

CHAPTER IV

ENVIRONMENTAL SETTING, IMPACTS AND MITIGATION MEASURES

A. LAND USE AND PLANNING

INTRODUCTION

This section describes existing land uses at the project site and surrounding areas that could potentially be affected by the proposed Abbott Laboratories West Coast Research Center project. EIR discussions of land use and planning generally consider compatibility of a proposed project with neighboring uses, change to or displacement of existing uses, compliance with zoning regulations, and project consistency with relevant local land use policies.

Land use conflicts may result from a project's effects on the existing development pattern, development intensity, traffic circulation, noise, and visual setting in the surrounding area. Specific environmental issues and their potential significance (pedestrian safety, traffic, air quality, noise, etc.) are discussed in detail in the associated topical sections of this EIR. These sections collectively indicate that the proposed project would not alter or affect land use in the Bayfront Area of Redwood City in a manner that would result in a significant land use conflict. In addition, as discussed in the Initial Study (Appendix A), no impacts would result from a physical disruption to the surrounding community.

Accordingly, this section focuses on the consistency of the proposed project with the applicable adopted goals and policies related to land use from the City's *Strategic General Plan* and the regulations of the City's *Zoning Ordinance*. Other applicable plans and their relevant policies discussed in this section include the Bay Conservation and Development Commission's (BCDC) *San Francisco Bay Area Seaport Plan* and *San Francisco Bay Area Plan*, as well as San Mateo County's Airport Land Use Commissions' *Airport Land Use Plan*. This section also presents a discussion of the project's relationship to Redwood City's draft *Bayfront Area Visioning Study* (Bayfront Study). The purpose of the Bayfront Study is to outline general urban design principles and guidelines to help direct development in Redwood City's Bayfront Area. Because the Bayfront Study has not yet been formally adopted, the discussion of the Bayfront Study is included for informational purposes only.

SETTING

EXISTING LAND USES

Onsite Land Uses

The project site is approximately ¾-mile north of the Bayshore Freeway (U.S. 101) at 1 Cardinal Way and at the terminus of Chesapeake Drive on Redwood Creek. The applicant's proposed project covers an area of approximately 18.75 acres, of which approximately 17.74 acres are above mean sea level (msl) and 1.01 acres are below msl.

Much of the project site is vacant. However, the Marine Science Institute, a non-profit educational facility, currently occupies 1.4 acres in existing (temporary) buildings along the site's northern waterfront. The site also functions as the final destination for bittern production for Cargill Corporation, the former site owner and occupant. Bittern arrives in underground pipelines near the southeast corner of the site, travels along the waterfront in a recently installed underground pipe, and is then loaded during approximately two to three consecutive days each month onto ships at the Cargill pier located on the site's northeastern edge.¹ Bittern operations would be phased out by the year 2010.

The remaining portion of the project site is occupied by heavy equipment once used for salt mining, underground channels for the conveyance of bittern, an existing single-story office and storage shed along the site's southern boundary, and an access road along the east side of the property that connects to Chesapeake Drive. A dock extending approximately 100 feet into the waters of Redwood Creek is located along the site's northern boundary. The Marine Science Institute uses this dock as an embarkation point for excursions on Redwood Creek and the San Francisco Bay.

Easements

As described in the project description, Cargill retains two existing easements on the Abbott Laboratories property, including: a ten-year, 100-foot-wide bittern handling easement located along the eastern edge of the site and a ten-year access and utility easement located along the site's southern edge, below mean sea level.

Surrounding Land Uses

Land uses in the vicinity of the project site include a mix of open space, commercial, and light and heavy industrial uses. Redwood Creek, San Francisco Bay, and open spaces including Bair Island National Wildlife Refuge lie to the north of the site. Inoperative salt evaporation ponds are located at the northern terminus of Seaport Boulevard and are the site of the recently approved West Point Marina mixed use development (408 slips plus 30,000 sf of retail and commercial space).

¹ The Cargill pier is located on APN 054-320-480 and consists of approximately 2.60 acres. To the east of the project site, APN 054-320-070 comprises approximately 10.20 acres of the waters of Redwood Creek. The pier and water parcels are not part of the project site, though the pier is accessed via the project parcel.

Redwood Creek, salt evaporation ponds, the Port of Redwood City complex and Pacific Shores lie to the east of the site. Pacific Shores, a 1,650,000-square-foot office development (approximately 75 percent vacant as of January 2003) is located to the east of Seaport Boulevard. The Port of Redwood City complex, which contains a variety of maritime and industrial uses including Romic Environmental Technologies (a hazardous waste transfer operation), Kaiser Cement Corporation (concrete manufacturers and distributors), RMC Lonestar (a cement materials transfer operation), Bell Marine (a concrete and asphalt recycling operation), BCBM (concrete and cement distributors), and Sims-LMC (a metal recycling operation) lie directly east of the site, across Redwood Creek.

The Seaport Center office park is adjacent to and west of the project site. The Seaport Center office park primarily contains light industrial uses, including such businesses as Radiant Medical, LuMend, Cygnus, Maxygen, Genomic Health, and Discovery Laboratories, Inc. To the west of Seaport Center is Redwood Creek. Across Redwood Creek to the southwest is Pete's Harbor, the Villas and Marina at Bair Island, and the Peninsula Marina. Pete's Harbor consists of 263 boat slips, 90 live-aboard boats, a restaurant, RV repair and dry dock storage. The Villas at Bair Island is an approximately 12-acre residential and marina development which includes a four-story, 155-unit apartment complex and 100-slip marina. The Peninsula Marina contains one- to four-story office buildings and ancillary surface parking space. The undeveloped area of the Peninsula Marina site includes public easements for existing bicycle/pedestrian bridges over Redwood Creek; a planned extension of the San Francisco Bay Trail; the planned Blomquist Street Extension; and underground municipal utility lines.

The Redwood City Port Authority parking lot, the existing Stanford Rowing and Sailing Team's facilities, the Seaport Center office park and other predominately heavy industrial uses lie to the south of the site. Redwood City's downtown is located across U.S. 101, approximately 1.5 miles to the south of the project site.

PROBABLE FUTURE DEVELOPMENT IN THE PROJECT VICINITY

Table IV.A-1 lists approved, pending, and anticipated development projects in Redwood City. As shown in the table, a total of approximately 4 single-family dwelling units (du), approximately 2,500 to 5,800 multi-family dwelling units, 175,000 sf of office/commercial floor space, 105,000 sf of retail/ commercial floor space, and 100,000 sf of other commercial and R&D uses, are currently pending or have recently been approved in Redwood City.

Additional development is also expected to occur over time in neighboring communities (e.g., Woodside, San Carlos, Atherton, East Menlo Park), and in other incorporated and unincorporated areas of San Mateo County. The potential significant cumulative environmental impacts of such regional development, in combination with anticipated future development in Redwood City, are addressed in this EIR. The following sections of Chapter IV of this EIR include a discussion of potential cumulative impacts and the project's contribution to them: hydrology and water quality; noise; traffic, transportation, circulation, and parking; air quality, and jobs, population and housing.

**TABLE IV.A-1
CUMULATIVE FUTURE DEVELOPMENTS**

Project Name/Location	Use	Status	Size	Units
Approved				
Bair Island Aquatic Ctr 1450 Maple Street	Recreation	Approved		1 boat launch
West Point Marina- 1501 Seaport Boulevard	Recreation	Approved		408 Slips
Starbucks- 995 Marsh Road	Restaurant	Approved	3,224 sf	
Oracle Daycare- 275 Oracle Parkway	Childcare	Approved		200 children
101 Twin Dolphin	Childcare	Approved	12,000 sf	
Carlsen Porsche- 3636 Haven Road	Commercial/ Auto Dealership	Approved	18,000 sf	
Olympian Oil- 699 El Camino Real	Commercial/Gas Station	Approved		8 stations
El Camino Real/Maple 885 Woodside Road	Commercial/Office	Approved	4,800 sf	
820 Woodside Road	Commercial/Office	Approved	29,225 sf	
820 Woodside Road	Commercial/Retail	Approved	4,000 sf	
Pacific Materials Plant	Industrial	Approved	n/a	n/a
El Camino Real/Maple 885 Woodside Road	Multi-Family Residential	Approved		206 du
1425 Kentfield	Multi-Family Residential	Approved		4 du
Stanford Boat House- 300 Cardinal Way	Multi-Family Residential	Approved		6 du
West Point Marina	Recreation	Approved	16,200 sf	
West Point Marina	Restaurant	Approved		10,000 sf
West Point Marina	Retail	Approved		20,000 sf
Unoccupied Space				
Pacific Shores	Office	vacant	128,000 sf	
500 Arguello	Office	vacant	38,300 sf	
Excite@Home	R&D	vacant	649,000 sf	
Pending				
150 El Camino Real	Commercial/Office	Pending	13,466 sf	
Opfer Building- 2223 Middlefield Road	Commercial/Office	Pending	7,500 sf	
Downtown Cinema- 2107 Broadway	Commercial/Retail	Pending	80,000 sf	
Kaiser Master Plan- 1150 Veterans Boulevard	Hospital	Pending	628,450 sf	n/a

**TABLE IV.A-1 (Continued)
CUMULATIVE FUTURE DEVELOPMENTS**

Project Name/Location	Use	Status	Size	Units
Pending (cont.)				
150 El Camino Real	Multi-Family Residential	Pending		7 du
852-860-Walnut Street	Multi-Family Residential	Pending		15 du
Marina Shores	Multi-Family Residential	Pending	n/a	1,930 du
ECR/Vera	Multi-Family Residential	Pending		33 du
El Camino Real/Jefferson	Multi-Family Residential	Pending		300 du
Orchard Subdivision- 234-242 Orchard Avenue	Single-Family Residential	Pending		4 du
Downtown Cinema- 2107 Broadway	Theater	Pending		4,200 seats
Other				
Jefferson/Middlefield	Commercial/Office	Possible	110,000 sf	
Jefferson/Middlefield	Hotel	Possible		200 rooms
Downtown Area Plan	Mixed Use; Commercial/ Multi-Family Residential	Possible		2,600 to 3,400 du
El Camino Real Mixed Use	Multi-Family Residential	Possible		900 du
Woodside Road	Multi-Family Residential	Possible		900 du
East Bayshore Road (Syufy Theater site)	Multi-Family Residential	Possible		600 du

SOURCE: City of Redwood City, 2003.

PLANS AND POLICIES

REDWOOD CITY STRATEGIC GENERAL PLAN

All cities and counties in California are required by state law to prepare and adopt a General Plan. The *Redwood City Strategic General Plan* (General Plan), adopted in 1990, is the City’s current General Plan. The City will update its General Plan in 2003 and expects to complete the process in 2004. Until an updated General Plan is adopted, the current *Strategic General Plan* is the primary document guiding land use in Redwood City.

The General Plan is a comprehensive, long-term plan for the physical development of the City, and any land outside its boundaries that bears relation to its planning. The City’s General Plan consists of ten plan elements: Land Use, Circulation, Housing, Open Space, Conservation, Noise,

Safety, Historic Resources, Cultural, and Human Services. Each element contains guiding goals and policies, implementing programs to carry out goals and policies, and background data to provide the basis for the goals and policies.

The General Plan identifies the project site as being located in the Harbor Neighborhood. The General Plan describes the Harbor Neighborhood as follows:

...the location of Redwood City's deepwater port, the municipal small-boat marina, a private small-boat marina, and a variety of commercial, office, and industrial establishments. A very large proportion of the land is committed to salt evaporation ponds. The Greco Island portion is separated from the mainland by Westpoint Slough and is part of the San Francisco Bay National Wildlife Refuge... There is a small pocket of unincorporated territory accommodating two mobile home parks, and a larger unincorporated area occupied in part by a cement storage facility. This neighborhood is bounded by San Francisco Bay, the City of Menlo Park, the Bayshore Freeway, and Redwood Creek (General Plan, pp. 3-12).

In addition to the requirements of California Planning Code and Zoning Law, the provisions of the California Environmental Quality Act (CEQA) are applicable to the preparation and adoption of the General Plan. The following elements of the City's General Plan directly apply to the project site.

Land Use Element

The General Plan designation for the site is Light Industrial Use (Research and Development). The General Plan defines light industrial as "land to be developed with low density, 'clean' industrial operations such as research and development." The following General Plan land use policies are applicable to the project site and proposed project:

- Provide sufficient land for a variety of employment opportunities with optimum commute access (Objective 3, p. 6-5).
- Industrial and employment areas should encourage accessory uses and services such as restaurants, health clubs, child care, office supply sales, and delicatessens (Policy L-7, p. 6-5).
- Industrial development should incorporate measures to minimize negative impacts on nearby land uses (Policy L-8, p. 6-5).
- Older, marginal industrial areas should be redeveloped with contemporary standards and modern infrastructure to provide for healthy employment and economic growth (Policy L-10, p. 6-5).
- Development of child care facilities should be encouraged in both residential and non-residential areas in ways that are compatible with existing uses, in order to promote availability and accessibility of services (Policy L-12, p. 6-5).

Land use designations in the vicinity of the project site include Heavy Industrial to the south; Commercial Office (Office Park-Oriented Uses) to the southwest and east; Mixed Use (Commercial/Residential) to the west; and Open Space to the north (see Figure IV.A-1, General Plan Land Use Designations).

INSERT FIGURE III.A-1 PROJECT SITE & VICINITY ZONING MAP

Conservation Element

Pursuant to California Government Code Section 65302 (d), the City developed a dedicated Conservation Element for the General Plan, which was adopted by City Council in 1989. The Conservation Element is intended to serve as the City’s official policy guide in public and private development matters related to the preservation and enhancement of natural resources.

The following General Plan conservation policies are applicable to the project site and proposed project:

- Promote expansion and improvement of public transportation services and facilities, where appropriate, for their air quality benefits (Policy C-1, p. 10-4).
- Environmentally unique open spaces such as San Francisco Bay, its tributaries, sloughs, and marshlands should be protected and enhanced for conservation and recreation purposes (Policy C-3, p. 10-4).

Open Space Element

The Open Space Element of the General Plan identifies open space resources in and around Redwood City, examines their importance to the future well-being of the local inhabitants, and identifies a set of goals, objectives, and policies designed to protect and enhance those resources. Open space land is defined as “any parcel of land or water which is essentially unimproved and devoted to an open-space use...” which is designated by the General Plan as open space for the preservation of plant and animals; for the managed production of resources; for outdoor recreation; or for public health and safety.

The project site is not located in a designated open space area, however, Bair Island National Wildlife Refuge is located approximately 600-feet north of the site across Redwood Creek, and contains ecological reserves. The following General Plan open space objective is applicable to the project site and proposed project:

- Provide a network of trails and pathways through Redwood City in order to enhance the City’s recreational opportunities (Objective 3, p. 9-3).

REDWOOD CITY ZONING ORDINANCE

The Redwood City Zoning Ordinance (Zoning Ordinance) consists of a zoning map that delineates the boundaries of zoning designations within the City and regulations that govern the use of land and placement of buildings and improvements within the various classes of districts. The purpose of the Zoning Ordinance is to protect the health, safety, peace, morals, comfort, convenience, and general welfare of the people of Redwood City, and to serve as an instrument for the effectuation of the General Plan.

The project site is currently zoned GI (General Industrial). The purpose of the GI District is to “provide a district exclusively for sound industrial development wherein manufacturing and other industries can locate and operate away from the restricting influences on non-industrial uses

while maintaining an environment free from offensive or objectionable noise, dust, odor, and other nuisances (Section 19.1).” The GI designation permits a broad range of industrial uses including manufacturing, storage, warehousing, research, testing laboratories, railroad yards, freight stations, public utility buildings, service yards, automobile or equipment repair establishments, brick or pottery factories, parking lots and garages, and family day care homes within residential structures (Section 19.2).

The maximum allowable floor area ratio (FAR) in the GI District is 10 percent for office uses, with no FAR limitations on industrial uses. The GI District permits a maximum allowable height of 100 feet to the highest point on a building’s roofline, requires a minimum lot area of 20,000 square feet, and a minimum average lot width of 60 ft. Every lot is also required to have a minimum of 30 ft of frontage on a public street.

Surrounding zoning includes IP (Industrial Park) to the east, west, and south; GI (General Industrial) to the east; CG (General Commercial) to the west; and TP (Tidal Plain) to the north, west, and south.

BAY CONSERVATION AND DEVELOPMENT COMMISSION PLANS

The San Francisco Bay Conservation and Development Commission (BCDC) is a state agency with permit authority over the Bay and its shoreline. Created by the McAteer-Petris Act in 1965, BCDC regulates filling, dredging, and changes in use in San Francisco Bay. BCDC also regulates new development within 100 feet of the shoreline to ensure that maximum feasible public access to and along the Bay is provided.

San Francisco Bay Plan

The San Francisco Bay Plan (Bay Plan), adopted in 1969, contains findings describing the values associated with the Bay, policies to guide future uses of the Bay and shoreline, and maps that apply these policies to the present Bay and its shoreline. Section 66602 of the McAteer-Petris Act states, in part, that: “...existing public access to the shoreline and waters of the San Francisco Bay is inadequate and that maximum feasible public access, consistent with a proposed project, should be provided.” The Bay Plan policies on public access further state that “...maximum feasible public access should be provided in and through every new development in the Bay or on the shoreline...the access should be permanently guaranteed...should be consistent with the physical environment...provide for the public’s safety and convenience...and built to encourage diverse Bay related activities and movement to and along the shoreline...” Where physical access to the Bay is not feasible because of potentially adverse effects resulting from the interaction between humans and wildlife, maximum visual access to the Bay should be provided.

Land-side uses and structural changes on the project site are thus governed by BCDC policies regarding public access. BCDC can require, as conditions of its permits, shoreline public access improvements consistent with a proposed project, such as, but not limited to, pathways, observation points, bicycle racks, parking, benches, landscaping, and signs.

The San Francisco Bay Area Seaport Plan

BCDC's *San Francisco Bay Area Seaport Plan* (Seaport Plan) identifies priority areas as sites around the San Francisco Bay that have "a flat, expansive waterfront location on navigable, deep water channels with excellent ground transportation access and services... that should be protected and reserved for port priority uses, such as marine terminals and directly related ancillary activities, ship repair, supporting ground transportation facilities, and directly-related marine service facilities (BCDC, 1996)." The project site is located within the Seaport Plan's Port Priority Area.

The following Seaport Plan policies are applicable to the proposed project:

- The Cargill Salt Terminal is designated as an active, one-berth marine terminal that could be converted to a public dry bulk terminal if and when Cargill ceases its operations (Policy 2).
- The Port should reallocate the land within its jurisdiction to obtain the most efficient storage and maximum maritime cargo throughput. All of the land within the port priority use designation should be used for maritime activities, consistent with the definition of port priority use areas (Policy 4).

At the time the project sponsor submitted the application for this project, the project site was designated as a Port Priority Area in the Seaport Plan. On February 20, 2002, the Bay Conservation and Development Commission elected to delete the port priority use area and marine terminal designations from the former Cargill salt terminal in Redwood City. Therefore, the policies of the San Francisco Bay Plan will continue to apply to the site; however, those of the Seaport Plan will no longer apply.

SAN MATEO COUNTY AIRPORT LAND USE PLAN

The project site is located within the San Mateo County Comprehensive Airport Land Use Plan (ALUP) boundary. The ALUP contains the San Carlos Airport, a general aviation facility located approximately 1.5 miles northwest of the project site near the confluence of Steinberger Slough and Smith Slough. The ALUP includes airport-related land use controls which apply to those incorporated and unincorporated areas in the vicinity of San Carlos Airport which are potentially impacted by aircraft approach and departure movements. The plan includes airport-related noise/land use compatibility criteria, restrictions on the heights of structures and/or objects near the airport, and other airport/aircraft safety criteria. The plan sets forth policies, standards, and criteria to address each of these issues to assist affected local agencies in achieving local land use compatibility with existing and future airport development and operations.² The San Carlos ALUP was prepared by the San Mateo City/County Association of Governments (C/CAG) acting as the Airport Land Use Commission (ALUC) for San Mateo County.

² San Mateo County Airport Land Use Commission, *San Mateo County Comprehensive Airport Land Use Plan*, December 1996, p. IV. 1-2.

Pursuant to Section 21096 (b) of the *CEQA Guidelines*, the ALUC Handbook must be used in preparation of environmental documents with respect to airport safety and noise issues. Safety issues are discussed in this EIR in Section IV.I, Hazards and Hazardous Materials; and noise issues are discussed in Section IV.F, Noise.

BAYFRONT AREA VISIONING STUDY

The project site is located within Redwood City’s Bayfront Area. The City commenced the development review and CEQA compliance process for the subject Abbott Laboratories development and Marina Shores Village (Bair Island Road) project in 2002, and anticipates a similar process for the Syufy Enterprises site development (East Bayshore Road) when a formal development application is received. To integrate and supplement these three substantial project-specific development and environmental review efforts, and study the key urban design, transportation, infrastructure, and fiscal issues associated with such development in the Bayfront Area, the City is currently undertaking the *Bayfront Area Visioning Study* (Bayfront Study). The proposed study area comprises approximately 136 acres and encompasses the Abbott Laboratories, Marina Shores, and Syufy Enterprises sites, including also additional lands surrounding these sites.

The study is intended to identify specific land use, urban design, and transportation concepts for achieving appropriate, harmonious development of the Bayfront Area consistent with the Redwood City Strategic General Plan. As part of the Bayfront Study, a Bayfront Transportation Options Study is also being completed with the assistance of a consulting transportation planner (Kimley-Horn and Associates, Inc.) and a planning and design firm (Fukuji Planning and Design) in order to identify specific and innovative transportation options for the area, with emphasis on possible multi-modal (vehicular, pedestrian, bicycle, transit, and water) connections within the Bayfront Area, and between the area, the downtown, and major interregional transit corridors. Because the Bayfront Study has not yet been completed, this discussion is provided for informational purposes only.³

CONSISTENCY WITH PLANS AND POLICIES

As required by CEQA, this EIR discusses any apparent inconsistencies between the proposed project and adopted plan and policies. An apparent inconsistency of the proposed project with a policy reflected in these documents would not, in and of itself, constitute a significant impact on the environment. As stated in the *CEQA Guidelines*, “Effects analyzed under CEQA must be related to physical change (Section 15358(b)).” Therefore, the policies of the *Redwood City Strategic General Plan* are used as a source of criteria for determining the significance or lack of significance of the environmental effects identified in the various impact discussions in the EIR. Ultimately, the Redwood City Planning Commission will make recommendations to the City Council regarding the consistency of the project with the General Plan and other relevant

³ The current *Bayfront Study* is available for review at the City of Redwood City Planning Services Department, City Hall, 1017 Middlefield Road.

plans and policies and the site's suitability for the proposed use. All potential significant physical environmental effects of the proposed project are addressed in their respective sections of the EIR.

Redwood City General Plan

The proposed Abbott Laboratories West Coast Research Center would construct a mix of uses on the project site, consisting of a total of 541,077-square feet of manufacturing, R&D, office, and warehouse uses. As such, the project's proposed uses appear consistent with the General Plan's land use designation as an appropriate location for "low density, 'clean' industrial operations such as research and development," and would not require a General Plan amendment.

The proposed project does not appear to conflict with any General Plan policies, because it would: provide sufficient land for a variety of employment opportunities (Objective 3); include accessory uses such as a cafeteria and other onsite employee amenities (Policy L-7); would redevelop a vacant site with contemporary standards and modern infrastructure (Policy L-10); and would likely include childcare facilities in a later development phase (Policy L-12).

Redwood City Zoning Ordinance

Although the proposed project's uses would generally be consistent with the uses permitted in the GI Zoning District, the density and intensity of those uses would appear to conflict with other provisions of the General Industrial District. Therefore, the project sponsor proposes to rezone the project site from GI to IR (Industrial - Restricted). The IR designation allows a range of industrial uses including machine shops, laboratories, and other establishments used for research, manufacturing, assembly, or repair operations. The purpose of the IR District is to "permit a broad range of selected industrial uses including specified retail establishments, wholesale establishments, and heavy commercial uses which can congregate together without offense to each other or to neighboring districts, yet which, because of the nature of their operations, cannot maintain standards as high as those required in the IP (Industrial Park) District. The zoning district is intended to preserve land for a wide range of industrial uses by limiting office uses (Section 17.1)." Additionally, the IR Zoning District designation would be consistent with the General Plan land use designation of "Light Industrial."

Table IV.A-2 compares the existing zoning regulations in the GI District to those of the IR District proposed for project site. The IR District permits a maximum FAR of 70 percent and limits the FAR on office uses to 50 percent. The building area of the proposed project would be 541,077 sf on 772,967 sf of lot space (above msl), and would thereby have an FAR of 70 percent, consistent with the permitted FAR limits in the IR District. However, it should be noted that the project's FAR does not include the approximately 10,000 sf for the proposed new Marine Science Institute. Thus, because the proposed MSI use would result in the project exceeding the maximum allowable FAR in the IR District, the project sponsor requests a concurrent Zoning Text Amendment to accommodate the square footage of the proposed Marine Science Institute.

**TABLE IV.A-2
CITY OF REDWOOD CITY ZONING ORDINANCE REGULATIONS**

	General Industrial District (GI)	Industrial-Restricted District (IR)
Maximum Building Height	100 ft.	75 ft.
Minimum Lot Area	20,000 sq. ft.	10,000 sq. ft.
Minimum Lot Width	60 ft.; Every lot shall have a minimum of 35 ft. frontage on a public street	75 ft.; Every lot shall have a minimum of 50 ft. frontage on a public street
Maximum Site Coverage	70%	70%
Floor Area Ratio	10% for office; no limit for industrial uses	generally 70%

SOURCE: City of Redwood City Zoning Ordinance, as amended (2001)

The IR District permits a maximum building height of 75 feet. The buildings proposed for the Abbott campus would range in height from 40 feet to 84 feet.⁴ The Perclose manufacturing building proposed for Phase 1 would range in height from 40 feet to 59 feet. The tallest building onsite would be the 84-foot R&D buildings constructed during Phase 2 and Phase 3. The two 84-foot R&D buildings would exceed the IR zoning district’s building height limit by 9 feet; thus, the applicant proposes a height limit exception as part of the Planned Development permit for the project. The proposed onsite parking garage would be 40 feet tall.

The proposed project would generally be consistent with the other requirements of the IR Zoning District, including minimum lot area (10,000 sf); minimum lot width; and the requirement that the maximum height of detached parking structures is one-half the height of the building(s) to which it is accessory (in this case a maximum of 42 feet).

San Francisco Bay Plan

Pursuant to the policies in the Bay Plan, the proposed project would provide public access to the site and to the bayfront. As discussed in Chapter III, Project Description, the project would develop its waterfront perimeter as a landscaped amenity for use by both the general public and Abbott Laboratories’ employees. The width of the shoreline band along the site’s eastern and northern boundaries would vary, but it would be approximately 75 to 100 ft. A security fence

⁴ Building heights are based on the vertical distance from the topmost point of the parapet, excluding mechanical penthouses, to any portion of the lot covered by a building. For purposes of this analysis, building heights were measured from the center of the campus quad, which has a baseline elevation of 112 feet msl.

would be constructed that would delineate the site's public and private zones. The shoreline band would be publicly accessible and would include a paved, pedestrian pathway and other amenities such as an amphitheater, interpretive gardens and informative signage relating to the natural features of San Francisco Bay.

From the southeast, pedestrians would enter the site from the Port Authority parking lot. As illustrated on the site plan, a pedestrian plaza would be constructed adjacent to the existing Port Authority boat launch. The pedestrian path would begin at this plaza next to the relocated Marine Science Institute and existing Port Authority boat launch and meander around the eastern and northern sides of the site and link to an existing pedestrian walkway adjacent to the Stanford Rowing Club. Pedestrians could then continue along the waterfront or proceed southward along Cardinal Way, which would be improved to include landscaping and 5-foot-wide sidewalks.

The proposed project would apparently not directly obstruct public access to the site or restrict pedestrian access around it. While development of the proposed project would physically separate certain uses from one another on the site (such as the proposed new location of the Marine Science Institute from its dock along the site's northern waterfront), such uses would be linked by a paved multi-use pathway which would be accessible primarily by pedestrians. Vehicular access would be limited to emergency vehicles or to transport vehicles associated with the site's on-going bittern operations. The bittern vehicles would likely access the site during two to three consecutive days per month.

While the proposed project does not appear to conflict with the policies in the San Francisco Plan, BCDC would review and possibly refine the proposed project's public access plan, and would ultimately approve or disapprove the project as part of its permitting process. To the extent that the project's proposed public access program could result in conflicts between humans and ecological values, these effects are discussed in Section IV.H, Biological Resources. In general, because of the limited pedestrian amenity currently on the site, as well as the lack of pedestrian linkages to uses adjacent to the site (e.g., to Seaport Plaza, the Stanford Rowing Club, Port Authority, etc.), the proposed project would likely result in beneficial effects with respect to public access and pedestrian amenity.

IMPACTS AND MITIGATION MEASURES

APPROACH TO ANALYSIS

The proposed project use was evaluated for its compatibility with other land uses in the vicinity. In addition, the project was evaluated for its compatibility with the applicable plans and policies of Redwood City, including land use and zoning designations for the area around the project site.

SIGNIFICANCE CRITERIA

According to Appendix G of the *CEQA Guidelines*, a project may be considered to have a significant impact on the environment if it will:

- conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect;
- physically divide an established community; or
- conflict with any habitat conservation plan or natural community plan.

A project would also be considered to have a significant impact on the environment if it would cause physical changes in the environment that would be substantially incompatible with existing land uses.

CONSTRUCTION IMPACTS

Impact A.1: Construction, including onsite development and off-site infrastructure improvements, may result in temporary impacts to adjacent uses associated with traffic congestion, air pollutant emissions, noise increases, view disruptions and public safety. (Less than Significant)

Project construction-related activities which would affect adjacent land uses, are discussed in Section IV.D, Traffic, Circulation and Parking; IV.F, Noise; and, IV.G, Aesthetics and Visual Quality and in the Initial Study (see Appendix A).

As discussed in Chapter III, Project Description, construction activities would be phased and occur intermittently over an approximately ten-year period (see Chapter III for construction phasing information) and would include demolition of the existing building and removal of heavy equipment; site grading; installation of new utilities; foundation work; new building construction and finishing; and site paving and landscaping.

Construction impacts would be short-term in nature and are not expected to continue after completion of the project. Sensitive receptors such as residential units and schools would not be affected, given their distance from the project site. For additional analysis of construction impacts, please refer to the above-identified sections. Measures identified in these sections would mitigate all potential construction-associated land use impacts to a less than significant level.

Mitigation: None required.

LAND USE COMPATIBILITY

Impact A.2: Implementation of the proposed project could conflict with existing and future neighboring land uses, and with the City's General Plan and Zoning Ordinance. (Less than Significant)

The proposed project would increase the overall intensity and density of uses on the site, transforming a nearly vacant site to a campus-like office park. In total, proposed uses would

consist of 541,077 square-feet of new development. The project would remove former salt processing equipment, demolish the extant buildings remaining from Cargill's salt production operations, grade and prepare the site, and construct four buildings, a parking structure, a new MSI facility, and associated landscaping and public amenities.

The proposed project use would generally be consistent with the *Light Industrial* designation of the General Plan, and it would not represent any alteration to the land use for the site anticipated by the General Plan. The applicant seeks a zoning change to the project site from GI to IR to more appropriately reflect the intensity of uses proposed by the project. If the parcel is rezoned to IR, the project's mix of uses would fall within the range of permitted industrial and other uses for the IR designation, which include research, manufacturing, and assembly operations.

The proposed project's FAR would be 70 percent, the maximum consistent with the requirements of the IR Zoning District. This level of development intensity would be more intense than other office/R&D/light industrial sites in the vicinity of the project, although still in keeping with it. For example, the FAR at the Seaport Center is 33 percent; at Pacific Shores 34 percent; and at Seaport Plaza, 66 percent.⁵ While the proposed project would have an FAR of 70 percent, the FAR does not include the proposed approximately 10,000 sf of Marine Science use. The proposed project, with the Marine Science Institute, would have an FAR of approximately 71 percent. It should also be noted that the proposed onsite parking garage, which would occupy a footprint of approximately 134,900 sf on the site when completed in Phase 3, would not be included in the site's FAR calculations, because parking structures are exempt from FAR calculations in IR Zoning Districts (Section 2.41.G). A zoning text amendment would be required to accommodate the square footage of the Marine Science Institute in excess of the 70 percent FAR allowed in the IR Zoning District.

The proposed project would have a maximum height of 84 ft which would exceed the IR Zoning District's maximum allowable height of 75 ft. The proposed buildings on the Abbott campus would be taller than those in the vicinity which are generally one to three stories in height (approximately 15 ft to 45 ft); however, the Perclose building and parking garage on the western side of the campus would range in height from 40 ft to 59 ft, which would be in keeping with the building heights in the adjacent Seaport Center office park.

The proposed construction of manufacturing, research and development, and warehouse buildings would not be incompatible with other existing uses in the immediate vicinity. The majority of the lots in the vicinity of the project site have been developed with various light industrial uses, such as the Seaport Center office park, which includes businesses such as Cygnus, Clarent, Radiant Medical, and Maxygen. The project's proposed uses would neither displace people or businesses, nor physically divide an established community. Moreover, the proposed project is not in an area protected by a habitat conservation plan or natural community plan.

⁵ Redwood City Planning Services Department, February 18, 2003.

Land use impacts are considered to be significant if they disrupt or divide the physical arrangement of an established community, or if they have a substantial impact upon the existing character of the vicinity. While the proposed project would represent a change to the area and a development on a currently vacant site, the project would not cause a significant adverse land use impact. The proposed project would not disrupt or divide the physical arrangements of existing uses and activities that surround it. Those surrounding uses and activities would continue and would interrelate with each other as they do presently, without significant disruption from the proposed project. Although building the project would exceed the established height limits in the IR Zoning District, upper levels would be setback and screened from view, thus reducing the perceived building heights.⁶ The types and uses would also be generally consistent with prevailing land uses in the vicinity, though at a higher density and scale on the project site. However, that greater scale and density at this site is not considered to be of such a size or magnitude that it would significantly alter the prevailing character of the area.

All potential physical environmental effects of the proposed project on adjacent land uses are addressed and mitigated to the extent feasible in their respective sections in the EIR. As such, land use impacts would be considered less-than-significant.

Mitigation: None required.

CUMULATIVE IMPACTS

Impact A.3: The proposed project, together with other development in the immediate vicinity and elsewhere in Redwood City (see Table IV.A-1), would contribute to potential cumulative land use incompatibilities and associated impacts on hydrology and water quality, noise, traffic, air quality, and population and housing. The specific cumulative impacts associated with these particular impact categories are addressed in the corresponding sections of this EIR. Because the City has adopted and routinely implements land use and development review policies and requirements in consideration of their impacts for the entire community, the cumulative land use impacts of the proposed project together with other existing and reasonably foreseeable development are considered less than significant.

The City has adopted and routinely implements the following procedures for evaluating the land use impacts of proposed development:

- Projects consistent with the *Redwood City Strategic General Plan* and *Redwood City Zoning Ordinance* are evaluated by the City based on criteria adopted by the City in those documents and in other adopted policies, regulations, and ordinances before project approval can be granted.
- Projects not consistent with the *Redwood City Strategic General Plan* and *Redwood City Zoning Ordinance* must apply for additional discretionary approvals (e.g., General Plan

⁶ See IV.G, Aesthetics and Visual Quality for an expanded discussion pertaining to aesthetics and urban design.

Amendment, Zoning Text and Zoning Map Amendments, Planned Development Permit, Precise Plan, Development Agreement, Design Review [Architectural] Permit) that require additional, detailed submittals (e.g., plans, drawings, specifications) sufficient for the City to determine compliance with applicable regulations under these discretionary actions before project approval can be granted.

Mitigation: None required.

REFERENCES – Land Use and Planning

(The references cited below are available at the Redwood City Planning Services Department, 1017 Middlefield Road, Redwood City, California, unless specified otherwise below.)

City/County Association of Governments of San Mateo County, *Airport Land Use Plan*, 1996.

City of Redwood City, *Kaiser Permanente Redwood City Medical Center Master Plan*, Draft Environmental Impact Report, March 2003.

City of Redwood City, *Marina Shores Village Project*, Draft Environmental Impact Report, February 2003.

City of Redwood City, *Redwood City Strategic General Plan*, 1990.

City of Redwood City, *Redwood City Zoning Code*, November 2001.

San Francisco Bay Conservation and Development Commission and the Metropolitan Transportation Commission, *San Francisco Bay Area Seaport Plan*, 1996, amended in 1997.

San Mateo County, *General Plan*, 1986.

Memo from Tom Passanisi to Chairman Garcia and Members of the Redwood City Planning Commission, February 12, 2002.

URS Corporation, *Alta/ACSM Land Title Survey*, March 2002.