

VI. ALTERNATIVES

CEQA requires the analysis of a reasonable range of alternatives to the proposed project, or to the location of the proposed project, which would feasibly attain most of the proposed project's basic objectives and avoid or substantially lessen any of the significant environmental effects of the proposed project. The range of alternatives required in an EIR is governed by a "rule of reason" that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice.¹ CEQA states that an EIR should not consider alternatives "whose effect cannot be ascertained and whose implementation is remote and speculative."

The proposed project and its objectives are described in detail in Chapter III, Project Description. The potential environmental effects of implementing the proposed project are analyzed in Chapter IV, Setting, Impacts, and Mitigation Measures, with an emphasis on significant impacts resulting from the project and mitigation measures recommended to avoid these impacts. The following discussion is intended to inform the public and decision-makers of the relative impacts of the potentially feasible alternatives to the proposed project. The environmentally superior alternative is also discussed.

The four alternatives to the proposed project that are discussed in this chapter include the following:

- The **Existing Base Zoning/General Plan Development alternative** assumes that the project site would be developed as allowed under the current General Plan and zoning designations. This alternative would develop the project site with 270 dwelling units, 8,000 square feet of retail, 74,000 square feet of office, and 551 parking spaces. The layout of land uses, pathways, and roadways under the Existing Base Zoning/General Plan Development alternative would be the same as under proposed Option B, with the park site located adjacent to the railroad tracks.
- The **Reduced Density alternative** includes three variants, all of which would develop the project site with 378 dwelling units, 12,000 square feet of retail, 5,500 square feet of office, 48,300 square feet of commercial (office and retail) use, and 707 parking spaces. All three variants would extend Hubbard Street north through a portion of the project site and add a new segment of 46th Street to connect Horton Street with the proposed Hubbard Street extension. The three variants, described below, differ from each other in their internal circulation patterns.
- The **Lennar alternative** would develop the project site with 532 dwelling units, 8,000 square feet of retail/ground floor commercial use, 74,000 square feet of office, and 963 parking spaces. Both variants would include a new segment of 46th Street that would extend from Horton Street to an extension of Hubbard Street.

¹ CEQA Guidelines, Section 15126.6.

- A discussion of the **No Project alternative** is required per CEQA Section 15126.6. This alternative assumes that the site would ultimately not remain vacant (i.e., a “no development alternative”) if the proposed project were not approved, and that a different project generally consistent with City policies and regulations would ultimately be proposed and approved.

Table VI-1 summarizes proposed land uses and the resulting employees and residents that would populate the project site for each alternative.

Table VI-1: Summary of Principal Characteristics of Alternatives

	Restaurant	Retail	Office/Other Commercial	New Jobs ^a	Dwelling Units	New Residents	Parking Spaces
Proposed Project	5,000	10,000	79,600	320	540	923	949 to 998
Existing Base Zoning/ General Plan Development Alternative	0	8,000	74,000	285	270	461	551
Reduced Density Alternative	5,000	7,000	53,800	235	378	646	707
Lennar Alternative	0	8,000	74,000	285	532	910	963

^a Based on the assumption of 3.64 employees per 1,000 square feet for office, 2 employees per 1,000 square feet for retail, and 5 employees per 1,000 square feet for restaurant.

Source: LSA Associate, Inc., 2015.

For each alternative, a brief discussion of its principal characteristics is followed by an analysis of anticipated environmental impacts. The emphasis of the analysis is on the alternative’s relative adverse effects compared to the proposed project and a determination of whether or not the alternative would reduce, eliminate, or create new significant impacts. The analysis also considers each alternative’s potential achievement of project objectives. In general, impacts are considered without mitigation.

Table VI-2 shows the daily and peak vehicle trips for the proposed project and compares vehicle trips for each alternative to those for the project. The analysis of each alternative discusses impacts related to vehicle trips.

Table VI-2: Vehicle Trips: Comparison of Alternatives to the Proposed Project

	Weekday Daily Trips	Weekday AM Trips	Weekday PM Trips	Saturday Daily Trips	Saturday Peak Trips
Proposed Project	3,610	280	320	3,220	280
Existing Base Zoning/ General Plan Development Alternative	-1,690	-120	-180	-1,500	-140
Reduced Density Alternative	-1,200	-90	-100	-1,050	-80
Lennar Alternative	-630	-40	-40	-720	-70

Source: Fehr & Peers, 2015, and LSA Associate, Inc., 2015.

The objectives developed for the proposed project are an important part of the context for evaluating alternatives. The proposed project is described in detail in Chapter III, Project Description. The objectives of the proposed project are listed below:

City Objectives

- Develop the site with a mix of residential and nonresidential uses, including at least 460 residential units. (Emeryville General Plan, including Housing Element 2015-2023)
- Support the development of a variety of housing types for families, the provision of family-friendly amenities, and family-friendly design. (Emeryville Housing Element 2015-2023)
- Promote homeownership opportunities and encourage the development of new for-sale residences. (Emeryville Element 2015-2023)
- Preserve, renovate, and reuse Sherwin-Williams Building 1-31, designated as a Tier 1 Architecturally Significant Structure. (Emeryville General Plan, Park Avenue District Plan)
- Include public open space on the site in accordance with the Emeryville General Plan, Park Avenue District Plan, Parks and Recreation Strategic Plan.
- Extend the Emeryville Greenway through the site, in accordance with the Emeryville General Plan, Park Avenue District Plan, Parks and Recreation Strategic Plan, Pedestrian and Bicycle Plan.
- Develop Successor Agency parcel at Sherwin Avenue and Halleck Street for public open space; consider trading this parcel with Sherwin-Williams developer in exchange for land along the Greenway with better visibility. (Parks and Recreation Strategic Plan)
- Expand the City street grid by extending Hubbard Street north into the Sherwin-Williams site and connecting it to Horton Street with a new east-west street. (Emeryville General Plan, Park Avenue District Plan)
- Improve Sherwin Avenue by adding sidewalks, crosswalks and street trees. (Park Avenue District Plan, Pedestrian and Bicycle Plan)
- Maintain existing height limits in the District except at the northern edge of the Sherwin-Williams site, where taller buildings may be appropriate. (Emeryville General Plan, Park Avenue District Plan)

Applicant Objectives

- Construct a high quality, mixed-use development project in the City of Emeryville with a combination of residential and commercial uses, organized around a central plaza, park/open space uses and the extension of the Emeryville Greenway.
- Create a cohesive, integrated and well-planned development that will contribute to the general well-being of the surrounding neighborhood and community.
- Provide for adaptive reuse and development of this remediated urban infill site.
- Implement a development plan that provides for circulation and access with parcel sizes that create a positive relationship to the open space areas within the project and with the surrounding context.
- Develop the property in a manner that will create a unique and distinctive place of benefit to the City and that will contribute to the aesthetic and environmental quality of the surrounding District and its overall neighborhood character.

- Realize a market economic return on the property that reflects the costs of land, site preparation, environmental considerations, infrastructure, open space improvements and vertical development.

A. EXISTING BASE ZONING/GENERAL PLAN DEVELOPMENT ALTERNATIVE

The Existing Base Zoning/General Plan Development alternative describes what would be reasonably expected to occur in the foreseeable future if the project is constructed based on the current General Plan and zoning designations.

1. Principal Characteristics

The Existing Base Zoning/General Plan Development alternative assumes that the project site would be developed as allowed under the current General Plan and zoning designations. This alternative would develop the project site with:

- 270 dwelling units,
- 8,000 square feet of retail,
- 74,000 square feet of office, and
- 551 parking spaces.²

The residential component would be 270,836 square feet (270 dwelling units with an average size of 1,003 square feet). To be consistent with the City's October 20, 2015, General Plan Amendment,³ 50 percent of the units would be two- and three-bedroom units (135 units), and no more than 10 percent of the units would be studios (27 units). The commercial (office and retail) component of this alternative would be 82,000 square feet. The Existing Base Zoning/General Plan Development alternative would have 352,836 total square feet of development with a base FAR of 1.5. New buildings would be 50 to 40 feet in height consistent with the City's building heights map (see Figure V-4 in Chapter V. Planning Policy).

The layout of land uses, pathways, and roadways under the Existing Base Zoning/General Plan Development alternative would be the same as under Option B in Chapter III, Project Description (see Figure III-7), with the park site located adjacent to the railroad tracks.

The Existing Base Zoning/General Plan Development alternative could achieve all of the City's project objectives. However, the Existing Base Zoning/General Plan Development alternative would achieve the following objectives of the City to a much lesser degree than the proposed project:

- Develop the site with a mix of residential and nonresidential uses, including at least 460 residential units. (Emeryville General Plan, Housing Element 2015-2023)

² Table IV.C-24, Section IV.C, Transportation and Circulation in this EIR, includes parking requirements under the City's *Zoning Ordinance*.

³ Emeryville, City of, 2015. Resolution No. 15-129. October 20.

The Existing Base Zoning/General Plan Development alternative could achieve all of the project sponsor's objectives to the same degree as the proposed project, but would not achieve the following objective to the same degree because the market economic return of this alternative compared to the proposed project is not known:

- Realize a market economic return on the property that reflects the costs of land, site preparation, environmental considerations, infrastructure, open space improvements and vertical development.

2. Analysis of the Existing Base Zoning/General Plan Development Alternative

The potential impacts associated with the Existing Base Zoning/General Plan Development alternative are described below.

a. Land Use. The Existing Base Zoning/General Plan Development alternative would change the land use on the site to residential, commercial, and parking uses similar to changes associated with implementation of the proposed project. Compared to the proposed project, this alternative would include a reduction of 5,600 square feet of office space, 7,000 square feet of retail and/or retail, and 81 dwelling units. This alternative would include the extension of Hubbard Street, the addition of a new 46th Street segment, and would place residential and commercial uses next to railroad lines, as would the proposed project. This alternative would not conflict with any land use plan adopted to mitigate adverse environmental impacts. Similar to the proposed project, all land use impacts from this alternative would be less than significant.

b. Population and Housing. Development of the Existing Base Zoning/General Plan Development alternative would result in 139 fewer residents, 35 fewer employees, and 81 fewer dwelling units that would be smaller in size than the proposed project. Similar to the proposed project, this alternative would not induce substantial unanticipated population growth in the City; the population increase would fall within the increase identified in the Housing Element. Additionally, since the only structure on the project site is the vacant Sherwin-Williams Building 1-31, this alternative would not displace any housing or any people and would not result in any impact. All population, housing, and employment impacts from this alternative would be less than significant, similar to the proposed project.

c. Transportation and Circulation. The Existing Base Zoning/General Plan Development alternative would result in approximately 1,690 weekday daily vehicle trips, which is approximately 1,920 fewer trips than would be generated by the proposed project. Table VI-2, above, compares the number of daily and peak vehicle trips that would result from this alternative to vehicle trips associated with the proposed project. Under this alternative, impacts related to vehicle trips would be similar to, but less severe than, trip-related impacts for the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level. This alternative assumes a similar building, pathway, and roadway layout as for the proposed project, which would result in similar impacts on pedestrians, bicycles, and vehicle circulation.

d. Air Quality. The Existing Base Zoning/General Plan Development alternative would result in construction-related air quality impacts that would be similar to the proposed project as this alternative would have a land use pattern similar to the proposed project and would result in construction activity (and associated emissions). Air quality operational emissions associated with vehicle trips would be reduced under this alternative compared to the proposed project given the reduction in total development. This alternative would generate air pollutant emissions that could violate air quality standards, as would the proposed project. Similar to the proposed project, operation of this alternative would expose future residents of the project site to toxic air contaminants. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

e. Greenhouse Gas Emissions. Similar to the proposed project, this alternative would result in greenhouse gas emissions. As noted in Section IV.E, Greenhouse Gas Emissions, the proposed project would be under the threshold of 4.6 metric tons of CO₂e per service population per year, resulting in a less-than-significant greenhouse gas emissions impact. As this alternative would have fewer dwelling units and less commercial space than the proposed project, it would also fall under this threshold and result in less-than-significant greenhouse gas emissions impacts.

f. Noise. Similar to the proposed project, the Existing Base Zoning/General Plan Development alternative could result in the exposure of future residents on the project site to excessive noise levels related to existing traffic and railway use. This alternative would also result in increased operational noise levels from delivery/loading activities and from mechanical equipment and could increase construction noise levels, as would the proposed project. Increases in onsite noise generators from this alternative could increase noise levels at off-site sensitive land uses, and would be similar to the proposed project. Similar to the proposed project, vibration and traffic noise impacts from this alternative would be less than significant. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

g. Geology, Soils and Seismicity. While the Existing Base Zoning/General Plan Development alternative would result in fewer residents and employees on site compared with the proposed project, geotechnical and seismic hazards would be similar for both the alternative and the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

h. Hydrology and Water Quality. The Existing Base Zoning/General Plan Development alternative would result in similar impacts on water quality or waste discharge during construction as the proposed project. Similar to the proposed project, this alternative could result in storm water runoff that could exceed existing or planned storm drainage capacity, potentially resulting in increased localized ponding or flooding, erosion of contaminated soils, and transport of contaminants (along with the sediments) to the Bay. This alternative could create or contribute runoff water which could violate water quality standards or waste discharge requirements, as would the proposed project. Hydrology and water quality impacts under this alternative are similar to the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

i. Hazards and Hazardous Materials. Similar to the proposed project, the Existing Base Zoning/General Plan Development alternative would result in significant impacts related to construction and demolition activities that could release hazardous materials into the soil, ground-water, and/or surface water, or could result in adverse health effects. Although fewer people would be exposed to onsite hazards, this alternative could expose future residents and employees on the project site to hazardous materials present in soils, groundwater, and/or building materials as a result of historical land uses at the project site or in the project vicinity to the same degree as for the proposed project. While fewer residents and employees would be located on the project site under this alternative, potential hazards and hazardous materials impacts associated with this alternative would be similar to the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

j. Cultural Resources. Impacts to cultural resources for the Existing Base Zoning/General Plan Development alternative would be identical to those that would result for the proposed project. This alternative has the potential to result in material impairment of a historical resource due to its renovation and could adversely affect paleontological and archaeological resources (including human remains) due to construction related ground-disturbing activities. All mitigation measures in the EIR for the proposed project would be applied to this alternative.

k. Public Services and Recreation. With fewer dwelling units and less commercial space than the proposed project, the Existing Base Zoning/General Plan Development alternative would have similar, but reduced, impacts related to public services. This alternative would not increase the demand for fire facilities, would comply with Fire Code standards, and could potentially increase the demand for police officers in the area. Given the reduced number of dwelling units compared to the proposed project, when compared to the proposed project this alternative would result in a reduced demand on public schools and payment of a reduced amount of school impact fees. Similar to the proposed project, this alternative would have less-than-significant impacts on fire and police services and public schools; however, given the total reduction in development associated within this alternative, there would be a corresponding reduction in public services related demand when compared to the proposed project.

Similar to the proposed project, the Existing Base Zoning/General Plan Development alternative would result in the creation of a new neighborhood park and would increase the total park acreage within the City to better to accommodate buildout of the General Plan. This alternative would have a less-than-significant impact on park and recreation facilities.

l. Utilities and Infrastructure. Since the Existing Base Zoning/General Plan Development alternative would have fewer dwelling units and less commercial space than the proposed project, total demand for utility services would be decreased when compared to the proposed project. As with the proposed project, additional water demand would be served by EBMUD and would not exceed EBMUD wastewater treatment capacity or the capacity of the water supply distribution system. This alternative would result in similar construction-related and operational solid waste generation when compared to the proposed project, including the disposal of hazardous household solid waste. This alternative would have similar energy requirements as would the proposed project. Similar to the proposed project, this alternative would have less-than-significant impacts on water and wastewater services, solid waste disposal, and energy usage.

m. Visual Resources. The Existing Base Zoning/General Plan Development alternative would not degrade the existing visual character and quality of the site, as the development would be compatible in scale and style with older development in the vicinity. Since buildings would be shorter than proposed for the project, the visual character would differ from the proposed project. The addition of new light sources associated with this alternative or the proposed project would be consistent with existing lighting found in surrounding development. Similar to the proposed project, this alternative would have less-than-significant impacts on visual character and light and glare.

The Existing Base Zoning/General Plan Development alternative would have the same layout as the proposed project Option B, but at 55 feet high, development associated with the Existing Base Zoning/General Plan Development alternative would be lower on all parcels proposed compared with proposed project Option B. As with the proposed project, this alternative would not result in a significant shadow impact, or have a shadow impact on existing or identified potential solar collectors.

B. REDUCED DENSITY ALTERNATIVE

1. Principal Characteristics

The Reduced Density alternative would develop the project site with:

- 378 dwelling units,
- 12,000 square feet of retail,
- 5,500 square feet of office,
- 48,300 square feet of commercial use, and
- 707 parking spaces.

The residential component would be 435,740 square feet (378 dwelling units with an average size of 1,152 square feet) and the commercial component would be 65,800 square feet. The Reduced Density alternative would have 501,540 total square feet of development and an FAR of 2.1.

The Reduced Density alternative includes three variants (see Figures VI-1a to VI-1c). The three variants, described below, each have different parcel and building layouts. Variant 1 includes an extension of 45th Street which would divide Parcels A1 and A2. Variant 2 would have separate Parcels A1 and A2, but they would be divided by a walkway instead of a roadway. Variant 3 would combine Parcels A1 and A2 into one parcel.

Additionally, Variants 1 and 2 would include Parcels A1 and A2 with a combined parcel size of 36,970 square feet, whereas Variant 3 would combine Parcels A1 and A2 into one 36,970 square-foot Parcel A1. Parcels A3, A4, A5, and A6 (Variants 1 and 2) would include the same size and layout of residential units, commercial space, and parking. The parcel size of Parcel A4 in Variants 1 and 2 (Parcel A3 in Variant 3) would be slightly different across the variants. Variant 3 parcels contain similar uses compared to Variants 1 and 2 parcels, but the parcel names differ. The parcels are further described below:

- Parcel A3 in Variant 1 and 2 (Parcel A2 in Variant 3) would include a building that would be 22 feet in height adjacent to the park area and increase up to 50 feet in height adjacent to the southwestern boundary of the site. The building on this parcel would include 75 dwelling units and 122 parking spaces.
- Parcel A4 in Variant 1 and 2 (Parcel A3 in Variant 3) would include a building that includes various steps from 20 feet adjacent to open space to a maximum of 60 feet in height along the Hubbard Street and 46th Street extensions. The building would include 24 dwelling units and 15 parking spaces.
- Parcel A5 in Variant 1 and 2 (Parcel A4 in Variant 3) would include a building that on both the north and south of the parcel steps from 20 feet to 85 feet in height at the middle of the building. The building would include 120 dwelling units and 158 parking spaces.
- Site A6 in Variant 1 and 2 (Parcel A5 in Variant 3) would include a building that steps from 25 feet on the north, east, and south sides to 60 feet in height adjacent to the train tracks. The building would include 37 dwelling units, 5,500 square feet of office, and 337 parking spaces.

All three variants would extend Hubbard Street north through a portion of the project site and add a new segment of 46th Street to connect Horton Street with the proposed Hubbard Street extension. The three variants, described below, differ from each other in their internal circulation patterns.

a. Reduced Density Alternative Variant 1. As shown on Figure VI-1a, Variant 1 would extend 45th Street west of Horton Street to connect with the proposed Hubbard Street extension. This extension would bisect the existing Sherwin-Williams Building 1-31 that runs along Horton Street and that would contain 48,300 square feet of commercial uses. The extension also would physically separate mixed-use buildings on Parcels A1 and A2 that would step from 22 feet surrounding each building to 50 feet in height within the interior footprint of the buildings. The two Parcel A1 and A2 buildings combined would include 122 dwelling units, 12,000 square feet of retail/restaurant space on the ground floor, and 75 parking spaces.

b. Reduced Density Alternative Variant 2. As shown on Figure VI-1b, Variant 2 would not extend 45th Street west of Horton Street and would not split the existing Building 1-31 on Horton Street or Parcels A1 and A2. A pedestrian pathway is proposed to separate mixed-use buildings on Parcels A1 and A2 that would step from 22 feet surrounding each building to 50 feet in height within the interior footprint of the buildings. The two buildings combined would include 122 dwelling units, 12,000 square feet of retail/restaurant space on the ground floor, and 75 parking spaces.

c. Reduced Density Alternative Variant 3. As shown on Figure VI-1c, Variant 3 would not extend 45th Street west of Horton Street and would not split the existing Building 1-31 on Horton Street. One mixed-use building would be located on Parcel A1 that would step from 22 feet surrounding the building to 50 feet in height within the interior footprint of the building. The building would include 122 dwelling units, 12,000 square feet of retail/restaurant space on the ground floor, and 75 parking spaces.

All variants of the Reduced Density alternative could achieve most of the City's project objectives, but would achieve to a lesser degree the following objectives:

- Develop the site with a mix of residential and nonresidential uses, including at least 460 residential units. (Emeryville General Plan, including Housing Element 2015-2023)
- Preserve, renovate, and reuse Sherwin-Williams Building 1-31, designated as a Tier 1 Architecturally Significant Structure. (Emeryville General Plan, Park Avenue District Plan) (Only Variant 1 would not achieve this objective)

All variants of the Reduced Density alternative could achieve almost all of the project sponsor's objectives to the same degree as the proposed project, but would not achieve the following objective to the same but to an unknown degree as the financial implications of this alternative compared to the proposed project are not known:

- Realize a market economic return on the property that reflects the costs of land, site preparation, environmental considerations, infrastructure, open space improvements and vertical development.

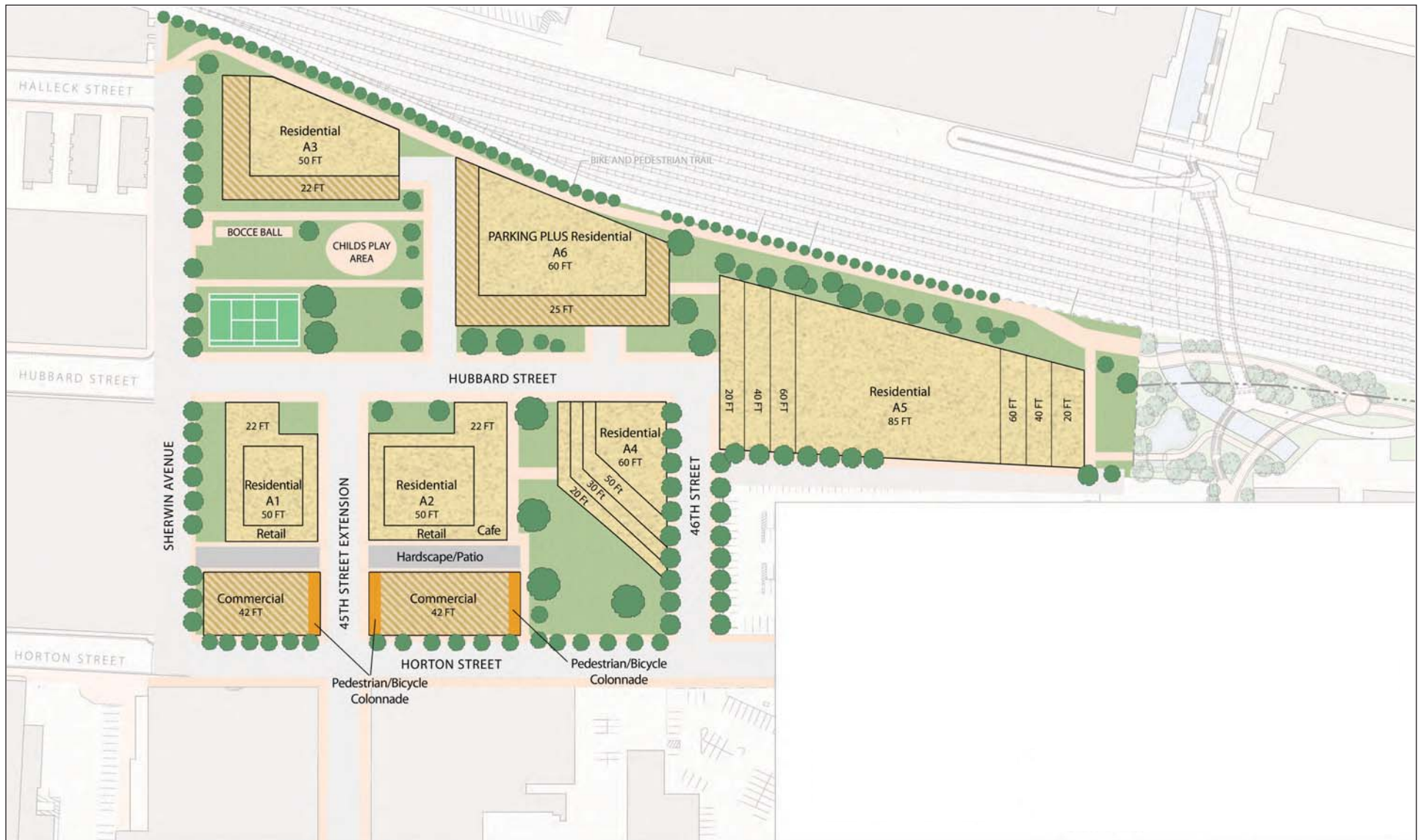
2. Analysis of the Reduced Density Alternative

The potential impacts associated with all variants of the Reduced Density alternative are described below.

a. Land Use. The Reduced Density alternative variants would include residential, commercial, and parking land uses similar to the proposed project. Compared to the proposed project, all variants of this alternative would include a reduction of 25,800 square feet of office use, 3,000 square feet of retail use, and 162 dwelling units. Similar to the proposed project, this alternative would include extension of Hubbard Street and addition of a new 46th Street segment within the project site and would place residential and commercial uses next to railroad lines. As with the proposed project, this alternative would not conflict with any land use plan adopted to mitigate adverse environmental impacts, all land use impacts from all variants of this alternative would be similar to the proposed project and would be less than significant.

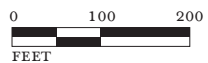
b. Population and Housing. The Reduced Density alternative variants would include 162 fewer dwelling units, 277 fewer residents, and 85 fewer employees than the proposed project. As with the proposed project, these alternative variants would not induce substantial unanticipated population growth in the City, and the population increase would fall within the increase identified in the Housing Element. Additionally, as the only structure on the site is the vacant Sherwin-Williams Building 1-31, this alternative would not displace any housing or any people. All population, housing, and employment impacts from this alternative would be less than significant, similar to the proposed project.

c. Transportation and Circulation. The Reduced Density alternative variants would result in approximately 2,410 weekday daily vehicle trips, a reduction of 1,200 vehicle trips when compared to the proposed project. Table VI-2, above, shows the reduction in the number of vehicle trips associated with the Reduced Density alternative variants compared to the proposed project. Impacts related to trips from these alternative variants would be similar to, but less severe than, proposed project trips given the reduction in the amount of development associated with the alternative variants. However, these alternative variants may not meet the City's parking requirement of approximately 723 parking spaces. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.



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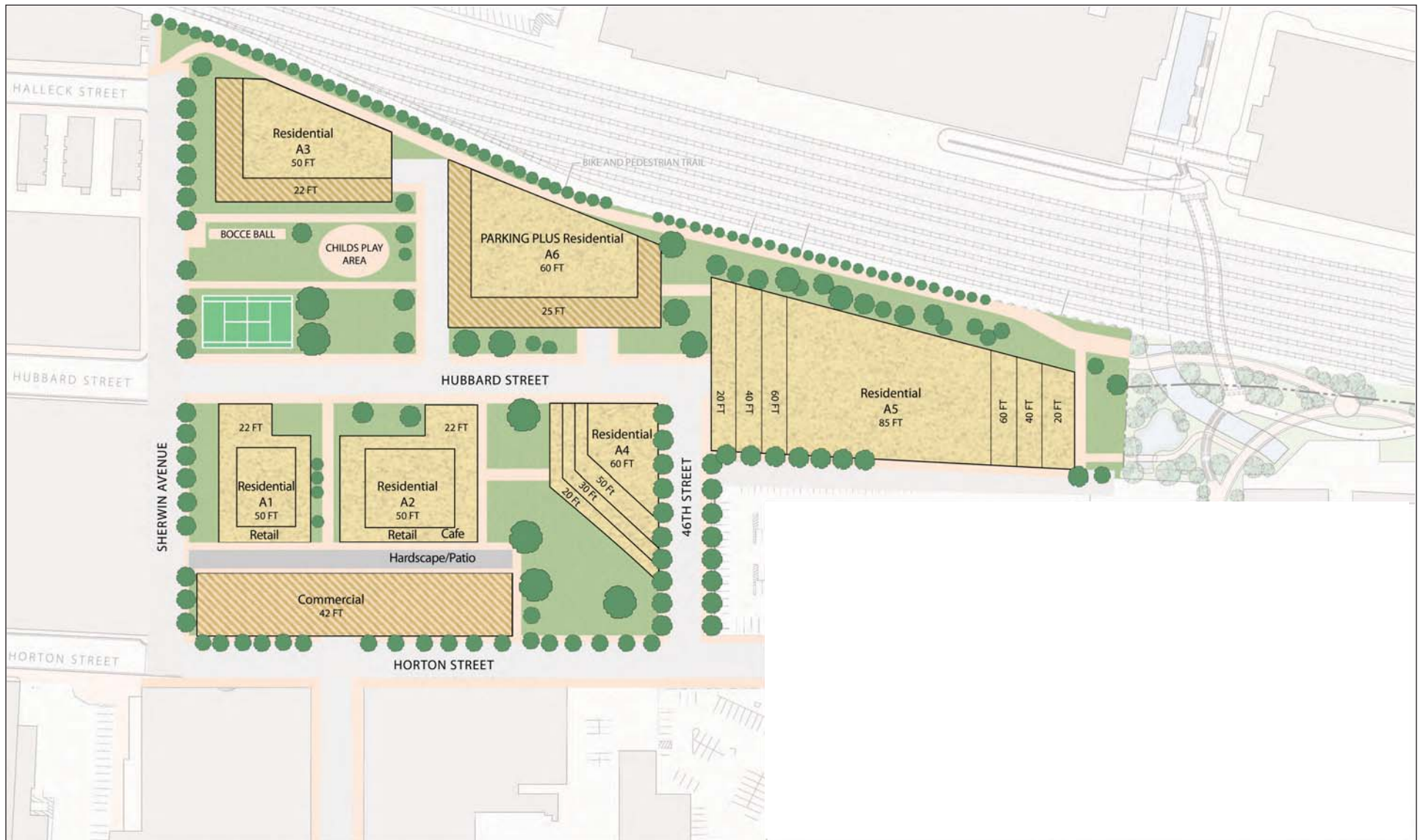
FIGURE VI-1a



SOURCE: 45TH STREET ARTISTS COOP, JANUARY 2015.

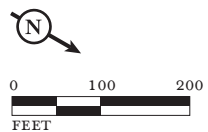
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Sherwin-Williams Project EIR
Reduced Density Alternative: Variant 1



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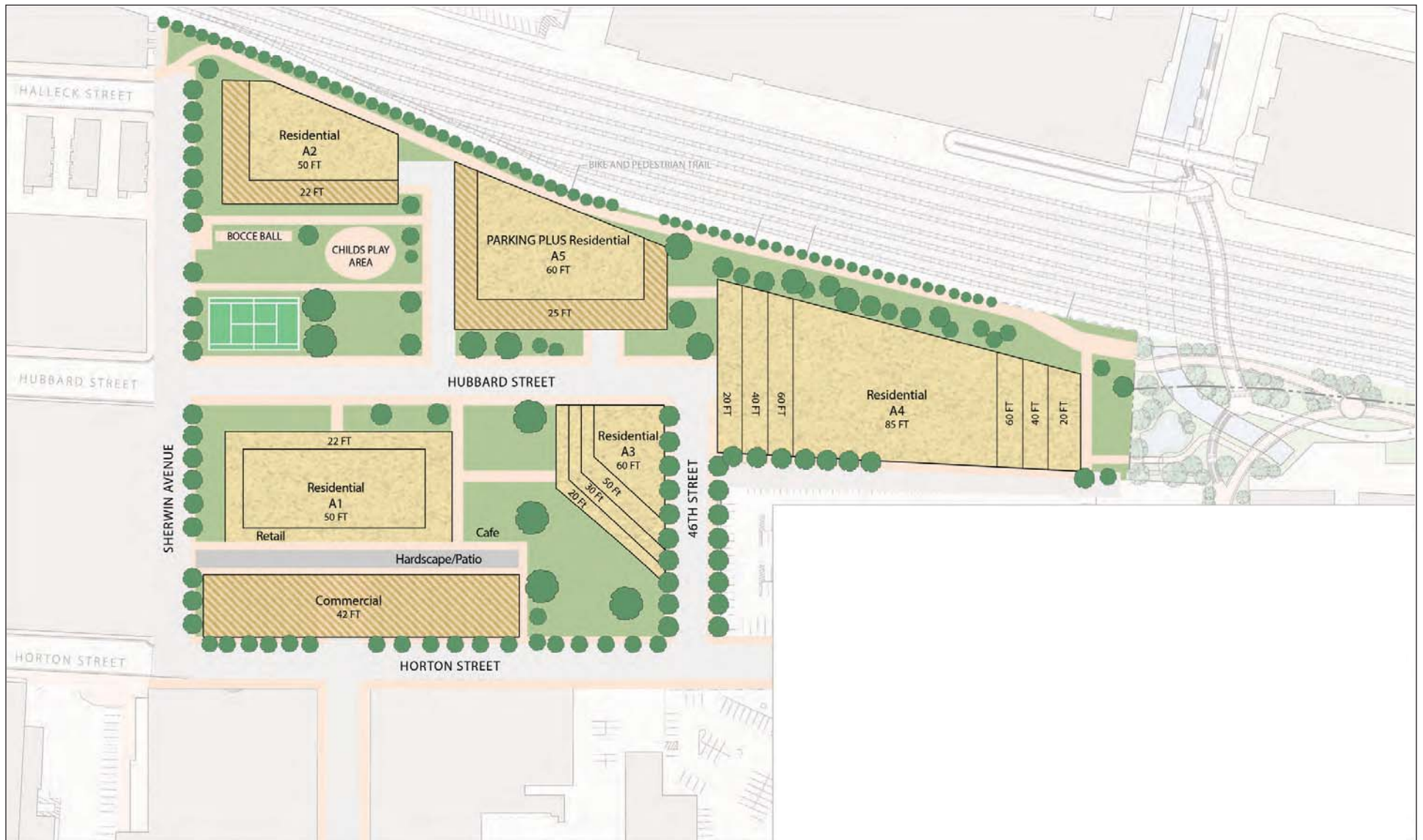
FIGURE VI-1b



SOURCE: 45TH STREET ARTISTS COOP, JANUARY 2015.

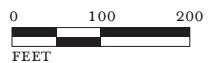
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Sherwin-Williams Project EIR
Reduced Density Alternative: Variant 2



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FIGURE VI-1c



SOURCE: 45TH STREET ARTISTS COOP, JANUARY 2015.

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Sherwin-Williams Project EIR
Reduced Density Alternative: Variant 3

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The Reduced Density alternative variants would shift the alignment of the east-west 46th Street extension further north compared to the proposed project, such that a portion would bound an existing parking lot. These alternative variants may provide insufficient emergency vehicle access to Parcel A5, as the site plans do not show a fire lane. Site plans do not show driveway access to parking for Parcels A1, A2, and A4 and this alternative could create pedestrian/bicycle conflicts. The bicycle and pedestrian trail along the west side of these alternative variants appear constrained adjacent to Parcels A6 and A3 and may not satisfy City Requirements.

Variant 1 includes construction of a new roadway (45th Street extension) that would contribute to a more grid-like roadway network in the area, but would also introduce additional pedestrian conflict zones along the extension. The resulting Parcel A1 would create some inefficiency in the provision of structured parking on the parcel. Driveway placement could conflict with potential parking provided along the 45th Street extension. The site plan does not show a clear connection from Horton Street through the site to the Class I bicycle facility on the western portion of the site.

Variants 2 and 3 would not extend 45th Street into the project site. Traffic and parking impacts related to roadway extension associated with Variant 1 (described above) would not occur and the pedestrian throughway along 45th Street would not be provided.

d. Air Quality. The Reduced Density alternative variants would result in construction-related air quality impacts that would be similar to the proposed project as these variants would have a land use pattern similar to the proposed project and would result in construction activity (and associated emissions). Air quality operational emissions associated with vehicle trips would be reduced under this alternative compared to the proposed project given the reduction in total development. These alternative variants would generate air pollutant emissions that could violate air quality standards, as would the proposed project. Similar to the proposed project, operation of this alternative would expose future residents of the project site to toxic air contaminants. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

e. Greenhouse Gas Emissions. Similar to the proposed project, the Reduced Density alternative variants would result in greenhouse gas emissions. As noted in Section IV.E, Greenhouse Gas Emissions, the proposed project would be under the threshold of 4.6 metric tons of CO₂e per service population per year, resulting in a less-than-significant greenhouse gas emissions impact. As these alternative variants would have fewer dwelling units and less commercial space than the proposed project, they would also fall under this threshold and result in less-than-significant greenhouse gas emissions impacts.

f. Noise. Similar to the proposed project, the Reduced Density alternative variants could result in the exposure of future residents on the project site to excessive noise levels related to existing traffic and railway use. These alternative variants would also result in increased operational noise levels from delivery/loading activities and from mechanical equipment and could increase construction noise levels, similar to the proposed project. Increases in onsite noise generators from these alternative variants could increase noise levels at off-site sensitive land uses, and would be similar to the proposed project. As with the proposed project, vibration and traffic noise impacts from these alternative variants would be less than significant with implementation of mitigation measures.

g. Geology, Soils and Seismicity. While the Reduced Density alternative variants would result in fewer residents and employees on site compared with the proposed project, geotechnical and seismic hazards would be similar for both the alternative and the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

h. Hydrology and Water Quality. The Reduced Density alternative variants would result in similar impacts on water quality or waste discharge during construction as the proposed project. Similar to the proposed project, these alternative variants could result in storm water runoff that could exceed existing or planned storm drainage capacity, potentially resulting in increased localized ponding or flooding, erosion of contaminated soils, and transport of contaminants (along with the sediments) to the Bay. These alternative variants could create or contribute runoff water which could violate water quality standards or waste discharge requirements, as would the proposed project. Hydrology and water quality impacts under this alternative are similar to the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

i. Hazards and Hazardous Materials. Similar to the proposed project, the Reduced Density alternative variants would result in significant impacts related to construction and demolition activities that could release hazardous materials into the soil, groundwater, and/or surface water, or could result in adverse health effects. Although fewer people would be exposed to onsite hazards, this alternative could expose future residents and employees on the project site to hazardous materials present in soils, groundwater, and/or building materials as a result of historical land uses at the project site or in the project vicinity to the same degree as for the proposed project. While fewer residents and employees would be located on the project site under this alternative, potential hazards and hazardous materials impacts associated with this alternative would be similar to the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

j. Cultural Resources. Impacts to cultural resources for the Reduced Density alternative variants would be similar to those for the proposed project. As with the proposed project, these alternative variants have the potential to result in material impairment of a historical resource due to its renovation and could adversely affect paleontological and archaeological resources (including human remains) due to construction related ground-disturbing activities.

Variant 1 would demolish a portion of the existing historic Sherwin-Williams Building 1-31 on site to extend 45th Street to Hubbard Street. This cultural resource impact would be worse than those of the proposed project or Variants 2 and 3 of this alternative. Variant 1 has the potential to result in a significant and unavoidable impact on cultural resources that would be greater than the proposed project.

k. Public Services and Recreation. With fewer dwelling units and less commercial space than the proposed project, the Reduced Density alternative variants would have similar, but reduced, impacts related to public services. This alternative would not increase the demand for fire facilities, would comply with Fire Code standards, and could potentially increase the demand for police officers in the area. Given the reduced number of dwelling units compared to the proposed project, when compared to the proposed project this alternative would result in a reduced demand on public schools

and payment of a reduced amount of school impact fees. Similar to the proposed project, this alternative would have less-than-significant impacts on fire and police services and public schools; however, given the total reduction in development associated within this alternative, there would be a corresponding reduction in public services related demand when compared to the proposed project.

Similar to the proposed project, the alternative variants would result in the creation of a new neighborhood park and would increase the total park acreage within the City to better to accommodate buildout of the General Plan. This alternative would have a less-than-significant impact on park and recreation facilities.

l. Utilities and Infrastructure. Since the Reduced Density alternative variants would have fewer dwelling units and less commercial space than the proposed project, total demand for utility services would be decreased when compared to the proposed project. As with the proposed project, additional water demand would be served by EBMUD and would not exceed EBMUD wastewater treatment capacity or the capacity of the water supply distribution system. This alternative would result in similar construction-related and operational solid waste generation when compared to the proposed project, including the disposal of hazardous household solid waste. This alternative would have similar energy requirements as would the proposed project. Similar to the proposed project, this alternative would have less-than-significant impacts on water and wastewater services, solid waste disposal, and energy usage.

m. Visual Resources. The Reduced Density alternative variants would not degrade the existing visual character and quality of the site, as the development would be compatible in scale and style with older development in the vicinity. Since buildings would be shorter than the proposed project, the visual character would differ from the proposed project. The addition of new light sources associated with these alternative variants or the proposed project would be consistent with existing lighting found in surrounding development. Similar to the proposed project, these alternative variants would have less-than-significant impacts on visual character and light and glare. As with the proposed project, this alternative would not result in a significant shadow impact, or have a shadow impact on existing or identified potential solar collectors.

C. LENNAR ALTERNATIVE

The Lennar alternative represents a different development option that would reduce the overall amount of development compared to the proposed project. The project applicant has requested that this alternative be analyzed within this EIR.

1. Principal Characteristics

The Lennar alternative would develop the project site with:

- 532 dwelling units,
- 8,000 square feet of retail/ground floor commercial use,
- 74,000 square feet of office, and
- 963 parking spaces.

The residential component would be 612,786 square feet (532 dwelling units with an average size of 1,150 square feet) and the commercial (office and retail) component would encompass 82,000 square feet. The Lennar alternative would have 694,786 total square feet of development and an FAR of 3.0. The Lennar alternative includes two variants (see Figures VI-2a and VI-2b). The layout and proposed buildings identified by the two variants would be similar. However, Variant 1 would include two buildings on Parcel C while Variant 2 would include one building on Parcel C. Both variants would include a new segment of 46th Street that would extend from Horton Street to an extension of Hubbard Street. The design of the Hubbard Street extension would differ between variants.

a. Lennar Alternative Variant 1. As shown on Figure VI-2a, Variant 1 would include two buildings for Parcel C with open space and a playground between the two buildings. Other details of Variant 1 follow:

- Parcel A (denoted as Building A on Figures VI-2a and VI-2b) would include a 42-foot-tall building (the existing Sherwin-Williams Building 1-31 with 74,000 square feet of office and no parking.
- Parcel B1 would include a building that steps from 55 feet along Sherwin Avenue to 75 feet in height. The building would include 6,000 square feet of ground-floor commercial, 81 dwelling units, and 484 parking spaces.
- Parcel B2 would include a building that steps from 65 feet to 75 feet in height. The building would include 106 dwelling units and 106 parking spaces.
- Parcel C1 would include a building that steps from 65 feet to 75 feet in height. The building would include 2,000 square feet of ground-floor commercial, 109 dwelling units, and 109 parking spaces.
- Parcel C2 would include a 75-foot-tall building with 2,000 square feet of ground-floor commercial, 78 dwelling units, and 78 parking spaces.
- Parcel D would include an 85-foot-tall building with 158 dwelling units and 158 parking spaces.

The Hubbard Street extension would be open to traffic for access to Parcel B1 and Parcel C1 parking garages and loading. The new 46th Street segment would include a traffic circle turnaround at its connection with Hubbard Street for other local traffic.

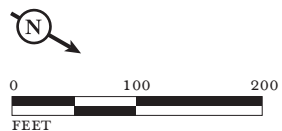
b. Lennar Alternative Variant 2. As shown on Figure VI-2b, Variant 2 would include one building for Parcel C with an open space plaza and playground south of the building. Other details of Variant 2 follow:

- Parcel A (denoted as Building A on Figures VI-2a and VI-2b) would include a 42-foot-tall building (the existing Sherwin-Williams Building 1-31 with 74,000 square feet of office and no parking.
- Parcel B1 would include a building that steps from 55 feet along Sherwin Avenue to 75 feet in height. The building would include 6,000 square feet of ground-floor commercial, 92 dwelling units, and 491 parking spaces.



LSA

FIGURE VI-2a



SOURCE: LENNAR, AUGUST 2015.

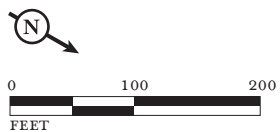
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Sherwin-Williams Project EIR
Lennar Alternative: Variant 1



LSA

FIGURE VI-2b



SOURCE: LENNAR, AUGUST 2015.

Sherwin-Williams Project EIR
Lennar Alternative: Variant 2

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- Parcel B2 would include a building that steps from 65 feet to 75 feet in height. The building would include 106 dwelling units and 106 parking spaces.
- Parcel C would include a building that steps from 65 feet to 75 feet in height. The building would include 2,000 square feet of ground-floor commercial, 154 dwelling units, and 154 parking spaces.
- Parcel D would include an 85-foot-tall building with 180 dwelling units and 180 parking spaces.

The Hubbard Street extension would include both parking garage access and other local street traffic and would connect to the new 46th Street segment.

The Lennar alternative variants could achieve all of the City's project objectives.

The Lennar alternative variants could achieve almost all of the project sponsor's objectives to the same degree as the proposed project, but would not achieve the following objectives to the same degree because this alternative does not organize the site around a central plaza, and the market economic return of this alternative compared to the proposed project are not known:

- Construct a high quality, mixed-use development project in the City of Emeryville with a combination of residential and commercial uses, organized around a central plaza, park/open space uses and the extension of the Emeryville Greenway.
- Realize a market economic return on the property that reflects the costs of land, site preparation, environmental considerations, infrastructure, open space improvements and vertical development.

2. Analysis of the Lennar Alternative

The potential impacts associated with all variants of the Lennar alternative are described below.

a. Land Use. The Lennar alternative variants would include residential, commercial and parking land uses similar to the proposed project. Compared to the proposed project, all variants of this alternative would include a reduction of 5,600 square feet of office use, 7,000 square feet of retail and/or restaurant use, and eight dwelling units. Similar to the proposed project, these alternative variants would include the extension of Hubbard Street and addition of a new 46th Street segment and would place residential and commercial uses next to railroad lines. These alternative variants would not conflict with any land use plan adopted to mitigate adverse environmental impacts. All land use impacts from all variants of this alternative would be similar to the proposed project and would be less than significant.

b. Population and Housing. The Lennar alternative variants would include 8 fewer dwelling units, 13 fewer residents, and 35 fewer employees than the proposed project. As with the proposed project, these alternative variants would not induce substantial unanticipated population growth in the City and the population increase would fall within the increase identified in the Housing Element. Since the only structure on the project site is the vacant Sherwin-Williams Building 1-31, this alternative would not displace any housing or any people and would not result in any impact, the

same as for the proposed project. All population, housing, and employment impacts from this alternative would be less than significant, the same as for the proposed project.

c. Transportation and Circulation. The Lennar alternative variants would result in approximately 2,980 weekday daily vehicle trips, which is 630 fewer trips than for the proposed project. Table VI-2, above, compares the number of vehicle trips that would result from these alternative variants with trips that would result for the proposed project. Impacts related to vehicle trips from these alternative variants would be similar to, but less severe than, trip-related impacts for the proposed project.

The Lennar alternative variants would eliminate the median area proposed on Hubbard Street under the proposed project. This alternative would meet the City's parking requirement of approximately 960 parking spaces. On the western end of 46th Street, driveways to Parcel B2 and D would be slightly off-set, potentially creating confusion and vehicle conflicts in this area. A plaza/court yard area is proposed parallel to the new 46th Street segment, connecting Horton Street to the Class I bicycle facility on the western portion of the site. This plaza crosses Hubbard Street at two locations in proximity to each other.

Variant 1 would have a traffic circle feature that may serve as a drop-off zone for Parcel D. This variant proposes a plaza/court yard area parallel to the new 46th Street segment, connecting Horton Street to the Class I bicycle facility on the western portion of the site. This plaza would cross Hubbard Street at two locations in proximity to each other.

Variant 2 is similar to Variant 1, with the primary differences being: (1) the relocation of the bicycle/pedestrian connection between Hollis Street and the Class I bicycle facility along the new 46th Street alignment and (2) a consolidation of Parcel C to one building, which would remove the pedestrian connection between Parcel C buildings.

d. Air Quality. The Lennar alternative variants would result in construction-related air quality impacts that would be similar to the proposed project as these variants would have a land use pattern similar to the proposed project and would result in construction activity (and associated emissions). Air quality operational emissions associated with vehicle trips would be reduced under this alternative compared to the proposed project given the reduction in total development. These alternative variants would generate air pollutant emissions that could violate air quality standards, as would the proposed project. Similar to the proposed project, operation of this alternative would expose future residents of the project site to toxic air contaminants. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

e. Greenhouse Gas Emissions. Similar to the proposed project, the Lennar alternative variants would result in greenhouse gas emissions. As noted in Section IV.E, Greenhouse Gas Emissions, the proposed project would be under the threshold of 4.6 metric tons of CO₂e per service population per year, resulting in a less-than-significant greenhouse gas emissions impact. As these alternative variants would have fewer dwelling units and less commercial space than the proposed project, they would also fall under this threshold and result in less-than-significant greenhouse gas emissions impacts.

f. Noise. Similar to the proposed project, the Lennar alternative variants could result in the exposure of future residents on the project site to excessive noise levels related to existing traffic and railway use. These alternative variants would also result in increased operational noise levels from delivery/loading activities and from mechanical equipment and could increase construction noise levels, similar to the proposed project. Increases in onsite noise generators from these alternative variants could increase noise levels at off-site sensitive land uses, and would be similar to the proposed project. As with the proposed project, vibration and traffic noise impacts from these alternative variants would be less than significant with implementation of mitigation measures.

g. Geology, Soils and Seismicity. While the Lennar alternative variants would result in fewer residents and employees on site compared with the proposed project, geotechnical and seismic hazards would be similar for both the alternative and the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

h. Hydrology and Water Quality. The Lennar alternative variants would result in similar impacts on water quality or waste discharge during construction as the proposed project. Similar to the proposed project, these alternative variants could result in storm water runoff that could exceed existing or planned storm drainage capacity, potentially resulting in increased localized ponding or flooding, erosion of contaminated soils, and transport of contaminants (along with the sediments) to the Bay. These alternative variants could create or contribute runoff water which could violate water quality standards or waste discharge requirements, as would the proposed project. Hydrology and water quality impacts under this alternative are similar to the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

i. Hazards and Hazardous Materials. Similar to the proposed project, the Lennar alternative variants would result in significant impacts related to construction and demolition activities that could release hazardous materials into the soil, groundwater, and/or surface water, or could result in adverse health effects. Although fewer people would be exposed to onsite hazards, this alternative could expose future residents and employees on the project site to hazardous materials present in soils, groundwater, and/or building materials as a result of historical land uses at the project site or in the project vicinity to the same degree as for the proposed project. While fewer residents and employees would be located on the project site under this alternative, potential hazards and hazardous materials impacts associated with this alternative would be similar to the proposed project. All mitigation measures in the EIR for the proposed project would be applied to this alternative to reduce any impacts to a less-than-significant level.

j. Cultural Resources. Impacts to cultural resources for the Lennar alternative variants would be identical to those for the proposed project. As with the proposed project, these alternative variants have the potential to result in material impairment of a historical resource due to its renovation and could adversely affect paleontological and archaeological resources (including human remains) due to construction related ground-disturbing activities.

k. Public Services and Recreation. With fewer dwelling units and less commercial space than the proposed project, the Lennar alternative variants would have similar, but reduced, impacts related to public services. These alternative variants would not increase the demand for fire facilities, would comply with Fire Code standards, and could potentially increase the demand for police officers in the area. Given the reduced number of dwelling units compared to the proposed project, when compared to the proposed project this alternative would result in a reduced demand on public schools and payment of a reduced amount of school impact fees. Similar to the proposed project, this alternative would have less-than-significant impacts on fire and police services and public schools; however, given the total reduction in development associated within this alternative, there would be a corresponding reduction in public services related demand when compared to the proposed project.

Similar to the proposed project, the alternative variants would result in the creation of a new neighborhood park and would increase the total park acreage within the City to better to accommodate buildout of the General Plan. This alternative would have a less-than-significant impact on park and recreation facilities.

l. Utilities and Infrastructure. Since the Lennar alternative variants would have fewer dwelling units and less commercial space than the proposed project, total demand for utility services would be decreased when compared to the proposed project. As with the proposed project, additional water demand would be served by EBMUD and would not exceed EBMUD wastewater treatment capacity or the capacity of the water supply distribution system. This alternative would result in similar construction-related and operational solid waste generation when compared to the proposed project, including the disposal of hazardous household solid waste. This alternative would have similar energy requirements as would the proposed project. Similar to the proposed project, this alternative would have less-than-significant impacts on water and wastewater services, solid waste disposal, and energy usage.

m. Visual Resources. The Lennar alternative variants would not degrade the existing visual character and quality of the site, as the development would be compatible in scale and style with older development in the vicinity. Since buildings would be shorter than the proposed project, the visual character would differ from the proposed project. The addition of new light sources associated with these alternative variants or the proposed project would be consistent with existing lighting found in surrounding development. Similar to the proposed project, these alternative variants would have less-than-significant impacts on visual character and light and glare. As with the proposed project, this alternative would not result in a significant shadow impact, or have a shadow impact on existing or identified potential solar collectors.

D. NO PROJECT ALTERNATIVE

Because the Emeryville General Plan land use designations (Mixed Use With Residential (MUR) and Parks/Open Space (PO)), zoning designations (MUR and PO), Park Avenue District Plan and Policy LU-P-18 all promote the reuse of the Sherwin Williams site with a mix of residential and nonresidential uses with ample open space and an extension of the Emeryville Greenway, it is not practical to think that the site would remain vacant and in its existing condition if the proposed project is not approved. Therefore, the No Project alternative assumes that the site would ultimately not remain undeveloped (i.e., a “no development alternative”) if the proposed project were not approved, and that, as a practical matter, the landowner/applicant will apply to develop with a different project generally consistent with City policies and regulations. Additionally, this alternative assumes that the No Project alternative would have very similar impacts and effects as those evaluated and identified for the Existing Base Zoning/General Plan Development alternative (as it is the alternative that complies with current City General Plan designations and zoning) as described and disclosed above.

E. ALTERNATIVES THAT WERE CONSIDERED BUT REJECTED

During the Notice of Preparation comment period the City received numerous suggestions for the identification and evaluation of alternatives to the proposed project, both in writing and verbally at the scoping hearing (see Appendix A of this EIR). The identification and analysis of the Reduced Density alternative and its variants in this chapter includes a range of alternatives and variants that address the suggestions provided during the comment period.

Additionally a No Development alternative was also identified and considered, but ultimately not selected for further evaluation in this EIR as described below.

The No Development alternative assumes the continuation of existing conditions within the project site. No residential, commercial, or open space uses would be constructed within the project site. Existing conditions have been described in detail in the setting section for each environmental topic within Chapter V, Setting, Impacts and Mitigation Measures, and the No Development alternative assumes that these existing site conditions would continue. As General Plan policies, land use designation and the zoning designation do not prohibit development on this site, the No Development alternative is not feasible and would not be reasonably expected to occur in the foreseeable future. Development of the site is planned and allowed under the current General Plan and zoning designations. In addition, this alternative would not accomplish any of the City’s or the Applicant’s project objectives, and was therefore not considered for further evaluation in this Draft EIR.

The alternatives proposed through the public scoping process have been included in this analysis.

F. ENVIRONMENTALLY SUPERIOR ALTERNATIVE

CEQA requires identification of the environmentally superior alternative in an EIR from among the range of reasonable alternatives that are evaluated. For this project, the Reduced Density alternative Variants 2 and 3 would be considered the environmentally superior alternative as environmental impacts associated with the project would be reduced or avoided under this alternative. Although this alternative would have the least amount of commercial use and the fewest dwelling units, it would

have a greater FAR and taller building heights than the Existing Base Zoning/General Plan Development alternative. However, the Reduced Density alternative would not fully meet the objectives of the proposed project.