

CHAPTER 5

Alternatives

5.1 CEQA Requirements

CEQA requires an evaluation of the comparative effects of a “reasonable range” of alternatives to a project (CEQA Guidelines Section 15126.6[a]). The alternatives considered should feasibly attain most of the basic objectives of the project, even if such alternatives would impede, to some degree, the attainment of the project objectives. The alternatives should consider variations to the project or its location that would avoid or substantially lessen one or more of the significant effects of the project.

This chapter presents a meaningful comparative analysis of the Inner Harbor Specific Plan (“Specific Plan”) impacts, as identified in Chapter 4, *Environmental Setting, Impacts, and Mitigation Measures*, of this EIR, and a range of alternatives to the Specific Plan, including “no project” alternatives required by CEQA.¹ This chapter also addresses alternatives to the Harbor View project, which is analyzed at a project-level throughout Chapter 4 of this EIR, as well as presents a discussion of alternatives that were considered by the Lead Agency (City of Redwood City), but rejected from detailed analysis in this EIR. (CEQA Guidelines Sections 15126.6[a], 15126.6[b], 15126.6[c], 15126.6[d] and 15126.6[e].)

5.2 Factors Considered in Selection of Alternatives

The CEQA Guidelines recommend that an EIR briefly describe the rationale for selecting the alternatives to be discussed (CEQA Guidelines Section 15126.6[c]). The nature and scope of the “reasonable range of alternatives” to be discussed is governed by the “rule of reason.” The goal of the alternatives analysis considers the following factors:

- The extent to which the alternative would accomplish most of the basic goals and objectives of the project;
- The extent to which the alternative would avoid or lessen the identified significant and unavoidable environmental effects of the project;
- The feasibility of the alternative, taking into account site suitability, availability of infrastructure, general plan consistency, and consistency with other applicable plans and regulatory limitations;

¹ Given the nature of the General Plan and zoning context of the IHSP Area, two “no project” alternatives are considered, as discussed in Sections 5.5.1 and 5.5.2.

- The extent to which an alternative contributes to a “reasonable range” of alternatives necessary to permit a reasoned choice; and
- The requirement of the CEQA Guidelines to consider a “no project” alternative and to identify an “environmentally superior” alternative in addition to the no-project alternative.

5.2.1 Basic Objectives

As stated in the first factor bulleted above, the selection of alternatives shall consider the basic goals and objectives of the project.

IHSP Objectives

The basic objectives of the Specific Plan are listed below, as initially presented in Section 3.3.1, *Specific Plan Objectives*, in Chapter 3, *Project Description*, of this EIR. As discussed in Chapter 3, the Specific Plan includes a Vision Statement and a set of Guiding Principles that, taken together, are the Specific Plan Objectives. The basic objectives that address or relate to environmental effects of the Specific Plan are particularly considered in this alternatives analysis.

IHSP Vision Statement

To create a unique and vibrant neighborhood and destination on the Bay, and to connect Redwood City to its water’s edge in a manner that values and enhances the natural environment, serves as a regional model for waterfront communities and adaptation to sea level rise, and celebrates and preserves Redwood City’s heritage.

IHSP Guiding Principles

- 1) Accommodate a mix of habitat, recreational, educational, residential, and commercial uses in the Inner Harbor.
- 2) Create a day/night environment that is safe and enjoyable for residents, employees, and visitors.
- 3) Develop strong visual and circulation linkages from Downtown and other areas into the Inner Harbor.
- 4) Prioritize use of the waterfront for public-oriented and water-dependent uses and activities.
- 5) Provide recreation and open space amenities in the Inner Harbor in support of the citywide adopted parkland standard.
- 6) Preserve existing and accommodate new floating communities.
- 7) Insist upon quality architecture, streetscapes, public place improvements, and other “placemaking” features that define the Inner Harbor.
- 8) Respond creatively and appropriately to projected sea level rise; include use of sustainable and adaptable approaches—such as floating walkways and floating structures—for land use and infrastructure improvements.
- 9) Promote recreational uses that accommodate human- and wind-powered watercraft.

- 10) Emphasize and enhance boater access to Redwood Creek and the Bay for recreation and educational purposes.
- 11) Provide for new and improved pedestrian, bicycle, transit, and auto connections between the Inner Harbor and Downtown Redwood City, and between the Inner Harbor and adjacent developed areas along the Bay.
- 12) Complete the Bay Trail connection through the Inner Harbor.
- 13) Incorporate marine and freshwater wetlands areas within or near the Inner Harbor plan area as habitat and for education.
- 14) Accommodate educational use amenities such as museum exhibits and hands-on learning labs that feature historic Redwood City and local flora/fauna/habitat.
- 15) Require private development to include community benefits—either on-site or within the Inner Harbor—such as open space accessible to the public, recreation areas, trails, docks, water access, affordable housing, community services, habitat, or as determined by the City Council.
- 16) Incorporate historic features and references to City history into the overall composition of the Inner Harbor area, and into new buildings and public spaces.
- 17) Plan for land use and circulation compatibility with adjacent institutional, industrial, and port-dependent uses.

Harbor View Project Objectives

The Harbor View project encompasses the eastern portion of the Specific Plan Area and is analyzed at a project-level throughout Chapter 4, *Environmental Setting, Impacts and Mitigation Measures*, of this EIR. The following basic objectives were originally presented in Section 3.6.2, *Harbor View Project Objectives*, of Chapter 3, *Project Description*, of this EIR, and generally align with the Specific Plan Objectives:

- 1) Develop a lively working environment with office uses within the Inner Harbor to promote innovation and creativity.
- 2) Orient development toward public roads (not internally focused) and allow public access to accommodate bicycle and pedestrian linkages through the Inner Harbor -2 (IH-2) district.
- 3) Respect views of the water and hills by maintaining and enhancing key view corridors.
- 4) Create a day/night environment that is safe and enjoyable for residents, employees, and visitors.
- 5) Provide recreation and open space amenities in the Inner Harbor in support of the citywide adopted parkland standard.
- 6) Insist upon quality architecture, streetscapes, public place improvements, and other “placemaking” features that define the Inner Harbor.
- 7) Provide for new and improved pedestrian, bicycle, transit, and auto connections between the Inner Harbor and Downtown Redwood City, and between the Inner Harbor.

- 8) Develop, as part of the Harbor View project and off-site within the Inner Harbor, recreational areas accessible to the public and connecting to trails for water access.
- 9) Plan for land use and circulation compatibility with adjacent institutional, industrial, and port-dependent uses.

5.2.2 Significant and Unavoidable Impacts

As stated in the second factor considered in the selection of alternatives (see Section 5.2, above), the selection of alternatives shall consider the ability of each alternative to avoid or lessen the significant environmental impacts of the project. The significant impacts of the Specific Plan and the significant impacts of the Harbor View project, both as identified throughout the analysis in Chapter 4, *Environmental Setting, Impacts and Mitigation Measures*, and summarized in Chapter 6, *Impact Overview and Growth Inducement*, are listed below and are the primary focus of this alternatives analysis.

The Specific Plan would result in significant and unavoidable impacts on *Transportation/Traffic*. The Harbor View project would result in significant and unavoidable impacts on *Air Quality* and *Transportation/Traffic*.

Specific Plan SU Impacts

Transportation / Traffic (SP)

- **Impact TRANS-2.SP:** Development under the Specific Plan would cause the service level at Maple Street / Veterans Boulevard (intersection #4) to degrade from LOS C to LOS E in the PM peak hour under Existing Plus Project conditions. (Criteria a and b)
- **Impact TRANS-3.SP:** Development under the Specific Plan would add traffic to Broadway / Woodside Road (SR 84) / U.S. 101 Southbound Off-Ramp (intersection #6), which currently operates at LOS F in the PM peak hour under Existing conditions, and would increase vehicle delay at this intersection by more than the five-second threshold of significance. (Criteria a and b)
- **Impact TRANS-4.SP:** Development under the Specific Plan would add traffic to Veterans Boulevard / Woodside Road (SR 84) / U.S. 101 Southbound On-Ramp (intersection #7), which currently operates at LOS F in the PM peak hour under Existing conditions, and would increase vehicle delay at this intersection by more than the five-second threshold of significance. (Criteria a and b)
- **Impact TRANS-6.SP:** Development under the Specific Plan would increase traffic volumes on study area freeway segments. (Criteria a and b)
- **Impact TRANS-7.SP:** Development under the Specific Plan would increase traffic volumes on study area freeway ramps. (Criteria a and b)
- **Impact TRANS-13.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic to East Bayshore Road / Bair Island Road / Blomquist Street extension (Intersection #3) and would cause this intersection to degrade from LOS D to LOS F in the

AM peak hour and from LOS E to LOS F in the PM peak hour under Cumulative Conditions. (Criteria a and b)

- **Impact TRANS-14.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic and increase the average vehicle delay by more than the five-second threshold of significance at Maple Street / Veterans Boulevard (Intersection #4) during the PM peak hour. (Criteria a and b)
- **Impact TRANS-15.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic and increase intersection delay by more than the five-second threshold of significance at Veterans Boulevard / Woodside Road (SR 84) / U.S. 101 Southbound On-Ramp (Intersection #7) in the PM peak hour. (Criteria a and b)
- **Impact TRANS-17.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would increase traffic volumes on study area freeway segments. (Criteria a and b)
- **Impact TRANS-18.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would increase traffic volumes on study area freeway ramps. (Criteria a and b)

Harbor View Project SU Impacts

Air Quality (HV)

- **Impact AIR-1.HV:** Construction activities associated with the Harbor View project would generate fugitive dust and criteria air pollutants, but would not contribute substantially to an existing or projected air quality violation (Criterion b).
- **Impact AIR-4.HV:** The Harbor View project would result in emissions of criteria air pollutants at levels that could violate an air quality standard or contribute to an existing or projected air quality violation (Criterion b).
- **Impact AIR-1.CU:** Development under the Specific Plan and/or the Harbor View project, combined with cumulative development in the Plan Area and citywide, including past, present, existing, approved, pending, and reasonably foreseeable future development in the project area, would result in cumulative air quality impacts (Criterion c).

Transportation (HV)

- **Impact TRANS-1.HV:** Construction associated with development of the Harbor View project would increase traffic volumes at area intersections and on area freeways, potentially causing temporary increased congestion and/or disruption of vehicle, pedestrian, bicycle and transit circulation. (Criteria a, b, d, e and f)
- **Impact TRANS-2.HV:** Development of the Harbor View project would cause the service level at Maple Street / Veterans Boulevard (intersection #4) to degrade from LOS C to

LOS E in the PM peak hour under Existing Plus Harbor View Project conditions. (Criteria a and b)

- **Impact TRANS-3.HV:** Development of the Harbor View project would add traffic to Broadway / Woodside Road (SR 84) / U.S. 101 Southbound Off-Ramp (intersection #6), which currently operates at LOS F in the PM peak hour under Existing conditions, and would increase vehicle delay at this intersection by more than the five-second threshold of significance. (Criteria a and b)
- **Impact TRANS-6.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / East Harbor View Driveway (intersection #10) to operate at an unacceptable LOS F in the PM peak hour under Existing Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-7.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / Middle Harbor View Driveway (intersection #11) to operate at an unacceptable LOS F in the PM peak hour under Existing Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-8.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / West Harbor View Driveway (intersection #12) to operate at an unacceptable LOS F in the PM peak hour under Existing Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-9.HV:** Development of the Harbor View project would increase traffic volumes on study area freeway segments. (Criteria a and b)
- **Impact TRANS-10.HV:** Development of the Harbor View project would increase traffic volumes on study area freeway ramps. (Criteria a and b)
- **Impact TRANS-16.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic to East Bayshore Road / Bair Island Road / Blomquist Street extension (Intersection #3) and would cause this intersection to degrade from LOS E to LOS F in the AM peak hour and to increase the average vehicle delay by more than the five-second threshold of significance within LOS F in the PM peak hour under Cumulative Conditions. (Criteria a and b)
- **Impact TRANS-17.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic to Blomquist Street / Maple Street (Intersection #5) and would cause this intersection to degrade from LOS A to LOS E or worse in the AM and PM peak hours. (Criteria a and b)
- **Impact TRANS-18.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic and increase intersection delay by more than the five-second threshold of significance at Veterans Boulevard / Woodside Road (SR 84) / U.S. 101 Southbound On-Ramp (Intersection #7) in the PM peak hour. (Criteria a and b)

- **Impact TRANS-21.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / East Harbor View Driveway (intersection #10) to operate at an unacceptable LOS F in the PM peak hour under Cumulative Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-22.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / Middle Harbor View Driveway (intersection #11) to operate at an unacceptable LOS F in the PM peak hour under Cumulative Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-23.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / West Harbor View Driveway (intersection #12) to operate at an unacceptable LOS F in the PM peak hour under Cumulative Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-24.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would increase traffic volumes on study area freeway segments. (Criteria a and b)
- **Impact TRANS-25.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would increase traffic volumes on study area freeway ramps. (Criteria a and b)

5.3 Alternatives Selected for Consideration

With consideration given to the factors for alternatives selection discussed in Section 5.2, the Lead Agency identified the following reasonable range of alternatives to be addressed in this EIR. A comparative summary of each Specific Plan alternative is presented in **Table 5-1.SP**, Summary of Alternatives to the Specific Plan, and **Table 5-1.HV**, Summary of Alternatives to the Harbor View project, below. Each alternative is described in greater detail in the comparative analysis that follows in Section 5.5 for the Specific Plan, and in Section 5.6 for the Harbor View project.

Specific Plan Alternatives

- **Alternative SP-1A: No Project - General Plan Growth** – Development that could likely occur in the Specific Plan Area pursuant to the natural course of growth under the General Plan.
- **Alternative SP-1B: No Project - Zoning Growth** – Development that could likely occur in the Specific Plan Area pursuant to the natural course of growth under the existing zoning, to the extent that the growth is within allowances currently permitted by the General Plan.
- **Alternative SP-2: Less Intensive Buildout** – Development similar to the proposed Specific Plan, reduced by about 20 percent.

- **Alternative SP-3: Maximum Floating Community** – Development similar to the proposed Specific Plan, with expanded areas for Floating Community uses (liveboard watercraft).
- **Alternative SP-4: Expanded Commercial Office** – Development similar to the proposed Specific Plan, with more square footage of commercial office use and slightly fewer residential units as a result.
- **Alternative SP-5: Alternative Site Location** – Development similar to the proposed Specific Plan, but that would occur at a location within Redwood City other than the Specific Plan Area.

Harbor View Project Alternatives

- **Alternative HV-1A: No Project - General Plan Growth** – Development that could likely occur on the Harbor View project site pursuant to the natural course of growth under the General Plan.
- **Alternative HV-1B: No Project - Zoning Growth** – Development that could likely occur on the Harbor View project site pursuant to the natural course of growth under the existing zoning, to the extent that the growth is within allowances currently permitted by the General Plan.
- **Alternative HV-2: Less Intensive Buildout** – Development similar to the Harbor View project, reduced by about 33 percent.
- **Alternative HV-3: Alternative Site Location** – Development similar to the Harbor View project, but that would occur at a location within Redwood City other than proposed project site.
- **Alternative HV-4: Expanded Project / Site** – Development slightly larger than the Harbor View project and on a slightly large project site.

**TABLE 5-1.SP
SUMMARY OF ALTERNATIVES TO THE SPECIFIC PLAN**

	Proposed Inner Harbor Specific Plan	SP-1A: No Project - General Plan Growth	SP-1B: No Project - Zoning Growth	SP-2: Less Intensive Buildout (20% Reduction)	SP-3: Maximum Floating Community	SP-4: Expanded Commercial Office	SP-5: Alternative Site Location
Residential Units/Liveaboard (du)	450/100	590/40	-	440	450/190	370/100	550
Office (sf)	1,200,000	217,000	397,000	960,000	1,200,000	1,500,000	1,200,000
Retail (sf)	40,000	55,000	-	32,000	40,000	40,000	40,000
Low intensity Ancillary Uses (sf)	15,000	0	15,000	12,000	12,000	15,000	15,000
Active Playfields (acres)	3.2	N/A	N/A	3.2	3.2	3.2	3.2
Open Space (land and water) (acres)	39.2	33.0	50.3	39.2	39.2	39.2	39.2
Low-Intensity Industrial (LI) (sf)	N/A	858,900	-	-	-	-	-
Laboratory (IR) (sf)	-	-	397,000	-	-	-	-
General Industrial (GI) (sf)	-	-	185,400				
Estimated Peak Hour AM/PM (Daily) Trip Generation	1,438 / 1,673 (12,310)	1,241 / 1,552 (13,944)	522 / 928 (7,027)	1,201 / 1,353 (10,110)	1,462 / 1,696 (12,588)	1,679 / 1,965 (13,431)	+/- 1,438 / 1,673 (12,310)
Service Population (Total)	6,091	4,712	4,039	5,088	6,241	7,095	6,091
<i>Employees</i>	<i>4,880</i>	<i>3,125</i>	<i>4,039</i>	<i>3,904</i>	<i>4,904</i>	<i>6,100</i>	<i>4,880</i>
<i>Residents</i>	<i>1,211</i>	<i>1587</i>	<i>0</i>	<i>1,184</i>	<i>1,337</i>	<i>995</i>	<i>1,211</i>
Total Site Acreage	99.7	99.7	99.7	99.7	99.7	102 ^a	+/-99.7

a Additional parcel acreage in the IH-2 district to accommodate the Expanded Harbor View Project Alternative: HV-4 (see Table 5-1.HV)

**TABLE 5-1.HV
SUMMARY OF ALTERNATIVES TO THE HARBOR VIEW PROJECT**

	Proposed Harbor View Project	HV-1A: No Project - General Plan Growth	HV-1B: No Project - Zoning Growth	HV-2: Less Intensive Buildout	HV-3: Alternative Site Location	HV-4: Expanded Project / Site
Office (sf)	1,250,468 ^a [1,400,000]	N/A	397,000	940,000 ^b	1,250,468 ^a [1,400,000]	1,354,806 ^d
Low-Intensity Industrial (LI) (sf)	-	704,365	-	-	-	-
Laboratory (IR) (sf)	-	-	397,000	-	-	-
Estimated Peak Hour AM/PM (Daily) Trip Generation	1,517 / 1,531 (9,171)	629 / 663 (4,713)	333 / 625 (4,657)	1,103 / 1,052 (6,847)	+/-1,517 / 1,531 (9,171)	< 1,517 / 1,531 (9,171)
Service Population (Employees)	5,600 ^e	1,739	3,575	3,760	5,600 ^e	5,419 ^f
Total Site Acreage	24.8	24.8	24.8	24.8	+/- 24.8	27.1

^a The Harbor View project is conservatively analyzed throughout this EIR as 1,400,000 square feet of commercial office use. The project sponsor's application to the City proposes 1,250,468 square feet of commercial office use.

^b About 33 percent less than the 1,400,000 square-foot Harbor View project scenario conservatively analyzed throughout this EIR.

^c About 15 percent less than the 1,400,000 square-foot Harbor View project scenario conservatively analyzed throughout this EIR.

^d Expanded from project sponsor's proposal for 1,250,468 square feet.

^e Based on the 1,400,000 square-foot scenario conservatively analyzed throughout this EIR (see tablenote "a"). Service population generated from the 1,250,468 square-foot scenario proposed by the project sponsor would be approximately 5,002 employees.

^f Does not exceed the service population generated by the 1,400,000 square-foot Harbor View project scenario conservatively analyzed throughout this EIR, but does exceed that generated by the 1,250,468 square-foot scenario proposed by the project sponsor (see table note "e").

5.4 Approach to the Alternatives Analysis

General Assumptions and Approach

- In the comparative analyses presented in Section 5.5 for the Specific Plan, and in Section 5.6 for the Harbor View project, a description of each alternative is followed by a discussion of its pertinent impacts and how those impacts compare to those of the Specific Plan or Harbor View project.
- As permitted by CEQA, the effects of the alternatives are discussed in less detail than those discussed in Chapter 4, *Environmental Setting, Impacts and Mitigation Measures*, of this document. (CEQA Guidelines Section 15126.6[d]). However, the analyses are conducted at a sufficient level of detail to provide the public, other public agencies, and project decision-makers adequate information to fully evaluate the alternatives and approve any of the alternatives without further environmental review.
- All impacts are stated as levels of significance *after* implementation of mitigation measures identified in Chapter 4, except where discussion of pre-mitigation effects is relevant to the comparison.
- In most cases, the comparisons are qualitative and discussed in terms of whether the alternative would avoid a project impact or result in a new impact not identified with the Specific Plan or the Harbor View project. If the impact *determination* of the alternative is the same (i.e., less-than-significant, less-than-significant after mitigation, or significant and unavoidable) as for the Specific Plan or the Harbor View project, the comparison addresses the relative *degree* of the effect; “similar” indicates the impact determination is the same, but the degree of effect may be “greater than or increased” or “less than or reduced” than that identified with the Specific Plan or the project.
- The impact analysis throughout Chapter 4 of this EIR conservatively assumes 1,400,000 square feet of commercial office use for the Harbor View project, although the project sponsor’s application proposes 1,250,468 square feet. For consistency, the comparative analysis of the Harbor View alternatives is based on the 1,400,000 square-foot scenario.
- The impacts associated with the alternatives are reported for Year 2040 buildout conditions, largely the same as the analysis conducted in Chapter 4 for the Specific Plan and the Harbor View project for most topics.
- Other relevant overarching development assumptions, such as phasing, infrastructure improvements, adherence to development standards and design guidelines identified in the Specific Plan, are generally the same as for the Specific Plan analyses in Chapter 4 of this EIR. The exception is that the substantial water-oriented improvements, like the proposed promenade and pedestrian bridges would not occur under the “No Project” alternatives (SP-1A and SP-1B). These exceptions are also not considered with the Harbor View project.

Traffic Assumptions and Approach

- Similar to the Specific Plan analysis, several factors influence the trip generation for the alternatives. These include built environment factors such as the density and diversity of land uses, design of the pedestrian and bicycling environment, demographics of the site, and distance to transit. Therefore, the percentage of trips that would remain internal to the

Plan Area, or that would occur via bicycle, walk and transit travel modes, would vary between the alternatives.

- To assess the relative traffic impact of alternatives that are expected to either generate more vehicle traffic than the Specific Plan or the project, or result in different vehicle travel patterns, trip assignment patterns were evaluated and compared to the Specific Plan or the project.
- The design guidelines and circulation improvements proposed in the Specific Plan are not assumed to change as a part of the alternatives. Therefore, changes to the transit, pedestrian, bicycle, site access, emergency access, air traffic, construction, and parking impacts generally would not change for each of the alternatives.

5.5 Comparative Analysis of Specific Plan Alternatives

5.5.1 Alternative SP-1A: No Project - General Plan Growth

Description

Alternative SP-1A (No Project - General Plan Growth) considers development that would likely occur in the Specific Plan Area through the natural course of growth under the existing Redwood City General Plan. The development program shown in Table 5.5-1 was developed by calculating maximum General Plan densities and intensities allowed on each parcel within the Specific Plan Area, with restricting development standards applied as appropriate. Mixed uses are proposed on particular parcels, similar to that envisioned for the Specific Plan. The land use plan for this alternative is shown in **Figure 5-1**.

Uses envisioned for Alternative SP-1A include low-intensity industrial in the existing Light Industrial (LI) General Plan Land Use category; and multistory housing with ground-floor commercial in the existing Mixed Use – Waterfront (MU-WF) General Plan Land Use category. Existing marina uses within the Public Trust area along Redwood Creek would transition over time from the existing combination of traditional and liveboard watercraft to a marina with just traditional watercraft (e.g., small boats, approximately 100 berths).

**TABLE 5.5-1
ALTERNATIVE SP-1A (NO PROJECT- GENERAL PLAN GROWTH)**

Land Use (LU Category)	Alternative General Plan Buildout	Unit
Low-Intensity Industrial (LI)	858,900	sf
Residential (MU-WF)	630 ^a	unit
Commercial Office (MU-WF)	217,000	sf
Commercial Retail (MU-WF)	55,000 ^b	sf
Open Space (OS; OS-SFB) (land and water)	33.0	acres

^a 590 units are vertical multifamily. 40 units are "floating homes, houseboats, and liveboards" within MU-WF on the Ferrari property, not within the Public Trust area.

^b Includes approximately 15,000 square feet of low-intensity ancillary uses (e.g., interpretative trail kiosks, temporary uses, snack shop, human-powered watercraft service/sales or nature center) that would support water-related, open space, and/or recreation areas and activities, modeled as Commercial Retail for conservative trip generation purposes.



SOURCE: ESA, 2013; MIG, 2015

Inner Harbor Specific Plan . 130467

Figure 5-1
Alternative SP-1A No Project General Plan Growth

Aesthetics

Alternative SP-1A would result in similar less-than-significant (no mitigation required) aesthetics impacts as those identified with the Specific Plan. Beneficial effects would not be realized. Alternative SP-1A would result in slightly less total non-residential floor area than the Specific Plan, and the character of land use on the site would primarily be light industrial, consistent with the predominate LI land use designation in the Specific Plan Area (see Figure 5-1). The central recreational fields envisioned with the Specific Plan would be limited with this alternative since developing the fields would require changing a portion of the LI designation to Open Space (OS). In addition, no substantial water-oriented improvements would be developed, such as the promenade along the slough or other creekside improvements.

The industrial buildings would be limited to three stories per the General Plan, and the other uses would also be relatively low-scale, with the residential buildings specified as vertical development. None of the development under this alternative would exceed the development intensity or building heights allowed by the proposed development standards in the Specific Plan, therefore it would not result in greater impacts regarding aesthetics.

Air Quality

Alternative SP-1A would result in similar less-than-significant (no mitigations required) air quality impacts as with the Specific Plan. This determination considers the alternative's total daily trips (13,944) compared to the Specific Plan's (12,310). However, this assessment assumes that this alternative would maintain the same characteristics that substantially resulted in the less-than-significant impacts of the Specific Plan: incorporation of TCMs from the Clean Air Plan, and residential setbacks from U.S. 101 and General Industrial (GI) uses. This alternative would have less construction activity based on the difference in total building area under the Specific Plan (1.13 msf + 630 dwelling units [du], compared to 1.26 msf + 550 du), therefore this alternative would also result in less construction activity based on the difference in total building area, and therefore fewer construction emissions.

Biological Resources

Alternative SP-1A would result in similar less-than-significant (after mitigation) biological resources impacts as those identified with the Specific Plan. Alternative SP-1A would involve development in areas of existing sensitive habitat and wetlands, although it would not involve the conceptual in-water or near-water construction activities conservatively assumed with the Specific Plan. Like the Specific Plan, this alternative would develop in the Mixed Use Waterfront land use designation, which includes areas not only along the shoreline but inland wetland areas as well. Numerous mitigation measures are identified for development under the Specific Plan, most of which would also apply to this alternative.

Cultural Resources

Alternative SP-1A would result in the same less-than-significant (after mitigation) cultural resources impacts as those identified with the Specific Plan. Alternative SP-1A would involve

construction and excavation activities for the Specific Plan, and, which require the same standard mitigation measures to address potential human remains, archaeological and paleontological resource discovery. No historic resources exist that could be potentially affected.

Geology and Soils

Alternative SP-1A would result in the same less-than-significant (no mitigation required) geology and soils impacts as those identified with the Specific Plan. Alternative SP-1A would involve construction and earthmoving activities which would require adherence to regulatory requirements to ensure less-than-significant impacts. The alternative would be subject to the same geologic hazard conditions as the Specific Plan.

Greenhouse Gases

Alternative SP-1A would result in new, significant GHG emissions and plan consistency impacts compared to the less-than-significant impacts (no mitigations required) with the Specific Plan. This determination is based on this alternative's total daily trips (13,944) compared to the Specific Plan's (12,310), since mobile emissions (vehicle trips) are the most substantial emissions source. This determination also considers this alternative's lower service population (4,712) compared to the Specific Plan's (6,091), since the ratio of total emissions per persons onsite is reduced (improved) as service population increases. Taken together, compared to the Specific Plan, this alternative would have slightly more total GHG emissions and would also have more total emissions per service population annually (estimated 5.3 compared to 3.8).

With 5.3 MT of CO₂e per service population annually, this alternative would exceed the applicable significance threshold of 4.6 MT of CO₂e per service population annually. Therefore, this alternative would have a new significant impact because it would exceed both of the significance thresholds (total and service population annually); the Specific Plan would only exceed the total emissions significance threshold of 1,100 MT of CO₂e annually. The impact with this alternative is presumably unavoidable since any viable reduction in vehicle trips through use of TDM would not reduce total emissions to below the total emissions threshold; only a larger project of change of use to one with a higher employee-per-square-foot ratio would effectively lower the per capita ratio. Further, because the impact would be significant, this alternative is also conservatively considered in conflict with regulatory plans adopted for the purpose of reducing GHG emissions.

Hazards and Hazardous Materials

Alternative SP-1A would result in the same less-than-significant (after mitigation) hazards and hazardous materials impacts as identified with the Specific Plan. Alternative SP-1A would involve construction and earthmoving activities, including on areas where there may be hazardous conditions. This alternative would be subject to the same potential hazards risks and conditions as the Specific Plan, and would implement the mitigation measures identified for the Specific Plan.

Hydrology and Water Quality

Alternative SP-1A would result in the same less-than-significant (no mitigation required) hydrology and water quality impacts identified with the Specific Plan. Alternative SP-1A would involve construction and earthmoving activities that could alter drainage patterns in the same areas as the Specific Plan, and be subject to the same flood hazard conditions. Adherence to the same regulatory requirements would ensure less-than-significant impacts.

Land Use and Planning

Alternative SP-1A would result in the same less-than-significant (no mitigation required) land use and planning impacts identified with the Specific Plan. Alternative SP-1A would not conflict with policies in the General Plan, or other applicable land use plan, nor would its development physically divide a community. While this alternative would distribute different types of land uses than with the Specific Plan, the development would occur within the Plan Area, which is a distinctly defined geographic area. Further, this alternative is inherently aligned with the overall distribution of land uses set forth by the General Plan.

Noise

Alternative SP-1A would result in similar less-than-significant (after mitigation) construction noise and noise compatibility impacts, and less-than-significant (no mitigation required) operational noise impacts as with the Specific Plan. This determination largely considers that this alternative's peak hour trips are 86 percent (AM peak hour) and 91 percent (PM peak hour) of the Specific Plan's AM/PM peak hour trips, which would generate about the same traffic noise as with the Specific Plan. This alternative would have slightly less construction activity than with the Specific Plan, but would have similar construction noise impacts and require adherence to standard mitigations. This alternative would also involve residential uses, therefore the development could feasibly trigger the same noise compatibility impacts identified with the Specific Plan.

Population, Housing and Employment

Alternative SP-1A would result in similar less-than-significant (no mitigation required) impacts to population, housing, and employment as identified with the Specific Plan. Alternative SP-1A would generate less overall population growth (4,712 compared to 6,091) than the Specific Plan, generating less employment population, but more residential population. Also like the Plan, this alternative would not displace any people or housing, or induce unanticipated growth.

Public Services and Recreation

Alternative SP-1A would result in similar less-than-significant (no mitigation required) impacts to public services and recreation as identified with the Specific Plan. Driven primarily by less development and population growth than with the Specific Plan, this alternative would generate slightly less demand for police, fire and emergency services, schools, and parks and

recreation uses than would occur with the Specific Plan. Less population would result with this alternative, so less use of existing recreation facilities would occur.

Utilities and Service Systems

Alternative SP-1A would result in similar less-than-significant (no mitigation required) impacts to utilities and service systems as identified with the Specific Plan. Driven primarily by less development and population growth than with the Specific Plan, this alternative would generate slightly less demand for utilities and service systems than would occur with the Specific Plan.

Transportation and Circulation

Alternative SP-1A would result in similar traffic impacts as with the Specific Plan. While this alternative would generate more daily trips due to the proposed industrial uses that generate vehicle trips throughout the day, this alternative would also generate 10 to 15 percent fewer peak hour trips compared to the Specific Plan. This alternative would also have higher trip internalization due to the mix of residential uses and ground-floor, locally-serving retail within the mixed-use development. This alternative would generate approximately 30 percent fewer outbound PM peak hour trips on eastbound Blomquist Street, which potentially could improve operations at Blomquist Street / Seaport Boulevard / East Bayshore Road to acceptable under Existing Plus Project conditions. However, this intersection is over-capacity with or without the Project under Cumulative Conditions, and this alternative is unlikely to improve conditions. Many of the other adversely affected locations are substantially over-capacity; therefore, the traffic impacts resulting from this alternative are expected to be similar to the Project based on the comparison of trip generation and the resulting roadway volumes.

5.5.2 Alternative SP-1B: No Project - Zoning Growth

Description

Zoning in the Specific Plan Area has not yet been updated to be consistent with the General Plan. Therefore, Alternative SP-1B (No Project – Zoning Growth) considers development that could likely occur in the Specific Plan Area through the natural course of growth under the existing zoning, to the extent that the growth is within allowances currently permitted by the General Plan (as represented by Alternative SP-1A, above). In particular, Alternative SP-1B would maintain the Tidal Plan (TP) zoning, which restricts most uses (notably, any residential or live/work uses, including liveaboard watercraft) that could otherwise be conditionally developed under the General Plan and the Specific Plan. Existing marina uses in the TP zone would transition over time from the existing combination of traditional and liveaboard watercraft to a marina with just traditional watercraft (e.g., small boats, approximately 100 berths). The land use plan for this alternative is shown in **Figure 5-2**.



SOURCE: ESA, 2013; MIG, 2015

Inner Harbor Specific Plan . 130467

Figure 5-2
Alternative SP-1B No Project Zoning Growth

Uses envisioned in Alternative SP-1B include laboratory with supporting office uses in the Industrial Restricted (IR) zone; open space/recreation with supporting uses similar to those assumed for the Specific Plan in the TP zone (e.g., new nature center); and industrial uses with supporting office in the GI zone.

**TABLE 5.5-2
ALTERNATIVE SP-1B (NO PROJECT- ZONING GROWTH)**

Land Use (Zoning)	Alternative Zoning Buildout	Unit
Laboratory/Supporting Office (IR)		
Primary Use	397,000	sf
Supporting Office	397,000	sf
General Industrial (GI)		
Primary Use	185,400	sf
Supporting Office	20,600	sf
Open Space/Outdoor Recreation (TP)	50.3 ^a	acres
	15,000 ^b	Sf

^a Land and water area.
^b Uses such as interpretative trail kiosks, temporary uses, snack shop, human-powered watercraft service/sales or nature center that would support water-related, open space, and/or recreational areas and activities, modeled as Commercial Retail for conservative trip generation purposes. These uses would only occur on the landside portion of the Tidal Plan (TP) Zone and not within the creek, the slough, or on the Ferrari property.

Aesthetics

Alternative SP-1B would result in similar less-than-significant aesthetics impacts (no mitigation required) as those identified with the Specific Plan. Beneficial effects would not be realized. Alternative SP-1B would result in less overall development than with the Specific Plan, and the character of land use throughout the Plan Area would primarily be research and development (R&D) with supporting office use. Building heights would remain low given the existing, low FAR. The existing TP designation will remain in place, also limiting development.

Air Quality

Alternative SP-1B would result in similar less-than-significant (no mitigation required) air quality impacts as with the Specific Plan. This determination is based on a comparison that considers the total daily trips that would be generated under this alternative (7,027) compared to the Specific Plan's (12,310). However, this assessment assumes that this alternative would maintain the same characteristics that substantially resulted in the less-than-significant impacts of the Specific Plan: incorporation of TCMs from the Clean Air Plan. This alternative would have less construction activity based on the difference in total building area under the Specific Plan (997 ksf compared to 1.26 msf + 550 units), and therefore construction air quality impacts also would be reduced.

Biological Resources

Alternative SP-1B would result in similar less-than-significant (after mitigation) biological resources impacts as those identified with the Specific Plan. Alternative SP-1B would involve

development in areas of existing sensitive habitat and wetlands, although it would not involve the conceptual in-water or near-water construction activities conservatively assumed with the Specific Plan.

Cultural Resources

Alternative SP-1B would result in the same less-than-significant (after mitigation) cultural resources impacts as those identified with the Specific Plan. Alternative SP-1B would involve construction and excavation activities in generally the same area as for the Specific Plan, and would require the same standard mitigation measures to address potential human remains, archaeological and paleontological resource discovery. No historic resources exist that could be potentially affected.

Geology and Soils

Alternative SP-1B would result in the same less-than-significant (no mitigation required) geology and soils impacts as those identified with the Specific Plan. Alternative SP-1B would involve construction and earthmoving activities which would require adherence to regulatory requirements to ensure less-than-significant impacts. The alternative would be subject to the same geologic hazard conditions as the Specific Plan.

Greenhouse Gases

Alternative SP-1B would result in similar less-than-significant (no mitigation required) GHG emissions and plan consistency impacts as with the Specific Plan. This determination is based on this alternative's total daily trips (7,027) compared to the Specific Plan's (12,310), since mobile emissions (vehicle trips) are the most substantial emissions source. This determination also considers this alternative's service population (4,039) compared to the Specific Plan's (6,091), since the ratio of total emissions per persons onsite is reduced (improved) as service population increases. Taken together, compared to the Specific Plan, this alternative would have notably less total GHG emissions and would have slightly more total emissions per service population annually (estimated 4.2 compared to 3.8). The impact would remain less than significant.

Hazards and Hazardous Materials

Alternative SP-1B would result in the same less-than-significant (after mitigation) hazards and hazardous materials impacts as identified with the Specific Plan. Alternative SP-1B would involve similar construction and earthmoving activities as proposed under the Specific Plan, including on areas where there may be hazardous conditions. This alternative would implement the mitigation measures identified for the Specific Plan.

Hydrology and Water Quality

Alternative SP-1B would result in the same less-than-significant (no mitigation required) hydrology and water quality impacts as identified with the Specific Plan. Alternative SP-1B would involve construction and earthmoving activities that could alter drainage patterns in the same areas as the Specific Plan, and be subject to the same flood hazard conditions. Adherence to the same regulatory requirements would ensure less-than-significant impacts.

Land Use and Planning

Alternative SP-1B would result in the same less-than-significant (no mitigation required) land use and planning impacts as identified with the Specific Plan. Alternative SP-1B would not conflict with policies in the General Plan, or other applicable land use plan, nor would its development physically divide a community. While this alternative would distribute different types of land uses than with the Specific Plan, the development would occur within the Plan Area, which is a distinctly defined geographic area. Further, while not directly consistent with the General Plan (as the City's zoning has not been updated to that end), this alternative would include a set of uses compatible with existing uses in the Plan Area.

Noise

Alternative SP-1B would result in similar less-than-significant (after mitigation) construction noise impacts and less-than-significant (no mitigation required) operational noise impacts as with the Specific Plan. This determination largely considers that this alternative's peak hour trips are 36 percent (AM peak hour) and 55 percent (PM peak hour) of the Specific Plan's AM/PM peak hour trips, which would generate notably less traffic noise than with the Specific Plan. This alternative would also have less construction activity, but would have similar construction noise impacts and applicable mitigation measures. This alternative would not include residential uses and therefore would not pose noise compatibility impacts identified with the Specific Plan.

Population, Housing and Employment

Alternative SP-1B would result in similar less-than-significant (no mitigation required) impacts to population, housing, and employment as identified with the Specific Plan. Alternative SP-1B would generate less overall population growth (4,039 compared to 6,091) than the Specific Plan; no population growth would occur with this alternative. Also, like the Plan, this alternative would not displace any people or housing, or induce unanticipated growth.

Public Services and Recreation

Alternative SP-1B would result in similar less-than-significant (no mitigation required) impacts to public services and recreation as identified with the Specific Plan. Driven primarily by less development and population growth than with the Specific Plan, this alternative would generate less overall demand for police, fire and emergency services, schools, and parks and recreation uses than would occur with the Specific Plan. Notably less population would result, so less use of existing recreation facilities would occur.

Utilities and Service Systems

Alternative SP-1B would result in similar less-than-significant (no mitigation required) impacts to utilities and service systems as identified with the Specific Plan. Driven primarily by less development and population growth than with the Specific Plan, this alternative would generate less overall demand for utilities and service systems than would occur with the Specific Plan.

Transportation and Circulation

Alternative SP-1B would result in fewer significant traffic impacts than with the Specific Plan. This alternative includes Laboratory/R&D uses instead of office uses, a smaller amount of retail uses, and no residential uses. This resulting mix of uses would generate approximately 45 to 65 percent fewer peak hour vehicle trips compared to the Specific Plan. This alternative would also generate different travel patterns than the Specific Plan due to the lack of residential uses that generate many outbound trips in the AM peak hour and inbound trips in the PM peak hour. In addition, Laboratory/R&D uses generate fewer vehicle trips than the commercial office uses proposed for the Specific Plan. Therefore, the traffic generated by this alternative would result in fewer significant traffic impacts to freeway mainline segments or intersections that would operate slightly over the threshold for acceptable operations than the Specific Plan.

5.5.3 Alternative SP-2: Less Intensive Buildout

Description

Alternative SP-2 (Less Intensive Buildout) would have development similar to the proposed Specific Plan, but reduced by about 20 percent, except for open space and active playfield uses, which would remain as proposed for the Specific Plan. As discussed in the analysis below, the 20 percent reduction in development substantially reduces the *degree* of many impacts identified for the Specific Plan. The land use plan for this alternative is the same as for the Specific Plan (Figure 3-5 in Chapter 3, *Project Description*).

**TABLE 5.5-3
ALTERNATIVE SP-2 (LESS INTENSIVE BUILDOUT) (20% REDUCTION)**

Land Use	Alternative Maximum Theoretical Buildout	Unit
Commercial Office	960,000	sf
Commercial Retail	32,000	sf
Residential	440	du
Active Playfields	3.2	acres
Low-Intensity Ancillary Uses	12,000 ^a	sf
Open Space (land and water)	39.2	Acres

^a Uses such as interpretative trail kiosks, temporary uses, snack shop, human-powered watercraft service/sales or nature center that would support water-related, open space, and/or recreational areas and activities, modeled as Commercial Retail for conservative trip generation purposes.

Aesthetics

Alternative SP-2 would result in similar less-than-significant aesthetics impacts (no mitigation required) as those identified with the Specific Plan. Beneficial effects would be similarly realized. Alternative SP-2 would result in the same character of development as the Specific Plan, simply less and lower-intensity. In particular, presuming the same building footprint used for the photosimulations prepared in this EIR for the Specific Plan, the maximum potential height for office development within the IH-2 district would be reduced from 8 stories to 7 (see Figure 4.1-4 in Section 4.1, *Aesthetics*). None of the development under this alternative would exceed the development intensity or building heights that would occur with the Specific Plan, therefore it would not result in greater effects regarding aesthetics.

Air Quality

Alternative SP-2 would result in similar less-than-significant (no mitigation required) air quality impacts as with the Specific Plan. This determination considers this alternative's total daily trips (10,110) compared to the Specific Plan's (12,310). However, this assessment also assumes that this alternative would maintain the same characteristics that substantially resulted in the less-than-significant impacts of the Specific Plan: incorporation of TCMs from the Clean Air Plan, and residential setbacks from U.S. 101 and GI uses. This alternative would develop 80 percent of the Specific Plan development, therefore it would also have slightly less construction activity, and therefore construction air quality impacts also would be reduced.

Biological Resources

Alternative SP-2 would result in similar less-than-significant (after mitigation) biological resources impacts as those identified with the Specific Plan. Like the Specific Plan, Alternative SP-2 would involve development in areas of existing sensitive habitat and wetlands, as well as improvements involving the conceptual in-water or near-water construction activities conservatively assumed with the Specific Plan.

Cultural Resources

Alternative SP-2 would result in the same less-than-significant (after mitigation) cultural resources impacts as those identified with the Specific Plan. Alternative SP-2 would involve the construction and excavation activities in the same area as for the Specific Plan, and would require the same standard mitigation measures to address potential human remains, archaeological and paleontological resource discovery. No historic resources exist that could be potentially affected.

Geology and Soils

Alternative SP-2 would result in the same less-than-significant (no mitigation required) geology and soils impacts as those identified with the Specific Plan. Alternative SP-2 would involve construction and earthmoving activities which would require adherence to regulatory requirements to ensure less-than-significant impacts. The alternative would be subject to the same geologic hazard conditions as the Specific Plan.

Greenhouse Gases

Alternative SP-2 would result in similar less-than-significant (no mitigation required) GHG emissions and plan consistency impacts as with the Specific Plan. This determination is based on this alternative's total daily trips (10,110) compared to the Specific Plan's (12,310), since mobile emissions (vehicle trips) are the most substantial emissions source. This determination also considers this alternative's service population (5,088) compared to the Specific Plan's (6,091), since the ratio of total emissions per persons onsite is reduced (improved) as service population increases. Taken together, compared to the Specific Plan, this alternative would have less total GHG emissions and would have slightly more total emissions per service population annually (estimated 4.0 compared to 3.8). The impact would remain less than significant

Hazards and Hazardous Materials

Alternative SP-2 would result in the same less-than-significant (after mitigation) hazards and hazardous materials impacts as identified with the Specific Plan. Alternative SP-2 would involve similar construction and earthmoving activities as proposed under the Specific Plan, including on areas where there may be hazardous conditions. This alternative would be subject to the same potential hazards risks and conditions, and would implement the same mitigation measures identified for the Specific Plan.

Hydrology and Water Quality

Alternative SP-2 would result in the same less-than-significant (no mitigation required) hydrology and water quality impacts as identified with the Specific Plan. Alternative SP-2 would involve construction and earthmoving activities that could alter drainage patterns in the same areas as the Specific Plan, and be subject to the same flood hazard conditions. Adherence to the same regulatory requirements would ensure less-than-significant impacts.

Land Use and Planning

Alternative SP-2 would result in the same less-than-significant (no mitigation required) land use and planning impacts identified with the Specific Plan. The beneficial effects of the Specific Plan would be realized with this alternative. Alternative SP-2 would develop the same land use characteristics as the Specific Plan, just to a lesser amount and scale. Plan and policy consistency, the change in land uses, and the relationship of development to the surrounding uses and community, would be the same as for the Specific Plan, therefore the related land use and planning impacts would be the same as with the Specific Plan.

Noise

Alternative SP-2 would result in similar less-than-significant (after mitigation) construction noise and noise compatibility impacts, and less-than-significant (no mitigation required) operational noise impacts as with the Specific Plan. This determination largely considers that this alternative's peak hour trips are 84 percent (AM peak hour) and 81 percent (PM peak hour) of the Specific Plan's AM/PM peak hour trips, which would generate slightly less traffic noise

than with the Specific Plan. This alternative would develop 80 percent of the Specific Plan development, therefore it would also have slightly less construction activity, and therefore construction noise impacts also would be reduced, but would implement the same construction mitigation measures. The alternative will involve residential uses, therefore the development could feasibly trigger the same noise compatibility impacts identified with the Specific Plan.

Population, Housing and Employment

Alternative SP-2 would result in similar less-than-significant (no mitigation required) impacts to population, housing, and employment as identified with the Specific Plan. Alternative SP-2 would generate less overall population growth (5,088 compared to 6,091) than the Specific Plan, and like the Plan, would not displace any people or housing or induce unanticipated growth.

Public Services and Recreation

Alternative SP-2 would result in similar less-than-significant (no mitigation required) impacts to public services and recreation as identified with the Specific Plan. Driven primarily by less development and population growth than with the Specific Plan, this alternative would generate less overall demand for police, fire and emergency services, schools, and parks and recreation uses than would occur with the Specific Plan. Less population would result with this alternative, so less use of existing recreation facilities would occur.

Utilities and Service Systems

Alternative SP-2 would result in similar less-than-significant (no mitigation required) impacts to utilities and service systems as identified with the Specific Plan. Driven primarily by less development and population growth than with the Specific Plan, this alternative would generate less overall demand for water and sewer than would occur with the Specific Plan.

Transportation and Circulation

Alternative SP-2 would result in similar traffic impacts as with the Specific Plan. This alternative includes about 80 percent of the Specific Plan's land uses and therefore would generate 15 to 20 percent fewer peak hour trips, but with similar trip assignment patterns. Based on a comparison of trip generation and resulting roadway volumes, and because many of the locations that would be adversely affected under the Specific Plan are currently substantially over-capacity, traffic impacts resulting from this alternative are expected to be similar to the Specific Plan.

5.5.4 Alternative SP-3: Maximum Floating Community

Description

Alternative SP-3 (Maximum Floating Community) would have development similar to the proposed Specific Plan, with expanded areas for Floating Community uses (live-aboard

watercraft). The Floating Community use would be a “conditional use” within Redwood Creek where such non-conforming uses (see below) currently exist. New Floating Community activities would not occur within the slough, nor could they occur within a certain distance from Highway 101 due to noise and air-quality setback requirements. It should be noted, however, that the California State Lands Commission has oversight of all Tidelands Trust property in the state. According to the Commission, private residential uses along Redwood Creek violate the terms of the City’s granting statutes and is inconsistent with Public Trust Doctrine because private residential uses are neither necessary to nor convenient for the promotion and accommodation of commerce, navigation, or any of the other permitted uses on Public Trust lands.² (CSLC, 2014). Due to the State Land Commissions direction, the current uses are considered non-conforming. Live-aboard uses along Redwood Creek analyzed in this alternative could only remain or be improved if there are changes to Public Trust Doctrine.

Alternative SP-3 also expands Floating Community activities and “Waterfront Dependent Development-2 (WD-2)” to the entire Ferrari property (this area is not subject to California State Lands Commission oversight). The proposed “Open Space Wetland (OS-W)” area would no longer occur on the Ferrari property, and the OS-W south of U.S. 101 would be smaller since the existing Floating Community activities (Docktown live-aboard watercraft) would remain as is, if there are changes to the Public Trust Doctrine as described above. The location of the new Floating Community conditional use within WD-2 and the continuation of existing Floating Community uses would be based on specific performance standards to minimize environmental effects. The land use plan for this alternative is shown in **Figure 5-3**.

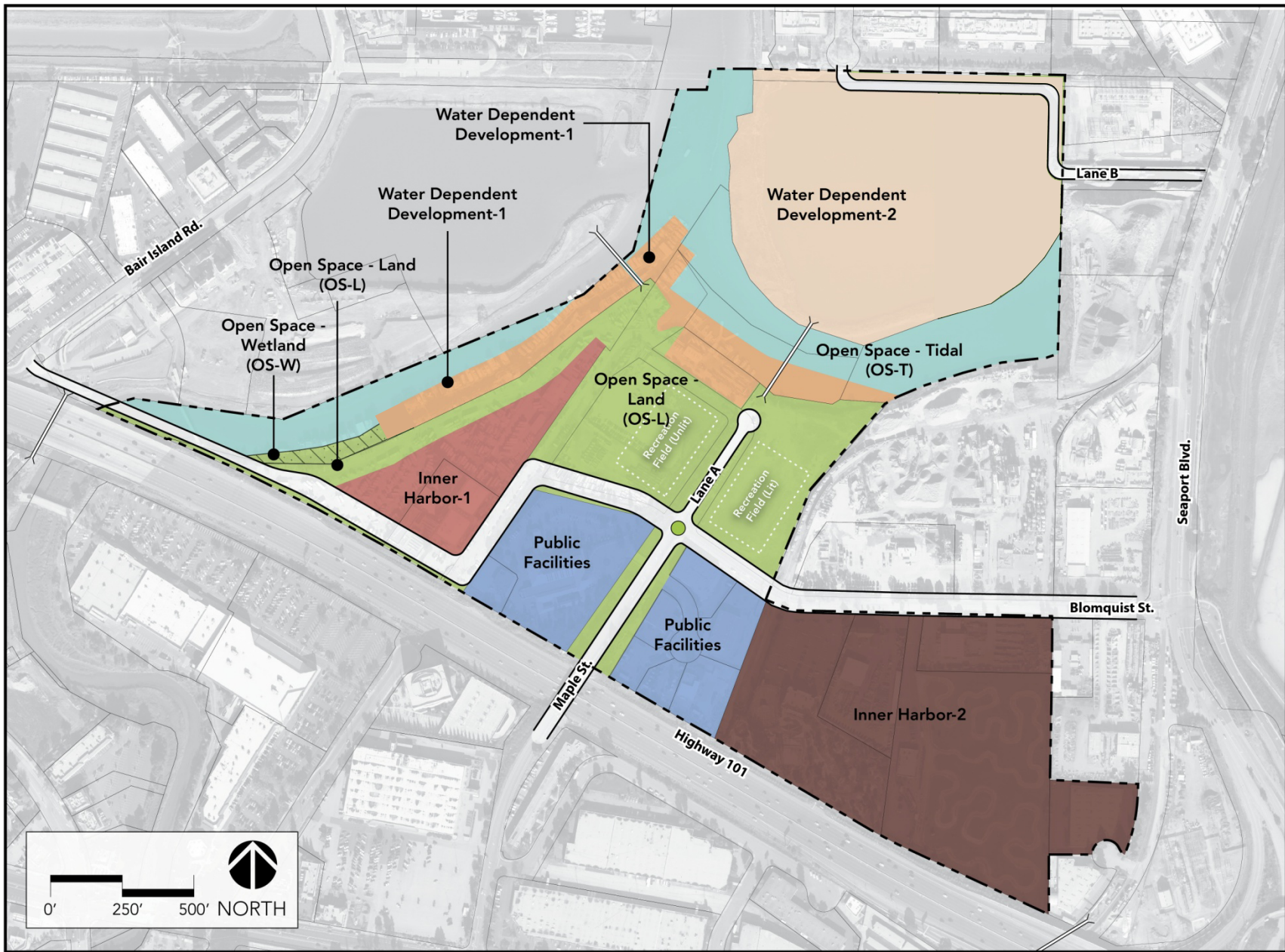
**TABLE 5.5-4
ALTERNATIVE SP-3 (MAXIMUM FLOATING COMMUNITY)**

Land Use	Alternative Maximum Theoretical Buildout	Unit
Commercial Office	1,200,000	sf
Commercial Retail	40,000	sf
Residential	640 ^a	du
Active Playfields	3.2	acres
Low-Intensity Ancillary Uses	12,000 ^b	sf
Open Space (land and water)	39.2	acres

^a Assumes up to 120 floating units on the entire Ferrari property and the up to 70 floating units where such uses currently exist on Redwood Creek. Up to 450 units landside still are assumed in IH-1 and/or IH-2.

^b Uses such as interpretative trail kiosks, temporary uses, snack shop, human-powered watercraft service/sales or nature center that would support water-related, open space, and/or recreational areas and activities, modeled as Commercial Retail for conservative trip generation purposes.

² As specified in California State Lands Commission (CSLC) correspondence to the City of Redwood City, dated August 7, 2014, permitted uses of lands which come under the jurisdiction of the Public Trust include commerce, navigation, fisheries, ecological habitat protection, water-oriented recreation and preservation of land in its natural condition.



SOURCE: MIG, 2015

Inner Harbor Specific Plan . 130467

Figure 5-3
Alternative SP-3 Maximum Floating Community

Aesthetics

Alternative SP-3 would result in similar less-than-significant aesthetics impacts (no mitigation required) as those identified with the Specific Plan. Beneficial effects would be similarly realized. Alternative SP-3 would result in the same character and scale of development as the Specific Plan. The primary difference from the Specific Plan is the development of more floating homes (liveaboards) development within the proposed WD-2 district (Ferrari Property) and along Redwood Creek. Therefore, the impacts regarding aesthetics would be similar to those with the Specific Plan.

Air Quality

Alternative SP-3 would result in similar less-than-significant (no mitigation required) air quality impacts as with the Specific Plan. This determination considers this alternative's total daily trips (12,588) compared to the Specific Plan's (12,310). However, this assessment also assumes that this alternative would maintain the same characteristics that substantially resulted in the less than significant impacts of the Specific Plan; incorporation of TCMs from the Clean Air Plan, and residential setbacks from U.S. 101 and GI. The only difference between this alternative and the Specific Plan is the development of approximately 110 more floating homes and 3,000 sq.ft. less square feet of low-intensity commercial uses. Therefore this alternative would also have about the same construction activity as with the Specific Plan, and therefore the same construction air quality impacts.

Biological Resources

Alternative SP-3 would result in similar less-than-significant (after mitigation) biological resources impacts as those identified with the Specific Plan. Alternative SP-3 would involve essentially the same development program as the Specific Plan, except with additional activity in the proposed WD-2 district. The development would occur in areas of existing sensitive habitat and wetlands, as well as improvements involving the conceptual in-water or near-water construction activities conservatively assumed with the Specific Plan.

Cultural Resources

Alternative SP-3 would result in the same less-than-significant (after mitigation) cultural resources impacts as those identified with the Specific Plan. Alternative SP-3 would involve construction and excavation activities as the Specific Plan (with slightly more in-water development in the WD-2 district), and would require the same standard mitigation measures to address potential human remains, archaeological and paleontological resource discovery. No historic resources exist that could be potentially affected.

Geology and Soils

Alternative SP-3 would result in the same less-than-significant (no mitigation required) geology and soils impacts as those identified with the Specific Plan. Alternative SP-3 would

involve construction and earthmoving activities which would require adherence to regulatory requirements to ensure less-than-significant impacts. The alternative would be subject to the same geologic hazard conditions as the Specific Plan.

Greenhouse Gases

Alternative SP-3 would result in similar less-than-significant (no mitigations required) GHG emissions and plan consistency impacts as with the Specific Plan. This determination is based on this alternative's total daily trips (12,588) compared to the Specific Plan's (12,310), since mobile emissions (vehicle trips) are the most substantial emissions source for total annual emissions. Total daily trips with this alternative are essentially the same as those with the Specific Plan, however this alternative would have slightly more population growth (6,241 compared to 6,091), which means ratio of total annual emissions per persons onsite is reduced (improved) compared to the Specific Plan. Taken together, compared to the Specific Plan, this alternative would have slightly more total GHG emissions and would have slightly less total emissions per service population annually (estimated 3.7 compared to 3.8). The impact would remain less than significant.

Hazards and Hazardous Materials

Alternative SP-3 would result in the same less-than-significant (after mitigation) hazards and hazardous materials impacts as identified with the Specific Plan. Alternative SP-3 would involve slightly less construction and earthmoving activities than with the Specific Plan, including on areas where there may be hazards risks and hazardous conditions. This alternative would implement the same mitigation measures identified for the Specific Plan.

Hydrology and Water Quality

Alternative SP-3 would result in the same less-than-significant (no mitigation required) hydrology and water quality impacts as identified with the Specific Plan. Alternative SP-3 would involve construction and earthmoving activities that could alter drainage patterns in the same areas as the Specific Plan, and be subject to the same flood hazard conditions. Adherence to the same regulatory requirements would ensure less-than-significant impacts.

Land Use and Planning

Alternative SP-3 would result in the same less-than-significant (no mitigation required) land use and planning impacts identified with the Specific Plan. The beneficial effects of the Specific Plan would be realized with this alternative. Alternative SP-3 would develop the same land use characteristics as the Specific Plan. Plan and policy consistency, the change in land use pattern, and the relationship of development to the surrounding uses and community, would be the same as for the Specific Plan, and therefore the related land use and planning impacts would be the same as with the Specific Plan.

Noise

Alternative SP-3 would result in the same less-than-significant (after mitigation) construction noise and noise compatibility impacts, and less-than-significant (no mitigation required) operational noise impacts as with the Specific Plan. This determination largely considers that this alternative's peak hour trips are 102 percent (AM peak hour) and 101 percent (PM peak hour) of the Specific Plan's AM/PM peak hour trips, which would generate about the same traffic noise than with the Specific Plan. The only difference between this alternative and the Specific Plan is the development of approximately 110 more floating homes and 3,000 sq.ft. less floor area of low-intensity commercial uses, therefore it would have about the same construction noise impacts as the Specific Plan and would implement the same construction mitigation measures. Like the Specific Plan, this alternative will involve residential uses, therefore the development could feasibly trigger the same noise compatibility impacts identified with the Specific Plan.

Population, Housing and Employment

Alternative SP-3 would result in similar less-than-significant (no mitigation required) impacts to population, housing, and employment as identified with the Specific Plan. Alternative SP-3 would generate slightly more overall population growth (6,241 compared to 6,091) than the Specific Plan, and like the Plan, would not displace any people or housing or induce unanticipated growth.

Public Services and Recreation

Alternative SP-3 would result in similar less-than-significant (no mitigation required) impacts to public services and recreation as identified with the Specific Plan. Driven primarily by slightly more development and population growth than with the Specific Plan, this alternative would generate slightly more overall demand for police, fire and emergency services, schools, and parks and recreation uses than would occur with the Specific.

Utilities and Service Systems

Alternative SP-3 would result in similar less-than-significant (no mitigation required) impacts to utilities and service systems as identified with the Specific Plan. Driven primarily by slightly more development and growth than with the Specific Plan, this alternative would generate slightly more overall demand for utilities and service systems than would occur with the Specific Plan.

Transportation and Circulation

Alternative SP-3 would result in similar traffic impacts as with the Specific Plan. This alternative would eliminate some retail uses to develop more housing, resulting in peak hour external vehicle trip generation that is nearly identical to the Specific Plan. While the trip assignment patterns would vary due to the change from retail to housing uses, the overall added traffic volumes would be similar to the Specific Plan, and impacts with this alternative would be similar to those of the Specific Plan.

5.5.5 Alternative SP-4: Expanded Commercial Office

Description

Alternative SP-4 (Expanded Commercial Office) would have development similar to the proposed Specific Plan, but would be more intensive with more commercial office use and slightly fewer residential units. Specifically, compared to the Specific Plan, this alternative would develop an additional 100,000 square feet of commercial office use, but no residential use, within the proposed IH-2 district.³ Also, Alternative SP-4 would expand the Specific Plan Area to include approximately three additional acres of land adjacent to the IH-2 district proposed by the Specific Plan. The land use plan for this alternative is shown in **Figure 5-4**.

**TABLE 5.5-5
ALTERNATIVE SP-4 (EXPANDED COMMERCIAL OFFICE)**

Land Use	Alternative Maximum Theoretical Buildout	Unit
Commercial Office	1,500,000	sf
Commercial Retail	40,000	sf
Residential	470 ^a	du
Active Playfields	3.2	acres
Low-Intensity Ancillary Uses	15,000 ^b	sf
Open Space (land and water)	39.2	Acres

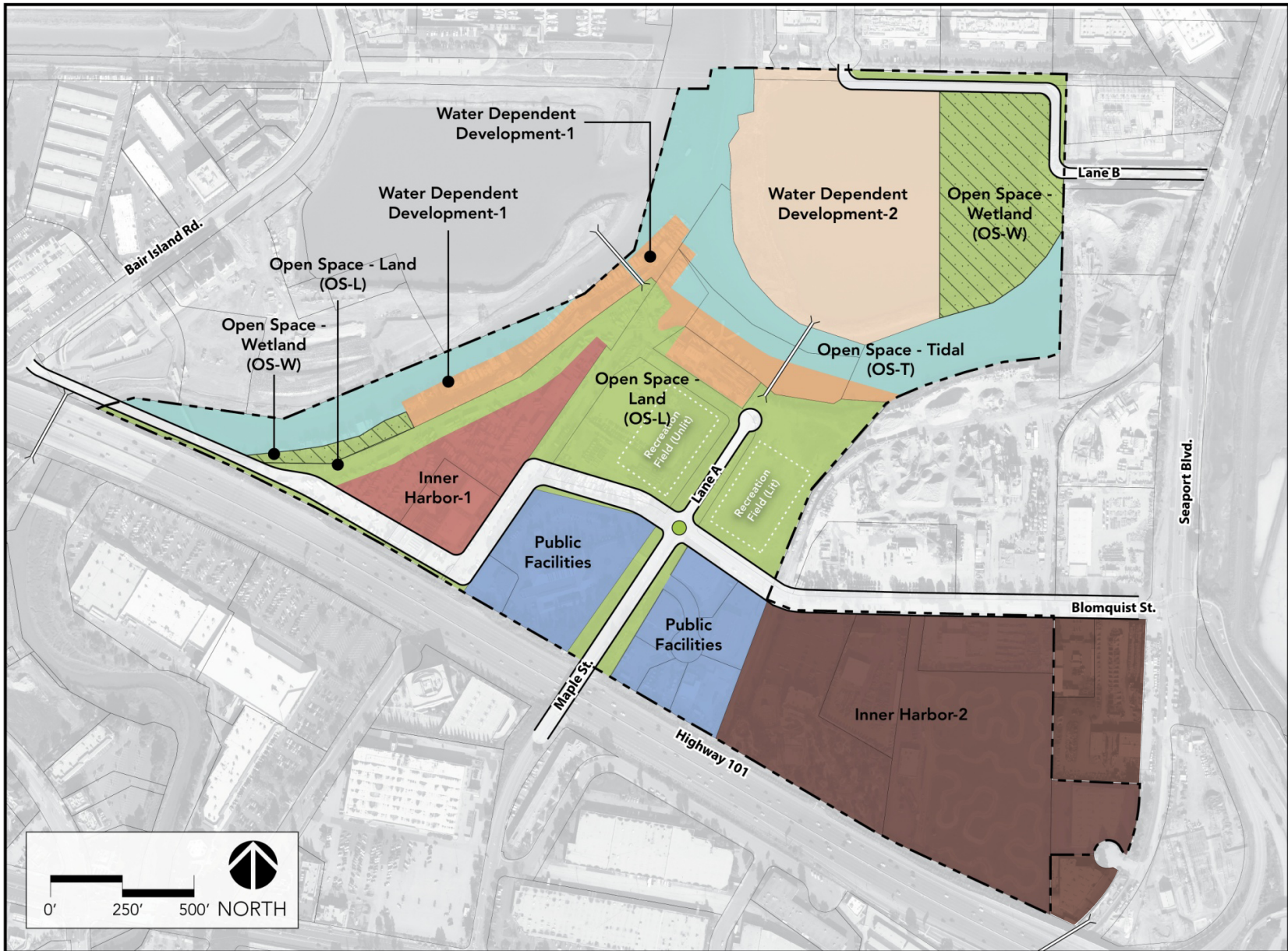
^a Assumes up to 100 units in a new Floating Community on Ferrari property, and up to 370 units that could occur within IH-1.

^b Uses such as interpretative trail kiosks, temporary uses, snack shop, human-powered watercraft service/sales or nature center that would support water-related, open space, and/or recreational areas and activities, modeled as Commercial Retail for conservative trip generation purposes.

Aesthetics

Alternative SP-4 would result in similar less-than-significant aesthetics impacts (no mitigation required) as those identified with the Specific Plan. Beneficial effects would be similarly realized. Alternative SP-4 would result in the same character and scale of development as the Specific Plan. The only physical change with this alternative compared to the Specific Plan is the addition of land parcels; the additional commercial office floor area would not necessarily increase the height of the buildings that would occur within IH-2 under the Specific Plan. Therefore, the impacts regarding aesthetics would be similar to those with the Specific Plan.

³ As indicated in Footnote “a” in Table 5-1.HV, the impact analysis in this EIR conservatively applies 1,400,000 square feet of commercial office use for the Harbor View project. Therefore the effects disclosed in Chapter 4 of this EIR for the Harbor View project already capture the potential impacts in the proposed IH-2 district under this alternative; the remainder of the Specific Plan development would not change under this alternative.



SOURCE: ESA, 2013; MIG, 2015

Inner Harbor Specific Plan . 130467

Figure 5-4
Alternative SP-4 - Expanded Commercial Office

Air Quality

Alternative SP-4 would result in similar less-than-significant (no mitigations required) air quality impacts as with the Specific Plan. This determination considers this alternative's total daily trips (13,431) compared to the Specific Plan's (12,310). However, this assessment also assumes that this alternative would maintain the same characteristics that substantially resulted in the less than significant impacts of the Specific Plan; incorporation of TCMs from the Clean Air Plan, and residential setbacks from U.S. 101 and General Industrial (GI). This alternative would have more construction activity based on the difference in total building square footage under the Specific Plan (1.6 msf + 470 du compared to 1.26 msf + 550 du), therefore this alternative would also be slightly more construction activity with slightly increased construction air quality impacts.

Biological Resources

Alternative SP-4 would result in similar less-than-significant (after mitigation) biological resources impacts as those identified with the Specific Plan. Alternative SP-4 would involve essentially the same development program as the Specific Plan, except with additional area and development in the proposed IH-2 district. Development would continue to occur in areas of existing sensitive habitat and wetlands, as would improvements involving the conceptual in-water or near-water construction activities conservatively assumed with the Specific Plan.

Cultural Resources

Alternative SP-4 would result in the same less-than-significant (after mitigation) cultural resources impacts as those identified with the Specific Plan. Alternative SP-4 would involve the same construction and excavation activities as for the Specific Plan, and would require standard mitigation measures to address potential human remains, archaeological and paleontological resource discovery. No historic resources exist that could be potentially affected.

Geology and Soils

Alternative SP-4 would result in the same less-than-significant (no mitigation required) geology and soils impacts as those identified with the Specific Plan. Alternative SP-4 would involve construction and earthmoving activities which would require adherence to regulatory requirements to ensure less-than-significant impacts. The alternative would be subject to the same geologic hazard conditions as the Specific Plan.

Greenhouse Gases

Alternative SP-4 would result in similar less-than-significant (no mitigations required) GHG emissions impacts as with the Specific Plan. This determination is based on this alternative's total daily trips (13,431) compared to the Specific Plan's (12,310), since mobile emissions (vehicle trips) are the most substantial emissions source for total annual emissions. Total daily trips with this alternative are slightly more than with the Specific Plan, however this alternative would have slightly more population growth (7,095 compared to 6,091), which means ratio of

total annual emissions per persons onsite is reduced (improved) compared to the Specific Plan. Taken together, compared to the Specific Plan, this alternative would have slightly more total GHG emissions and would have slightly less total emissions per service population annually (estimated 3.4 compared to 3.8). The impact would remain less than significant.

Hazards and Hazardous Materials

Alternative SP-4 would result in the same less-than-significant (after mitigation) hazards and hazardous materials impacts as identified with the Specific Plan. Alternative SP-4 would involve slightly more construction and earthmoving activities than with the Specific Plan, including on areas where there may be hazards risks and hazardous conditions. This alternative would implement the same mitigation measures identified as the Specific Plan.

Hydrology and Water Quality

Alternative SP-4 would result in the same less-than-significant (no mitigation required) hydrology and water quality impacts as identified with the Specific Plan. Alternative SP-4 would involve construction and earthmoving activities that could alter drainage patterns in the same areas as the Specific Plan, and be subject to the same flood hazard conditions. Adherence to the same regulatory requirements would ensure less-than-significant impacts.

Land Use and Planning

Alternative SP-4 would result in the same less-than-significant (no mitigation required) land use and planning impacts identified with the Specific Plan. The beneficial effects of the Specific Plan would be realized with this alternative. Alternative SP-4 would develop the same land use characteristics as the Specific Plan, and would have a slightly increased land area and development in an expanded IH-2 district. Plan and policy consistency, the change in land use pattern, and the relationship of development to the surrounding uses and community, would be the same as for the Specific Plan. Therefore the related land use and planning impacts would be the same as with the Specific Plan

Noise

Alternative SP-4 would result in similar less-than-significant (after mitigation) construction noise and noise compatibility impacts, and less-than-significant (no mitigation required) operational noise impacts as with the Specific Plan. This determination largely considers that this alternative's peak hour trips are 117 percent (AM peak hour) and 103 percent (PM peak hour) of the Specific Plan's AM/PM peak hour trips, which would generate slightly more traffic noise than with the Specific Plan, particularly in the AM peak hour. Also, this alternative would have slightly more construction activity based on the difference in total building area under the Specific Plan (1.6 msf + 470 du compared to 1.26 msf + 550 du), and would therefore generate slightly more construction air quality impacts. Like the Specific Plan, this alternative will involve residential uses, and therefore the development could feasibly trigger the same noise compatibility impacts identified with the Specific Plan.

Population, Housing and Employment

Alternative SP-4 would result in similar less-than-significant (no mitigation required) impacts to population, housing, and employment as identified with the Specific Plan. Alternative SP-4 would generate more overall population growth (7,095 compared to 6,091) than the Specific Plan, and like the Plan, would not displace any people or housing or induce unanticipated growth.

Public Services and Recreation

Alternative SP-4 would result in similar less-than-significant (no mitigation required) impacts to public services and recreation as identified with the Specific Plan. Driven primarily by more development and population growth than with the Specific Plan, this alternative would generate more overall demand for police, fire and emergency services, schools, and parks and recreation facilities than would occur with the Specific Plan.

Utilities and Service Systems

Alternative SP-4 would result in similar less-than-significant (no mitigation required) impacts to utilities and service systems as identified with the Specific Plan. Driven primarily by more development and population growth than the Specific Plan, this alternative would generate more overall demand for utilities and service systems than would occur with the Specific Plan. Also, slightly more development and land area could generate more stormwater drainage and a need for expanded facilities.

Transportation and Circulation

Alternative SP-4 would result in greater traffic impacts than with the Specific Plan. This alternative would develop the site with 25 percent more office space, resulting in a 10 to 20 percent increase in traffic. The trip assignment patterns would be the same as with the Specific Plan, as the land use pattern will not change. The overall added traffic volumes would be approximately 117 percent of the AM and PM peak hour trips with the Specific Plan. With overall increases in traffic with this alternative (and no change in trip distribution or internalization), this alternative would not improve conditions at any intersections impacted with the Specific Plan.

5.5.6 Alternative SP-5: Alternative Site

Section 15126.6 of the CEQA Guidelines indicates that the EIR evaluation of alternatives may include alternatives to a project's proposed location. CEQA Guidelines section 15126.6(f)(2)(A) states, "[T]he key question and first step in the analysis is whether any of the significant effects of the project would be avoided or substantially lessened by putting the project in another location. Only locations that would avoid or substantially lessen any of the significant effects of the project need to be considered for inclusion in the EIR." Section 5.5.2 of this chapter lists the significant and unavoidable impacts of the Specific Plan.

CEQA Guidelines section 15126(f)(2) indicates that alternatives that are remote or speculative, or the effects of which cannot be reasonably predicted, need not be considered. As discussed below, an alternative that locates the Inner Harbor Specific Plan at an alternative site location while attaining most of the Specific Plan objectives (listed in 5.2.1, above), is not only remote or speculatively, but infeasible.

Description

Table 5.5-6 shows the land use program for Alternative SP-5: Alternative Site Location, which is the same maximum theoretical buildout as described for the Specific Plan, provided below for convenient reference.

**TABLE 5.5-6
ALTERNATIVE SP-5 (ALTERNATIVE SITE LOCATION)**

Land Use	Alternative Maximum Theoretical Buildout	Unit
Commercial Office	1,200,000	sf
Commercial Retail	40,000	sf
Residential	550	du
Active Playfields	3.2	acres
Low-Intensity Ancillary Uses	15,000 ^a	sf
Open Space (land and water)	39.2	acres

^a Uses such as interpretative trail kiosks, temporary uses, snack shop, human-powered watercraft service/sales or nature center that would support water-related, open space, and/or recreational areas and activities, modeled as Commercial Retail for conservative trip generation purposes.

The Redwood City General Plan identifies the “Redwood Creek/Harbor Center” neighborhood where a master plan (e.g., the Inner Harbor Specific Plan) is to be developed. Specifically, “Redwood City seeks to facilitate a new center that embraces the water features... [that] will link Downtown, Redwood Creek, and the harbor area.” The City has prepared the proposed Specific Plan in line with the vision provided in the General Plan that focuses on a water front neighborhood with direct connection to Downtown, new opportunities for recreational diversity, bay-oriented recreation.

The General Plan is explicit about preparation of a master plan for this area, therefore any alternative location would be directly in conflict with the fundamental goal of the General Plan and the Specific Plan vision and objectives. Moreover, a viable alternative location for the Specific Plan must be of adequate size (approximately 75 acres of developable land area), have a waterfront character with land opportunities for expansive open space and recreation, and be located adjacent to Redwood Creek with direct connection and proximity to Downtown. No such location of adequate size and general character is available within Redwood City is a factor that weighs against the feasibility of an off-site alternative.

Theoretically, development of the maximum theoretical buildout, and developed at a similar scale within the City or its surroundings, would likely result in similar or greater impacts on other

neighborhoods. Inner Harbor is bound by U.S. Highway 101, Redwood Creek, and a mix of light industrial, heavy industrial, public facilities and construction-related commercial uses; it is a well-defined area. Other areas could also potentially have historical resources not affected by the Specific Plan in its current location.

It is reasonable that development of the Specific Plan elsewhere would result in similar or greater traffic impacts on the roadway network. Also, similar impacts on utilities and public services could result, potentially with the need for fewer new or extended utility lines. In addition, alternative sites would likely be infill sites where existing or potential historic resources could also exist.

For the reasons described above, the possibility of developing the Specific Plan on an alternative site that would avoid or substantially lessen potentially significant environmental impacts identified in this EIR, while attaining most of the Specific Plan's objectives, is remote. Therefore, the City is not forwarding the above consideration of the off-site location alternative for further evaluation in this EIR.

5.5.7 Environmentally Superior Alternative to the Specific Plan

CEQA Guidelines require that the EIR identify an environmentally superior alternative (CEQA Guidelines, Section 15126.6), which is the CEQA alternative that reduces or avoids the environmental impacts identified for adoption and development under the Specific Plan to the greatest extent. The evaluation below first considers the extent to which each of the CEQA alternatives reduces or avoids the significant and unavoidable impacts identified with the Specific Plan. The extent to which an alternative reduces or avoids less-than-significant impacts identified with the Specific Plan is also considered, balanced by consideration of the extent to which the impact affects the physical environment. The Specific Plan results in significant and unavoidable traffic impacts only.

Table 5.5-7 shows the comparison of the impacts for the Specific Plan and each of its alternatives.

**FIGURE TABLE 5.5-7
IMPACT COMPARISON OF THE SPECIFIC PLAN ALTERNATIVES**

(Subcategories of CEQA topics shown only where necessary to show substantial difference in impacts)	Proposed Inner Harbor Specific Plan^a	SP-1A: No Project - General Plan Growth	SP-1B: No Project - Zoning Growth	SP-2: Less Intensive Buildout (20% Reduction)	SP-3: Maximum Floating Community	SP-4: Expanded Commercial Office	SP-5: Alternative Site Location
Aesthetics	LS	LS↓	LS	LS	LS	LS	LS
Air Quality							
<i>Construction</i>	LS	LS	LS	LS	LS	LS↑	LS
<i>Operations</i>	LS	LS↑	LS↓	LS↓	LS	LS↑	LS
Biological Resources	LSM	LSM↓	LSM↓	LSM	LSM	LSM	LSM
Cultural Resources	LSM	LSM	LSM	LSM	LSM	LSM	LSM
Geology and Soils	LS	LS	LS	LS	LS	LS	LS
Greenhouse Gases	LS	SU	LS	LS	LS	LS	LS
Hazards and Hazardous Materials	LSM	LSM	LSM	LSM	LSM	LSM	LSM
Hydrology and Water Quality	LS	LS	LS	LS	LS	LS	LS
Land Use and Planning	LS	LS	LS	LS	LS	LS	LS
Noise							
<i>Construction</i>	LSM	LSM	LSM	LSM	LSM	LSM	LSM
<i>Operations (mobile)</i>	LS	LS	LS↓	LS↓	LS	LS↑	LS
<i>Land use compatibility</i>	LSM	LSM	LS	LSM	LSM	LSM	LSM
Population, Housing and Employment	LS	LS	LS	LS	LS	LS	LS
Public Services and Recreation	LS	LS↓	LS↓	LS↓	LS	LS	LS
Utilities and Service Systems	LS	LS↓	LS↓	LS↓	LS	LS↑	LS
Transportation and Circulation	SU	SU	SU↓^b	SU↓	SU	SU	SU

^a Impact shown for most severe impact under each environmental topic.

^b Some SU impacted intersections/mainlines avoided, with others still remaining SU.

N No Impact

LS Less than significant; no mitigation required

LSM Less than significant impact after mitigation

SU Significant and Unavoidable after mitigation

↑↓ Impact is more severe or less severe than project impact, after mitigation, but with no change in impact determination

Shading indicates change from impact identified with the project.

No Project Specific Plan Alternatives

Alternative SP-1B (No Project / Zoning Growth) would have the least amount of total development relative to the Specific Plan (1.0 msf + 440 du compared to 1.26 msf + 550 du), with predominate land uses being Laboratory/R&D and related office, as is consistent with the existing zoning in the area. As a result, Alternative SP-1B would generate substantially fewer AM/PM peak hour and daily vehicle trips by about one half the amount of the Specific Plan, and would generate less population and employment growth than the Specific Plan (and each of the other alternatives) (see Table 5-1.SP in Section 5.3, *Alternatives Selected for Consideration*). As represented in Table 5.5-7 below, this would **reduce** the effects regarding most quantifiable topics (construction and operational air quality, GHG emissions, construction and operational noise, and the demand for public services, recreation, and utilities). Moreover, Alternative SP-1B would **avoid** the less-than-significant (after mitigation) noise compatibility because it does not propose residential or other sensitive receptors that could be adversely affected by existing adjacent industrial uses and U.S. Highway 101. Regarding traffic, although no existing significant and unavoidable impacts would be avoided given the poor existing operations, as discussed in Section 5.5.2 (under *Transportation*), Alternative SP-1B would result in **fewer** significant traffic impacts to freeway mainline segments or intersections that would operate slightly over the threshold for acceptable operations than the Specific Plan.

It is worth noting that **Alternative SP-1A (No Project / General Plan Growth)** would also result in a number of effects being **reduced** compared to the Specific Plan, but would also generate **increased** effects regarding operational air quality (due to greater daily vehicle trips). It would also result in **new** significant GHG emissions impacts (due primarily to substantially reduced service population paired with the lower total development) compared to the Specific Plan. (See Table 5.5-7.)

Environmentally Superior Specific Plan Alternative

The CEQA Guidelines (section 15126[e][2]) stipulate, "If the environmentally superior alternative is the 'no project' alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives." **Alternative SP-2 (Less Intensive Buildout)** is the environmentally superior alternative that is not a 'no project' scenario. As discussed in Section 5.5.3 and shown in Table 5-1.SP, Alternative SP-2 would reduce the Specific Plan's maximum theoretical buildout by 80 percent (1.0 msf + 440 du compared to 1.26 msf + 550 du) and would generate less population and employment growth than the Specific Plan (and each of the other development alternatives). As represented in Table 5.5-7, Alternative SP-2 would thereby **reduce** the effect of most of the quantifiable topics mentioned above (for Alternative SP-1B, No Project / Zoning Growth) compared to those identified for the Specific Plan.

Regarding the significant and unavoidable traffic impacts, Alternative SP-2 would generate 15 to 20 percent fewer peak hour trips, but as with Alternative SP-1B, the **reduction would not avoid** any significant and unavoidable impacts identified with the Specific Plan because many of the locations that would be adversely affected under the Specific Plan are currently substantially

over-capacity, and even the fewest new trips would result in significant impacts. Further, Alternative SP-2 would align with the Specific Plan objectives, although not to a lesser extent by not fully realizing the development potential of the Plan Area.

Alternative SP-3 (Maximum Floating Community) would result in nearly the same development as the Specific Plan (see Table 5-1.SP), and would not have the reduced effects that would occur with the environmentally superior Alternative SP-2 (discussed above). It would, however, fully meet the Specific Plan objectives by providing additional opportunities for non-traditional housing (floating homes/liveboards) in the Plan Area, making Alternative SP-3 more aligned with the Specific Plan than the environmentally superior Alternative SP-2.

Each of the other development alternatives to the Specific Plan would result in relatively increased and/or similar development and impacts, specifically **Alternative SP-4 (Expanded Commercial Office)** and **Alternative SP-5 (Alternative Site Location)**, respectively. Both of these alternatives would also still result in potentially greater or the same traffic impacts than those with the Specific Plan and most of the other alternatives (see Table 5.5-7).

In summary, **Alternative SP-2 Less Intensive Buildout** is the environmentally superior alternative that would most *reduce* the degree of the effects of operational air quality, total GHG emissions, operational noise, and the demand for public services, recreational facilities, and utilities and service systems. It would also substantially *reduce* the potentially significant traffic impacts identified with development under the Specific Plan in this EIR, while attaining most of the Specific Plan's objectives.

5.5.8 Specific Plan Alternatives Considered but Not Analyzed Further in the EIR

CEQA Guidelines Section 15126.6 sets forth several requirements regarding the consideration of alternatives in an EIR. Section 15126.6(a) and related case law hold that alternatives that are not reasonable or that are infeasible need not be discussed at length; alternatives that do not offer substantial environmental advantages over the project can be rejected from consideration; and alternatives that do not accomplish most of the basic objectives of the project can be excluded from detailed analysis. As discussed above in Section 5.3, *Alternatives Selected for Consideration*, a range of alternatives was selected for analysis in this EIR that consider lesser and greater densities and alternative land uses mixes. The set of alternatives to the Specific Plan analyzed in this chapter are considered by the City to satisfy a "reasonable range" of alternatives to the Specific Plan. No additional alternatives are considered in this EIR (CEQA Guidelines Section 15126.6[a]).⁴

⁴ CEQA Guidelines section 15126.6(c) explains that alternatives may be eliminated from detailed consideration in the EIR if they fail to meet most of the basic project objectives, are infeasible, or do not avoid any significant environmental effects. CEQA Guidelines section 15126.6(f) indicates that the Lead Agency should consider site suitability, economic viability, availability of infrastructure, general plan consistency, other regulatory limitation, jurisdictional boundaries, and the proponents control over alternative sites in determining the range of alternatives to be evaluated in an EIR.

5.6 Comparative Analysis of Harbor View Project Alternatives

5.6.1 Alternative HV-1A: No Project- General Plan Growth

Description

Alternative HV-1A (No Project – General Plan Growth) reflects a development scenario that could likely occur on the Harbor View project site (which is largely the proposed IH-2 district), through the natural course of growth under the existing General Plan. Development on the project site under the existing General Plan would be approximately 704,365 square feet of low-intensity industrial uses (see Table 5.1-HV in Section 5.3, *Alternatives Selected for Consideration*.)

**TABLE 5.6-1
ALTERNATIVE HV-1A (NO PROJECT – GENERAL PLAN GROWTH)**

Land Use	Buildout	Unit
Low-Intensity Industrial	704,365	sf

Aesthetics

Alternative HV-1A would result in similar less-than-significant (no mitigation required) aesthetics impacts compared to those identified with the Harbor View Project. Development under this alternative would be one or more low-rise (3 stories) industrial building(s), compared to up to nine stories with the project. As a result, the aesthetics effects of this alternative would be substantially less than those with the Harbor View project. While more subjective, this alternative would not necessarily adversely affect the existing visual character or quality of the area, which is currently a mix of light and heavy industrial, and office and port-related activity near the project site.

Air Quality

Alternative HV-1A would substantially reduce, and likely avoid, the significant and unavoidable (with mitigation) construction and operational air quality impacts identified with the Harbor View Project. This determination considers that this alternative would construct about 50 percent of the project’s square footage (704 ksf compared to 1.25 msf or the 1.4 msf conservatively analyzed throughout this EIR). This would result in substantially less construction activity, and the lower resulting emissions could avoid the project’s significant construction NOx emissions which exceed the significance threshold (106.8 compared to 54 pounds; see Table 4.2-4 in Section 4.2, *Air Quality*, in Chapter 4 of this EIR).

This alternative would also result in about half the number of the total daily trips generated by the project (4,713 compared to 9,171). This reduction could reduce operational NOx emissions by approximately 50 percent, which could avoid the significant operational NOx emissions that occur with the project (107.3 pounds compared to the significance threshold of 54 pounds; see

Table 4.2-5 in Section 4.2, *Air Quality*, of this EIR) . Moreover, it could likely avoid the significant and unavoidable operational exceedance of ROG and PM10, which exceed the respective thresholds by about 60 percent (see Table 4.2-5 in Section 4.2, *Air Quality*, of this EIR).

Biological Resources

Alternative HV-1A would result in the same less-than-significant (after mitigation) biological resources impacts as those identified with the Harbor View Project. Alternative HV-1A would involve much less development than the project, however, the project site is not located in proximity to any areas of existing sensitive habitat or wetlands, and would not involve construction or operations near these areas. The alternative would comply with the City's Tree Protection Ordinance for any trees that may be removed or replaced.

Cultural Resources

Alternative HV-1A would result in the same less-than-significant (after mitigation) cultural resources impacts as those identified with the Harbor View Project. Alternative HV-1A would involve construction and excavation activities, which would require standard mitigation measures to address potential resource discovery of archaeological and paleontological resources and human remains.

Geology and Soils

Alternative HV-1A would result in the same less-than-significant (no mitigation required) geology and soils impacts as those identified with the Harbor View Project. Alternative HV-1A would involve construction and earthmoving activities which would require adherence to regulatory requirements to ensure less-than-significant impacts. The alternative would be subject to the same geologic hazard conditions as the project.

Greenhouse Gases

Alternative HV-1A would result in new, significant GHG emissions and plan consistency impacts compared to the less-than-significant impacts with the Harbor View Project. This determination is based on this alternative's total daily trips (4,713) compared to the project's trips (9,171), since mobile emissions (vehicle trips) are the most substantial emissions source. This determination also considers this alternative's lower service population associated with the light industrial use (1,739) compared to the project's commercial office use (5,600), since the ratio of total emissions per persons onsite is reduced (improved) as service population increases. .

Considering the reduction in total daily trips, this alternative would have lower total GHG emissions compared to the project (estimated 15,748 compared to 23,455 MT CO₂e), although still more than the significance threshold of 1,100 MT of CO₂e annually. Also, this alternative would have higher total annual GHG emissions per service population (15,748 divided by 1,739) compared to the project (estimated 9.1 compared to 4.2 MT of CO₂e), which would exceed the

applicable significance threshold of 4.6 MT of CO₂e per service population annually (see Table 4.6-4 in Section 4.6, *Greenhouse Gas Emissions and Energy*, in Chapter 4 of this EIR).

As a result this alternative would have a new significant impact because it would exceed both of the significance thresholds (total and annual service population); the Harbor View project would only exceed the 1,100 MT of CO₂e annually for total emissions. The impact with this alternative is presumably unavoidable since any viable reduction in vehicle trips through use of TDM would not reduce total emissions to below the total emissions threshold; a larger project or change of use to one with a higher employee-per-square-foot ratio could effectively lower the per capita ratio. Further, because the impact would be significant, this alternative is also conservatively considered in conflict with regulatory plans adopted for the purpose of reducing GHG emissions.

Hazards and Hazardous Materials

Alternative HV-1A would result in the same less-than-significant (after mitigation) hazards and hazardous materials impacts as identified with the Harbor View Project. Alternative HV-1A would involve notably less construction and earthmoving activity than with the project, including on areas where there may be hazardous conditions. The alternative would be subject to the same potential hazards risk and conditions as the project.

Hydrology and Water Quality

Alternative HV-1A would result in the same less-than-significant (no mitigation required) hydrology and water quality impacts as identified with the Harbor View Project. Alternative HV-1A would involve construction and earthmoving activities that could alter drainage patterns in the same areas as the Specific Plan, and be subject to the same flood hazard conditions as the project. Adherence to the same regulatory requirements would ensure less-than-significant impacts.

Land Use and Planning

Alternative HV-1A would result in the same less-than-significant (no mitigation required) land use and planning impacts identified with the Harbor View Project. Alternative HV-1A proposes development consistent with the General Plan, which would develop light industrial use consistent with nearby land uses. The alternative is not considered to pose any substantial conflict with other existing land use plans or policies, even with the General Plan's vision for the Inner Harbor Area as a mixed use waterfront destination for new residents and visitors. Light industrial use would be appropriate in the eastern part of Inner Harbor, consistent with rail, truck, Port, building supply and concrete processing (Graniterock) activities and uses also supported by the General Plan.

Noise

Alternative HV-1A would reduce the less-than-significant (no mitigation required) construction and operational noise impacts identified with the Harbor View Project. This determination largely considers that this alternative's peak hour trips are substantially less than

those of the project (629/663 compared to 1,517/1,531 AM/PM peak hours), which would generate less traffic noise than with the Harbor View project. The proposed use is not presumed to be a new noise generator itself. Construction would be substantially less with the 704 ksf light industrial uses, and activities would be required to adhere to standard construction noise regulations and practices.

Population, Housing and Employment

Alternative HV-1A would result in similar less-than-significant (no mitigation required) impacts to population, housing, and employment as identified with the Harbor View Project.

The project site is the same as with this alternative and the project, so no displacement of housing or people would occur. Overall growth with this alternative would be associated with the new light industrial use and be notably less than with the projects. Also, no aspect of this alternative would suggest resulting undue growth associated with infrastructure improvements.

Public Services and Recreation

Alternative HV-1A would result in reduced less-than-significant (no mitigation required) impacts to public services and recreation as identified with the Harbor View Project. As previously discussed for this alternative, there would be substantially less development and onsite population to demand services of police, fire and emergency services, schools, and parks and recreation uses. The same open space area would be provided compared to the project.

Utilities and Service Systems

Alternative HV-1A would result in similar less-than-significant (no mitigation required) impacts to utilities and service systems as identified with the Harbor View Project. Driven primarily by development and growth onsite, impacts under this alternative would generate less overall demand for water and sewer than identified for the project. Demand for stormwater drainage facilities would also be less than with the project, but the same regulatory compliance regarding water quality and drainage effects will apply. The mitigation measure regarding mitigating fees for wastewater facilities would also continue to apply.

Transportation and Circulation

Alternative HV-1A would result in reduced traffic impacts compared to those with the Harbor View Project. As discussed in Air Quality, the development program is about 50 percent of the project's square footage (704 ksf compared to 1.25 msf or the 1.4 msf conservatively analyzed throughout this EIR), and the resulting vehicle trips are nearly 50 percent of the project's (4,713 compared to 9,171). While this alternative is the most reduced compared to the project, significant and unavoidable traffic impacts will continue to occur; nonetheless, many of the other adversely affected intersection and freeway conditions nearby are substantially over-capacity and will continue under even relatively minimal new trips, like from this alternative. While significant effects may not be avoided, the overall number of trips will be less than with the project.

5.6.2 Alternative HV-1B: No Project- Zoning Growth

Description

Development that could likely occur in on the Harbor View project site pursuant to the natural course of growth under the existing zoning, to the extent that the growth is within allowances currently permitted by the General Plan. Alternative HV-1B (No Project – Zoning Growth) reflects a development scenario that could likely occur on the Harbor View project site (which is largely the proposed IH-2 district), pursuant to the natural course of growth under the existing zoning. Development on the project site under the existing zoning would be two buildings of R&D / laboratory uses with affiliated internal offices. Total building area would be 794,000 square feet (See Table 5.1-HV in Section 5.3, Alternatives Selected for Consideration.)³

**TABLE 5.6-2
ALTERNATIVE HV-1B (NO PROJECT – ZONING GROWTH)**

Land Use	Buildout	Unit
Low-Intensity Industrial	397,000	sf
Laboratory (IR)	397,000	sf

Aesthetics

Alternative HV-1B would result in reduced less-than-significant (no mitigation required) aesthetics impacts compared to those identified with the Harbor View Project. Development under this alternative would be two buildings for R&D/Industrial uses. Under the existing up to 75 feet height allowance, constrained by the .75 FAR, the development under this alternative is estimated to be relatively low rise, approximately 2-3 stories. This would substantially reduce the Harbor View project’s effects regarding scenic vistas, light/glare, and shadow. This alternative is not considered to have an adverse effect on visual character or quality of the existing site or its surroundings, which are a mix of uses and development types in which R&D fits.

Air Quality

Alternative HV-1B would substantially reduce, and likely avoid, the significant and unavoidable (with mitigation) construction and operational air quality impacts identified with the Harbor View Project. As with Alternative HV-1A previously discussed (and which is very similar in program to this alternative), for construction emissions this determination is based on Alternative HV-1B constructing nearly 60 percent of the project’s square footage (794 ksf compared to 1.25 msf or the 1.4 msf conservatively analyzed throughout this EIR). This would result in substantially less construction activity, and the lower resulting emissions could avoid the project’s significant construction NO_x emissions which exceed the significance threshold (106.8 compared to 54 pounds; see Table 4.2-4 in Section 4.2, *Air Quality*, in Chapter 4 of this EIR).

This alternative would also result in about half the number of total daily trips compared to the project (4,657 compared to 9,171). This could avoid the operational NO_x emissions exceedance. Moreover, it could likely avoid the significant and unavoidable operational exceedance of ROG

and PM₁₀, which exceed the respective thresholds by about 60 percent. (See Tables 4.2-5 in Section 4.2, *Air Quality*, of this EIR.)

Biological Resources

Alternative HV-1B would result in the same less-than-significant (after mitigation) biological resources impacts as those identified with the Harbor View Project. Alternative HV-1B would involve much less development than the project, however, the project site is not located in proximity to any areas of existing sensitive habitat or wetlands, and would not involve construction or operations near these areas. The alternative would comply with the City's Tree Protection Ordinance for any trees that may be removed or replaced.

Cultural Resources

Alternative HV-1B would result in the same less-than-significant (after mitigation) cultural resources impacts as those identified with the Harbor View Project. Alternative HV-1B would involve construction and excavation activities, which would require standard mitigation measures to address potential resource discovery of archaeological and paleontological resources and human remains.

Geology and Soils

Alternative HV-1B would result in the same less-than-significant (no mitigation required) geology and soils impacts as those identified with the Harbor View Project. Alternative HV-1B would involve construction and earthmoving activities which would require adherence to regulatory requirements to ensure less-than-significant impacts. The alternative would be subject to the same geologic hazard conditions as the project.

Greenhouse Gases

Alternative HV-1B would result in similar less-than-significant GHG emissions and plan consistency impacts compared to those with the Harbor View Project. This assessment is based on a combination of factors: daily vehicle trips and service population. This determination is based on this alternative's total daily trips (4,657) compared to the project's (9,171), since mobile emissions (vehicle trips) are the most substantial emissions source. This determination also considers this alternative's lower service population associated with the R&D/lab use (3,575) compared to the project's commercial office use (5,600), since the ratio of total emissions per persons onsite is reduced (improved) as service population increases.

Considering the reduction in total daily trips, this alternative would have lower total GHG emissions compared to the project (estimated 15,651 compared to 23,455 MT CO₂e), although still more than the significance threshold of 1,100 MT of CO₂e annually. Also, this alternative would have higher total annual GHG emissions per service population (15,651 divided by 3,575) compared to the project (estimated 4.4 compared to 4.2 MT of CO₂e), but that would continue to be below the applicable significance threshold of 4.6 MT of CO₂e per service population annually

(see Table 4.6-4 in Section 4.6, *Greenhouse Gas Emissions and Energy*, in Chapter 4 of this EIR). Therefore, the GHG impacts of this alternative would be less-than-significant as with the project, including regarding consistency with regulatory plans adopted for the purpose of reducing GHG emissions.

Hazards and Hazardous Materials

Alternative HV-1B would result in similar less-than-significant (after mitigation) hazards and hazardous materials impacts as identified with the Harbor View Project. Alternative HV-1B would involve notably less construction and earthmoving activity than with the project, including on areas where there may be hazardous conditions. The alternative would be subject to the same potential hazards risk and conditions as the project.

Hydrology and Water Quality

Alternative HV-1B would result in similar less-than-significant (no mitigation required) hydrology and water quality impacts as identified with the Harbor View Project. Alternative HV-1B would involve construction and earthmoving activities that could alter drainage patterns in the same areas as the Specific Plan, and be subject to the same flood hazard conditions as the project. Adherence to the same regulatory requirements would ensure less-than-significant impacts.

Land Use and Planning

Alternative HV-1B would result in the same less-than-significant (no mitigation required) land use and planning impacts identified with the Harbor View Project. Alternative HV-1B proposes development consistent with existing zoning, which would develop R&D/lab use. Development with this alternative would be consistent with the intensity and heights permitted by the General Plan, and would not pose any substantial conflict with other existing land use plans or policies. R&D/lab use would be appropriate in the eastern part of Inner Harbor adjacent to Highway 101 where such complexes typify the corridor through Redwood City.

Noise

Alternative HV-1B would reduce the less-than-significant (no mitigation required) construction and operational noise impacts identified with the Harbor View Project. This determination largely considers that this alternative's peak hour trips are substantially less than those of the project (332/624 compared to 1,517/1,531 AM/PM peak hours), which would generate less traffic noise than with the Harbor View project. The proposed R&D/lab use is not presumed to be a new noise generator itself. Construction would be substantially less with the 749 ksf R&D/lab structure, and activities would be required to adhere to standard construction noise regulations and practices.

Population, Housing and Employment

Alternative HV-1B would result in similar less-than-significant (no mitigation required) impacts to population, housing, and employment as identified with the Harbor View Project.

The project site is the same as with this alternative and the project, so no displacement of housing or people would occur. Overall growth with this alternative would be associated with the new R&D/lab use and be notably less than with the projects. Also, no aspect of this alternative would suggest resulting undue growth associated with infrastructure improvements.

Public Services and Recreation

Alternative HV-1B would result in reduced less-than-significant (no mitigation required) impacts to public services and recreation as identified with the Harbor View Project. As

previously discussed for this alternative, there would be substantially less development and onsite population to demand services of police, fire and emergency services, schools, and parks and recreation uses. The same open space area would be provided as with the project.

Utilities and Service Systems

Alternative HV-1B would result in reduced less-than-significant (no mitigation required) impacts to utilities and service systems as identified with the Harbor View Project. Driven primarily by development and growth onsite, impacts under this alternative would generate less overall demand for water and sewer than identified for the project. Demand for stormwater drainage facilities would also be less than with the project, but the same regulatory compliance regarding water quality and drainage effects, and similar mitigation measure regarding mitigating fees for wastewater facilities, would apply.

Transportation and Circulation

Alternative HV-1B would result in reduced traffic impacts compared to those with the Harbor View Project. As discussed in Air Quality, the development program is about 60 percent of the project's square footage (749 ksf compared to 1.25 msf or 1.4 msf conservatively analyzed throughout this EIR), and the resulting daily vehicle trips are nearly 50 percent of the project's (4,657 compared to 9,171). Even with the substantially reduced traffic and development, significant and unavoidable traffic impacts with the project would continue to occur; nonetheless, many of the other adversely affected intersection and freeway conditions nearby are substantially over-capacity and will continue even with relatively few new trips, like with this alternative. While significant effects may not be avoided, overall traffic volumes will be less than with the project.

5.6.3 Alternative HV-2: Less Intensive Buildout

Description

Alternative HV-2 (Less Intensive Buildout) would develop the Harbor View project at approximately 33 percent less floor area than that conservatively analyzed throughout this EIR. As discussed below, this reduced alternative would result in lesser *degrees* of many impacts identified with the project. The development buildout for this alternative is the same as proposed by the Specific Plan for the IH-2 district (see Figure 3-5 in Chapter 3, *Project Description*).

**TABLE 5.6-3
ALTERNATIVE HV-2 (LESS INTENSIVE BUILDOUT)**

Land Use	Buildout	Unit
Low-Intensity Industrial (IL)	940,000	sf

Aesthetics

Alternative HV-2 would result in reduced less-than-significant (no mitigation required) aesthetics impacts as those identified with the Harbor View Project. Development under this alternative would be up to about 5 stories (as depicted in the photosimulation in Figure 4.1-2 in section 4.1, *Aesthetics*) in Chapter 4 of this EIR. This would reduce the Harbor View project's effects regarding scenic vistas, light/glare, and shadow. This alternative would have the beneficial effect on existing visual character. Further, it would adhere to existing or applicable proposed development regulations to minimize any adverse aesthetics affects, such as light and glare, shadow and shade.

Air Quality

Alternative HV-2 would avoid a significant and unavoidable (with mitigation) operational impact (PM₁₀ emissions), and would result in similar significant and unavoidable construction and other operational impacts identified with the Harbor View Project. This determination considers that this alternative would construct about 25 percent of the project's square footage (940 ksf compared to 1.25 msf or the 1.4 msf conservatively analyzed throughout this EIR). This would result in less construction activity and lower resulting emissions, but not to a level that would avoid the project's significant construction NO_x emissions which exceeds the significance threshold by about twice (106.8 compared to 54 pounds; see Table 4.2-4 in Section 4.2, *Air Quality*, in Chapter 4 of this EIR).

This alternative would also result in about half the number of the total daily trips generated by the project (6,847 compared to 9,171). This approximately 25 percent reduction could reduce operational NO_x emissions compared to the project, but would not avoid the project's significant operational NO_x emissions (107.3 pounds compared to the significance threshold of 54 pounds) or significant operational PM₁₀ emissions (85.3 pounds compared to the significance threshold of 54 pounds) (see Table 4.2-5 in Section 4.2, *Air Quality*, of this EIR). However, this alternative would likely avoid the significant operational PM₁₀ emissions impact that occurs with the project

(87.6 pounds compared to the significance threshold of 82 pounds; see Table 4.2-5 in Section 4.2, *Air Quality*, of this EIR), given the approximately 25 percent reduction of daily trips that would be reduced by about 25 percent.

Biological Resources

Alternative HV-2 would result in similar less-than-significant (after mitigation) biological resources impacts as those identified with the Harbor View Project. Alternative HV-2 would involve less development than the project, however, the project site is not located in proximity to any areas of existing sensitive habitat or wetlands, and would not involve construction or operations near these areas. The alternative would comply with the City's Tree Protection Ordinance for any trees that may be removed or replaced.

Cultural Resources

Alternative HV-2 would result in the same less-than-significant (after mitigation) cultural resources impacts as those identified with the Harbor View Project. Alternative HV-2 would involve construction and excavation activities in the same area as for the project, and would require the same standard mitigation measures to address potential human remains, archaeological and paleontological resource discovery. No historic resources exist that could be potentially affected.

Geology and Soils

Alternative HV-2 would result in the same less-than-significant (no mitigation required) geology and soils impacts as those identified with the Harbor View Project. Alternative HV-2 would involve construction and earthmoving activities which would require adherence to regulatory requirements to ensure less-than-significant impacts. The alternative would be subject to the same geologic hazard conditions as the project.

Greenhouse Gases

Alternative HV-2 would result in new, significant GHG emissions and plan consistency impacts compared to the less-than-significant impacts with the Harbor View Project. This assessment is based on a combination of factors: daily vehicle trips and service population. This determination is based on this alternative's total daily trips (6,847) compared to the project's (9,171), since mobile emissions (vehicle trips) are the most substantial emissions source. This determination also considers this alternative's lower service population associated with its reduced square footage (3,760) compared to the project's (5,600), since the ratio of total emissions per persons onsite is reduced (improved) as service population increases.

Considering the reduction in total daily trips, this alternative would have lower total GHG emissions compared to the project (estimated 19,437 compared to 23,455 MT CO₂e), although still more than the significance threshold of 1,100 MT of CO₂e annually. Also, this alternative would have higher total annual GHG emissions per service population (19,437 divided by 3,760) compared to the project (estimated 5.2 compared to 4.2 MT of CO₂e), which would exceed the

applicable significance threshold of 4.6 MT of CO₂e per service population annually (see Table 4.6-4 in Section 4.6, *Greenhouse Gas Emissions and Energy*, in Chapter 4 of this EIR).

As a result this alternative would have a new significant impact because it would exceed both of the significance thresholds (total and service population, annually); the Harbor View project would only exceed the 1,100 MT of CO₂e annually for total emissions. The impact with this alternative is presumably unavoidable since any viable reduction in vehicle trips through use of TDM would not reduce total emissions to below the total emissions threshold; a larger project or change of use to one with a higher employee-per-square-foot ratio could effectively lower the per capita ratio. Further, because the impact would be significant, this alternative is also conservatively considered in conflict with regulatory plans adopted for the purpose of reducing GHG emissions.

Hazards and Hazardous Materials

Alternative HV-2 would result in the same less-than-significant (after mitigation) hazards and hazardous materials impacts as identified with the Harbor View Project. Alternative HV-2 would involve somewhat less construction activity than with the project, including on areas where there may be hazardous conditions. The alternative would be subject to the same potential hazards risk and conditions as the project, and would implement the mitigation measures identified for the project to ensure less-than-significant impacts.

Hydrology and Water Quality

Alternative HV-2 would result in the same less-than-significant (no mitigation required) hydrology and water quality impacts as identified with the Harbor View Project. Alternative HV-2 would involve construction and earthmoving activities that could alter drainage patterns in the same areas as the Specific Plan, and be subject to the same flood hazard conditions as the project. Adherence to the same regulatory requirements would ensure less-than-significant impacts.

Land Use and Planning

Alternative HV-2 would result in the same less-than-significant (no mitigation required) land use and planning impact identified with the Harbor View Project. The Harbor View project includes amendments to the General Plan and zoning to incorporate the proposed intensity (FAR) and building height, among other approvals (see Section 3.6.3 in Chapter 3, *Project Description*).⁵ This alternative would still require such amendments to ensure compliance with the General Plan and zoning. Considering overall land use consistency, like the proposed project, this alternative would be consistent with the vision for the Inner Harbor Plan Area.

⁵ The Harbor View project approvals requested (see 3.6.3 in Chapter 3) assume approval of the Inner Harbor Specific Plan preceding consideration of the project, and the requested approval are to amend the Specific Plan to accommodate the larger Harbor View development and site area within the Specific Plan. This discussion does not presume the Specific Plan in place.

Noise

Alternative HV-2 would result in similar less-than-significant (no mitigation required) construction and operational noise impacts identified with the Harbor View Project. This determination largely considers that this alternative's peak hour trips are 28 percent (AM peak hour) and 32 percent (PM peak hour) of the Specific Plan's AM/PM peak hour trips, which would generate less traffic noise than with the Harbor View project. The commercial office use is not presumed to be a new noise generator itself. Construction activity would be less with this alternative, therefore the duration of construction noise would be reduced from the project.

Population, Housing and Employment

Alternative HV-2 would result in similar less-than-significant (no mitigation required) impacts to population, housing, and employment as identified with the Harbor View Project. The project site is the same as with this alternative and the project, so no displacement of housing or people would occur. Overall growth with this alternative would be associated with the new commercial office use and be notably less than with the projects (3,760 compared to 5,600). Less population growth largely results in reductions in other effects (e.g., utility and public service demands). Also, no aspect of this alternative would suggest resulting undue growth associated with infrastructure improvements.

Public Services and Recreation

Alternative HV-2 would result in similar less-than-significant (no mitigation required) impacts to public services and recreation as identified with the Harbor View Project. As previously discussed for this alternative, there would be substantially less development and onsite population to demand services of police, fire and emergency services, schools, and parks and recreation uses. The same open space area would be provided as with the project.

Utilities and Service Systems

Alternative HV-2 would result in similar less-than-significant (no mitigation required) impacts to utilities and service systems as identified with the Harbor View Project. Driven primarily by less development and population growth than with the Specific Plan onsite, impacts under this alternative would generate less overall demand for water and sewer than identified for the project. Demand for stormwater drainage facilities would also be less than with the project, but the same regulatory compliance regarding water quality and drainage effects. The mitigation measure regarding mitigating fees for wastewater facilities would also continue to apply.

Transportation and Circulation

Alternative HV-2 would result in reduced traffic impacts compared to those with the Harbor View Project. As discussed in Air Quality, the development program is about 67 percent of the project's square footage (940 ksf compared to 1.25 msf or the conservatively-analyzed 1.4 msf analyzed throughout this EIR), and the resulting daily vehicle trips are nearly 75 percent of the project's (6,847 compared to 9,171). Even with the substantially reduced traffic and development,

significant and unavoidable traffic impacts with the project would continue to occur; nonetheless, many of the other adversely affected intersection and freeway conditions nearby are substantially over-capacity and will continue even with relatively few new trips, like with this alternative. While significant effects may not be avoided, overall traffic volumes will be less than with the project.

5.6.4 Alternative HV-3: Alternative Site Location

Section 15126.6 of the CEQA Guidelines indicates that the EIR evaluation of alternatives may include alternatives to a project's proposed location. CEQA Guidelines section 15126.6(f)(2)(A) states, "[T]he key question and first step in the analysis is whether any of the significant effects of the project would be avoided or substantially lessened by putting the project in another location. Only locations that would avoid or substantially lessen any of the significant effects of the project need to be considered for inclusion in the EIR." Section 5.5.2 of this chapter lists the significant and unavoidable impacts of the Harbor View project. CEQA Guidelines section 15126(f)(2) also indicates that alternatives that are remote or speculative, or the effects of which cannot be reasonably predicted, need not be considered.

Description

For the Harbor View project, development of 1.25 msf of commercial office use (or 1.4 msf as conservatively analyzed throughout this EIR) developed at a similar scale in or near Redwood City would likely result in similar or greater impacts on other neighborhoods. The project site is approximately 25 acres adjacent to U.S. 101 and its on- /off-ramps, and in an area with a mix of light industrial, heavy industrial, public facilities and construction-related commercial uses.

It is reasonable that development of the Harbor View project elsewhere would result in similar or greater traffic impacts on the roadway network, because the development program is assumed to be the same, the significant and unavoidable air quality impacts would remain. Also, similar impacts on utilities and public services could potentially result with the need for fewer new or extended utility lines if the site was located in urbanized areas outside of the project vicinity. In addition, alternative sites would likely be infill sites where potential historic resources could exist. Given that the Harbor View project is proposed by a private developer, site control of a viable site is a key consideration as well.

Possible alternative sites could exist along the Seaport Boulevard corridor or Seaport Centre to the north of the project site, as well as in Pacific Shores. Development at each of these locations would affect similar roadway networks and environmental conditions as the proposed project since they are in proximity to the waterfront and Highway 101. Therefore the potential environmental effects of the Harbor View project would not be avoided or substantially reduced from those identified in this EIR while also attaining most of the Harbor View project's objectives (listed in Section 5.2.1). Consideration of an off-site location is not considered further in this EIR.

5.6.5 Alternative HV-4: Expanded Site Alternative

The project sponsor requested consideration of an alternative that would expand the boundaries of the Harbor View project site and increase the project to 1,354,806 s.f. of commercial office development (compared to the proposed 1,250,468 s.f., or the 1,400,000 s.f. conservatively analyzed throughout this EIR. The additional approximately 100,000 s.f. of floor area would be absorbed into each of the four proposed office buildings. The site plan would not change, and no new buildings would be developed on the additional land area, which would be the approximately 1-acre Eggli parcel adjacent to Highway 101 and the approximately 1-acre parcel that is currently a gasoline station located between proposed parking structures PS-B and PS-C (see Figure 3-8 in Chapter 3, *Project Description*). The expanded Harbor View project site is depicted by the IH-2 district area shown in Figure 5-4 (Alternative SP-4, Expanded Commercial Office).

As noted above and throughout this EIR (and initially in this chapter in footnote “a” of Table 5-1.HV), the impact analysis in this EIR conservatively applies 1,400,000 s.f. of commercial office use for the Harbor View project (even though the project sponsor’s application to the City proposes 1,250,468 s.f.). This was to allow flexibility for any subsequent modifications the project sponsor or City may elect to make to the project and be addressed by the CEQA analysis in this EIR. Therefore, the impacts identified for the Harbor View project throughout this EIR encompass those that would result with Alternative HV-4, Expanded Site Alternative. No further analysis is needed. Of note, consideration of potential effects associated with development of or around the existing service stations is addressed in Section 4.7, *Hazards and Hazardous Materials*, of this EIR.

5.6.6 Environmentally Superior Alternative to the Harbor View Project

As discussed in 5.5.7, CEQA Guidelines require that the EIR identify an environmentally superior alternative (CEQA Guidelines, Section 15126.6), which is the CEQA alternative that reduces or avoids the environmental impacts identified for adoption and development under the Harbor View project to the greatest extent.

No Project Harbor View Project Alternatives

Alternative HV-1B (No Project / Zoning Growth) (as shown in Table 5-1.HV) would have less total development than the Harbor View project, and would generate notably less employment (service population). As a result, it would have notably fewer peak hour and daily vehicle trips than the project, by about one half the amount. As a result, No Project Alternative HV-1B would have *similar and fewer* impacts than the project for most topics, particularly those topics that are quantifiable (construction and operational air quality, GHG emissions, construction and operational noise, and the demand for public services, recreation, and utilities). No Project Alternative HV-1B also *avoids* the significant construction (NO_x) and operational (ROG, NO_x and PM₁₀) emissions impact identified with the proposed project.

Alternative HV-1A (No Project/General Plan Growth) would also *avoid* the significant construction (NO_x) and operational (ROG, NO_x and PM₁₀) emissions impacts identified with the

proposed project. Its development and resulting service population and vehicles trips would be even less/fewer than with No Project Alternative HV-1B, particularly the service population associated with the low-intensity industrial (LI) use proposed in No Project Alternative HV-1A. Paired with the lower total development of No Project Alternative HV-1A, this consequently results in *new* significant GHG emissions impacts that do not occur with the project or No Project Alternative HV-1B.

Table 5.6-5 shows the comparison of the impacts for the Harbor View project and each of its alternatives.

Environmentally Superior Harbor View Project Alternatives

The CEQA Guidelines (section 15126[e][2]) stipulate, "If the environmentally superior alternative is the 'no project' alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives." The Less Intensive Buildout Alternative is the environmentally superior alternative that is not a 'no project' scenario.

Alternative HV-2 (Less Intensive Buildout) is the environmentally superior alternative after the two 'no project' alternatives. This alternative reflects the maximum commercial office development that would occur within the proposed IH-2 district with the proposed Specific Plan (see Table 5.1-HV). As discussed in 5.6.3, the development program is about 67 percent of the project's square footage (940 ksf compared to 1.25 or the 1.4 msf conservatively analyzed throughout this EIR). This reduced program would also result in less traffic and employment growth than with the proposed project, which would thereby *reduce* the effect of most of the quantifiable topics mentioned above (for No Project Alternative HV-1B).

Regarding the significant and unavoidable traffic impacts identified with the project, Alternative HV-2 would generate daily vehicle trips that are nearly 75 percent of the project's (6,847 compared to 9,171). However, this reduction would *reduce but not avoid* any of those significant impacts because many of the locations that would be adversely affected under the project are currently substantially over-capacity, and even the fewest new trips would result in significant impacts. Even with the substantially reduced traffic and development, significant and unavoidable traffic impacts with the project would continue to occur.

As shown in Table 5.6-5 above, Alternative HV-2 would *avoid* the significant operational PM₁₀ emissions impact identified with the proposed project given the reduction in vehicle trips described above, and would reduce the other significant construction and operational emissions impacts for NO_x, ROG, and PM₁₀.

**TABLE 5.6-4
IMPACT COMPARISON OF THE HARBOR VIEW PROJECT ALTERNATIVES**

	Proposed Harbor View Project ^a	HV-1A: No Project - General Plan Growth	HV-1B: No Project - Zoning Growth	HV-2: Less Intensive Buildout	HV-3: Alternative Site Location	HV-4: Expanded Project / Site ^b
Aesthetics	LS	LS↓	LS	LS	LS	LS
Air Quality						
<i>Construction</i>	SU	LSM	LSM	SU↓/LSM ^c	SU	SU
<i>Operations (mobile)</i>	SU	LSM	LSM	SU↓	SU	SU
Biological Resources	LSM	LSM↓	LSM	LSM	LSM	LSM
Cultural Resources	LSM	LSM	LSM	LSM	LSM	LSM
Geology and Soils	LS	LS	LS	LS	LS	LS
Greenhouse Gases	LS	SU	LS↓	SU	LS	LS
Hazards and Hazardous Materials	LSM	LSM	LSM	LSM	LSM	LSM
Hydrology and Water Quality	LS	LS	LS	LS	LS	LS
Land Use and Planning	LS	LS	LS	LS	LS	LS
Noise						
<i>Construction</i>	LS	LS↓	LS↓	LS↓	LS	LS
<i>Operations (mobile)</i>	LS	LS↓	LS↓	LS↓	LS	LS
<i>Land use compatibility</i>	LS	LS↓	LS↓	LS	LS	LS
Population, Housing, and Employment	LS	LS	LS	LS	LS	LS
Public Services	LS	LS↓	LS↓	LS	LS	LS
Utilities and Service Systems	LSM	LSM↓	LSM↓	LSM	LSM	LSM
Transportation and Circulation	SU	SU↓	SU↓	SU↓	SU	SU

^a Impact shown for most severe impact under each environmental topic.

^b The development program for HV-4 is the same as that analyzed for the Harbor View project in the EIR.

^c Avoids SU construction PM₁₀ emissions impact only; other emissions remain SU, although reduced.

N No Impact

LS Less than significant; no mitigation required

LSM Less than significant impact after mitigation

SU Significant and Unavoidable after mitigation

↑↓ Impact is more severe or less severe than project impact, after mitigation, but with no change in impact determination

Shading indicates change from impact identified with the project

New Significant GHG Impacts

Given the reduced development and daily vehicle trips with Alternative HV-2, the total GHG emissions would be less than with the project, however, as shown in Table 5.6-5, it would result in *new* significant GHG emissions impacts due to the smaller development program and the resulting reduced service population relative to the project, which specifically affects (increases) the GHG service population threshold. As detailed in Section 5.6.3 under Air Quality, exceedance of the service population threshold in addition to the total GHG threshold creates the significant impact.

Despite that Alternative HV-2 would result in a significant impact not identified with the project, it is still considered the environmentally superior alternative, primarily because, as discussed throughout this section and shown in Table 5.6-5, it would reduce impacts and effects (including total GHG emissions) of the project to the greatest extent compared to the other development alternatives (discussed below). The City as lead agency preparing this EIR, recognizes the differences in this particular impact resulting with the service population threshold and is making a judgment "superiority" as required in CEQA.

As summarized below from the detailed discussion in the Redwood City Inner Harbor Specific Plan *Environmental Issues and Options Technical Report* (February 2014), the GHG efficiency metric (i.e., the service population threshold) is based on service population and was developed by the Bay Area Air Quality Management District (BAAQMD). It considers the emission rates needed to accommodate growth, while allowing for consistency with the goals of AB 32 (i.e., 1990 GHG emissions levels by 2020). Service population is an efficiency-based measure used by BAAQMD to estimate the development potential of a planning area. The service population threshold (emissions of 4.6 MT of CO₂e per year per capita) is what is most commonly applied throughout the Bay Area for assessment of GHG impacts relative to CEQA.

Service population is determined by adding the number of residents (not applicable to the Harbor View project) to the number of jobs estimated for an area at a given point in time. Use of the service population threshold favors residential, office, and mixed use land use projects. This is because a project's emissions are divided by the service population and, the larger the service population, the lower a planning area's reported service population emissions are.

Typically, office uses have relatively high job generation or service population (employees per building area) and generally generate relatively large numbers of vehicle trips and therefore typically avoid exceedance of the efficiency threshold. As indicated in Table 1 of the aforementioned Issues and Options Technical Report, office uses generally have a low/moderate GHG impacts relative to other types of land uses. The combination of relevant factors with Alternative HV-2 include the 940,000 s.f. of commercial office use; 250 employees per square foot of building area⁶; and relative reduction of mobile source GHG emissions, and result in the exceedance of the efficiency threshold (estimated 5.2 compared to 4.2 MT of CO₂e). A development scenario that included more floor area and resulting service population, or a scenario

⁶ Per the U.S. Green Building Council (USGBC), *Employees by Square Feet of Building Type*, 2008.

that adds a higher-job generating uses (i.e., a mixed use project, which are inherently encouraged by the efficiency threshold) would avoid the exceedance. Conversely, as an example, if Alternative HV-2 were reduced by 50 percent (470,000 s.f. of office use), the service population would be commensurately reduced to 1,880, resulting in 8.3 MT of CO₂e, further exceeding the 4.6 efficiency threshold.

Other Alternatives and Summary

Regarding each of the other development alternatives to the project would result in similar development and impacts as the project, specifically **Alternative HV-3 (Alternative Site Location)** and **Alternative HV-4 (Expanded Project Site)** (see Table 5.5-7). In summary, **Alternative HV-2 (Less Intensive Buildout)** is the environmentally superior alternative that would reduce the impacts and effects of the project to the greatest extent compared to the other development alternatives, while attaining most of the Specific Plan's objectives.

5.6.7 Harbor View Alternatives Considered but Not Analyzed Further in the EIR

As discussed in 5.5.8, CEQA Guidelines Section 15126.6(a) and related case law hold that alternatives that are not reasonable or that are infeasible need not be discussed at length; alternatives that do not offer substantial environmental advantages over the project can be rejected from consideration; and alternatives that do not accomplish most of the basic objectives of the project can be excluded from detailed analysis. As discussed above in Section 5.3, *Alternatives Selected for Consideration*, a range of alternatives was selected for analysis in this EIR that consider lesser and greater densities and alternative land uses mixes. The set of alternatives to the Harbor View project analyzed in this chapter are considered by the City to satisfy a "reasonable range" of alternatives to the project. No additional alternatives are considered in this EIR (CEQA Guidelines Section 15126.6[a]).⁷

⁷ CEQA Guidelines section 15126.6(c) explains that alternatives may be eliminated from detailed consideration in the EIR if they fail to meet most of the basic project objectives, are infeasible, or do not avoid any significant environmental effects. CEQA Guidelines section 15126.6(f) indicates that the Lead Agency should consider site suitability, economic viability, availability of infrastructure, general plan consistency, other regulatory limitation, jurisdictional boundaries, and the proponents control over alternative sites in determining the range of alternatives to be evaluated in an EIR.

CHAPTER 6

Impact Overview and Growth Inducement

Consistent with the CEQA *Guidelines* Section 15126.2, this section summarizes the growth-inducing effects, significant irreversible environmental changes, significant unavoidable environmental effects, and effects found to be less than significant associated with development under the Inner Harbor Specific Plan and development of the Harbor View project. Cumulative impacts are separately discussed in Chapter 4, *Environmental Setting, Impacts, and Mitigation Measures*.

6.1 Growth-Inducing Impacts

This section addresses the ways that the adoption of and development under the Specific Plan and the Harbor View project “could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment” (Section 15126.2(d) of the CEQA Guidelines). This section summarizes topics and impacts also addressed in Section 4.11 *Population, Housing, and Employment*, which provides the context for evaluating growth-inducing impacts.

6.1.1 Growth in the Plan Area and Project Site

Specific Plan

Some level of population growth in the Plan Area was anticipated in Redwood City’s General Plan maximum growth assumptions and is supported and encouraged by numerous General Plan policies. Development under the Specific Plan would result in up to 1,211 new residents and 4,880 new employees in the Plan Area, directly as a result from the 550 new housing units (including 100 watercraft used as private liveaboards) and approximately 1.24 million square feet of new space for businesses, as specified in the maximum theoretical buildout scenario of the Specific Plan (see Table 3-1 in Chapter 3, *Project Description*).¹

As described in Section 4.11, *Population, Housing and Employment*, of this EIR, estimated growth under the proposed Specific Plan would result in a slightly greater degree of growth than envisioned under the General Plan for the Plan Area. The Specific Plan would generate fewer (982) residents in the Plan Area than would the General Plan, and notably more (1,706) employees; the overall difference is 724 (approximately 13.5 percent) more persons in the Plan Area under the Specific

¹ As detailed in Section 4.11, *Population, Housing and Employment*, conservatively, all population is considered new, with zero existing residents or employment on the project site.

Plan than envisioned with the General Plan. The Specific Plan and corresponding amendments to the General Plan will accommodate this growth and will reduce the capacity for new housing growth by designating more of the Plan Area as Open Space (OS), where housing development could not occur. The analysis presented in Section 4.11, *Population, Housing and Employment*, also shows that employment growth under the Specific Plan would be approximately 54 percent from 2015 to 2040 compared to the nearly 21 percent employment growth under the General Plan. At the same time, a nearly 45 percent reduction in residential growth from the Specific Plan compared to the approximately 26 percent residential growth estimated under the General Plan counters the substantial employment population increase (see Table 4.11-5 in Section 4.11 of Chapter 4). By 2040, the total population in the Specific Plan Area would account for approximately 3.4 percent of the Citywide population. The change in total population growth in the Plan Area would not be substantially different (13.5 percent difference) than what would occur with the maximum buildout of the Plan Area under the General Plan, given the increase in daytime employment population and decrease in permanent nighttime residential population compared to the General Plan growth. Therefore, the proposed improvements would not be inducing substantial growth not previously anticipated.

Harbor View Project

Development of the new office complex on the Harbor View project would result in direct growth of up to 5,600 new employees on the project site.² That is approximately 3.5 times more employees than would occur on the project site according to develop that could occur consistent with the General Plan land use designations on the project site. The Harbor View project would involve associated amendments to the General Plan and Zoning Ordinance to accommodate the proposed level of development that would generate its substantial increase in employment growth compared to that previously envisioned.

6.1.2 Growth Outside the Plan Area and Project Site

Specific Plan

Development under the Specific Plan would not induce population growth beyond the growth contemplated in the General Plan such that new or existing infrastructure would need to be extended into areas not previously anticipated by the City. Much of Plan Area is considered an infill site in an existing urban waterfront area largely served by existing infrastructure. Previously planned infrastructure improvements are currently underway in the vicinity of the Plan Area, and additional improvements to existing infrastructure will directly support development under the Specific Plan. These improvements would be required for any substantive redevelopment of the Plan Area, including that envisioned by the General Plan. Also, the proposed Blomquist extension is envisioned under the Specific Plan to accommodate the expected growth within the Plan Area. As described in the Chapter 3, *Project Description*, and in Section 4.13, *Utilities and Service Systems*, the Specific Plan includes new water pipelines, two new recycled water, upsizing

² The impact analysis in this EIR conservatively applies 1,400,000 square feet of commercial office use for the Harbor View project. The 5,600 employees is based on the 1.4 million square feet. The project sponsor's application proposes 1,250,468 square feet.

stormwater pipelines and pumping capacity, new sanitary sewer mains, and new joint (gas and electrical) trench installations.

As discussed above, the change in population growth in the Plan Area would not be substantially greater than what would occur with the maximum buildout of the Plan Area under the General Plan, therefore the proposed improvements would not substantially induce growth not previously anticipated.

Harbor View Project

The Harbor View project site is currently serviced by all main utility infrastructures and will involve the relocation of existing water lines, sanitary sewer pipe (and payment of mitigation fees toward overall system improvements), extension of pipes to the existing recycled water system, and relocation of existing stormwater drains. The project does not involve infrastructure or roadway extensions that would induce substantial growth in other areas.

6.1.3 Secondary and Temporary Effects of Growth

Specific Plan

Development under the Special Plan could spur new nearby development outside of the Specific Plan Area, as new residents, employees, and visitors in the Plan Area create demand for services and goods in close proximity. Such effects would potentially occur over time with development under the Specific Plan. The potential secondary growth would have been already anticipated, particularly in terms of ensuring adequate infrastructure, since transition of the Plan Area has been anticipated for several years since adoption of the General Plan. Moreover, the area surrounding the Plan Area is largely developed and served by existing services and utilities, so any secondary effects from development of the Specific Plan is not anticipated to be substantial. Further, construction of development under the Specific Plan would result in temporary construction employment. Therefore the employment growth associated with that work would be limited and intermittent as the Specific Plan is realized over time.

Inner Harbor Project

Development of the Harbor View project is not likely to induce secondary growth beyond the project site beyond that envisioned in the General Plan. Growth will occur within the Inner Harbor Specific Plan to the west of the project site regardless of whether the Harbor View project occurs. Other areas near the project site, primarily across Highway 101 toward Downtown, are already developed with a mix of existing services that would also service the Harbor View employees. Construction of the Harbor View project would occur over approximately two years and would generate temporary construction employment for that relatively limited duration.

6.1.4 Effect on Growth Pressures Elsewhere in the Region

From a regional perspective, the adoption and development under the Specific Plan or the Harbor View project would not affect the distribution and location of growth within the Bay Area region. This growth would result in more growth in Redwood City, which is located in the central part of the region, but it not expected to induce or relieve potential growth pressure in other areas. Neither the Specific Plan nor the Harbor View project would constitute substantial residential or employment growth, from a regional standpoint (based on the comparative growth of the Plan and the project compared to citywide growth projections, as summarized in Tables 4.11-5 through 4.11-7 in Section 4.11, *Population, Housing and Employment*). So while development under the Specific Plan could capture activity that would otherwise locate elsewhere in the Bay Area, it is not likely to have a noticeable effect regionally. This is particularly true for the Specific Plan which has uses focused on the waterfront and open space characteristics integral to the Plan Area. The IH-2 district of the Specific Plan, which is also largely the Harbor View project site, could accommodate a substantially sized commercial office development, which could reduce growth pressures that may exist in the region for that type and scale of use, which is predominant in Redwood City and nearby jurisdictions.

Adoption and development under the Specific Plan would accommodate new housing (at a lower rate than would be permitted under the General Plan) and employment growth in a location with strong housing demand. As a result, it could presumably reduce demand for housing in more outlying locations, especially given the employment center in and around Plan Area. New housing in the Plan Area at the center of the region would likely result in a larger total regional housing supply than would a more dispersed, lower-density pattern of regional development. Further, it would likely result in more housing in proximity to public transportation and employment centers in the Central Bay Area.

6.1.5 Summary

Overall, the effects of adoption and development under the Specific Plan and/or the Harbor View project on growth would be largely beneficial and are not considered substantial and adverse.

6.2 Significant Irreversible Environmental Effects

An EIR must identify any significant irreversible environmental changes that could result from adoption and development under the Specific Plan. These may include current or future uses of non-renewable resources, and secondary or growth-inducing impacts that commit future generations to similar uses. CEQA dictates that irretrievable commitments of resources should be evaluated to assure that such current consumption is justified (CEQA Guidelines §15126.2(c)). The CEQA Guidelines identify three distinct categories of significant irreversible changes: (1) changes in land use that would commit future generations; (2) irreversible changes from environmental actions; and (3) consumption of non-renewable resources.

6.2.1 Changes in Land Use Which Would Commit Future Generations

Adoption and development under the Specific Plan and the Harbor View project would result in growth and development in the approximately 99-acre area along Redwood City's Inner Harbor. Adoption and development under the Specific Plan and the Harbor View project require amendments to the General Plan and Zoning Ordinance, but not to allow land use not currently prohibited. Further, the development under the Specific Plan or Harbor View project would occur within an urbanized area surrounded by similar or compatible uses and would not commit future generations to significant changes in land use that would be adverse.

6.2.2 Irreversible Changes from Environmental Accidents

No significant irreversible environmental damage, such as what could occur as a result of an accidental spill or explosion of hazardous materials, is anticipated due to the adoption and development under the Specific Plan, or development of the Harbor View project. Furthermore, compliance with federal, State, and local regulations associated with hazards and hazardous materials identified in Section 4.7, *Hazards and Hazardous Materials*, would reduce to a less-than-significant level the possibility that hazardous substances associated with development under the Specific Plan or the project site the potential for irreversible environmental damage from accidental spill or explosion..

6.2.3 Consumption of Non-Renewable Resources

Consumption of non-renewable resources includes conversion of agricultural lands, loss of access to mining reserves, and use of non-renewable energy sources. The Plan Area and the Harbor View project site are located within an urban infill area of Redwood City; no agricultural land would be converted to non-agricultural uses. The Plan Area and project site do not contain known mineral resources and does not serve as a mining reserve.

Adoption and development under the Specific Plan or Harbor View project would require the use of energy, including energy produced from non-renewable resources. However, the future development projects under the Specific Plan would incorporate energy-conserving features, as required by the all applicable City Codes and General Plan programs and policies.

6.3 Cumulative Impacts

The approach used in this EIR for cumulative impact analysis is described in the introduction to Chapter 4, Environmental Setting, Impacts, and Mitigation Measures. The analysis of each environmental topic included in Chapter 4 evaluates possible cumulative impacts considering regional development in combination with the buildout of the proposed Specific Plan and Harbor View project.

As noted below, under Section 6.4, *Significant and Unavoidable Environmental Impacts*, construction and operation of the proposed Specific Plan or Harbor View project in combination

with development in the surrounding area would result in significant and unavoidable impacts under cumulative conditions related to air quality.

6.4 Significant and Unavoidable Environmental Impacts

In accordance with CEQA *Guidelines* sections 15064 and 15065, an EIR must identify impacts that would not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that would be implemented.

Development facilitated by the Inner Harbor Specific Plan and Harbor View project would result in the following significant and unavoidable impacts that cannot be mitigated to a less-than-significant level.

Significant and Unavoidable Air Quality Impacts:

- **Impact AIR-1.HV:** Construction activities associated with the Harbor View project would generate fugitive dust and criteria air pollutants, but would not contribute substantially to an existing or projected air quality violation (Criterion b).
- **Impact AIR-4.HV:** The Harbor View project would result in emissions of criteria air pollutants at levels that could violate an air quality standard, or contribute to an existing or projected air quality violation (Criterion b).
- **Impact AIR-1.CU:** Development under the Specific Plan and/or the Harbor View Place project, combined with cumulative development in the Plan Area and citywide, including past, present, existing, approved, pending, and reasonably foreseeable future development in the project area, would result in cumulative air quality impacts (Criterion c).

Significant and Unavoidable Transportation and Traffic Impacts:

- **Impact TRANS-2.SP:** Development under the Specific Plan would cause the service level at Maple Street / Veterans Boulevard (intersection #4) to degrade from LOS C to LOS E in the PM peak hour under Existing Plus Project conditions. (Criteria a and b)
- **Impact TRANS-3.SP:** Development under the Specific Plan would add traffic to Broadway / Woodside Road (SR 84) / U.S. 101 Southbound Off-Ramp (intersection #6), which currently operates at LOS F in the PM peak hour under Existing conditions, and would increase vehicle delay at this intersection by more than the five-second threshold of significance. (Criteria a and b)
- **Impact TRANS-4.SP:** Development under the Specific Plan would add traffic to Veterans Boulevard / Woodside Road (SR 84) / U.S. 101 Southbound On-Ramp (intersection #7), which currently operates at LOS F in the PM peak hour under Existing conditions, and would increase vehicle delay at this intersection by more than the five-second threshold of significance. (Criteria a and b)
- **Impact TRANS-6.SP:** Development under the Specific Plan would increase traffic volumes on study area freeway segments. (Criteria a and b)

- **Impact TRANS-7.SP:** Development under the Specific Plan would increase traffic volumes on study area freeway ramps. (Criteria a and b)
- **Impact TRANS-13.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic to East Bayshore Road / Bair Island Road / Blomquist Street extension (Intersection #3) and would cause this intersection to degrade from LOS D to LOS F in the AM peak hour and from LOS E to LOS F in the PM peak hour under Cumulative Conditions. (Criteria a and b)
- **Impact TRANS-14.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic and increase the average vehicle delay by more than the five-second threshold of significance at Maple Street / Veterans Boulevard (Intersection #4) during the PM peak hour. (Criteria a and b)
- **Impact TRANS-15.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic and increase intersection delay by more than the five-second threshold of significance at Veterans Boulevard / Woodside Road (SR 84) / U.S. 101 Southbound On-Ramp (Intersection #7) in the PM peak hour. (Criteria a and b)
- **Impact TRANS-17.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would increase traffic volumes on study area freeway segments. (Criteria a and b)
- **Impact TRANS-18.SP:** Development under the Specific Plan, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would increase traffic volumes on study area freeway ramps. (Criteria a and b)
- **Impact TRANS-1.HV:** Construction associated with development of the Harbor View project would increase traffic volumes at area intersections and on area freeways, potentially causing temporary increased congestion and/or disruption of vehicle, pedestrian, bicycle and transit circulation. (Criteria a, b, d, e and f)
- **Impact TRANS-2.HV:** Development of the Harbor View project would cause the service level at Maple Street / Veterans Boulevard (intersection #4) to degrade from LOS C to LOS E in the PM peak hour under Existing Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-3.HV:** Development of the Harbor View project would add traffic to Broadway / Woodside Road (SR 84) / U.S. 101 Southbound Off-Ramp (intersection #6), which currently operates at LOS F in the PM peak hour under Existing conditions, and would increase vehicle delay at this intersection by more than the five-second threshold of significance. (Criteria a and b)
- **Impact TRANS-6.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / East Harbor View Driveway (intersection #10)

to operate at an unacceptable LOS F in the PM peak hour under Existing Plus Harbor View Project conditions. (Criteria a and b)

- **Impact TRANS-7.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / Middle Harbor View Driveway (intersection #11) to operate at an unacceptable LOS F in the PM peak hour under Existing Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-8.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / West Harbor View Driveway (intersection #12) to operate at an unacceptable LOS F in the PM peak hour under Existing Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-9.HV:** Development of the Harbor View project would increase traffic volumes on study area freeway segments. (Criteria a and b)
- **Impact TRANS-10.HV:** Development of the Harbor View project would increase traffic volumes on study area freeway ramps. (Criteria a and b)
- **Impact TRANS-16.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic to East Bayshore Road / Bair Island Road / Blomquist Street extension (Intersection #3) and would cause this intersection to degrade from LOS E to LOS F in the AM peak hour and to increase the average vehicle delay by more than the five-second threshold of significance within LOS F in the PM peak hour under Cumulative Conditions. (Criteria a and b)
- **Impact TRANS-17.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic to Blomquist Street / Maple Street (Intersection #5) and would cause this intersection to degrade from LOS A to LOS E or worse in the AM and PM peak hours. (Criteria a and b)
- **Impact TRANS-18.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would contribute a considerable amount of traffic and increase intersection delay by more than the five-second threshold of significance at Veterans Boulevard / Woodside Road (SR 84) / U.S. 101 Southbound On-Ramp (Intersection #7) in the PM peak hour. (Criteria a and b)
- **Impact TRANS-21.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / East Harbor View Driveway (intersection #10) to operate at an unacceptable LOS F in the PM peak hour under Cumulative Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-22.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / Middle Harbor View Driveway (intersection #11) to operate at an unacceptable LOS F in the PM peak hour under Cumulative Plus Harbor View Project conditions. (Criteria a and b)
- **Impact TRANS-23.HV:** Development of the Harbor View project would cause the service level at the project-created Blomquist Street / West Harbor View Driveway (intersection

#12) to operate at an unacceptable LOS F in the PM peak hour under Cumulative Plus Harbor View Project conditions. (Criteria a and b)

- **Impact TRANS-24.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would increase traffic volumes on study area freeway segments. (Criteria a and b)
- **Impact TRANS-25.HV:** Development of the Harbor View project, combined with cumulative development in the defined geographic area, including past, present, existing, approved, pending, and reasonably foreseeable future development, would increase traffic volumes on study area freeway ramps. (Criteria a and b)

6.5 Effects Found Not To Be Significant

As required by CEQA, this EIR focuses on expected significant environmental effects (CEQA *Guidelines* Section 15143). In accordance with Section 15128 of the CEQA *Guidelines*, an EIR shall contain a statement briefly indicating the reasons that various possible significant effects of a project were determined not to be significant and were therefore not discussed in detail in the EIR.

A Notice of Preparation (NOP) was circulated on November 6, 2014 to request comments from the public and agencies about the scope of this EIR. Written comments received on the NOP were considered in the preparation of the final scope for this document and in the evaluation of the proposed Specific Plan. An Initial Study was not prepared.

Because this EIR did not include the preparation of an Initial Study, all environmental topics in the CEQA Environmental Checklist (Appendix G of the CEQA *Guidelines*), except for the two exceptions listed below, have been fully analyzed in this document (Chapter 4).

The following two topics were excluded from detailed discussion in Chapter 4 of this EIR because it was determined during the EIR scoping phase that there would be no impacts associated with these topics.

6.5.1 Agricultural and Forestry Resources

The majority of developed land in the City of Redwood City, including the Specific Plan area, is designated by the California Department of Conservation's Important Farmland in California Map as urban and built-up land and other land (Department of Conservation, 2014). Property surrounding the Specific Plan area is also designated as urban and built-up land, or "other land" (not important farmland). Therefore, the proposed Inner Harbor Specific Plan and Harbor View project would not directly or indirectly convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance to non-agricultural use; would not conflict with existing zoning for agricultural use, or a Williamson Act contract; and would not involve other changes in the existing environment which, due to their location or nature, could result in conversion of farmland to non-agricultural use. The proposed Inner Harbor Specific Plan and Harbor View project would have no impact on agricultural resources.

Likewise, the Inner Harbor Specific Plan and Harbor View project would not cause rezoning of forest land, timberland, or timberland-zoned Timberland Production. Development facilitated by the proposed Inner Harbor Specific Plan and Harbor View project would not result in the loss of forest land or convert forest land to non-forest use.

6.5.2 Mineral Resources

There are no known mineral resources within the Inner Harbor Specific Plan area. The urbanization of the plan area over the past 40 years has resulted in extensive excavation of topsoil, and it is unlikely that any valuable resources exist. Therefore, development facilitated by the proposed Inner Harbor Specific Plan and Harbor View project would not result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state; and would not result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan. The proposed Inner Harbor Specific Plan and Harbor View project would have no impact on mineral resources.

References

California Department of Conservation, Farmland Mapping and Monitoring Program, 2014. *San Mateo County Important Farmland Map, 2012*
<ftp://ftp.consrv.ca.gov/pub/dlrp/FMMP/pdf/2012/smt12.pdf>, California Department of Conservation, Division of Land Resource Protection, 2014.

CHAPTER 7

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Appendices

Provided on CD

