Street, Sacramento, CA 95814

SCH #

Project Title: Outfront Media Billboard Replacement Project

Lead Agency: Alameda County Planning Department

Contact Person: Damien Curry

Mailing Address: 224 West Winton Avenue, Suite 111

Phone: 510-670-5400

City: Hayward

Zip: 94544

County: Alameda County

Project Location: County: Alameda City/Nearest Community: Hayward

Cross Streets: I-880 corridor, I-238 corridor Zip Code: 94541

Longitude/Latitude (degrees, minutes and seconds): 37 ° 40 ' 1 " N / 122 ° 6 ' 26 " W Total Acres: 0.2

Assessor's Parcel No.: 429-77-33-4; ROW @ 414-6-34 Section: Twp.: Range: Base:

Within 2 Miles: State Hwy #: I-880, I-238

Waterways: San Lorenzo Creek

Airports: Hayward Executive Airport

Railways: Union Pacific Railroad

Schools: Strobridge Elementary

Document Type:

- CEQA: [] NOP [] Draft EIR [] Early Cons [] Supplement/Subsequent EIR [] Neg Dec [] Mit Neg Dec [] NEPA: [] NOI [] EA [] Draft EIS [] FONSI Other: [] Joint Document [] Final Document [] Other:

Local Action Type:

- [] General Plan Update [] Specific Plan [] Rezone [] Annexation [] General Plan Amendment [] Master Plan [] Prezone [] Redevelopment [] General Plan Element [] Planned Unit Development [] Use Permit [] Coastal Permit [] Community Plan [] Site Plan [] Land Division (Subdivision, etc.) [X] Other: Site Review

Development Type:

- [] Residential: Units Acres [] Office: Sq.ft. Acres Employees [] Commercial: Sq.ft. Acres Employees [] Industrial: Sq.ft. Acres Employees [] Educational: [] Recreational: [] Water Facilities: Type MGD [] Transportation: Type [] Mining: Mineral [] Power: Type MW [] Waste Treatment: Type MGD [] Hazardous Waste: Type [X] Other: Billboard Sign

Project Issues Discussed in Document:

- [X] Aesthetic/Visual [] Fiscal [] Recreation/Parks [] Vegetation [] Agricultural Land [] Flood Plain/Flooding [] Schools/Universities [] Water Quality [X] Air Quality [] Forest Land/Fire Hazard [] Septic Systems [] Water Supply/Groundwater [X] Archeological/Historical [] Geologic/Seismic [] Sewer Capacity [] Wetland/Riparian [X] Biological Resources [] Minerals [] Soil Erosion/Compaction/Grading [] Growth Inducement [] Coastal Zone [X] Noise [] Solid Waste [] Land Use [] Drainage/Absorption [] Population/Housing Balance [X] Toxic/Hazardous [X] Cumulative Effects [] Economic/Jobs [] Public Services/Facilities [X] Traffic/Circulation [] Other:

Present Land Use/Zoning/General Plan Designation:

Public right-of-way; Specific Plan: General Commercial; Zoning: Planned Development, Neighborhood Commercial

Project Description: (please use a separate page if necessary)

The project sponsor, Outfront Media, proposes to install two new electronic billboards and remove eight existing billboards located in central Alameda County along two freeway corridors. The new billboard proposed on Arbor site is located between Arbor Avenue and Interstate 880 on parcel APN 429-77-33-4. The new billboard proposed on Langton site is located at the end of a Langton Way in a cul-de-sac adjacent to Interstate 238. The new LED displays on the billboards would be a flag design structure mounted on a support column. Billboard construction would require 2 to 4 weeks to complete. The billboards slated for removal would have their poles cut at ground level; only the aboveground portion of the billboard structures would be removed, while the subsurface foundation would remain. The removal of the billboard would require approximately 2 weeks.

Note: The State Clearinghouse will assign identification numbers for all new projects. If a SCH number already exists for a project (e.g. Notice of Preparation or previous draft document) please fill in.

THIS PAGE INTENTIONALLY LEFT BLANK

City of San Leandro (SAN LEANDRO)

Response to SAN LEANDRO-1

The City of San Leandro raises concerns of the proposed electronic billboard creating substantially higher levels of illumination than traditional static billboards.

The assertion that electronic billboards have a substantially higher level of illumination than traditional static billboards is not a correct statement. Below is a discussion of the lighting for the project.

The method of lighting of static billboards is accomplished by illuminating the static face by external light fixtures. This method is termed “illumination” and is typically measured in foot-candles. The intensity of light generated by an LED face is “luminance” and typically measured in nits, or candelas per square meter (cd/m²). The face of the display is its own light source and the methods for measuring the light output is vastly different.²

However, if you observe how much light is measured at a specifically defined location from the point of view of the person or object *receiving* light, then the term illumination and foot-candles would apply to both. This is exactly the procedure adopted by the OAAA in proper operation guidelines for digital billboard operations (no more than 0.3 foot-candle increase to ambient lighting when measured 250 feet in front of a 14 foot by 48 foot [height by width] display). In dark conditions, which is considered a conservative scenario, these operational parameters (i.e., 0.3 foot-candle threshold limit at 250 feet) translate into a brightness of about 300 nits, meaning that the signs would always operate at approximately one-sixth of the maximum brightness level for LED billboards, as set forth by California State Law. Under California Business and Professions Code Section 5403(g) and Vehicle Code Section 21466.5, the most conservative brightness limit with which the LED billboards would have to comply is 500 foot-lamberts, which is equivalent to 1,713 nits.³ The project, as conditioned by the County, will therefore be restricted to an objective lighting standard that is significantly more protective than the existing State standard.

Response to SAN LEANDRO-2

The City states that electronic billboards tend to emit very high levels of luminance. The City raises concerns of light trespass over a substantial distance.

This statement does not account for the objective standard that will govern project operation. Light levels at 250 feet will not increase 0.3 foot-candles, which as discussed above, is a brightness maximum that is much more conservative than State standards. Light levels emitted from the LED displays will be set to adjust based upon ambient light conditions at any given time (i.e., nighttime versus daytime; clear versus foggy conditions).⁴ Ultimately, the project is designed to keep light under 0.3 foot-candles above ambient as experienced at a specific audience location (here, a receptor at

² As discussed in the Draft IS, in lighting, the NIT is a unit of visible-light intensity, commonly used to specify the brightness of a cathode ray tube or liquid crystal display computer display. One NIT is equivalent to one candela per square meter. The candela is approximately the amount of light emitted by a common tallow candle.

³ As discussed in the Draft IS, this calculation assumes a minimum measured brightness in the field of view of less than 10 foot-lamberts, and a view angle of zero degrees (i.e., directly in front of the driver).

⁴ Note that fog and rain attenuate, or obscure, lighting sources, since such conditions are associated with more dust and water particles in the air, and do not enhance them. While light might appear more diffuse under such conditions, it is not brighter.

250 feet). As such, the project will operate at a level of luminance that abides by precise standards, and light trespass limits have also been defined and will be adhered to.

Response to SAN LEANDRO-3

The City questions the use of OAAA standard as a benchmark for ambient light conditions, stating that these standards are generally unsupported by public and independent review processes.

The OAAA standard takes into account the ambient light conditions where the displays operate. This is a more conservative method of ensuring safety than the CalTrans ruling of comparison to low area light readings in the field of view of the driver. It is also a far more stringent guideline, as discussed above, and, for more than ten years, has been adopted by most states and municipalities. While OAAA is an industry association, the Federal Highway Administration (FHWA) has issued Guidance to the states suggesting regulatory parameters for digital billboards in 2007 based upon the OAAA guidelines. In 2013, parties filed an action in federal court against the United States Department of Transportation and the FHWA, challenging this 2007 FHWA Guidance document. The matter, *Scenic America, Inc. vs Department of Transportation, et al.*, was decided in favor of the federal government by the United States Court of Appeals, and the Supreme Court declined to hear the matter in 2017. Note, the applicant has indicated that a lower brightness level is in fact preferred with outdoor advertising messages; images that are too bright are uncomfortable for motorists and passengers to look at and are difficult to read, defeating the industry's business purpose.

Response to SAN LEANDRO-4

The City recommends placing visors over the illuminated billboards to reduce light trespass and sky glow.

Downwardly-oriented fixture shields are a common method for preventing skyglow from streetlights, external billboard lights, porch lights, etc. The vertical face of an LED billboard, however, is not the same in technology or function. For instance, with LED facings, light from diodes is internally lensed such that light is emitted down and forward, thereby reducing skyglow. For each of the signs proposed as part of the project, site-specific light studies and modeling were conducted. Given the height of the signs, their orientation, and the location of sensitive receptors, it was determined that none of the sensitive receptors closest to the sign locations would experience light level increase in excess of 0.3 foot-candle. Impacts were determined to be less-than-significant, and no mitigation is required.

Response to SAN LEANDRO-5

The City recommends specific measurable and enforced lighting parameters be required.

As previously discussed, an objective brightness standard was adopted in the Draft IS, and incorporated into the project's design. Furthermore, the Draft IS already requires that Outfront Media ensure the signs' brightness does not exceed 0.3 foot-candles at 250 feet, as set forth in Mitigation Measures AES-1 and AES-2.

Response to SAN LEANDRO-6

The City suggests that the County permit no more luminance from new billboards than that of the existing static billboards to be replaced.

As previously discussed, there is zero “luminance” from the existing static boards. The existing static boards *reflect* luminance intensity from light fixtures to be seen by the target audience. The reflectivity, number of lights, age of lights, etc. make this very imprecise and difficult to determine. The LED display has a significant number of designs to dedicate delivery of light for a target audience (i.e., motorists) with minimal spillage outside that zone. The levels are also defined and adhered to in a precise manner. As discussed above, the project is designed to emit no more than 0.3 foot-candles above ambient at 250 feet, which is a standard that is much more conservative than brightness standards adopted by the State of California. Compliance with this standard will result in a less-than-significant amount of light being emitted by project signs. Mitigation Measures AES-1 and AES-2, meanwhile, are designed to ensure these operational parameters do not change.

Response to SAN LEANDRO-7

The City states that it would be difficult for the County of Alameda staff to accurately measure and enforce these parameters without independent outside professional assistance during the operation of the proposed project.

As previously discussed, the project will be governed by an objective brightness standard that is measurable with simple technology, and Mitigation Measures AES-1 and AES-2 are designed to ensure the operational parameters of the signs will not change.

Response to SAN LEANDRO-8

The City states that the Draft IS does not discuss potential impacts of the proposed electronic billboards during inclement weather. The City recommends including a mitigation measure requiring deactivation and/or a reduction of sign luminance during periods of inclement weather to avoid driver distraction.

The assumptions in this comment are not supported by the facts. Overcast weather would cause the signs to dim. Sensors on each display are very sensitive to weather conditions and read light from several directions.⁵ Using information from sensors, the signs have ambient algorithms, along with dusk/dawn tables that are updated based on the displays’ latitude and day of the year, such that the signs’ brightness will adjust accordingly, so that an increase of no more than 0.3 foot-candles is experienced at a receptor location 250 feet away. Ultimately, all weather conditions are contemplated by the signs’ technology, and impacts were adequately addressed in the Draft IS. To address the City’s comments further, rain does cause reflections on the roadways, but automotive headlights in close proximity to the roadways make the low level light from a much greater distance irrelevant. Fog, meanwhile, acts like a diffuser. Although it will scatter the light output, it attenuates it as well; meaning brightness is not enhanced but obscured. Finally, a detailed driver distraction study, which cited to and incorporated a number of other driver distraction studies, was prepared during environmental review of the project, as discussed on pages 62 to 66 of the Draft IS, and all impacts were adequately assessed. A deactivation mechanism is not needed, and no further mitigation is necessary.

⁵ This eliminates any “feedback” from light bounced back from the lighted face.

THIS PAGE INTENTIONALLY LEFT BLANK

Curry, Damien, CDA

From: Debi Powers <administrator@slvha.com>
Sent: Monday, October 22, 2018 11:33 AM
To: Curry, Damien, CDA
Subject: Re: Billboard replacement project

SLVHA
Page 1 of 1

Damien,

The board was informed of the project at their last meeting and did not have a formal comment, a comment of a concern was made about light pollution. But no formal stance was taken. | 1

Debi Powers, Administrator
San Lorenzo Village Homes Association
377 Paseo Grande, San Lorenzo, CA 94580
[510-276-4554 X 106](tel:510-276-4554)
[510-397-2091](tel:510-397-2091) (fax)
debi@slvha.com
www.slvha.com



Office Hours: M, T, Th, Fr - 8:30 a.m. - 5:00 p.m. (*closed for lunch from 12pm - 1pm*)
Closed to the public on Wednesday

Confidentiality Notice: This e-mail communication and any attachments may contain confidential and privileged information for the use of the designated recipient(s) named above. If you are not the intended recipient(s), you are hereby notified that you have received this communication in error and that any review, disclosure, dissemination, distribution or copying of it or its contents is prohibited. If you have received this communication in error, please notify me immediately by replying to this message and deleting it from your computer. Thank you.

On Mon, Oct 22, 2018 at 9:21 AM Curry, Damien, CDA <damien.curry@acgov.org> wrote:

Debi, I also forwarded to the SLVHA the initial study for a billboard replacement project, PLN2017-00196 (new billboard to be located off Arbor Ave, east of 880) and PLN2017-00197 (Langton Way off Lewelling).

Are there comments from the Association? The actual review period has closed, but if you have something please send it along

Damien Curry
Alameda County Planning
(510) 670-6684
damien.curry@acgov.org

THIS PAGE INTENTIONALLY LEFT BLANK

Organizations

San Lorenzo Village Homes Association (SLVHA)

Response to SLVHA-1

The commenter had a concern about light pollution, but no stance was taken.

Light levels emitted from the LED displays will be set to adjust based upon ambient light conditions at any given time (i.e., nighttime versus daytime; clear versus foggy conditions). Ultimately, the project is designed to keep light under 0.3 foot-candles above ambient as experienced at a specific audience location (here, a receptor at 250 feet). As such, the project will operate at a level of luminance that abides by precise standards, and light trespass limits have also been defined and will be adhered to. Furthermore, the Draft IS already requires that Outfront Media ensure the signs' brightness does not exceed 0.3 foot-candles at 250 feet, as set forth in Mitigation Measures AES-1 and AES-2.

THIS PAGE INTENTIONALLY LEFT BLANK

SECTION 3: ERRATA

The following are revisions to the Draft Initial Study/Mitigated Negative Declaration for the LED Billboards Project.

These revisions are minor modifications and clarifications to the document, and do not change the significance of any of the environmental issue conclusions within the Draft IS. The revisions are listed by page number. All additions to the text are underlined (underlined) and all deletions from the text are stricken (~~stricken~~).

3.1 - Changes in Response to Specific Comments

Section 2.10, Land Use and Planning

Page 121

The following text has been added to clarify allowable land uses adjacent to scenic routes. This change does not affect the conclusion of the IS/MND.

Less than significant impact. Both the County and Caltrans have jurisdiction because of the proximity to the freeway. Alameda County's Billboard Ordinance, adopted in 2008, prohibits new billboards unless they are part of the County's Billboard Consolidation and Relocation Program. The proposed project would comply with this Program and Alameda County Code Section 17.52.515(A)(3). Section 17.52.515(A)(3) provides that billboards and advertising signs may be installed, moved, altered, expanded, modified, replaced, or otherwise maintained and operated pursuant to a relocation agreement, provided that every subject billboard or advertising sign shall fully comply with County's site development review process and criteria, as set forth under Sections 17.54.220 and 17.54.226 of the County Code.

Currently, Section 17.52.550 of the Alameda County Zoning Ordinance prohibits advertising signs adjacent to scenic routes. The Scenic Route Element of the Alameda County General Plan, which was adopted in 1966, appears to designate all major thoroughfares in Alameda County as Scenic Routes. Zoning Ordinance amendments approved by the Alameda County Board of Supervisors will within a few months eliminate Section 17.52.550, while adding specific language to section 17.52.515 giving the County discretion to approve new billboards under the Site Development Review process.

The proposed Langton site billboard would be located within the County's public right-of-way, which would require minimum ground clearance and building and curb setbacks, as well as issuance of a building permit. The proposed Arbor site billboard would require issuance of a building permit from Alameda County.

THIS PAGE INTENTIONALLY LEFT BLANK