Section 4
Other CEQA Considerations

4.1 Significant Unavoidable Environmental Effects

Section 21100(b)(2)(A) of CEQA requires that an EIR identify any significant environmental effects that cannot be avoided if the project is implemented. All impacts of the proposed project would either be less than significant or could be mitigated to less than significant, with the exception of possible noise impacts that would occur from construction and demolition activities next to existing and occupied structures; project and cumulative intersection, US 101 mixed-flow lanes, and US 101 off-ramp impacts; and potential project and cumulative water supply shortages due to the project's projected demand for water. Although mitigation measures would minimize the effects of construction-related noise and vibration on nearby structures and sensitive receptors, the impact would remain significant and unavoidable. Although mitigation measures, such as contributions to intersection lane improvements, would also reduce the project's transportation-related impacts, the impacts would remain significant and unavoidable. If the City does not approve a Recycled Water Program prior to implementation of Phase 1 of the Master Plan, the proposed project would have a significant and unavoidable impact on water supply. The project would also result in a cumulative significant and unavoidable impact on water supply, wastewater, and storm drain systems.

As identified for the proposed project, the following impacts would be significant and unavoidable:

- noise impacts from construction and demolition activities next to existing and occupied structures;
- project and cumulative water supply shortages due to the project's projected demand for water prior to City approval of a Recycled Water Program;
- cumulative wastewater and storm drain system impacts; and
- cumulative transportation impact on the Whipple Avenue/Veterans Boulevard, Hansen Way/Veterans Boulevard, and Woodside Road/Veterans Boulevard intersections during various peak periods.

In addition, the following impacts would be significant and unavoidable with the Higher Occupancy Scenario:

- cumulative impact on the Maple Street/Marshall Street, Whipple Avenue/Veterans Boulevard, Hansen Way/Veterans Boulevard, and Woodside Road/Veterans Boulevard intersections;
- cumulative impact on the southbound US 101 mixed-flow lanes from SR 92 to Whipple Avenue and from Woodside Road to Marsh Road;

- cumulative impact on the northbound US 101 Off-Ramp to Woodside Road during the PM peak hour;
- noise impacts from construction and demolition activities next to existing and occupied structures;
- project and cumulative water supply shortages due to the project's projected demand for water prior to City approval of a Recycled Water Program; and
- cumulative wastewater and storm drain system impacts.

Because of these significant unavoidable environmental effects, approval of the proposed project would require the adoption of a Statement of Overriding Consideration.

4.2 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

Section 21100(b)(2)(B) of CEQA requires that an EIR identify any significant effect on the environment that would be irreversible if the project were implemented. Section 15126.2(c) of the CEQA Guidelines identifies irreversible environmental changes as those involving a large commitment of nonrenewable resources or irreversible damage resulting from environmental accidents.

The proposed project would lead to construction and extension of on-site infrastructure. In both the short term and long term, the project would involve a commitment of non-renewable resources, including building materials and fossil fuels. However, when measured against the availability of these resources, the commitment would be minimal. Approximately 15.3 acres of land, which was already developed in medical uses, would be committed to more extensive development of this type. Because of the level of investment involved in constructing the Medical Center and the demand for healthcare, subsequent less intense use of the site is unlikely. However, the decision to commit the site to heavy commercial use which includes medical facilities, was made earlier in the City's General Plan process when the Strategic General Plan was adopted in 1990. Therefore, the project is implementing the commitment to heavy commercial development including medical uses heretofore made by the City.

Accidents, such as the release of hazardous materials, may trigger irreversible environmental damage. The proposed project would include a Central Utility Plant and hospital waste. Consequently, there exists a potential for an accidental release that could affect the surrounding environment, although it is unlikely any damage would be irreversible. State safety requirements and the goals and policies adopted in the General Plan would reduce the public health and safety risks to reasonably prudent levels, so that significant irreversible changes from accidental releases would not be anticipated.

4.3 GROWTH-INDUCING IMPACTS

Section 15126.2(d) of the CEQA Guidelines states that an EIR should discuss "…the ways in which the proposed project could foster economic or population growth, or the construction of additional housing,

either directly or indirectly, in the surrounding environment." Growth can be induced in a number of ways, including through the elimination of obstacles to growth, through the stimulation of economic activity within the region, or through precedent setting action. CEQA requires a discussion of how a project could increase population, employment, or housing in the areas surrounding the project as well as analysis of the infrastructure and planning changes that would be necessary to implement the project. Section 3.8 of this EIR includes a discussion of the projects overall effects on population and housing. This section of the EIR discusses the manner in which the proposed project could affect growth in Redwood City.

In discussing growth inducement, it is useful to distinguish between direct and indirect growth. Direct growth occurs on a project site as a result of new facilities (buildings) being constructed. Indirect growth occurs beyond the project site, but is stimulated by the proposed project's direct growth. Indirect growth is tied to increased direct and indirect investment and spending associated with the new direct growth. When CEQA refers to induced growth, CEQA means all growth — direct, indirect, or otherwise defined. For clarity, the discussion below distinguishes between direct growth from the construction and use of project facilities, and all other induced or secondary growth, labeled as indirect growth.

The proposed project is a Medical Center campus. The Master Plan would result in direct growth by adding about 134 new employees to the site. This includes approximately 23 additional providers and 111 staff by 2025. ABAG employment data projects a total of 77,650 jobs in the City of Redwood City and 501,990 jobs in San Mateo County by 2025.[1] Therefore, the increase in jobs at the Medical Center would directly contribute a total of 0.17 percent to overall employment in Redwood City and 0.03 percent in San Mateo County by 2025.

Under the High Occupancy Scenario, the Master Plan would result in direct growth by adding about 626 new employees to the site. This includes approximately 105 providers and 521 staff by 2025. The increase in jobs at the Medical Center, under this scenario, would directly contribute a total of 0.8 percent to overall employment in Redwood City and 0.1 percent in San Mateo County by 2025.

The direct effects of the project would create two types of secondary effects or indirect growth. First, the direct spending associated with the increased retail activity would stimulate production of associated products and services in the economy. Although this secondary impact would not be substantial in terms of the local economy, existing firms throughout the Bay Area, and in some cases beyond, would increase production. They would increase their purchases for materials and supplies, and at some point, they would hire new workers. Second, the new employees would form households. These new households, through spending, would increase demand for housing and a range of related services. Thus, the direct employment increase would, in turn, increase indirect employment, households, and population.

To estimate the potential multiplier effect associated with project-related jobs, the Association of Bay Area Governments has developed local (Type I) and regional (Type II) economic multipliers for the

[1] Association of Bay Area Governments, "Projections 2002."

San Francisco Bay Region based on an input-output model.[2] The economic multipliers measure the direct, indirect, and induced employment caused by a project. The jobs that would be generated by the project can be classified as Health Services with a Type I multiplier of 1.17 and Type II multiplier of 2.99. This means that for every retail job created, there would be 0.17 indirect and induced jobs created locally and 1.99 jobs created regionally. Applying the local and regional economic multipliers to the 134 jobs under the Master Plan, the project would result in about 23 local and 267 regional indirect and induced jobs. Therefore, the combined total local employment growth (direct and indirect employment) with the proposed project would be about 157 new jobs and the combined regional employment growth would be about 401 new jobs. The combined total local employment and the regional employment would be 558 jobs. The increase in employment at the project site would, therefore, result in approximately 558 jobs including direct growth, indirect growth, and induced value added by the year 2025.

With the Higher Occupancy Scenario, the project would result in about 106 local and 1,246 regional indirect and induced jobs. Therefore, the combined total local employment growth (direct and indirect employment) with the Higher Occupancy Scenario would be about 732 new jobs and the combined regional employment growth would be about 1,872 new jobs. The combined total local employment and the regional employment under the Higher Occupancy Scenario would be 2,604 jobs. The increase in employment at the project site with the Higher Occupancy Scenario would, therefore, result in approximately 2,604 jobs including direct growth, indirect growth, and induced value added by the year 2025.

Construction of the proposed project would directly, but temporarily, increase construction employment. Given the relatively limited and standard nature of the construction anticipated, it is to be expected that the demand for construction employment would be met within the existing and future labor market in Redwood City and/or San Mateo County. Neither a substantial quantity of specialized labor nor construction workers from outside the City or County would be expected to be induced to relocate temporarily or to commute long distances.

The proposed project does not call for the construction of major new roadways or utility systems in undeveloped areas that would stimulate development in those undeveloped areas, although the infrastructure in the portion of the Medical Center area would be improved. Thus, the project would not induce growth by removing infrastructural barriers, by providing new infrastructure, and/or creating new transportation access to a previously inaccessible area. In addition, the project would not result in any precedent setting action such as a General Plan Amendment.

In conclusion, growth and the rate of growth shape both the physical and social structure of communities. As indicated above, the proposed project would facilitate and contribute to growth in Redwood City and San Mateo County. The increase in jobs would be minimal and would be consistent with the City's Strategic General Plan that seeks to significantly increase the number of jobs in

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[2] Association of Bay Area Governments, Center for Analysis and Information Services, 1987 Input-Output Model and Economic Multipliers for the San Francisco Bay Region, March 1995, Table 6, 1987 Bay Area Employment Multipliers, p. 48.

Redwood City. In accordance with the CEQA Guidelines, Section 15126.2, this discussion of growth inducement is not intended to be characterized as necessarily beneficial, detrimental, or of little significance to the environment. The growth inducement section is provided for information purposes so that the public and local decision-makers have an appreciation of the potential long-term growth implications of the project.

4.4 CUMULATIVE IMPACTS

CEQA Guidelines (Section 15355) define "cumulative impacts" as "…two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts." The combination of the proposed project (or the Higher Occupancy Scenario) with other City approved projects defines the cumulative scenario. Cumulative effects could be significant for environmental issues that are associated directly with increases in population or consumption of resources, including land. The project's potentially considerable contributions to significant cumulative impacts are fully addressed in Sections 3.2 through 3.10. These sections identify feasible mitigation measures that would reduce all of the project's potential contributions to cumulative impacts to less-than-significant levels, except for the project's contribution to transportation impacts, construction-related noise impacts, and water supply. The reader is referred to Sections 3.2 through 3.10 for thorough analysis and discussion of cumulative impacts. The following summary is provided for the convenience of the reader.

Proposed Project

Land Use

No significant cumulative land use impacts are expected in the downtown area, since the proposed project generally conforms to the *Strategic Plan* and future buildout of the Kaiser campus in combination with other foreseeable development in the vicinity would be expected to conform to the *Downtown Area Plan* when it is adopted in 2003. Because the proposed project is consistent with the *Strategic General Plan* and is expected for the draft *Downtown Area Plan,* Kaiser's development would not be expected to create nor contribute to significant cumulative land use impacts.

Visual Quality

In regards to the proposed project, areas of concern would be views of the coastal mountains, visual impacts on the surrounding neighborhood, and views from major travel corridors or gateways. Although project development in the area would create a substantial increase in mass and scale compared to current conditions, views of the coastal mountains would be maintained. Views from major travel corridors would be altered, but not adversely changed. In addition, the Master Plan would intensify development on the campus, but visual impacts to the campus and on the surrounding neighborhood would be less than significant. The phased construction associated with the proposed project would have potentially significant cumulative impacts on visual quality; however,

implementation of a construction demolition phasing plan would reduce cumulative visual quality degradation to a less-than-significant level. For those reasons, the project would not contribute to significant cumulative impacts to visual quality.

Transportation

The traffic and traffic-related impacts arising from the project would contribute to the cumulative increase in traffic locally and regionally. The cumulative traffic analysis, reported in Section 3.4 of this document, shows that the intersection of Whipple Avenue/Veterans Boulevard intersection is expected to operate at an unacceptable LOS F during the AM and PM peak hours; the Hansen Way/Veterans Boulevard intersection is expected to operate at an unacceptable LOS E during the AM peak hour and LOS F during the PM peak hour (this intersection does not meet the Caltrans Peak Hour Volume Warrant; the Woodside Road/Veterans Boulevard intersection is expected to maintain acceptable operations during the AM peak hour but is expected to operate at LOS F, an unacceptable level, during the PM peak hour. The proposed project could also contribute to cumulative bus-related traffic flow, bus and shuttle access, site access, and on-site circulation impacts. Potential improvements are identified that, if built, could mitigate these impacts.

Air Quality

The air quality analysis for the project indicates that the proposed project would not cause potentially significant regional impacts of criteria air pollutants from motor vehicle trips and stationary source operation when the first phase of the project is completed in 2004 or when the buildout of the Medical Center is completed in 2025. Also, localized CO concentrations in the long-term cumulative conditions would be less than the ambient air quality standards. Therefore, the cumulative impacts to regional air quality would not be significant impact.

Noise

Traffic generated due to the project would be the major contributor to cumulative noise. Cumulative noise from traffic on 11 main roadway segments was analyzed for 2020 conditions and the future noise with and without the project at 50 feet from the centerline of these roads would not result in a significant increase (i.e., 3 dBA or more) in traffic noise when compared to existing conditions. Therefore, the proposed project would not result in a cumulative traffic noise impact. Cumulative noise from construction activities that would occur over a 20-year period would be considered significant and unavoidable, even with implementation of mitigation measures to reduce construction noise and vibration.

Hazardous Materials

The health and safety hazards posed by most hazardous materials are typically local in nature and generally do not combine in any cumulative sense with the hazards of other projects. Cumulative increases in waste generation could contribute to the potential for some wastes to be mismanaged at any point in the disposal process in a manner that poses potential hazards to people, or to animal and plant

populations. Since the project's contribution to this cumulative impact would be a small increment, the project's contribution would be less than cumulatively considerable, and, thus less than significant. Cumulative issues related to toxic air emissions are discussed in Section 3.5, Air Quality. Cumulative development including the project would not be expected to interfere with emergency response plans or emergency evacuation plans and may even improve the efficiency of the Hospital. The proposed project has the potential to contribute to cumulative construction-related hazardous materials disturbance that would occur during the various phases of demolition and renovation.

Population and Housing

The Master Plan is not expected to significantly increase the number of jobs or the overall housing demand in Redwood City or San Mateo County at buildout in 2025. The project's contribution to cumulative impacts resulting from employment growth and housing demand would be minimal in comparison to Redwood City's and San Mateo County's projected growth. Therefore, cumulative impacts to population and housing would be considered less than significant.

Public Services

Implementation of the proposed project in conjunction with various cumulative projects would further increase demand for police and fire protection services. The increased demand for such services could result in the need for additional staff, equipment, and facilities. The project could also result in an increased demand for schools or parks in Redwood City. However, ABAG Projections indicate that the population of Redwood City and its sphere of influence will increase approximately 13 percent by 2025. Therefore, regardless of the proposed project, the number of police and fire personnel will increase to accommodate citywide growth. Therefore, cumulative impacts of the project on police and fire services, school, and parks would be less than significant.

Utilities and Service Systems

Water Supply. The WSA prepared by the Redwood City Public Works Service Department has determined that the City does not have a sufficient water supply to meet the projected demands of the proposed Master Plan in addition to existing customers as well as the demand of other planned development. The proposed project could also have potentially significant cumulative impacts to water distribution and the emergency storage system around the Medical Center, but this would be reduced to a less-than-significant level with construction of new pipes, a new water tank, and pump station. Therefore, cumulative impacts to water supply could be significant. Water conservation measures and a recycled water program could reduce these impacts, although not to less than significant.

Wastewater Treatment. Future development in the City in combination with the proposed project could require the purchase of additional wastewater treatment rights and upgrades of the sewer transmission facilities to the SBSA treatment plant.

Storm Drains. Although the project's effects on stormwater volumes are expected to be less than significant, the storm drains may already be at capacity. Cumulative development may therefore

adversely affect the piping system and the pump stations at Maple Street and at Steinberger Creek. Cumulative impacts to the water supply would be significant and unavoidable. Cumulative impacts to storm drain capacity and on wastewater flows would be reduced to less-than-significant levels with implementation of mitigation measures included in Section 3.10.

Higher Occupancy Scenario

Land Use

The Higher Occupancy Scenario could result in increased traffic, air quality and noise effects, and those impacts are addressed in those sections. With regard to cumulative land use impacts, the Higher Occupancy Scenario generally conforms to the *Strategic Plan* and therefore would not result in cumulative land use impacts. In addition, future buildout of the Kaiser campus, in combination with other foreseeable development in the vicinity, would be expected to conform to the *Downtown Area Plan* when it is adopted in 2003. Because the Higher Occupancy Scenario is consistent with the *Strategic General Plan* and is expected for the draft *Downtown Area Plan,* the proposed project would not be expected to create nor contribute to significant cumulative land use impacts.

Visual Quality

No change to building mass or site layout would occur under the Higher Occupancy Scenario. Similar to the proposed project, areas of concern would be views of the coastal mountains, visual impacts on the surrounding neighborhood, and views from major travel corridors or gateways. Although project development in the area would create a substantial increase in mass and scale compared to current conditions, views of the coastal mountains would be maintained. Views from major travel corridors would be altered, but not adversely changed. In addition, the Master Plan would intensify development on the campus, but visual impacts to the campus and on the surrounding neighborhood would be less than significant. The phased construction associated with the project would have a potentially significant cumulative impact on visual quality; however, implementation of a construction demolition phasing plan would reduce cumulative visual quality degradation to a less-than-significant level. For those reasons, the project under the Higher Occupancy Scenario would not contribute to significant cumulative impacts to visual quality.

Transportation

The Higher Occupancy Scenario would significantly exacerbate operations at four locations by increasing average delay by five or more seconds. The Maple Street/Marshall Street intersection is expected to operate at an unacceptable level (LOS E) during the PM peak hour under this scenario. The Whipple Avenue/Veterans Boulevard intersection is expected to operate at an unacceptable LOS F during the AM and PM peak hours. The Hansen Way/Veterans Boulevard intersection is expected to operate at an unacceptable LOS F during the AM and PM peak hours (this does not meet Caltrans Peak Hour Volume Warrant). The Woodside Road/Veterans Boulevard intersection is expected to operate at an unacceptable LOS E during the AM peak hour and an unacceptable LOS F during the PM peak hour

with the addition of traffic from the Higher Occupancy Alternative. Potential improvements are identified that, if built, could mitigate these service levels to acceptable intersection services levels. Note that the improvements to Whipple/Veterans have been identified as likely infeasible. Improvements to Woodside/Veterans would not reduce impacts to less than significant, and impacts would remain significant and unavoidable. The Freeway Segment Capacity Analysis identifies a significant and unavoidable cumulative impact on the southbound US 101 mixed-flow lanes SR 92 to Whipple Avenue and Woodside Road to Marsh Road during the AM peak hour, and a significant cumulative impact on the southbound US 101 mixed-flow lanes Woodside Road to Marsh Road during the PM peak hour. The Freeway Ramp Capacity Analysis identifies a significant and unavoidable cumulative impact on the northbound US 101 Off-Ramp to Woodside Road during the PM peak hour.

Air Quality

The air quality analysis for the project indicates that the Higher Occupancy Scenario would not cause potentially significant regional impacts of criteria air pollutants from motor vehicle trips and stationary source operation when the first phase of the project is completed in 2004 or when the buildout of the Medical Center is completed in 2025. Also, localized CO concentrations in the long-term cumulative conditions would be less than the ambient air quality standards. Therefore, the cumulative impacts to regional air quality would not be significant impact.

Noise

The Higher Occupancy Scenario would generate higher noise levels than the proposed project. However, cumulative noise from traffic on 11 main roadway segments was analyzed for 2020 conditions and the future noise with and without the Higher Occupancy Scenario at 50 feet from the centerline of these roads would not result in a significant increase (i.e., 3 dBA or more) in traffic noise when compared to existing conditions. Therefore, although the noise levels would increase, the Higher Occupancy Scenario would not result in a cumulative traffic noise impact. Cumulative noise from construction activities that would occur over a 20-year period would be considered significant and unavoidable, even with implementation of mitigation measures to reduce construction noise and vibration.

Hazardous Materials

The Higher Occupancy Scenario would represent a negligible increase over the hazardous waste handling and disposal resulting from the proposed project. The health and safety hazards posed by most hazardous materials are typically local in nature and generally do not combine in any cumulative sense with the hazards of other projects. Cumulative increases in waste generation could contribute to the potential for some wastes to be mismanaged at any point in the disposal process in a manner that poses potential hazards to people, or to animal and plant populations. Since the project's contribution to this cumulative impact would be a small increment, the Higher Occupancy Scenario project's contribution would be less than cumulatively considerable, and, thus less than significant. Cumulative issues related to toxic air emissions are discussed in Section 3.5, Air Quality. Cumulative development including the Higher Occupancy Scenario project would not be expected to interfere with emergency response plans

or emergency evacuation plans and may even improve the efficiency of the Hospital. The Higher Occupancy Scenario project has the potential to contribute to cumulative construction-related hazardous materials disturbance that would occur during the various phases of demolition and renovation.

Population and Housing

The Higher Occupancy Scenario would result in more jobs and more demand for housing than the proposed project. However, the Higher Occupancy Scenario is not expected to significantly increase the number of jobs (four percent of City job growth) or the overall housing demand (less than one percent of housing demand growth) in Redwood City or San Mateo County at buildout in 2025. With the Higher Occupancy Scenario, the project's contribution to cumulative impacts resulting from employment growth and housing demand would be minimal in comparison to Redwood City's and San Mateo County's projected growth. Therefore, cumulative impacts to population and housing would be considered less than significant.

Public Services

The Higher Occupancy Scenario would result in more employees and a greater demand for services than the proposed project. Implementation of the Higher Occupancy Scenario in conjunction with various cumulative projects would further increase demand for police and fire protection services. The increased demand for such services could result in the need for additional staff, equipment, and facilities. The project, under the Higher Occupancy Scenario, could also result in an increased demand for schools or parks in Redwood City. However, ABAG Projections indicate that the population of Redwood City and its sphere of influence will increase approximately 13 percent by 2025. Therefore, regardless of the Higher Occupancy Scenario, the number of police and fire personnel will increase to accommodate citywide growth. Therefore, cumulative impacts of the project under the Higher Occupancy Scenario on police and fire services, school, and parks would be less than significant.

Utilities and Service Systems

The Higher Occupancy Scenario would increase the use of the site relative to the proposed project since more employees would be present.

Water Supply. As with the proposed project, under the Higher Occupancy Scenario, the City does not have a sufficient water supply to meet the projected demands of the proposed project in addition to existing customers as well as the demand of other planned development. The proposed project could also have potentially significant cumulative impacts to water distribution and the emergency storage system around the Medical Center, but this would be reduced to a less-than-significant level with construction of new pipes, new water tank, and pump station. Therefore, cumulative impacts to water supply could be significant. Water conservation measures and a recycled water program could reduce these impacts, although not to less than significant.

Wastewater Treatment. Future development in the City in combination with the Higher Occupancy Scenario could require the purchase of additional wastewater treatment rights and upgrades of sewer transmission facilities to the SBSA treatment plant.

Storm Drains. Although the Higher Occupancy Scenario's effects on storm water volumes is expected to be less than significant, the storm drains may already be at capacity. Cumulative development may therefore adversely affect the piping system and the pump stations at Maple Street and at Steinberger Creek.

Cumulative impacts to the water supply would be significant and unavoidable. Cumulative impacts to storm drain capacity and on wastewater flows would be reduced to less-than-significant levels with implementation of mitigation measures included in Section 3.10.

4.5 EFFECTS NOT FOUND TO BE SIGNIFICANT

This EIR was prepared with the Initial Study attached in Appendix B. The Initial Study identifies all impacts of the project not found to be significant.