

# DRAFT ENVIRONMENTAL IMPACT REPORT

## 800 Indiana Street

PLANNING DEPARTMENT CASE NO. 2011.1374E

STATE CLEARINGHOUSE NO. 2014052067



Draft EIR Publication Date: Draft EIR Public Hearing Date:		AUGUST 13, 2014
D	raft EIR Public Hearing Date:	SEPTEMBER 11, 2014
D	raft EIR Public Comment Period:	AUGUST 13, 2014 – SEPTEMBER 29, 2014



**DATE:** August 13, 2014

TO: Distribution List for the 800 Indiana Street Project Draft EIR

FROM: Sarah B. Jones, Environmental Review Officer

**SUBJECT:** Request for the Final Environmental Impact Report for the

800 Indiana Street Project (Planning Department File No. 2011.1374E)

This is the Draft of the Environmental Impact Report (EIR) for the 800 Indiana Street Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Responses to Comments," which will contain all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Those who testify at the hearing on the Draft EIR will automatically receive a copy of the Responses to Comments document, along with notice of the date reserved for certification; others may receive a copy of the Responses to Comments and notice by request or by visiting our office. This Draft EIR together with the Responses to Comments document will be considered by the Planning Commission in an advertised public meeting and will be certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Responses to Comments document and print both documents in a single publication called the Final EIR. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one document, rather than two. Therefore, if you receive a copy of the Responses to Comments document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Responses to Comments have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR [in Adobe Acrobat format on a CD] to private individuals only if they request them. Therefore, if you would like a copy of the Final EIR, please fill out and mail the postcard provided inside the back cover to the Environmental Planning division of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

Thank you for your interest in this project.

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### **TABLE OF CONTENTS**

Cha	pter/Se	ection	Page
ACI	RONYM	SUMMARY	
S	SUN	MARY	S-1
S			
1	INT	RODUCTION	1-1
	В	* *	
2	PRO	OJECT DESCRIPTION	2-1
	В	, c	
	C		
3	PLA	NS AND POLICIES	3-1
4	ENV	VIRONMENTAL SETTING AND IMPACTS	4-1
	A	Introduction	4.A-1
	В	Historic Architectural Resources	4.B-1
	C	Shadow	4.C-1
5	OTI	HER CEQA ISSUES	5-1
	В	Significant and Unavoidable Impacts	5-2
	C		
	D		
6	ALT	TERNATIVES	6-1
	A	Introduction	6-1
	В	Alternative A: No Project Alternative	6-2
	C		
	D	Alternative C: Partial Preservation Alternative	6-14
	E	Environmentally Superior Alternative	6-22
	F	Alternatives Considered But Rejected	6-23
7	REP		
	A	EIR Authors	7-1
	C	Project Sponsors	7-2
	D		
	Е	Organizations and Persons Consulted	7-3

i

### **Appendices**

A Notice of Preparation and Community Plan Exemption Checklist

2-1	<b>Figures</b>		
2-3 Proposed Site Plan	2-1	Project Location	2-2
2-4         Proposed Elevations         2-5           2-5         Proposed Building Plan, First Floor         2-11           2-6         Proposed Landscape Plan         2-17           2-7         Proposed Building Plan, Floors 2 and 3         2-21           2-8         Proposed Building Plan, Floors 2 and 3         2-21           2-9         Proposed Building Plan, Roof         2-2-2           2-10         Proposed Building Plan, Roof         2-2-2           2-11         Project Overview         2-2*           2-12         View of Buildings A and B, Looking North from Indiana Street         2-2*           2-13         View of Buildings A, B, and C Looking North from Indiana Street         2-2*           2-13         View from Buildings A, B, and C Looking North towards Project Site from I-280         2-3           2-15         Hybrid Streetscape Plan         2-3           2-15         Hybrid Streetscape Plan         2-3           2-16         Hybrid Streetscape Plan Section         2-3*           2-17         Linear Park Streetscape Plan Section         2-3*           2-18         Linear Park Streetscape Plan Section         2-4*           4-19         20th Street Plaza/Dog Park         2-4*           4-19         20th Street Plaza/Dog Park	2-2	Project Site	2-3
2-5         Proposed Building Plan, First Floor.         2-1           2-6         Proposed Landscape Plan         2-1           2-7         Proposed Vehicular Circulation and Parking         2-1           2-8         Proposed Building Plan, Floors 2 and 3         2-2           2-9         Proposed Building Plan, Floors 4 and 5         2-2           2-10         Proposed Building Plan, Roof.         2-2           2-11         Project Overview         2-2           2-12         View of Buildings A and B, Looking North from Indiana Street         2-2           2-13         View of Buildings A, B, and C Looking North from Indiana Street         2-2           2-14         View from Buildings A, B, and C Looking North towards Project Site from I-280         2-3           2-15         Hybrid Streetscape Plan         2-3           2-16         Hybrid Streetscape Plan Section         2-3           2-17         Linear Park Streetscape Plan Section         2-3           2-18         Linear Park Streetscape Plan Section         2-4           4-19         20th Street Plaza/Dog Park         2-4           4-19         20th Street Plaza/Dog Park         2-4           4-1         Historic Districts in the Proposed Project Vicinity         4-B-1           4-1	2-3	Proposed Site Plan	2-7
2-6         Proposed Landscape Plan         2-17           2-7         Proposed Vehicular Circulation and Parking         2-19           2-8         Proposed Building Plan, Floors 2 and 3         2-21           2-9         Proposed Building Plan, Floors 4 and 5         2-22           2-10         Proposed Building Plan, Roof         2-22           2-11         Project Overview         2-22           2-12         View of Buildings A and B, Looking North from Indiana Street         2-22           2-13         View of Buildings A, B, and C Looking North towards Project Site from 1-280         2-3           2-14         View from Buildings A, B, and C Looking North towards Project Site from 1-280         2-3           2-15         Hybrid Streetscape Plan         2-3           2-16         Hybrid Streetscape Plan Section         2-3           2-17         Linear Park Streetscape Plan Section         2-3           2-18         Linear Park Streetscape Plan Section         2-4           2-19         20th Street Plaza/Dog Park         2-4           4-1         Historic Districts in the Proposed Project Vicinity         4-8-           4-C-1         December 20 - Maximum Net New Shadow         4-C-           6-1         Full Preservation Alternative First Floor         6-5	2-4	Proposed Elevations	2-9
2-7         Proposed Vehicular Circulation and Parking         2-15           2-8         Proposed Building Plan, Floors 2 and 3         2-21           2-9         Proposed Building Plan, Floors 4 and 5         2-22           2-10         Proposed Building Plan, Roof         2-22           2-11         Project Overview         2-27           2-12         View of Buildings A and B, Looking North from Indiana Street         2-22           2-13         View of Buildings A, B, and C Looking North towards Project Site from I-280         2-3           2-14         View from Buildings A, B, and C Looking North towards Project Site from I-280         2-3           2-15         Hybrid Streetscape Plan         2-3           2-16         Hybrid Streetscape Plan         2-3           2-17         Linear Park Streetscape Plan         2-3           2-18         Linear Park Streetscape Plan Section         2-4           2-19         20th Street Plaza/Dog Park         2-4           4B-1         Historic Districts in the Proposed Project Vicinity         4-8-4           4B-1         Historic Districts in the Proposed Project Vicinity         4-8-4           4C-1         December 20 – Maximum Net New Shadow         4-C-7           6-1         Full Preservation Alternative Typical Floor         6-6<	2-5	Proposed Building Plan, First Floor	2-11
2-8         Proposed Building Plan, Floors 2 and 3         2-2           2-9         Proposed Building Plan, Floors 4 and 5         2-2           2-10         Proposed Building Plan, Roof         2-2           2-11         Project Overview         2-2           2-12         View of Buildings A and B, Looking North from Indiana Street         2-2           2-13         View of Building C, Looking North from Indiana Street         2-2           2-14         View from Buildings A, B, and C Looking North towards Project Site from I-280         2-3           2-15         Hybrid Streetscape Plan         2-3           2-16         Hybrid Streetscape Plan Section         2-3           2-17         Linear Park Streetscape Plan Section         2-3           2-18         Linear Park Streetscape Plan Section         2-4           2-19         20th Street Plaza/Dog Park         2-4           4-B-1         Historic Districts in the Proposed Project Vicinity         4-B-           4-C-1         December 20 – Maximum Net New Shadow         4-C-           6-1         Full Preservation Alternative First Floor         6-6           6-2         Full Preservation Alternative First Floor         6-6           6-3         Full Preservation Alternative First Floor         6-16	2-6	Proposed Landscape Plan	2-17
2-9         Proposed Building Plan, Floors 4 and 5         2-2:           2-10         Proposed Building Plan, Roof.         2-2:           2-11         Project Overview         2-2:           2-12         View of Buildings A and B, Looking North from Indiana Street         2-2:           2-13         View of Buildings C, Looking North from Indiana Street         2-2:           2-14         View from Buildings A, B, and C Looking North towards Project Site from I-280         2-3           2-15         Hybrid Streetscape Plan         2-3           2-16         Hybrid Streetscape Plan Section         2-3           2-16         Hybrid Streetscape Plan Section         2-3           2-17         Linear Park Streetscape Plan Section         2-3           2-18         Linear Park Streetscape Plan Section         2-3           2-19         20th Street Plaza/Dog Park         2-4           4-19         20th Street Plaza/Dog Park         2-4           4-19         20th Street Plaza/Dog Park         2-4           4-10         December 20 – Maximum Net New Shadow         4-C-           6-1         Full Preservation Alternative First Floor         6-2           6-2         Full Preservation Alternative Section         6-3           6-3         Full Preservatio	2-7	Proposed Vehicular Circulation and Parking	2-19
2-10         Proposed Building Plan, Roof.         2-2:           2-11         Project Overview.         2-2:           2-12         View of Buildings A and B, Looking North from Indiana Street.         2-2:           2-13         View of Buildings A, B, and C Looking North towards Project Site from I-280.         2-3:           2-14         View from Buildings A, B, and C Looking North towards Project Site from I-280.         2-3:           2-15         Hybrid Streetscape Plan.         2-3:           2-16         Hybrid Streetscape Plan Section.         2-3:           2-17         Linear Park Streetscape Plan.         2-3:           2-18         Linear Park Streetscape Plan Section.         2-4:           2-19         20th Street Plaza/Dog Park.         2-4:           4-1         Historic Districts in the Proposed Project Vicinity.         4-8-3           4-C-1         December 20 - Maximum Net New Shadow         4-C-6-1           4-1         Full Preservation Alternative First Floor.         6-6           6-2         Full Preservation Alternative Typical Floor.         6-6           6-3         Full Preservation Alternative Elevation from Indiana Street.         6-10           6-5         Full Preservation Alternative First Floor.         6-16           6-6         Partial Preservation A	2-8	Proposed Building Plan, Floors 2 and 3	2-21
2-11         Project Overview         2-2'           2-12         View of Buildings A and B, Looking North from Indiana Street         2-2'           2-13         View of Building C, Looking North from Indiana Street         2-2'           2-14         View from Buildings A, B, and C Looking North towards Project Site from I-280         2-3'           2-15         Hybrid Streetscape Plan         2-3'           2-16         Hybrid Streetscape Plan Section         2-3'           2-17         Linear Park Streetscape Plan Section         2-3'           2-18         Linear Park Streetscape Plan Section         2-4'           2-19         20th Street Plaza/Dog Park         2-4'           4-B-1         Historic Districts in the Proposed Project Vicinity         4-B-1           4-C-1         December 20 - Maximum Net New Shadow         4-C-1           6-1         Full Preservation Alternative First Floor         6-6           6-2         Full Preservation Alternative Typical Floor         6-6           6-3         Full Preservation Alternative Elevation from Indiana Street         6-10           6-4         Full Preservation Alternative First Floor         6-16           6-5         Full Preservation Alternative First Floor         6-16           6-6         Partial Preservation Alternative Elevat	2-9	Proposed Building Plan, Floors 4 and 5	2-23
2-12 View of Buildings A and B, Looking North from Indiana Street. 2-26 2-13 View of Building C, Looking North from Indiana Street. 2-26 2-14 View from Buildings A, B, and C Looking North towards Project Site from I-280. 2-36 2-15 Hybrid Streetscape Plan. 2-35 2-16 Hybrid Streetscape Plan Section. 2-37 2-17 Linear Park Streetscape Plan Section. 2-39 2-18 Linear Park Streetscape Plan Section. 2-41 2-19 20th Street Plaza/Dog Park 2-4 2-19 20th Street Plaza/Dog Park 2-4 4-B-1 Historic Districts in the Proposed Project Vicinity 4-B-3 4-C-1 December 20 – Maximum Net New Shadow 4-C-6 6-1 Full Preservation Alternative First Floor 6-6 6-2 Full Preservation Alternative Typical Floor 6-6 6-3 Full Preservation Alternative Elevation from Indiana Street 6-10 6-5 Full Preservation Alternative Elevation from 20th Street 6-10 6-6 Partial Preservation Alternative Typical Floor 6-10 6-7 Partial Preservation Alternative First Floor 6-10 6-8 Partial Preservation Alternative Elevation from 20th Street 6-10 6-10 Partial Preservation Alternative Elevation from 20th Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservation Alternative Elevation from 10 Street 6-10 6-10 Partial Preservati	2-10	Proposed Building Plan, Roof.	2-25
2-13       View of Building C, Looking North from Indiana Street       2-22         2-14       View from Buildings A, B, and C Looking North towards Project Site from I-280       2-3         2-15       Hybrid Streetscape Plan       2-3         2-16       Hybrid Streetscape Plan Section       2-3         2-17       Linear Park Streetscape Plan       2-3         2-18       Linear Park Streetscape Plan Section       2-4         2-19       20th Street Plaza/Dog Park       2-4         4-B-1       Historic Districts in the Proposed Project Vicinity       4-B-1         4-B-1       Historic Districts in the Proposed Project Vicinity       4-B-1         4-C-1       December 20 – Maximum Net New Shadow       4-C-1         6-1       Full Preservation Alternative First Floor       6-5         6-2       Full Preservation Alternative First Floor       6-6         6-3       Full Preservation Alternative Elevation from Indiana Street       6-10         6-5       Full Preservation Alternative First Floor       6-16         6-6       Partial Preservation Alternative First Floor       6-16         6-7       Partial Preservation Alternative Elevation from 20th Street       6-17         6-8       Partial Preservation Alternative Elevation from Indiana Street       6-16	2-11	Project Overview	2-27
2-14 View from Buildings A, B, and C Looking North towards Project Site from I-280	2-12	View of Buildings A and B, Looking North from Indiana Street	2-28
2-15 Hybrid Streetscape Plan	2-13	View of Building C, Looking North from Indiana Street	2-29
2-16 Hybrid Streetscape Plan Section	2-14	View from Buildings A, B, and C Looking North towards Project Site from I-280	2-30
2-17 Linear Park Streetscape Plan	2-15		
2-18 Linear Park Streetscape Plan Section	2-16	Hybrid Streetscape Plan Section	2-37
2-18 Linear Park Streetscape Plan Section	2-17	Linear Park Streetscape Plan	2-39
4.B-1 Historic Districts in the Proposed Project Vicinity	2-18	Linear Park Streetscape Plan Section.	2-41
4.C-1 December 20 – Maximum Net New Shadow	2-19	20th Street Plaza/Dog Park	2-43
6-1 Full Preservation Alternative First Floor	4.B-1	Historic Districts in the Proposed Project Vicinity	4.B-3
6-2 Full Preservation Alternative Typical Floor 6-5 6-3 Full Preservation Alternative Section 6-6 6-4 Full Preservation Alternative Elevation from Indiana Street 6-10 6-5 Full Preservation Alternative Elevation from 20th Street 6-10 6-6 Partial Preservation Alternative First Floor 6-10 6-7 Partial Preservation Alternative Typical Floor 6-17 6-8 Partial Preservation Alternative Elevation from 20th Street 6-18 6-9 Partial Preservation Alternative Elevation from 20th Street 6-18 6-9 Partial Preservation Alternative Elevation from Indiana Street 6-20  Tables S-1 Summary of Proposed Project Impacts and Mitigation Measures Identified in the Draft EIR S-2 Applicable Eastern Neighborhoods PEIR Mitigation Measures and Additional Improvement Measures Identified in the CPE Checklist S-3 Comparison of Significant Impacts of Proposed Project to Impacts of Alternatives S-12 Proposed Development Plan 2-6 Summary of the Draft EIR Alternatives Compared to the Proposed Project 6-2	4.C-1	December 20 – Maximum Net New Shadow	4.C-7
Full Preservation Alternative Section 6-9 6-4 Full Preservation Alternative Elevation from Indiana Street 6-10 6-5 Full Preservation Alternative Elevation from 20th Street 6-11 6-6 Partial Preservation Alternative First Floor 6-16 6-7 Partial Preservation Alternative Typical Floor 6-17 6-8 Partial Preservation Alternative Elevation from 20th Street 6-18 6-9 Partial Preservation Alternative Section 6-19 6-10 Partial Preservation Alternative Elevation from Indiana Street 6-20  Tables S-1 Summary of Proposed Project Impacts and Mitigation Measures Identified in the Draft EIR 5-2 Applicable Eastern Neighborhoods PEIR Mitigation Measures and Additional Improvement Measures Identified in the CPE Checklist 5-3 Comparison of Significant Impacts of Proposed Project to Impacts of Alternatives 5-13 2-1 Proposed Development Plan 2-6 6-1 Summary of the Draft EIR Alternatives Compared to the Proposed Project 6-2	6-1	Full Preservation Alternative First Floor	6-7
6-4 Full Preservation Alternative Elevation from Indiana Street	6-2	Full Preservation Alternative Typical Floor	6-8
6-5 Full Preservation Alternative Elevation from 20th Street	6-3	Full Preservation Alternative Section	6-9
6-6 Partial Preservation Alternative First Floor 6-16 6-7 Partial Preservation Alternative Typical Floor 6-17 6-8 Partial Preservation Alternative Elevation from 20th Street 6-18 6-9 Partial Preservation Alternative Section 6-19 6-10 Partial Preservation Alternative Elevation from Indiana Street 6-20  Tables S-1 Summary of Proposed Project Impacts and Mitigation Measures Identified in the Draft EIR S-2 Applicable Eastern Neighborhoods PEIR Mitigation Measures and Additional Improvement Measures Identified in the CPE Checklist S-3 Comparison of Significant Impacts of Proposed Project to Impacts of Alternatives S-13 2-1 Proposed Development Plan 2-6 6-1 Summary of the Draft EIR Alternatives Compared to the Proposed Project 6-2	6-4	Full Preservation Alternative Elevation from Indiana Street	6-10
6-7 Partial Preservation Alternative Typical Floor 6-16-16-16-16-16-16-16-16-16-16-16-16-16	6-5	Full Preservation Alternative Elevation from 20th Street	6-11
6-8 Partial Preservation Alternative Elevation from 20th Street	6-6	Partial Preservation Alternative First Floor	6-16
6-9 Partial Preservation Alternative Section	6-7	Partial Preservation Alternative Typical Floor	6-17
Fables S-1 Summary of Proposed Project Impacts and Mitigation Measures Identified in the Draft EIR	6-8	Partial Preservation Alternative Elevation from 20th Street	6-18
Tables S-1 Summary of Proposed Project Impacts and Mitigation Measures Identified in the Draft EIR	6-9	Partial Preservation Alternative Section	6-19
S-1 Summary of Proposed Project Impacts and Mitigation Measures Identified in the Draft EIR	6-10	Partial Preservation Alternative Elevation from Indiana Street	6-20
S-1 Summary of Proposed Project Impacts and Mitigation Measures Identified in the Draft EIR	Tables		
S-2 Applicable Eastern Neighborhoods PEIR Mitigation Measures and Additional Improvement Measures Identified in the CPE Checklist S-7 Comparison of Significant Impacts of Proposed Project to Impacts of Alternatives S-12 Proposed Development Plan 2-6 Summary of the Draft EIR Alternatives Compared to the Proposed Project 6-2		Summary of Proposed Project Impacts and Mitigation Measures Identified in the Draft	
S-2 Applicable Eastern Neighborhoods PEIR Mitigation Measures and Additional Improvement Measures Identified in the CPE Checklist	~ -		S-5
Improvement Measures Identified in the CPE Checklist	S-2		
S-3 Comparison of Significant Impacts of Proposed Project to Impacts of Alternatives			S-7
<ul> <li>2-1 Proposed Development Plan</li> <li>6-1 Summary of the Draft EIR Alternatives Compared to the Proposed Project</li> </ul>	S-3	Comparison of Significant Impacts of Proposed Project to Impacts of Alternatives	S-13
6-1 Summary of the Draft EIR Alternatives Compared to the Proposed Project			

### **ACRONYMS AND ABBREVIATIONS**

**ABAG** Association of Bay Area Governments ADA Americans with Disabilities Act Better Streets Plan San Francisco Better Streets Plan Central Waterfront Area Plan Eastern Neighborhoods: Central Waterfront Area Plan **CEQA** California Environmental Quality Act **CPE** Community Plan Exemption **CRHR** California Register of Historical Resources DNA Dogpatch Neighborhood Association **DPR** Department of Parks and Recreation Draft EIR **Draft Environmental Impact Report** Eastern Neighborhoods PEIR Eastern Neighborhoods Rezoning and Area Plans Programmatic EIR **ERO Environmental Review Officer FAR** floor area ratio gsf gross-square-foot **HABS** Historic American Building Survey HRE Historic Resource Evaluation **HRER** Historic Resource Evaluation Response I-280 Interstate 280 LEED® Leadership in Energy Efficient Design **MMRP** Mitigation Monitoring and Reporting Program **NOP** Notice of Preparation **NRHP** National Register of Historic Places NOP/IS Notice of Preparation/Initial Study San Francisco War Memorial Opera House Opera House **PDR** Production, Distribution, and Repair Planning Commission San Francisco Planning Commission Planning Department City of San Francisco Planning Department **POPOS** publicly accessible open spaces proposed project 800 Indiana Street Project right-of-way Secretary of the Interior's Standards Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings **SFMTA** San Francisco Municipal Transportation Agency **SFRPD** San Francisco Recreation and Park Department sf square feet TAAS theoretically available annual sunlight **TDM** Transportation Demand Management **UMU** Urban Mixed-Use Acronyms and Abbreviations

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### SUMMARY

This Environmental Impact Report (EIR) chapter summarizes the proposed 800 Indiana Street Project (proposed project) and its potential environmental impacts. This summary is intended to highlight major areas of importance in the environmental analysis as required by Section 15123 of the California Environmental Quality Act Guidelines (CEQA Guidelines). This summary provides a synopsis of the proposed project; a summary of potential environmental impacts and proposed mitigation measures, a description of the alternatives to the proposed project that are addressed in this EIR and a comparison of the impacts of those alternatives to those of the proposed project; and a summary of environmental issues to be resolved and areas of controversy.

This summary should not be relied upon for a thorough understanding of the proposed project, individual impacts, and mitigation measures. Please refer to Chapter 2 for a more complete description of the proposed project, Chapter 4 for a more complete description of associated impacts and mitigation measures, and Chapter 6 for a more complete description of identified alternatives to the proposed project and comparative significant impacts.

### A PROJECT SYNOPSIS

The project site is located at 800 Indiana Street, between 20th and 22nd Streets (Assessor's Block 4105, Lot 009), a part of the Dogpatch Neighborhood in the southeast quadrant of San Francisco. The project site is bound by the 50-foot-tall 20th Street ramp to the north, the Esprit Park residential development and light industrial uses to the east, a rail spur and industrial warehouse to the south, and the 35-foot-tall Interstate 280 (I-280) elevated freeway overpass to the west.

The proposed project would include demolition of an existing 78,240-gross-square-foot (gsf), 50-foot-tall steel-frame industrial warehouse that is owned by the San Francisco Opera, and construction a five-story, approximately 58-foot-tall (excluding a 12-foot-tall mechanical penthouse), multi-family residential development at 800 Indiana Street in San Francisco, composed of three separate buildings.

The proposed project would include a maximum of 338 residential units, ground-floor residential amenities, and a one-level 11-foot-tall underground parking garage, for a total of approximately 441,183 gsf of development on the project site. The proposed project also includes two streetscape improvement variants as options that could be implemented by the City in cooperation with the project sponsor and other property owners along Indiana Street; these variants include the Hybrid Streetscape Plan and the Linear Park Streetscape Plan. A third variant is included which would create a plaza/dog park beneath the 20th Street overpass, in the public right-of-way on the northern end of the project site.

Demolition and grading operations would occur after properly defining the construction area, including demolition and removal of the existing warehouse structure. After demolition, excavation of approximately 32,000 cubic yards of soil would occur for the below-grade parking garage. After excavation, construction of the 338-unit complex would begin.

Project construction is expected to begin in June 2015 and to be completed in September 2017; it would occur in three phases (demolition, excavation, and construction) over a period of approximately 26 months, contingent on weather conditions suitable for construction. The proposed project is expected to cost approximately \$92 million.

# B SUMMARY OF IMPACTS, MITIGATION MEASURES, AND IMPROVEMENT MEASURES

The proposed project is within the purview of the *Eastern Neighborhoods Area Plan*. The Eastern Neighborhoods Programmatic EIR (Eastern Neighborhoods PEIR), certified on August 7, 2008¹ is a comprehensive programmatic document that presents an analysis of the environmental effects of implementation of the *Eastern Neighborhoods Area Plan*. Section 15183 of the CEQA Guidelines provides an exemption from environmental review for projects that are consistent with the development density established by existing zoning, community plan, or general plan policies for which an EIR has been certified, except as may be necessary to examine whether any project-specific effects are peculiar to the project or project site. Section 15183 specifies that examination of environmental effects shall be limited to those effects that: a) are peculiar to the project or parcel on which the project would be located; b) were not analyzed as significant effects in a prior EIR on the zoning action, general plan or community plan with which the project is consistent; c) are potentially significant off-site and cumulative impacts which were not discussed in the underlying EIR; or d) are previously identified as significant effects in the EIR, but which are determined to have a more severe adverse impact than that discussed in the underlying EIR.

To analyze whether the proposed project would result in any peculiar, project-specific environmental effects, a CPE Checklist (Appendix A of this Draft EIR) was prepared for the Eastern Neighborhoods PEIR. The purpose of the CPE Checklist is to identify the potential environmental impacts of the proposed project and determine whether such impacts were addressed adequately in the Eastern Neighborhoods PEIR or if particular topics require further evaluation. The CPE Checklist concluded that, with the exception of historic architectural resources and shadow, the proposed project would not result in new, significant environmental impacts or impacts of greater severity than were analyzed in the Eastern Neighborhood PEIR for the following environmental topics, which are not evaluated further in this Draft EIR:

- ▶ Land Use and Land Use Planning
- Aesthetics
- Population and Housing
- Archaeological and Paleontological Resources
- Transportation and Circulation
- ▶ Noise
- Air Quality
- ▶ Greenhouse Gas Emissions

<sup>&</sup>lt;sup>1</sup> San Francisco Planning Department. 2008 (August 7). Eastern Neighborhoods PEIR. Planning Department Case No. 2004.0160E, State Clearinghouse No. 2005032048, certified August 7, 2008. The PEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400, and also available online at http://www.sf-planning.org/index.aspx?page=1893.

- ▶ Wind
- Recreation
- Utilities and Service Systems
- ▶ Public Services
- ▶ Biological Resources
- Geology and Soils
- Hydrology and Water Quality
- Hazards and Hazardous Materials
- ► Mineral and Energy Resources
- Agricultural and Forest Resources

This Draft EIR discusses the potential project-specific environmental effects peculiar to the proposed project related to historic architectural resources and shadow, and associated mitigation measures. The project-specific environmental impacts and levels of significance after mitigation are summarized in Table S-1, listed in the same order as they appear in Chapter 4, Environmental Setting and Impacts.

Table S-2 summarizes the applicable Eastern Neighborhoods PEIR mitigation measures as applicable to the proposed project and/or all variants. These tables give a simplified overview of proposed project effects and mitigation measures, solely for the reader's reference.

As discussed in the CPE Checklist, Eastern Neighborhoods PEIR Mitigation Measure J-2 Properties with No Previous Studies, Mitigation Measure F-1 Construction Noise, Mitigation Measure F-2 Construction Noise, Mitigation Measure F-6 Open Space in Noisy Environments, and Mitigation Measure L-1 Hazardous Building Materials would apply to the proposed project for the following reasons. The proposed project would be in proximity to noise-sensitive receptors and would include pile-driving and other particularly noisy construction procedures; therefore, Mitigation Measure F1 Construction Noise and Mitigation Measure F-2 Construction Noise would be implemented. The proposed project would be located along streets with noise levels above 65 dBA (Ldn), which would be addressed by implementation of PEIR Mitigation Measure F-4 Siting of Noise Sensitive Uses and Mitigation Measure F-6 Open Space in Noisy Environments. PEIR Mitigation Measure F-4 Siting of Noise Sensitive Uses requires the preparation of an analysis that includes a site survey to identify potential noise-generating uses within 900 feet or that have a direct line of site to the project site. PEIR Mitigation Measure F-4 has been satisfied through the preparation of project-specific environmental acoustical studies that confirmed that Title 24 standards could be met.

In addition, the project sponsor would implement Project Improvement Measure I-TR-1 Residential Transportation Demand Management Program, Improvement Measure I-TR-2 Transportation Demand Management Monitoring Program, Improvement Measure I-TR-3 Enhanced TDM Program – Car Share, and Improvement Measure I-TR-4 Queue Abatement Condition of Approval to further reduce less than significant vehicle trip impacts. Further, given the proximity of the project site to Interstate 280, Improvement Measure I-AQ-

1 Enhanced Ventilation System would be implemented by the project sponsor to minimize exposure of future residents to diesel particulate matter and other pollutant emissions and odors.

TABLE S-1
SUMMARY OF PROPOSED PROJECT IMPACTS AND MITIGATION MEASURES IDENTIFIED IN THE DRAFT EIR

Impact	Level of Significance before Mitigation	Mitigation Measures	Level of Significance after Mitigation
Historic Architectural Resources			
Impact CP-1: Project construction would result in the removal of an existing building that is eligible for listing in the CRHR, and thus would cause a substantial adverse change in the significance of a historical resource, as defined in Section 15064.5 of the CEQA Guidelines.		M-CP-1a: Complete HABS Documentation. Implementation of this mitigation measure would not reduce the impact to the historical resource to less than significant level. Therefore, the impacts related to the demolition would remain significant and unavoidable even with the incorporation of mitigation. To partially offset the loss of the historical resource onsite, the project sponsor shall at a minimum, prepare a Historic American Building Survey (HABS) before demolition of the structure onsite. The documentation shall be prepared by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate), as set forth by the Secretary of the Interior's Professional Qualification Standards (36 CFR, Part 61). The documentation shall consist of the following:  ▶ HABS-Level Photography: Archival photographs of the interior and the exterior of the subject property. Large format negatives are not required. The scope of the archival photographs should be reviewed by Planning Department Preservation staff for concurrence. The photography shall be undertaken by a qualified professional with demonstrated experience in HABS Photography, and shall be labeled according to HABS Photography Standards; and  ▶ HABS Historical Report: Preparation of a written historical narrative and report, per HABS Historical Report Guidelines.  The professional shall prepare the documentation and submit it for review and approval by the Planning Department's Preservation Technical Specialist. The final documentation shall be disseminated to the Planning Department, San Francisco Library History Room, Northwest Information Center-California Historical Resource Information System and San Francisco Architectural Heritage.	SUM
		M-CP-1b: Salvage Program. The project sponsor shall undertake a salvage program to save and promote reuse of the on-site warehouse building's historically significant materials and features to the extent reasonably feasible, namely any unpainted steel-sash industrial windows throughout, and the sheet metal entablature on the office building. Salvage allows for the removal of individual architectural elements for potential reuse. Salvaged elements can be reused at the proposed project site, or can be given to an architectural salvage	

Impact	Level of Significance before Mitigation	Mitigation Measures	Level of Significance after Mitigation
		company. Salvage shall have the added benefit of landfill and waste diversion. The salvage program shall be reviewed and approved by a Planning Department Preservation Technical Specialist.  M-CP-1c: Interpretive Program. The project sponsor shall install a permanent on-site interpretive display in a publicly-accessible location, such as in a main lobby or in an outdoor exhibit in a central courtyard. The display shall focus on the history of the 800 Indiana Street site, including the Ralston Iron Works and the A.M. Castle & Co. that were previously located on the site. The primary goal shall be to educate visitors about the property's historic themes, associations, and lost character-defining features within broader historical, social, and physical landscape contexts. The project sponsor shall work with a historic preservation professional so that the historical information provided in the HRE and supporting documentation and in the HABS report are used as a basis for the interpretive display. The interpretive display shall be reviewed and approved by a Planning Department Preservation Technical Specialist.	
Impact CP-2: Project construction would not result in the removal of an existing building that is a contributor to a locally designated historic district, Dogpatch Landmark District, or the Central Waterfront/3rd Street Industrial Historic District, a district eligible for listing in the CRHR, and thus would not cause a substantial adverse change in the significance of a historic architectural resource, as defined in Section 15064.5 of the CEQA Guidelines.	NI	None required	NA
<b>Impact SH-1.</b> The project would not create new shadow in a manner that would substantially affect outdoor recreation facilities or other public areas.	LTS	None required	NA
Notes:  NA Not applicable  NI No impact  LTS Less than significant or negligible impact; no mit  S Significant  SUM Significant and unavoidable adverse impact, after			

TABLE S-2
APPLICABLE EASTERN NEIGHBORHOODS PEIR MITIGATION MEASURES AND ADDITIONAL IMPROVEMENT MEASURES IDENTIFIED IN THE CPE CHECKLIST

Applicable Eastern Neighborhoods PEIR Mitigation Measures	Applicable To
Archaeological and Paleontological Resources	
Mitigation Measure M-CP-1: Archeological Resources Accidental Discovery (Implementing Eastern Neighborhoods PEIR Mitigation Measure J-2: Properties with No Previous Studies). The following mitigation measure will be taken to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in CEQA Guidelines Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department archeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, and pile driving firms); or utilities firm involved in soils disturbing activities within the project site. Before any soils disturbing activities are undertaken, each contractor shall be responsible for ensuring that the "ALERT" sheet is circulated to all field personnel, including machine operators, field crew, pile drivers, and supervisory personnel. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (i.e., prime contractor, subcontractor(s), and utilities firm) to the ERO, confirming that all field personnel have received copies of the "ALERT" Sheet.	Proposed Project and All Variants
If any indication of an archeological resource is encountered during any soil disturbing activity of the proposed project, the Head Foreman and/or project sponsor shall notify the ERO immediately and shall suspend any soil disturbing activities immediately in the vicinity of the discovery until the ERO has determined what additional measures need to be undertaken.	
If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of an archaeological consultant from the pool of qualified archaeological consultants maintained by the Planning Department archaeologist. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.	
These measures may include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it will be consistent with the Environmental Planning (EP) division guidelines for such programs. The ERO also may require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.	
The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.	
Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: the California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Environmental Planning division of the Planning Department shall receive one bound copy, one unbound copy, and one unlocked, searchable PDF copy on CD, and three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.	

Applicable Eastern Neighborhoods PEIR Mitigation Measures	Applicable To
Noise	
Mitigation M-NO-1: Construction Noise (Implementing Eastern Neighborhoods PEIR Mitigation Measure F-1). For subsequent development projects within proximity to noise-sensitive uses that would include pile-driving, individual project sponsors shall ensure that piles be pre-drilled wherever feasible to reduce construction-related noise and vibration. No impact pile drivers shall be used unless absolutely necessary. Contractors would be required to use pile-driving equipment with state-of-the-art noise shielding and muffling devices. To reduce noise and vibration impacts, sonic or vibratory sheetpile drivers, rather than impact drivers, shall be used wherever sheetpiles are needed. Individual project sponsors shall also require that contractors schedule pile-driving activity for times of the day that would minimize disturbance to neighbors.	Proposed Project and All Variants
Mitigation Measure M-NO-2: Construction Noise (Implementing Eastern Neighborhoods PEIR Mitigation Measure F-2). Where environmental review of a development project undertaken subsequent to the adoption of the proposed zoning controls determines that construction noise controls are necessary due to the nature of planned construction practices and the sensitivity of proximate uses, the Planning Director shall require that the sponsors of the subsequent development project develop a set of site-specific noise attenuation measures under the supervision of a qualified acoustical consultant. Prior to commencing construction, a plan for such measures shall be submitted to the Department of Building Inspection to ensure that maximum feasible noise attenuation will be achieved. These attenuation measures shall include as many of the following control strategies as feasible:	Proposed Project and All Variants
<ul> <li>Erect temporary plywood noise barriers around a construction site, particularly where a site adjoins noise-sensitive uses;</li> </ul>	
<ul> <li>Utilize noise control blankets on a building structure as the building is erected to reduce noise emission from the site;</li> </ul>	
<ul> <li>Evaluate the feasibility of noise control at the receivers by temporarily improving the noise reduction capability of adjacent buildings housing sensitive uses;</li> </ul>	
Monitor the effectiveness of noise attenuation measures by taking noise measurements; and	
<ul> <li>Post signs on-site pertaining to permitted construction days and hours and complaint procedures and who to notify in the event of a problem, with telephone numbers listed.</li> </ul>	
Project Mitigation Measure M-NO-3: Open Space in Noise Environments (Implementing Eastern Neighborhoods PEIR Mitigation Measure F-6). To minimize effects on development in noisy areas, for new development including noise sensitive uses, the Planning Department shall, through its building permit review process, in conjunction with noise analysis required pursuant to Mitigation Measure F-4, require that open space required under the Planning Code for such uses be protected, to the maximum feasible extent, from existing ambient noise levels that could prove annoying or disruptive to users of the open space. Implementation of this measure could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources, construction of noise barriers between noise sources and open space, and appropriate use of both common and private open space in multi-family dwellings, and implementation would also be undertaken consistent with other principles of urban design.	Proposed Project and All Variants
Hazards and Hazardous Materials	
<b>Project Mitigation Measure M-HZ-1: Hazardous Building Materials (Implementing Eastern Neighborhoods PEIR Mitigation Measure L-1).</b> The City shall condition future development approvals to require that the subsequent project sponsors ensure that any equipment containing PCBs or DEPH, such as fluorescent light ballasts, are removed and properly disposed of according to applicable federal, state, and local laws prior to the start of renovation, and that any fluorescent light tubes, which could contain mercury, are similarly removed and properly disposed of. Any other hazardous materials identified, either before or during work, shall be abated according to applicable federal, state, and local laws.	Proposed Project and All Variants

Improvement Measures	Applicable To
Improvement Measure I-TR-1 – Residential Transportation Demand Management Program. The Project Sponsor shall implement Transportation Demand Management (TDM) measures to reduce traffic generated by the proposed project and to encourage the use of rideshare, transit, bicycle, and walk modes for trips to and from the proposed project. In addition, prior to issuance of a temporary permit of building occupancy, the project sponsor must execute an agreement with the Planning Department for the provision of TDM services. The TDM program shall have a monitoring component to ascertain its effectiveness. A monitoring program is included as Improvement Measure TR-2: TDM Monitoring. Recommended components of the TDM program include the following:	Proposed Project and All Variants
TDM Program	
The project sponsor should implement the following TDM measures at a minimum:	i
▶ <b>TDM Coordinator:</b> Provide TDM training to property managers/coordinators. The TDM coordinator should be the single point of contact for all transportation-related questions from residents and City staff.	
Transportation Information:	i
• Move-in packet: Provide a transportation insert for the move-in packet that includes information on transit service (Muni and BART lines, schedules and fares), information on where transit passes may be purchased, and information on the 511 Regional Rideshare Program.	
• Current transportation information: Provide ongoing local and regional transportation information (e.g., transit maps and schedules, maps of bicycle routes, internet links) for new and existing tenants. Other strategies may be proposed by the Project Sponsor and should be approved by City staff.	
Ride Board: Provide a "ride board" (virtual or real) through which residents can offer/request rides, such as on the Homeowners Association website and/or lobby bulletin board. Other strategies may be proposed by the Project Sponsor and should be approved by City staff.	
Bicycle Access:	i
• Signage: Ensure that the points of access to bicycle parking through elevators on the ground floor and the garage ramp include signage indicating the location of these facilities.	
Safety: Ensure that bicycle access to the site is safe, avoiding conflicts with automobiles, transit vehicles and loading vehicles, such as those described in Improvement Measure I-TR-4, Queue Abatement Condition of Approval.	
Car Share Access:	i
▶ Ensure that points of access to car share spaces are made convenient and easy to use (e.g., signage from public right-of-way and internal lobbies).	
Improvement Measure I-TR-2 – Transportation Demand Management (TDM) Monitoring Program. The Planning Department shall provide the TDM Coordinator with a clearly formatted "Resident Transportation Survey" (online or in paper format) to facilitate the collection and presentation of travel data from residents at the following times:	Proposed Project and All Variants
(a) One year after 85 percent occupancy of all dwelling units in the new building; and	i
(b) Every two years thereafter, based on a standardized schedule prepared and circulated by the Planning Department staff to the TDM Coordinator.	
The TDM Coordinator shall collect responses from no less than 33 percent of residents within the newly occupied dwelling units within ninety (90) days of receiving the Resident Transportation Survey from the Planning Department. The Planning Department shall assist the TDM Coordinator in communicating the purpose of the survey, and shall ensure that the identities of individual resident responders are protected. The Department shall provide professionally prepared and easy-to-complete online (or paper) survey forms to assist with compliance.	
The Planning Department shall also provide the TDM Coordinator with a separate "Building Transportation Survey," that documents which TDM measures have been implemented during the reporting period, along with basic building information (e.g., percent unit occupancy, off-site parking utilization by occupants of building, loading frequency, etc.). The Building Transportation Survey shall be completed by the TDM Coordinator and submitted to City staff within thirty (30) days of receipt.	

Improvement Measures		
The Project Sponsor shall also allow trip counts and intercept surveys to be conducted on the premises by City staff or a City-hired consultant. Access to residential lobbies, garages, etc. shall be granted by the Project Sponsor and facilitated by the TDM Coordinator. Trip counts and intercept surveys are typically conducted for 2 to 5 days between 6 AM and 8 PM on both weekdays and weekends.		
<ul> <li>Improvement Measure I-TR-3 – Enhanced TDM Program – Car Share</li> <li>Project sponsor shall provide Car Share membership and on-site car-share spaces beyond Planning Code requirements.</li> <li>Car Share Membership: Offer a 50 percent subsidy for one (1) annual car-share membership per unit, per year, on request. Include information in the move-in packet. Resident would be responsible for the cost of 50 percent of the annual membership as well as usage charges.</li> <li>Car Share Fleet: Increase the number of on-site car-share spaces beyond Planning Code requirements). These car share spaces will be hosted for a minimum of 8 years starting at 85 percent project occupancy.</li> </ul>	Proposed Project and All Variants	
Improvement Measure I-TR-4 – Queue Abatement Condition of Approval. The owner/operator of the off-street parking facility shall ensure that recurring vehicle queues do not occur on the public right-of-way. A vehicle queue is defined as one or more vehicles (destined to the parking facility) blocking any portion of any public street, alley or sidewalk for a consecutive period of three minutes or longer on a daily or weekly basis.	Proposed Project and All Variants	
If a recurring queue occurs, the owner/operator of the parking facility shall employ abatement methods as needed to abate the queue. Suggested abatement methods include but are not limited to the following: redesign of facility to improve vehicle circulation and/or on-site queue capacity; employment of parking attendants; use of valet parking or other space-efficient parking techniques; use of off-site parking facilities or shared parking with nearby uses; use of parking occupancy sensors and signage directing drivers to available spaces; or travel demand management strategies such as additional bicycle parking.		
If the Planning Director, or his or her designee, suspects that a recurring queue is present, the Department shall notify the property owner in writing. Upon request, the owner/operator shall hire a qualified transportation consultant to evaluate the conditions at the site for no less than seven days. The consultant shall prepare a monitoring report to be submitted to the Department for review. If the Department determines that a recurring queue does exist, the facility owner/operator shall have 90 days from the date of the written determination to abate the queue.		
Improvement Measure I-AQ-1 – Enhanced Ventilation System (Implementing Eastern Neighborhoods PEIR Mitigation Measure G-2). Because the project site is located in proximity to Interstate 280, which is identified as a freeway in the San Francisco General Plan, Transportation Element, the project sponsor should incorporate upgraded ventilation systems to minimize exposure of future residents to DPM and other pollutant emissions, as well as odors.  Air Filtration and Ventilation Requirements for Sensitive Land Uses. Prior to receipt of any building permit, the project sponsor shall submit an enhanced ventilation plan for the proposed building(s). The enhanced ventilation plan shall be prepared and signed by, or under the supervision of, a licensed mechanical engineer or other individual authorized by the California Business And Professions Code Sections 6700-6799. The enhanced ventilation plan shall show that the building ventilation system will be capable of achieving protection from particulate matter (PM2.5) equivalent to that associated with a Minimum Efficiency Reporting Value (MERV) 13 filtration, as defined by American Society of Heating, Refrigerating and Air Conditioning Engineers (ASHRAE) standard 52.2. The enhanced	Proposed Project and All Variants	
ventilation plan shall explain in detail how the project will meets the MERV-13 performance standard identified in this measure.  Maintenance Plan. Prior to receipt of any building permit, the project sponsor shall present a plan that ensures ongoing maintenance for the ventilation and filtration systems.		
Disclosure to buyers and renters. The project sponsor shall also ensure the disclosure to buyers (and renters) that the building is located in an area with existing sources of air pollution and as such, the building includes an air filtration and ventilation system designed to remove 80 percent of outdoor particulate matter and shall inform occupants of the proper use of the installed air filtration system.		

### C SUMMARY OF PROJECT ALTERNATIVES

The following discussion summarizes the three project alternatives that are evaluated in this Draft EIR, and they are described in detail in Chapter 6, Alternatives. Table S-3 compares the potential environmental impacts that may result from the alternatives to those of the proposed project.

### **ALTERNATIVE A: NO PROJECT ALTERNATIVE**

Under this alternative, the existing conditions at the project site would remain. The existing 78,240-gross square foot (gsf) industrial warehouse would not be demolished and the proposed 58-foot-tall residential development and/or Variants 1, 2 and/or 3 would not be constructed. This alternative would not preclude future proposals for redevelopment of the project site.

### **ALTERNATIVE B: FULL PRESERVATION ALTERNATIVE**

The Full Preservation Alternative (Alternative B) would result in a 58-foot building, including three floors of residential uses over a one-level subterranean garage, as compared to the proposed project that would include five floors of residential uses over a one-level subterranean garage. The Full Preservation Alternative would include a total of 187 dwelling units, 131 vehicle parking spaces, and 122 bicycle parking spaces, compared to the proposed project's 338 dwelling units, 230 vehicle parking spaces, and 177 bicycle parking spaces. The Full Preservation Alternative also would include 13,000 square feet of residential amenity space and 22,800 square feet of open space, compared to 15,660 square feet of amenity space and 34,900 square feet of open space under the proposed project.

Under this alternative, the existing warehouse would not be demolished and the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (Secretary of the Interior's Standards) would be implemented. This alternative would retain the existing parallel warehouse structure and two-story office portions of this building, which are both character-defining features. A self-supporting, fully insulated, three-story structure would be constructed within the shell of the existing warehouse sections of the building; and a three-story wood-frame addition would be constructed on the south end of the existing warehouse. The historic context of the existing structure would be retained by preserving as much of the exterior façade as possible, especially as viewed from Indiana Street. Similar to the proposed project, Variants 1, 2 and/or 3 could be included with this alternative.

### **ALTERNATIVE C: PARTIAL PRESERVATION ALTERNATIVE**

The Partial Preservation Alternative (Alternative C) would result in three floors of residential uses within the existing eastern section of the warehouse, and a 58-foot building, including five floors of residential uses over a podium-level garage on the remainder of the site, compared to five floors of residential uses over a one-level subterranean garage under the proposed project.

The Partial Preservation Alternative would include a total of 280 dwelling units, 196 vehicle parking spaces, and 145 bicycle parking spaces, compared to the proposed project's 338 dwelling units, 230 vehicle parking spaces,

and 177 bicycle parking spaces. The Partial Preservation Alternative also would include 13,000 square feet of residential amenity space and 30,850 square feet of open space, compared to 15,660 square feet of amenity space and 34,900 square feet of open space under the proposed project.

Under this alternative, the first 200 feet of the southern portion of the eastern section of the warehouse would be retained, including the existing gable façade and some of the ribbon steel frame windows, both of which are character-defining features. The rest of the building would be demolished and a new five-story wood-frame building would be constructed over a raised parking podium on the remainder of the parcel. The two southern bays of the existing eastern warehouse section would be left open on the interior to preserve the open volume of the interior space, which is also a character-defining feature of the warehouse. The main entrance lobby, leasing office, and centralized mailroom would be located within this portion of the building. New façades at the northern gable end of the western building's line, facing the new courtyard would be necessary. The eastern warehouse section would be retained and a new three-story wood-frame residential structure would be constructed within the existing shell of this section of the building. Similar to the proposed project, Variants 1, 2 and/or 3 could be included with this alternative.

### **ENVIRONMENTALLY SUPERIOR ALTERNATIVE**

Pursuant to the CEQA Guidelines, an EIR is required to identify the environmentally superior alternative that has the fewest significant environmental impacts from among the alternatives evaluated. The proposed project would result in significant and unavoidable project-level impacts on historic architectural resources.

Alternative B, Full Preservation Alternative would not include demolition of the existing structures on the project site, and would result in less-than-significant impacts on historic architectural resources. Therefore, the impacts on historic resources under the Full Preservation Alternative would be reduced to a less-than-significant level compared to the proposed project. The Full Preservation Alternative would result in a smaller development program and fewer residential units than the proposed project. Thus, besides the No Project Alternative, which would not result in any environmental impacts identified for the proposed project, the Full Preservation Alternative would be the environmentally superior alternative.

TABLE S-3
COMPARISON OF SIGNIFICANT IMPACTS OF PROPOSED PROJECT TO IMPACTS OF ALTERNATIVES

	Proposed Project and All Variants	Alternative A: No Project Alternative	Alternative B: Full Preservation Alternative and All Variants	Alternative C: Partial Preservation Alternative and All Variants		
Description						
Housing Units Height Vehicle Parking Bicycle Parking	338 residential units 58 feet, 5 stories 230 spaces 177 spaces	Not applicable	187 units 58 feet, 3 stories 131 spaces 122 spaces	280 units 58 feet, 5 stories 196 spaces 145 spaces		
Ability to Meet Project Sponsor's Objectives						
	Meets all of the objectives	Meets none of the objectives	Meets some of the objectives	Meets some of the objectives		
Historic Architectural Resources						
Impact CP-1: Project construction would result in the removal of an existing building that is eligible for listing in the CRHR, and thus would cause a substantial adverse change in the significance of a historic architectural resource, as defined in Section 15064.5 of the CEQA Guidelines	Upavoidable with	No Impact	Less than Significant	Significant and Unavoidable with Mitigation		
Impact CP-2: Project construction would not result in the removal of an existing building that is a contributor to a locally designated historic district, Dogpatch Landmark District, or the Central Waterfront/3rd Street Industrial Historic District, a district eligible for listing in the CRHR, and thus would not cause a substantial adverse change in the significance of a historic architectural resource, as defined in Section 15064.5 of the CEQA Guidelines.	No Impact	No Impact	No Impact	No Impact		
Shadow						
Impact SH-1: The project would not create new shadow in a manner that would substantially affect outdoor recreation facilities or other public areas.	Less than Significant	No Impact	No Impact	Less than Significant		

### D AREAS OF KNOWN CONTROVERSY AND ISSUES TO BE RESOLVED

The Notice of Preparation of the EIR (NOP) and CPE Checklist (both provided in Appendix A) for the proposed project were published on May 21, 2014, announcing the intent of the City to prepare and distribute a focused EIR. Publication of the NOP and CPE Checklist initiated a 30-day public review and comment period that began on May 21, 2014, and ended on June 19, 2014. Individuals and agencies that received these notices included owners of properties within 300 feet of the project site, and potentially interested parties, including regional and State agencies. During the public review and comment period, the Planning Department received comment letters from the California Department of Transportation (Caltrans), and three private parties. Concerns and issues raised by the commenters include the following: aesthetics, and transportation and circulation. Comments on the NOP and CPE Checklist are summarized in Chapter 5, Section D, Areas of Known Controversy and Issues to Be Resolved, in this Draft EIR.

Comments expressing support for the proposed project or opposition to it will be considered independent of the environmental review process by City decision-makers, as part of their decision to approve, modify, or disapprove the proposed project.

### 1. INTRODUCTION

### A PURPOSE OF THIS DRAFT ENVIRONMENTAL IMPACT REPORT

This Draft Environmental Impact Report (Draft EIR) has been prepared by the City of San Francisco Planning Department (Planning Department), the lead agency for the 800 Indiana Street Project (proposed project), in conformance with the provisions of the California Environmental Quality Act (CEQA) and the CEQA Guidelines (California Public Resources Code Section 21000 et seq., and California Code of Regulations Title 14, Section 15000 et seq.), and Chapter 31 of the San Francisco Administrative Code. The lead agency is the public agency that has the principal responsibility for carrying out or approving a project.

The proposed project considered in this Draft EIR consists of the demolition of the existing 78,240-gross-square-foot (gsf), steel-frame industrial warehouse that is owned by the San Francisco Opera, and construction of a five-story, approximately 58-foot-tall (excluding a 12-foot-tall mechanical penthouse), multi-family residential development at 800 Indiana Street in San Francisco, comprised of three separate buildings. The proposed project also includes two streetscape improvement variants as options that could be implemented by the City in cooperation with the project sponsor and other property owners along Indiana Street; these variants include the Hybrid Streetscape Plan, and the Linear Park Streetscape Plan. A third variant is included which would create a dog park beneath the 20th Street overpass, in the public right-of-way on the northern end of the project site.

Pursuant to CEQA Guidelines Section 15161, this is a project-level Draft EIR, defined as an EIR that examines the physical environmental impacts of a specific development project. The project sponsor has provided sufficient information about the proposed project for a project-level analysis to be conducted. This Draft EIR assesses potentially significant impacts for two environmental topics: (1) Historic Architectural Resources, and (2) Shadow. As defined in CEQA Guidelines Section 15382, a "significant effect on the environment" is:

...a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant.

As stated in the CEQA Guidelines, an EIR is "an informational document intended to inform public agency decision-makers and the public of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project." CEQA requires that public agencies not approve projects until all feasible means available have been employed to substantially lessen the significant environmental effects of such projects. Before any discretionary project approvals may be granted for a project, the San Francisco Planning Commission (Planning Commission) must certify the Draft EIR as adequate, accurate, and objective. City decision-makers use the certified Final EIR, along with other informational and

<sup>&</sup>lt;sup>1</sup> "Feasible" means capable of being accomplished in a successful manner within a reasonable period, taking into account economic, environmental, social, and technological factors (Public Resources Code, Section 21061.1).

public processes, to determine whether to approve, modify, or disapprove a project, and to require any feasible mitigation measures as conditions of project approval.

### B ENVIRONMENTAL REVIEW PROCESS

The environmental review process for a project includes a number of steps: publication of a Notice of Preparation (NOP), public scoping, publication of a Draft EIR for public review and comment, preparation and publication of responses to public and agency comments on the Draft EIR, and certification of the Final EIR. The environmental review process is initiated when a project sponsor files an Environmental Evaluation application.

### **ENVIRONMENTAL EVALUATION**

An Environmental Evaluation application was submitted to the Planning Department on February 24, 2012. The Environmental Evaluation application was revised on November 20, 2013, to reflect design changes to the proposed project.

### NOTICE OF PREPARATION AND COMMUNITY PLAN EXEMPTION CHECKLIST

The Planning Department published an NOP with a CPE Checklist under the Eastern Neighborhoods Program EIR (Eastern Neighborhoods PEIR) on May 21, 2014, announcing its intent to prepare and distribute a focused EIR (the NOP is presented as Appendix A to this Draft EIR). Publication of the NOP initiated a 30-day public review and comment period that began on May 21, 2014 and ended on June 19, 2014. During the public review and comment period, the Planning Department received comment letters from the California Department of Transportation (Caltrans), and three private parties. Comments on the NOP and CPE Checklist are summarized in Chapter 5, Section D, Areas of Known Controversy and Issues to Be Resolved, in this Draft EIR.

## ENVIRONMENTAL EFFECTS FOUND TO BE LESS THAN SIGNIFICANT IN THE COMMUNITY PLAN EXEMPTION

The proposed project is within the purview of the *Eastern Neighborhoods Area Plan* area. The Eastern Neighborhoods Programmatic EIR (Eastern Neighborhoods PEIR), certified on August 7, 2008<sup>2</sup> is a comprehensive programmatic document that presents an analysis of the environmental effects of implementation of the *Eastern Neighborhoods Area Plan*. Therefore, the Eastern Neighborhoods PEIR serves as the underlying program EIR for the proposed project. Section 15183 of the CEQA Guidelines states that projects consistent with the development density established by a community plan, for which an EIR (in this case the Eastern Neighborhoods PEIR) has been certified, shall not require additional environmental review, except as necessary to determine the presence of project-specific significant effects not identified in the programmatic, plan area EIR. Section 15183(b) specifies that in approving a project meeting the requirements of Section 15183, a public agency shall limit its examination of environmental effects to those which the agency determines in an initial study or

<sup>&</sup>lt;sup>2</sup> San Francisco Planning Department. 2008 (August 7). Eastern Neighborhoods PEIR. Planning Department Case No. 2004.0160E, State Clearinghouse No. 2005032048, certified August 7, 2008. The PEIR is on file for public review at the Planning Department, 1650 Mission Street, Suite 400, and also available online at http://www.sf-planning.org/index.aspx?page=1893.

other analysis (CPE Checklist, provided in Appendix A) were not analyzed as significant effects in the prior EIR prepared for the general plan, community plan, or zoning action.

The Eastern Neighborhoods PEIR included analyses of the following environmental topics: land use; plans and policies; visual quality and urban design; population, housing, business activity, and employment (growth inducement); transportation; noise; air quality; parks, recreation and open space; shadow; archeological resources; historic architectural resources; hazards; and other issues not addressed in the previously issued initial study for the *Eastern Neighborhoods Area Plan*. Significant and unavoidable impacts were identified in the Eastern Neighborhoods PEIR for land use, historic architectural resources, transportation and circulation, and shadow.

To analyze whether the proposed project would result in any peculiar, project-specific environmental effects, a CPE Checklist (provided in Appendix A) was prepared for the Eastern Neighborhoods PEIR. The purpose of the CPE Checklist is to identify the potential environmental effects of the proposed project and determine whether such effects were addressed adequately in the Eastern Neighborhoods PEIR or if particular topics require further evaluation. Topics identified to not result in new, peculiar environmental effects, or effects of greater severity than were previously analyzed and disclosed in the Eastern Neighborhoods PEIR were scoped out in the CPE Checklist and are not required to be evaluated further under CEQA. The CPE Checklist analysis concluded that, with the exception of historic architectural resources and shadow, the proposed project would not result in new, significant environmental effects or effects of greater severity than already were analyzed in the Eastern Neighborhoods PEIR. The remaining environmental topics—land use and land use planning; aesthetics; population and housing; archaeological and paleontological resources; transportation and circulation; noise; air quality; greenhouse gas emissions; wind; recreation; utilities and service systems; public services; biological resources; geology and soils; hydrology and water quality; hazards and hazardous materials; mineral and energy resources; and agriculture and forest resources—that were analyzed in the Eastern Neighborhoods PEIR were found to be covered adequately.

The proposed project would result in a net loss of Production, Distribution, and Repair (PDR) uses, however, because the significant and unavoidable impact was identified previously, the proposed project would not result in any significant individual cumulative impacts specific to the proposed project that were not identified previously in the Eastern Neighborhoods PEIR. With regard to significant and unavoidable impacts related to traffic and transit, project-generated automobile and transit trips would not contribute considerably to significant and unavoidable traffic and transit impacts and would not constitute a substantial portion of the overall additional traffic and transit volumes anticipated to be generated by Eastern Neighborhoods Area Plan projects.

The Eastern Neighborhoods PEIR found that approximately 32 percent of the known or potential historical resources in the Plan Area potentially could be affected, and found this impact to be significant and unavoidable. The 800 Indiana Street property was identified as a potential historic resource, however, a Historic Resource Evaluation Response (HRER) was not conducted for the Eastern Neighborhoods PEIR. Subsequently, a project-specific Historic Resource Evaluation (HRE) was prepared, and then an HRER was conducted, concluding the warehouse at 800 Indiana Street is individually eligible for listing in the CRHR, thus making it a historic architectural resource. The CPE Checklist concluded that the impact related to the demolition of the warehouse at

800 Indiana Street would be specific to the proposed project, and that impacts on historic architectural resources needed to be evaluated in the Draft EIR.

The Eastern Neighborhoods PEIR noted that without detailed development proposals, the potential for new shadow impacts could not be determined. Thus, the Eastern Neighborhoods PEIR conservatively concluded that cumulative shadow impacts on Esprit Park would be significant and unavoidable.<sup>3</sup> In addition to the cumulative impact identified in the Eastern Neighborhoods PEIR, the CPE Checklist concluded that the proposed project could also result in a project-specific shadow impact. In keeping with the direction promulgated in the Eastern Neighborhoods PEIR, a shadow analysis was prepared for the proposed project to determine the potential project-specific impact to Esprit Park.

The Eastern Neighborhoods PEIR identified feasible mitigation measures to address significant impacts related to: Noise (F-1, F-2, F-3, F-4, F-5, and F-6), Air Quality (G-1, G-2, G-3, and G-4), Archeological Resources (J-1, J-2, and J-3), Historical Resources (K-1, K-2, and K-3), Hazardous Materials (L-1), and Transportation (E-1, E-2, E-3, E-4, E-5, E-6, E-7, E-8, E-9, E-10, and E-11).

As analyzed and discussed in the CPE Checklist, the following discussion summarizes the mitigation measures (organized by resource topic) that were identified in the Eastern Neighborhoods PEIR and indicates whether or not they are applicable to the proposed project.

### **Transportation**

PEIR Mitigation Measure E-1 Traffic Signal Installation would not apply because the proposed project would not be in proximity to the intersections identified in the mitigation measure. PEIR Mitigation Measure E-2 Intelligent Traffic Management; Mitigation Measure E-3 Enhanced Funding; Mitigation Measure E-4 Intelligent Traffic Management; Mitigation Measure E-5 Enhanced Transit Funding; Mitigation Measure E-6 Transit Corridor Improvements; Mitigation Measure E-7 Transit Accessibility; Mitigation Measure E-8 Muni Storage and Maintenance; Mitigation Measure E-9 Rider Improvements; Mitigation Measure E-10 Transit Enhancement; and Mitigation Measure E-11 Transportation Demand Management would not apply to the proposed project because they require improvements and programs that are associated with the implementation of the Eastern Neighborhoods Area Plan rather than a specific development project.

#### Hazards and Hazardous Materials

The proposed project would include demolition of the existing warehouse; therefore, PEIR Mitigation Measure L-1 Hazardous Building Materials, addressing the removal of hazardous building materials prior to demolition would be implemented.

### Noise

PEIR Mitigation Measure F-3 Interior Noise Levels would not apply because the proposed project would be subject to Title 24 of the California Code of Regulations. PEIR Mitigation Measure F-5 Siting of Noise-Generating

<sup>&</sup>lt;sup>3</sup> *Ibid.* page 414.

Uses would not apply as the proposed project would consist of residential uses, which are not typically considered to be noise-generating. However, the proposed project would be in proximity to noise-sensitive receptors and would include pile-driving and other particularly noisy construction procedures; therefore, Mitigation Measure F1 Construction Noise and Mitigation Measure F-2 Construction Noise would be implemented. The proposed project would be located along streets with noise levels above 65 dBA (Ldn), which would be addressed by implementation of PEIR Mitigation Measure F-6 Open Space in Noisy Environments, and Mitigation Measure F-4 Siting of Noise Sensitive Uses. PEIR Mitigation Measure F-4 Siting of Noise Sensitive Uses requires the preparation of an analysis that includes a site survey to identify potential noise-generating uses within 900 feet or that have a direct line of site to the project site. PEIR Mitigation Measure F-4 has been satisfied through the preparation of project-specific environmental acoustical studies that confirmed that Title 24 standards could be met.

### Air Quality

PEIR Mitigation Measure G-1 Construction Air Quality has been superseded by the Construction Dust Control Ordinance, and Mitigation Measure G-2 Air Quality for Sensitive Land Uses is not applicable to the proposed project because the project site is not located within an Air Pollutant Exposure Zone. PEIR Mitigation Measure G-3 Siting of Uses that Emit DPM and Mitigation Measure G-4 Siting of Uses that Emit Other TACs are not applicable to the proposed project because the residential development would not include a use that would emit diesel particulate matter or other toxic air contaminants.

### **Archaeological Resources**

PEIR Mitigation Measures J-1 Properties with Previous Studies and J-3 Mission Dolores Archaeological District are not applicable to the proposed project since the project site does not have a final archaeological research design and treatment plan, and is not located within the Mission Dolores Archaeological District. PEIR Mitigation Measure K-1 Interim Procedures for Permit Review in the Eastern Neighborhoods Plan Area Plan is no longer relevant. Mitigation Measure K-2 Amendments to Article 10 of the Planning Code Pertaining to Vertical Additions in the South End Historic District (East SoMa), and Mitigation Measure K-3 Amendments to Article 10 of the Planning Code Pertaining to Alternations and Infill Development in the Dogpatch Historic District (Central Waterfront) are not applicable to the proposed project because the proposed project is not located within the South End or Dogpatch Historic Districts. Because the project would require excavation for a subterranean parking garage, Mitigation Measure J-2 Properties with No Previous Studies is applicable to the proposed project in the event of accidental discovery of archaeological resources.

#### **Conclusions**

With implementation of the mitigation measures identified above, the proposed project would not result in significant impacts beyond those analyzed in the Eastern Neighborhoods PEIR for the respective environmental topic areas. In addition, the project sponsor would implement Project Improvement Measure I-TR-1 Residential Transportation Demand Management Program, Improvement Measure I-TR-2 Transportation Demand Management Monitoring Program, Improvement Measure I-TR-3 Enhanced TDM Program – Car Share, and Improvement Measure I-TR-4 Queue Abatement Condition of Approval to further reduce less than significant

vehicle trip impacts. Further, given the proximity of the project site to Interstate 280, Improvement Measure I-AQ-1 Enhanced Ventilation System would be implemented by the project sponsor to minimize exposure of future residents to diesel particulate matter and other pollutant emissions and odors.

### **ENVIRONMENTAL IMPACTS REQUIRING FURTHER STUDY IN THE DRAFT EIR**

The CPE Checklist determined that the proposed project may result in potentially significant project-specific environmental impacts related to historic architectural resources and shadow. Therefore, these resource topics are analyzed in this Draft EIR.

### DRAFT EIR

This Draft EIR has been prepared in accordance with CEQA and the CEQA Guidelines. It provides an analysis of the project-specific physical environmental impacts of construction and operation of the proposed project, and the project's contribution to the environmental impacts from foreseeable cumulative development in the vicinity of the proposed project site and the City as a whole.

Copies of the Draft EIR are available at the Planning Information Counter, San Francisco Planning Department, 1660 Mission Street, 1st Floor, San Francisco, CA 94103. The Draft EIR also is available for viewing or downloading at the Planning Department website, http://tinyurl.com/sfceqadocs, by choosing the link for Negative Declarations and EIRs under "Current Documents for Public Review" and searching for Case File No. 2011.1347E. A copy also may be requested to be sent via U.S. mail, by calling (415) 575-9095 or sending an e-mail request to the Draft EIR Coordinator, Rachel.Schuett@sfgov.org. All documents referenced in this Draft EIR and the distribution list for the Draft EIR are available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA 94103, as part of Case File No. 2011.1347E.

### **DRAFT EIR COMMENT PERIOD**

During the 45-day public review and comment period for this Draft EIR (from August 13, 2014, to September 29, 2014), readers are invited to submit oral or written comments on the adequacy and accuracy of the Draft EIR. A public hearing will occur before the Planning Commission during the 45-day public review and comment period for this Draft EIR, to solicit public comment on the adequacy and accuracy of information presented herein. The public hearing on this Draft EIR has been scheduled for September 11, 2014, to be held before the Planning Commission in Room 400, City Hall, 1 Dr. Carlton B. Goodlett Place, beginning at 12:00 p.m. or later. Those interested in participating can call (415) 558-6422 the week of the hearing for a recorded message, giving a more specific time. In addition, members of the public are invited to submit written comments on the adequacy of the document, that is, whether this Draft EIR identifies and analyzes all possible environmental impacts and identifies appropriate mitigation measures. Comments are most helpful when they suggest specific alternatives and/or additional measures that would better mitigate significant environmental impacts.

Written comments should be submitted to:

Sarah Jones, Environmental Review Officer Re: 800 Indiana Street Project Draft EIR San Francisco Planning Department 1650 Mission Street, Suite 400 San Francisco, CA 94103

Comments also may be submitted by e-mail to Sarah.B.Jones@sfgov.org or to Rachel.Schuett@sfgov.org. Comments must be received by 5:00 p.m. on September 29, 2014.

### FINAL EIR

Following the close of the Draft EIR public review and comment period, the Planning Department will prepare and publish a document titled "Responses to Comments," which will contain a copy of all comments on this Draft EIR and the City's responses to those comments, along with copies of the letters received and a transcript of the Planning Commission's public hearing on the Draft EIR. This Draft EIR, together with the Responses to Comments document, will be considered by the Planning Commission in an advertised public meeting, and then certified as a Final EIR, if deemed adequate.

The Planning Commission will use the information in the Final EIR in its deliberations on whether to approve, modify, or deny the proposed project or aspects of the proposed project. If the Planning Commission decides to approve the proposed project, its approval action must include findings that identify significant project-related impacts that would result; discuss mitigation measures or alternatives that have been adopted to reduce significant impacts to less-than-significant levels; determine whether mitigation measures or alternatives are within the jurisdiction of other public agencies; and explain reasons for rejecting mitigation measures or alternatives if any are infeasible for legal, social, economic, technological, or other reasons.

A Mitigation Monitoring and Reporting Program (MMRP) will be adopted by the Planning Commission as part of the adoption of the CEQA findings and proposed project approvals, to the extent that the mitigation measures are made part of the proposed project as conditions of its certification. The MMRP will identify the measures included in the proposed project, the entities responsible for carrying out the measures, and the timing for implementation. If significant unavoidable impacts remain after all feasible mitigation measures are implemented, the Planning Commission, if it elects to approve the proposed project, must adopt a Statement of Overriding Considerations, explaining how the benefits of the proposed project would outweigh its significant impacts.

### C DRAFT EIR ORGANIZATION

This Draft EIR is organized into a summary discussion, seven additional chapters, and appendices. The EIR includes the following chapters:

- ► Summary: provides a concise overview of the proposed project and the necessary approvals; the environmental impacts that would result from the proposed project; mitigation measures identified to reduce or eliminate these impacts; project alternatives; and areas of known controversy and issues to be resolved.
- ► Chapter 1, Introduction: describes the type, purpose, and function of the EIR; the environmental review process and comments received on the NOP/CPE Checklist; and the organization of the EIR.
- Chapter 2, Project Description: presents details about the proposed project and the approvals required to implement it.
- Chapter 3, Plans and Policies: describes inconsistencies of the proposed project with applicable federal, state, regional, and local plans and policies.
- Chapter 4, Environmental Setting and Impacts: addresses two resource topics, historic architectural resources and shadow. Each topical section includes the environmental setting, regulatory framework, approach to analysis, project specific and cumulative impacts, and mitigation measures and improvement measures, when appropriate.
- Chapter 5, Other CEQA Issues: addresses potential growth-inducing impacts of the proposed project and identifies significant effects that cannot be avoided if the proposed project is implemented, as well as significant irreversible impacts of the project, and areas of known controversy and project-related issues that have not been resolved.
- Chapter 6, Alternatives: analyzes three alternatives to the proposed project: Alternative A: No Project Alternative; Alternative B: Full Preservation Alternative; and Alternative C: Partial Preservation Alternative. This chapter identifies the environmentally superior alternative. It also discusses alternatives considered but rejected, and gives the reasons for rejection.
- Chapter 7, Report Preparation: identifies the EIR authors and the agencies, organizations, and individuals who were consulted during preparation of the Draft EIR. In addition, the project sponsor and any consultants working on their behalf are listed.
- ▶ **Appendix A**: Notice of Preparation and Community Plan Exemption Checklist

### 2. PROJECT DESCRIPTION

The project sponsor, AvalonBay Communities, Inc., proposes to demolish an existing 78,240-gsf, steel-frame industrial warehouse that is owned by the San Francisco Opera, and construct a five-story, approximately 58-foot-tall (excluding a 12-foot-tall mechanical penthouse), multi-family residential development at 800 Indiana Street in San Francisco, composed of three separate buildings (totaling 273,743 gsf of residential uses). The proposed project would include a maximum of 338¹ residential units, ground-floor residential amenities, and a one-level 11-foot-tall underground parking garage, for a total of approximately 441,183 gsf of development on the project site. The proposed project also includes two streetscape improvement variants as options that could be implemented by the City in cooperation with the project sponsor and other property owners along Indiana Street; these variants include the Hybrid Streetscape Plan, and the Linear Park Streetscape Plan. A third variant includes a plaza/dog park. This section presents a detailed description of the project location and setting, objectives, and components.

### A PROJECT LOCATION AND SETTING

### LOCAL SETTING

The project site is located at 800 Indiana Street, between 20th and 22nd Streets (Assessor's Block 4105, Lot 009), which is a part of the Dogpatch Neighborhood in the southeast quadrant of San Francisco (see Figures 2-1 and 2-2). The project site is bound by the 50-foot-tall 20th Street ramp to the north, the Esprit Park residential development and light industrial uses to the east, a warehouse used as a photography studio to the south, and the 35-foot-tall Interstate 280 (I-280) overpass to the west. The San Francisco Recreation and Park Department maintains the neighborhood's Esprit Park, the closest public open space to the project site, which is located north of 20th Street, and east of Indiana Street.

### **EXISTING SITE CHARACTER**

The project site is a generally level and irregularly shaped parcel, measuring approximately 140 feet in width and 730 feet in length, with a less than 1 percent grade from north to south, and totaling approximately 2.49 acres (108,386 square feet), with a frontage of approximately 606 linear feet along Indiana Street. The site is fully developed, occupied primarily by a 78,240-gsf, approximately 50-foot-tall warehouse built in 1926, which consists of an eastern warehouse section, western warehouse section, and office that are all connected as one building. The warehouse is a steel-frame and metal clad structure that is used by the San Francisco War Memorial Opera House (Opera House) for storage and costume/stage design. One off-street Americans with Disabilities Act (ADA)-accessible parking space is on the project site, four loading entrances for Opera House storage access are along Indiana Street, and five existing curb cuts are in front of the warehouse. The southernmost curb cut/driveway also provides truck access to the rear of the building. There are approximately 27 trees along the Indiana Street frontage of the project site, mostly clusters of small trees (4 to 8 inches in diameter). Of these trees, five are larger

<sup>&</sup>lt;sup>1</sup> The proposed project analyzes 338 units as the maximum potential development for the project site.



Source: Compiled by AECOM in 2013

Figure 2-1 Project Location



Source: Compiled by AECOM in 2013

Figure 2-2 Project Site

in diameter (16 to 22 inches), including four Monterey pine trees and one river birch grove tree. Little to no vegetation and no open space exist on the project site.

The property at 998 Indiana Street, the adjacent parcel to the south, has a fence line that encroaches onto the project site. The area inside this fence line is used as a driveway and parking spot for the triangular-shaped warehouse on the 998 Indiana site. The 998 Indiana Street property has its own vehicular access, via a curb cut and driveway; however, from time to time, vehicles accessing either 800 Indiana Street or 998 Indiana Street drive across the property line to access one of the properties, or to perform turning maneuvers.

### GENERAL PLAN LAND USE DESIGNATION AND ZONING

The project site is within the Urban Mixed-Use (UMU) Zoning District. Per the *San Francisco General Plan* (General Plan), UMU is a land use designation intended to promote a vibrant mix of uses while maintaining the characteristics of this formerly industrial-zoned area. This designation is also intended to serve as a buffer between residential uses and Production, Distribution, and Repair (PDR) uses in the Eastern Neighborhoods. The project site is located within the Central Waterfront Area of the *Eastern Neighborhoods Area Plan*.

The *Eastern Neighborhoods Area Plan* was adopted in December 2008, in part to support residential mixed-use development in some areas previously zoned for industrial uses, and also to preserve adequate space for existing and future PDR employment and businesses. The *Eastern Neighborhoods Area Plan* also included changes to existing height and bulk designations in some areas, including the project site at 800 Indiana Street.

During the *Eastern Neighborhoods Area Plan* adoption phase, the San Francisco Planning Commission held public hearings to consider the various aspects of the proposed area plans, and San Francisco Planning Code (Planning Code) and Zoning Map amendments. On August 7, 2008, the Planning Commission certified the Eastern Neighborhoods Environmental Impact Report by Motion No. 176591<sup>2</sup> and adopted the Preferred Project for final recommendation to the Board of Supervisors.

The project site is located in a 58-X Height and Bulk District, which would subject the proposed development to a 58-foot height limit. The "X" denotes no building bulk requirements. The proposed project would be within the height and bulk limits, and residential use is permitted within UMU.

### **B** PROJECT OBJECTIVES

The project sponsor has developed the following objectives for the proposed project:

▶ Build high-quality, mainly market-rate apartments that would strongly tie into the existing contextual fabric of the Dogpatch neighborhood. Maximize residential density by building to the allowable zoning envelope and creating as many new residential units as reasonably possible within this envelope.

Case No. 2011.1374E

August 2014

800 Indiana Street Draft EIR

<sup>&</sup>lt;sup>2</sup> San Francisco Planning Department. 2008 (August 7). Eastern Neighborhoods PEIR. Planning Department Case No. 2004.0160E, State Clearinghouse No. 2005032048, certified August 7, 2008. The PEIR is on file for public review at the Planning Department, 1650 Mission Street, Suite 400, and also available online at http://www.sf-planning.org/index.aspx?page=1893.

- ▶ Provide an economically feasible project that maximizes the utility of the land and increases the City's housing supply.
- ▶ Include future streetscape improvements and connections to open space that serves neighborhood residents and workers, and enlivens pedestrian activity in the Dogpatch neighborhood during both daytime and evening hours.
- ▶ Activate the neighborhood edge condition by connecting the residences at 800 Indiana Street with the immediate surroundings and broader Eastern Neighborhood community. The project envisions providing a strong connection to Esprit Park and enhancing 22nd Street by offering public amenity spaces in the form of upgraded public sidewalks and accessible plazas.
- ▶ Provide a project to meet Leadership in Energy and Environmental Design (LEED®) Silver standards to meet the requirements adopted by the City and County of San Francisco, thereby reducing the project's carbon footprint, maximizing the energy efficiency of the building and establishing a sustainable development in the neighborhood.

# C Project Components

The proposed project would include a maximum of 338 residential units—approximately 34 percent studios (114 units), 26 percent one-bedroom units (89 units), and 40 percent (126 units) two-bedroom and three-bedroom units (see Figure 2-3 through 2-5). To comply with Section 415 of the San Francisco Planning Code regarding inclusionary housing requirements, either 14.4 percent of on-site units (49 residential units) would be affordable to low- to-moderate income households, or an in-lieu fee would be paid.<sup>3</sup> The proposed project would include three on-street loading spaces, a minimum of 177 bicycle spaces,<sup>4</sup> and a one-level underground parking garage with 230 parking spaces for the residential units. Development of the proposed project would include demolition of the existing on-site structure and construction of the project components that are outlined below.

Table 2-1 shows the anticipated square footage, number of residential units, and open space allocations for the proposed project.

<sup>&</sup>lt;sup>3</sup> The project is subject to the Inclusionary Affordable Housing Program (Planning Code Section 415), requiring that proposed developments of five units or more provide 14.4 percent of their units as affordable for low- to moderate-income households in San Francisco or pay an in-lieu fee as required by code.

<sup>4</sup> According to the site plan, 185 Class 1 bicycle spaces would be included and up to 150 additional spaces may be provided, subject to Planning Department approval of double-decker rack system.

TABLE 2-1
PROPOSED DEVELOPMENT PLAN

Residential Components			
Unit Type	Number of Units	Average Square Feet per Unit	Total Square Feet
3-bedroom unit	9	1,420	12,780
2-bedroom unit	126	1,070	134,820
1-bedroom unit	89	709	63,101
Studio	114	552	63,042
TOTAL	338	810	273,743
Parking and Loading Compon	ents		·
			Total Square Feet and Spaces  82,372 gsf
Parking			230 automobile spaces A minimum of 177 bicycle spaces
Loading			3 on-street spaces
Open Space Components			
Open Space			Total Square Feet
Private Open Space (Private Decks and Patios)			11,865
Common Open Space (Rooftop Deck and Courtyards)			22,410
Public Open Space (Plazas)			3,500
TOTAL			37,775
Source: Pyatok Architects; com	piled by AECOM in 2014		

### **DEVELOPMENT PROGRAM**

The proposed project would include a five-story, approximately 58-foot-tall (excluding a 12-foot-tall mechanical penthouse) residential development, with up to 338 units, and ground-floor residential amenities, over a one-level, 14-foot-depth, subterranean parking garage. Pile driving may be required on the western side of the project site, to create a permanent shoring system to support the lateral loads from the Caltrans I-280 retaining wall. The proposed project would be a three-building complex, up to 58 feet (above street grade) in height, and separated by several courtyards. Each of the three buildings would be designed by a different architecture firm and would feature separate street-fronting residential lobbies with an overall orientation towards Indiana Street (see Figure 2-3).

The proposed residential development would contain 13,920 gsf of residential amenities, including a fitness center, bicycle storage, a lounge, entrance lobbies, and a leasing office.

Three types of open space would be provided: publicly- accessible open space, private open space (accessible to residents only), and common usable open space (accessible to residents and their guests).

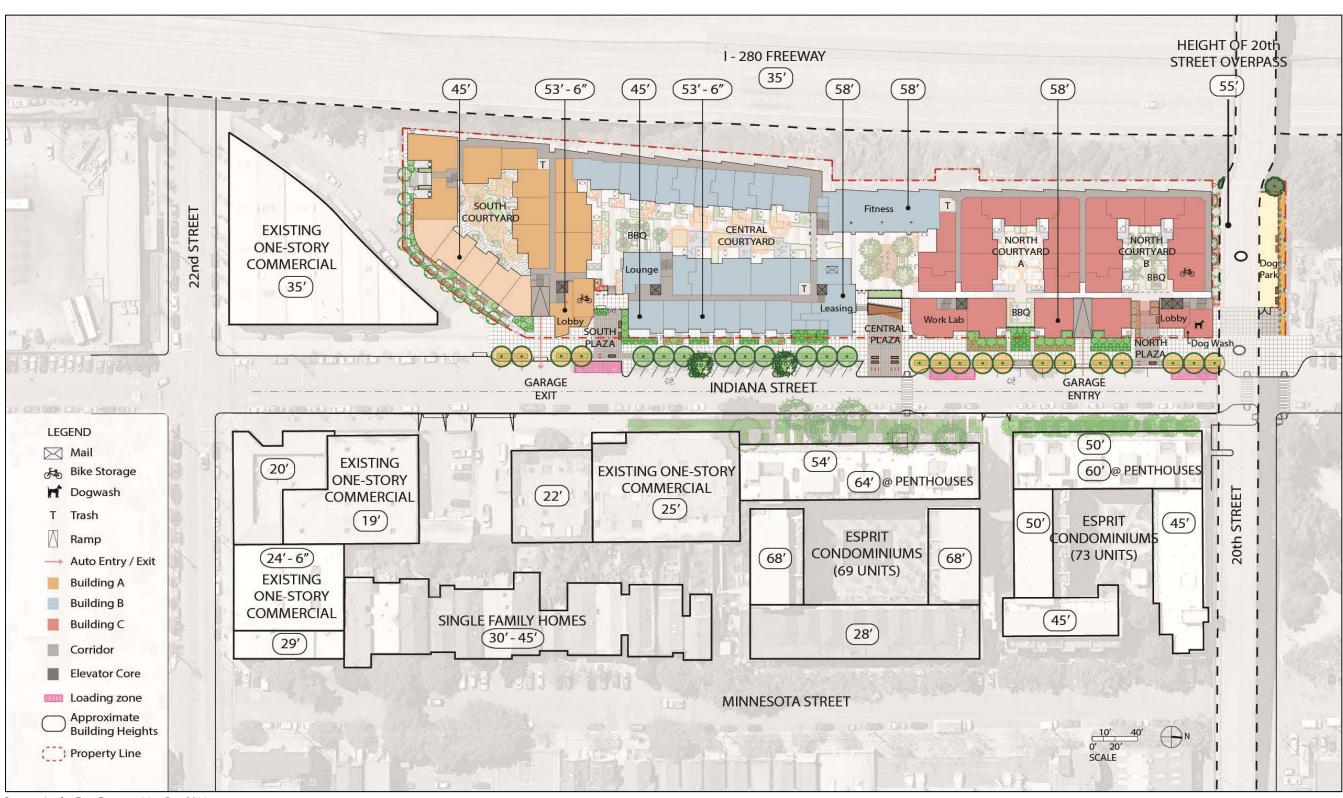


Figure 2-3 Proposed Site Plan

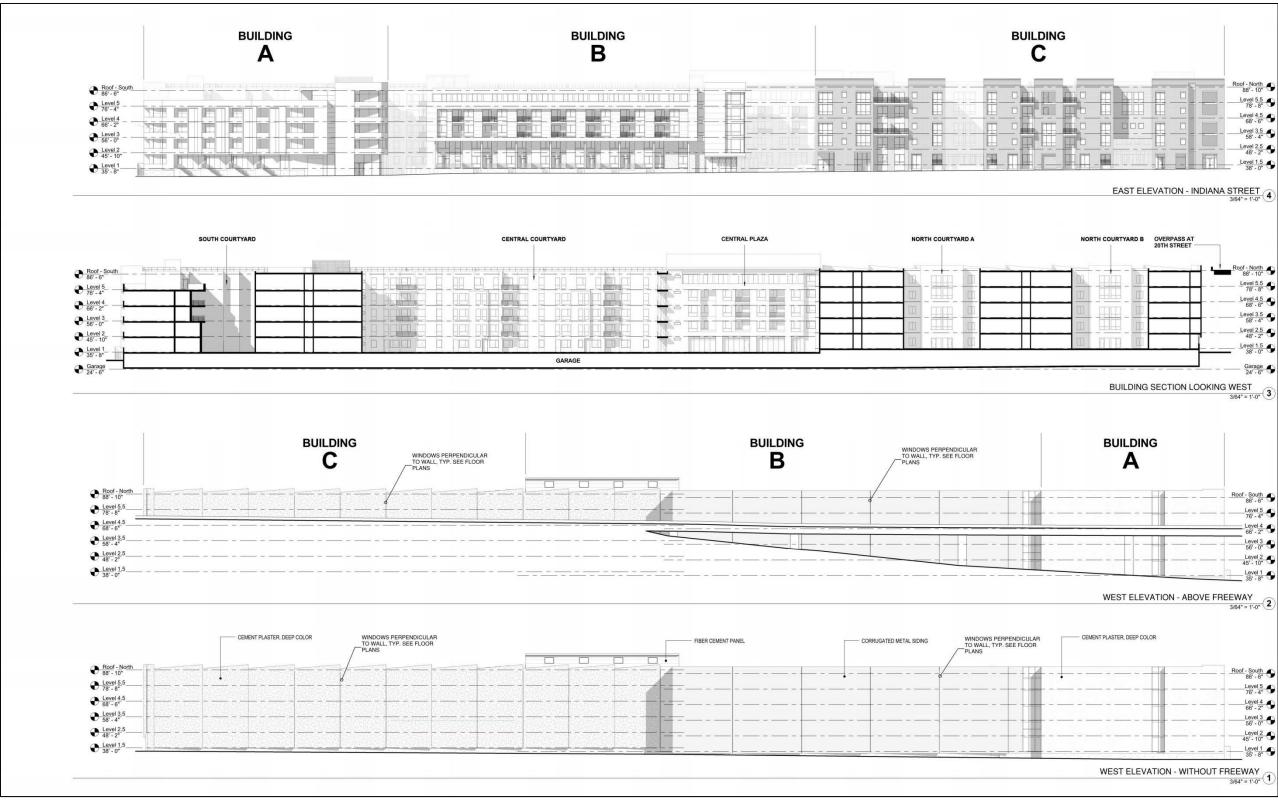


Figure 2-4 Proposed Elevations

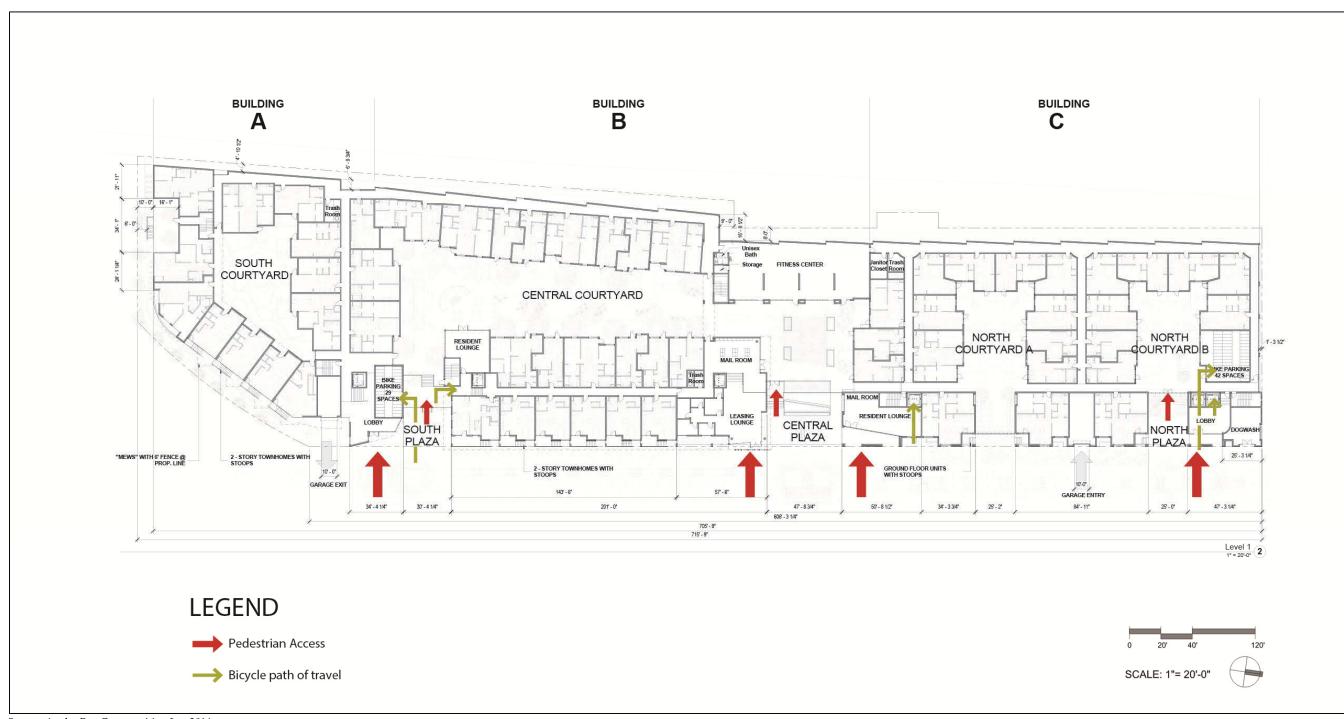


Figure 2-5
Proposed Building Plan, First Floor

Approximately 3,500 square feet (sf) of publicly-accessible open space would be provided, in the form of three public plazas on the ground floor: the North Plaza, the Central Plaza, and the South Plaza, as shown in Figures 2-3 and 2-5. Approximately 22,410 sf of common usable open space would be provided in the form of four ground-floor open space areas: North Courtyards A and B, the Central Courtyard, and the South Courtyard, totaling 18,000 sf (see Figure 2-3), as well as an approximately 4,410 sf rooftop deck (see Figure 2-9). The proposed project would provide a total of 37,775 sf of open space.

The proposed project would also include a minimum of 177 bicycle spaces<sup>5</sup> on-site, including at least 160 Class I bicycle spaces and 17 Class II bicycle spaces, distributed throughout the three-building development on the ground floor and the garage level.<sup>6,7</sup> Primary access to the bicycle spaces would be provided via the building lobby for each complex, and secondary access would be provided through key-controlled doors adjacent to the on-site open spaces.

Also included in the proposed project would be an 82,372 gsf, one-level (11-foot tall) underground parking garage with 230 parking spaces; including a minimum of two car-share spaces and 12 ADA-compliant, accessible spaces. No off-street loading spaces are proposed, and three on-street loading spaces on Indiana Street would be requested through San Francisco Municipal Transportation Agency's (SFMTA's) Color Curb program.

# **BUILDING PLANS**

The proposed ground floor plan is shown in Figure 2-5, and representative floor plans are shown in Figure 2-8 (Floors 2 and 3) and Figure 2-9 (Floors 4 and 5). Figure 2-5 shows the ground-level plan with the proposed main lobby and lounge, two additional lobbies, the leasing office, the proposed bicycle storage, the storage areas, the mechanical rooms, the stairway access, the community room(s), the lounges, the fitness center, the dog wash station, and the parking garage ingress and egress on Indiana Street. Floors 2 to 4 would be occupied entirely by residential units, with approximately 63 to 74 units per floor. Floor 5 would have approximately 74 residential units.

As shown in Figure 2-10, the 4,410 sf rooftop deck would be above Floor 4 of Building A (the southernmost building on the site), approximately 45 feet above street grade, overlooking Indiana Street, with views of San Francisco Bay to the east. The final design of the rooftop deck is not complete, but it is expected to feature areas for gathering and areas with landscaping. A parapet wall or guardrail would border the exterior boundaries of all the buildings. The heights of these walls and guardrails would be designed to meet applicable building codes. As shown in Figure 2-10, mechanical equipment and solar panels would be located on the roofs and set back from the edge of the buildings, with an approximate height of up to 12 feet.

<sup>&</sup>lt;sup>5</sup> The current site plan includes 185 bicycle spaces.

<sup>6</sup> Class I spaces protect the entire bicycle and would be placed in secure, weather-protected facilities intended for use as long-term, overnight, and work-day bicycle storage by dwelling unit residents, non-residential occupants, and employees. Class II spaces are located in a publicly-accessible, highly visible location intended for transient or short-term use by visitors, guests, and patrons to the building or use (i.e. standard bike racks that allow users to tether bikes).

<sup>&</sup>lt;sup>7</sup> The project sponsor is also proposing to use double-decker bike stackers which would increase the number of Class I spaces to up to 300. Use of these bicycle stackers is subject to Planning Department approval.

### **BUILDING DESIGN**

The proposed project would be constructed to the standards required, at minimum having a Leadership in Energy Efficient Design (LEED®) Silver rating.8 To give a distinct character to the portion of each of the building components fronting Indiana Street, and to help break the appearance of a large contiguous development, the various building components have been designed by three different architects. Owen Kennerly designed Building A, Pyatok Architects (also the executive architect) designed Building B, and Mithun Solomon designed Building C, as shown in Figures 2-4 and 2-5. The building exteriors would be finished with a combination of stucco, cement paneling, and metal siding. Figure 2-11 gives a conceptual overview of the overall design including the heights of the buildings. Figures 2-12 through 2-14 are visual simulations of the proposed project buildings from various viewpoints, for informational purposes. The existing view of the project site is included as a photo inset in Figures 2-11 through 2-14. Figure 2-12 shows Buildings A and B from Indiana Street looking north from the southern end of the project site. Figure 2-13 shows Building C and the 20th Street overpass from Indiana Street looking north. Figure 2-14 shows Buildings A, B, and C looking north from I-280 North.

As shown in Figures 2-4, 2-11, 2-12, and 2-13, the Indiana Street (eastern) frontage of the proposed building would be differentiated by building style, façade details, separate main entrances and entrance lobbies, and it would be physically separated by publicly accessible open space in the form of plazas and common usable open spaces.

Although visually differentiated by building style and façade details (see Figure 2-14), the western frontage of the proposed buildings would be contiguous and would be connected by an interior corridor (see Figures 2-4 and 2-5). The western façade of all three buildings would be adjacent to an elevated portion of I-280; thus, only the top two stories of the building would be visible from most vantage points west of the project site (see Figures 2-4 and 2-14), and the western side of the building likely would be exposed to elevated noise levels from the adjacent freeway.

In response to elevated ambient noise levels adjacent to the site, the building design for all three buildings incorporated noise attenuation features in a number of ways to reduce the interior noise levels, per Title 24 of the California Building Code standards. Where possible, the residential unit window openings have been positioned so that they face the interior courtyards, away from the exterior noise sources. One of the noise attenuation design features includes placing an interior corridor between the west exterior wall of the buildings and the westernmost apartments within the buildings (see Figures 2-4 and 2-5). This single loaded corridor (a corridor with residential units only on one side, and in this case, the residential units are on the east side of the corridor), provides additional distance, which acts as a buffer between the exterior noise source and the units. This would further attenuate noise levels and vibrations from I-280 for the westernmost apartments. The proposed project also would include the use of noise attenuating building materials. Building materials are rated based on the sound transmission loss to comply with Title 24 requirements. Examples of noise

<sup>&</sup>lt;sup>8</sup> A green building standard set by the U.S. Green Building Council.

attenuating building materials include double or staggered stud walls and dual pane laminated glazing assemblies.

The building design for Building A would also incorporate noise attenuation features to reduce the exterior noise levels at the rooftop deck on Floor 5, including a noise barrier measuring no less than 7 feet tall, relative to the deck floor. A more specific description of the noise-attenuating features of the proposed project is described in Section 6, Noise of Appendix A.

Furthermore, to preserve the privacy of the tenants in the residential units on the northern frontage facing the 20th Street overpass, a visual buffer between vehicular and pedestrian traffic and the northernmost residential units in Building C would be provided via a single-loaded corridor, so that the northernmost units would be on the south side of the corridor and face the interior courtyards (see Figures 2-4 and 2-5). Also, the first three floors, which would be below the overpass height, would include three large, three-story-tall glazed openings facing the 20th Street plaza. The upper two floors would include glazing to provide natural light to the corridor, and to shield unwanted noise and visual sightlines from the overpass into the building's corridors or residential units.

### STREETSCAPE AND OPEN SPACE

In accordance with Section 135 of the Planning Code (under the Eastern Neighborhoods Mixed Use District), the proposed project would be required to provide 80 sf of private usable open space per dwelling unit, or a credit of 54 sf per dwelling unit if the project provides publicly accessible open space. If calculated based on the private usable open space requirement of 80 sf per dwelling unit, up to 27,040 sf of open space would be required at the project site for up to 338 dwelling units.9 However, because the proposed project would provide 3,500 sf of publicly-accessible open space, 21,840 sf of usable open space would be required.10 The proposed project would provide a total of 37,775 sf of open space, which would exceed the provision of open space required by Section 135 of the Planning Code.

As shown in Figures 2-3 and 2-5, the proposed project would meet the open space requirement by providing three publicly-accessible plazas: North, South, and Central (3,500 sf), and four additional common open space areas: North Courtyards A and B, Central Courtyard, and South Courtyard (totaling 23,400 sf), and a rooftop deck (4,410 sf) for the use of future residents and their guests. In all, the proposed project would provide 37,775 sf of open space, exceeding the amount required under Section 135 of the Planning Code.

Because of the size of the project site (i.e., 2.49 acres) and the amount of frontage (approximately 606 linear feet) along Indiana Street, which is a public right-of-way (ROW), the proposed project is subject to the San Francisco Better Streets Plan (Better Streets Plan) as codified in Section 138.1 of the Planning Code. Section 138.1 sets forth requirements for both street trees and pedestrian realm improvements. The Better Streets Plan identifies a

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<sup>9 338</sup> units multiplied by 80 square feet for the maximum usable open space requirement.

<sup>&</sup>lt;sup>10</sup> The proposed project would provide 3,500 gsf of publicly accessible open space, which is the equivalent of a 65 unit credit (3,500 divided by 54 sf). The 65 unit credit applied towards the 338 unit total equals 273 units. 273 units multiplied by 80 sf per unit equals a requirement for 21,840 gsf of usable open space.

"typology" for each public ROW in San Francisco. Indiana Street is classified as being "Other: Mixed-use." To comply with the Better Streets Plan for this street type, street trees must be installed along the streetscape every 20 feet on center, the minimum sidewalk width must be 15 feet, and bulb-outs must be provided on both sides of the street.

To comply with the requirements of the Better Streets Plan, street trees and sidewalk improvements would be included along the proposed project's frontages on Indiana Street and 20th Street. There are approximately 27 trees along the frontage of Indiana Street. These trees would be removed and the new landscaping and streetscape improvements for the proposed project would include approximately 24 new street trees, midblock curb extensions, special paving materials, and curbside grass planting strips along Indiana Street as part of the overall pedestrian plan development (see Figure 2-6). The landscape plan for the proposed project generally would be consistent with other landscaping that has been proposed along Indiana Street.<sup>11</sup>

### **PARKING**

Approximately 82,372 gsf of parking would be provided in a one level underground parking garage, which would have an approximate depth of 14 feet below grade, including the foundation, and an overhead clearance of between 7 feet and 9 feet 10 inches. The parking garage would have 230 vehicle spaces for residential and visitor parking (see Figure 2-7), of which 12 spaces would be ADA-accessible, and twowould be car-share spaces (four car-share spaces may be provided per the Enhanced Transportation Demand Management Program [Improvement Measure I-TR-3] as described in Section 5, Transportation and Circulation of Appendix A). In addition, as part of the proposed project, the project sponsor would request a re-striping of the west side of Indiana Street to provide approximately 45 parallel and back-in angled on-street parking spaces along the frontage of the project site. The 45 on-street parking spaces would replace the existing 54 perpendicular parking spaces along Indiana Street, for a net loss of nine (9) spaces along the frontage of the project site.

Bicycle parking would be provided at ground and garage levels on-site. The proposed project would include a minimum of 177 bicycle spaces, in compliance with Section 155.5 of the Planning Code. In addition to vehicular, bicycle, and car share parking spaces, the parking garage would include a mechanical room, an elevator, space for trash and recycling removal, and a storage room.

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The landscaping for the proposed 650 Indiana Street project was coordinated with the proposed landscaping for the 800 Indiana Street project, as well as Variants 1 and 2. Please refer the Community Plan Exemption for the 650 Indiana Street document, March 28, 2014. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

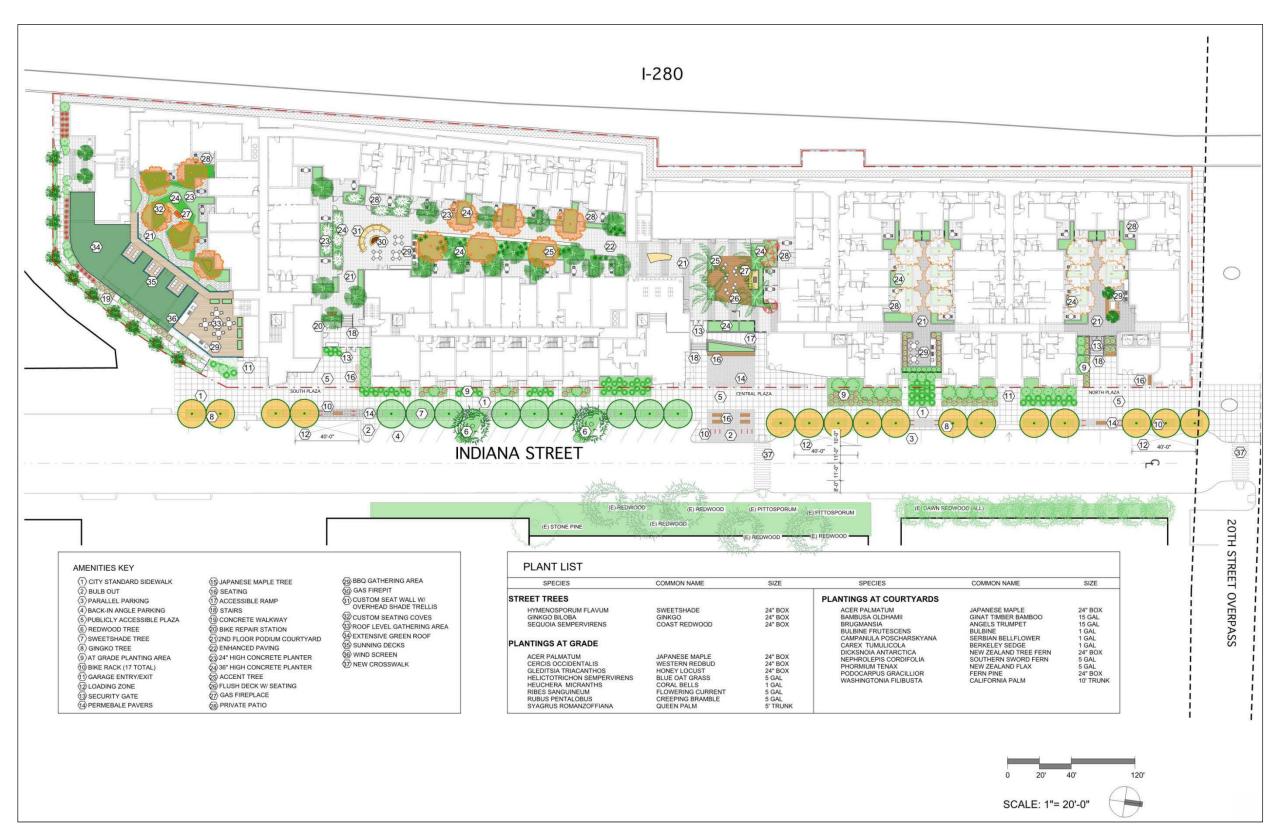


Figure 2-6

# Proposed Landscape Plan

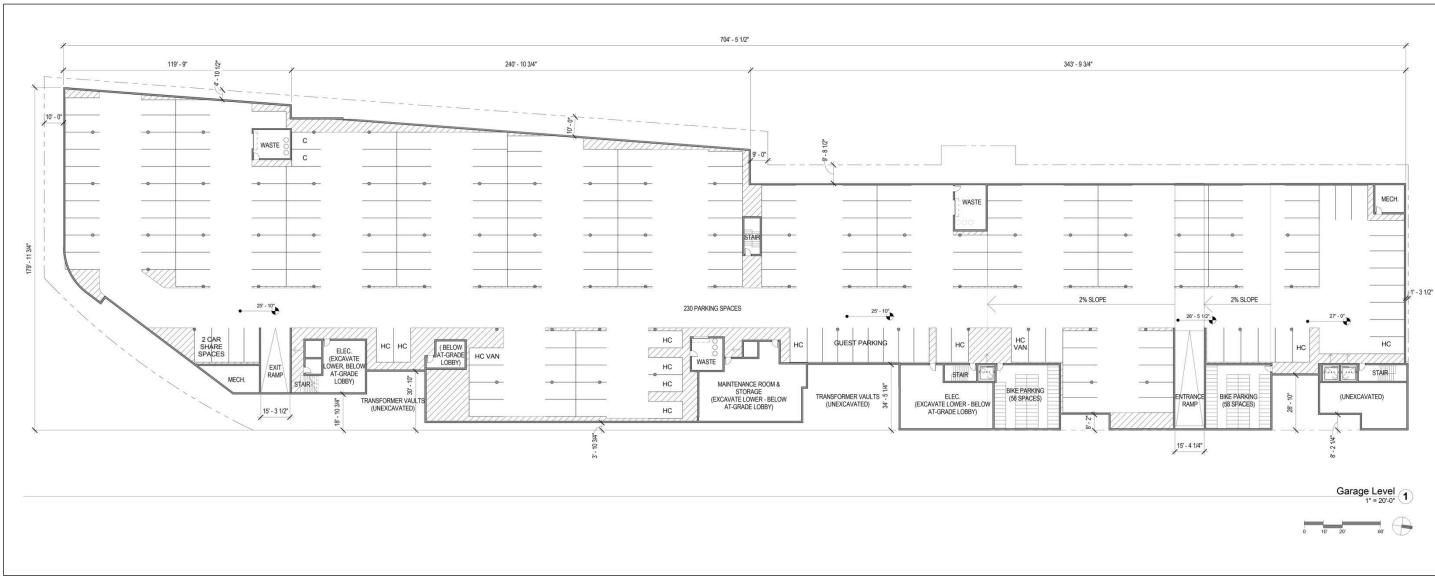


Figure 2-7
Proposed Vehicular Circulation and Parking

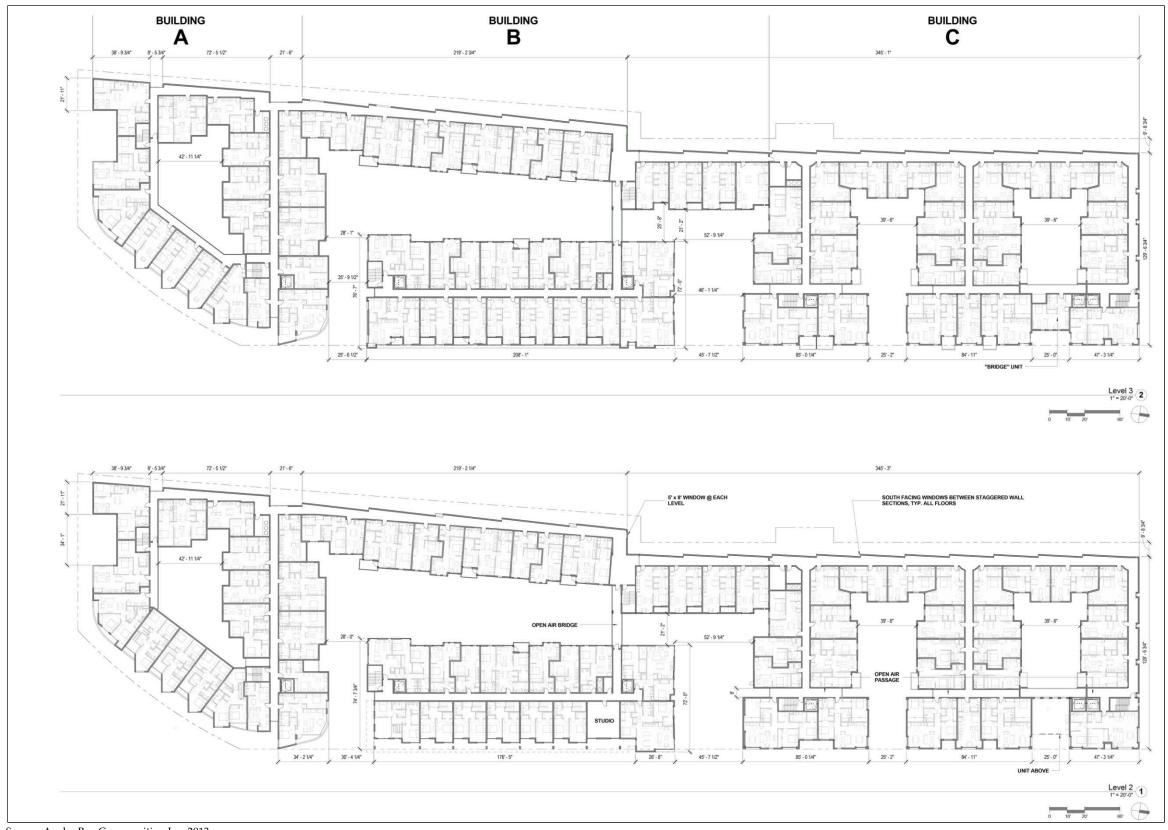


Figure 2-8

Proposed Building Plan, Floors 2 and 3



Figure 2-9
Proposed Building Plan, Floors 4 and 5

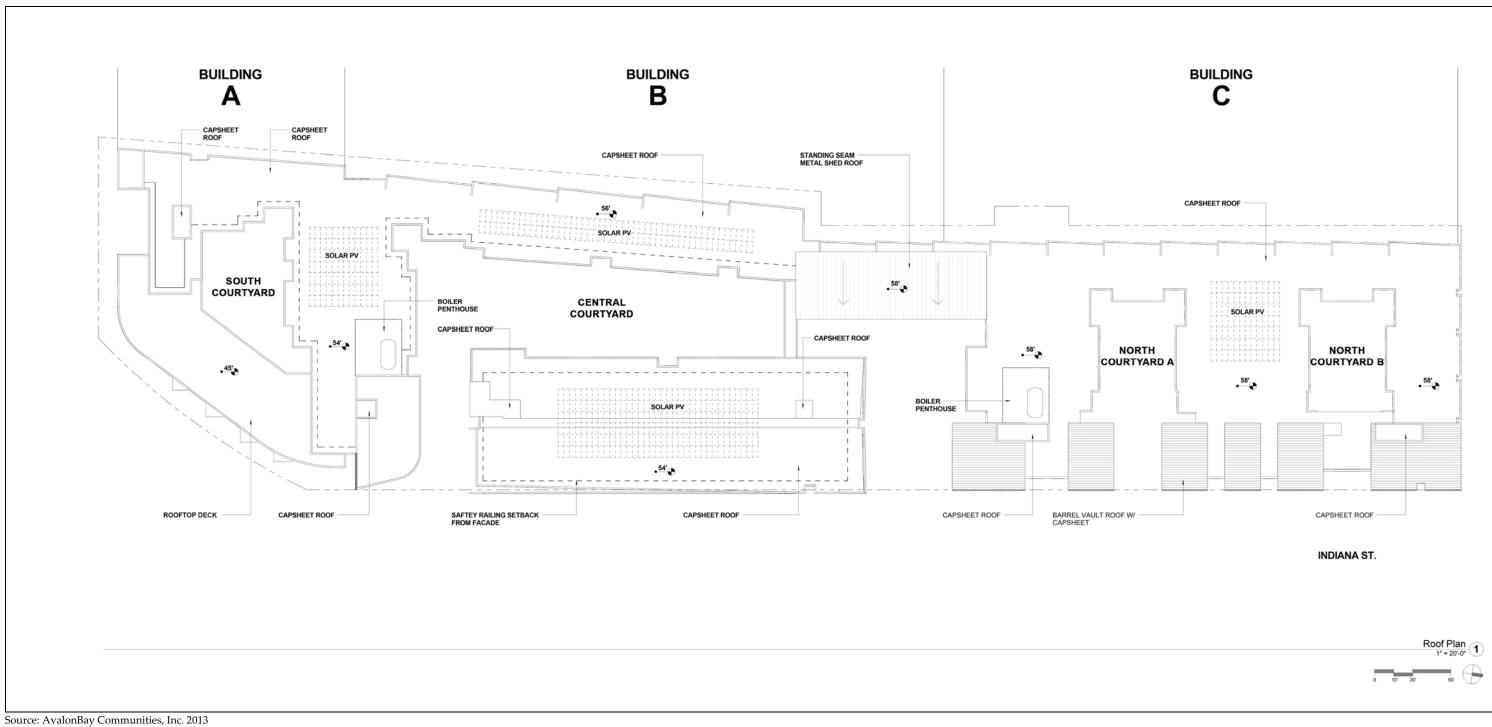


Figure 2-10 Proposed Building Plan, Roof



Figure 2-11 Project Overview



Figure 2-12

View of Buildings A and B, Looking North from Indiana Street



Figure 2-13

View of Building C, Looking North from Indiana Street



Figure 2-14

View from Buildings A, B, and C Looking North towards Project Site from I-280

#### SITE ACCESS AND CIRCULATION

As shown in Figure 2-7, access to the parking garage would be from Indiana Street, via a one-way ingress ramp on the north portion of the project site (just south of the 20th Street overpass), and a one-way egress ramp on the south end of the project site. The project sponsor proposes three 40-foot on-street loading areas along the west side of Indiana Street (subject to SFMTA approval through the Color Curb Program), which would accommodate weekly trash and recycling pickup, daily deliveries (e.g., FedEx, UPS, postal service), and resident move-ins and move-outs. Each of these areas generally would align with a residential lobby, which would facilitate vertical circulation via elevators and stairways for each of the three residential buildings in the complex.

The first loading space would be just south of the 20th Street overpass, the second loading space would be midway along the proposed development's eastern frontage, and the third loading space would be near the southern end of the building's frontage, along Indiana Street, as shown in Figure 2-3. Loading and garbage trucks would pull in and out of the on-street loading spaces from Indiana Street.

As shown in Figure 2-5, pedestrian access to the complex would be provided through six entrances; three via the three building lobbies along Indiana Street, and three via the public plazas and courtyards within the project site. Two main bike storage rooms would be located on the first level, adjacent to the Building A lobby and the northern Building C lobby. Two additional bike storage rooms would be located in the garage adjacent to the southern and northern Building C lobby elevators. As shown in Figure 2-5, bicyclists could use either the Building A, southern Building C, or northern Building C lobbies to access these bike storage rooms.

### **PROJECT VARIANTS**

Another project is being proposed at 650 Indiana Street, which is on the west side of Indiana Street between 19th and 20th Streets. The 650 Indiana Street project also would be subject to Better Streets Plan requirements, and thus would include street trees and an enhanced pedestrian realm, if approved. A coordinated effort is underway to provide streetscape continuity among the 650 and 800 Indiana Street project frontages and along both sides of Indiana Street, from 18th Street to 22nd Street.

AvalonBay Communities, Inc. (the project sponsor for the proposed 800 Indiana Street project), and Build, Inc. (the project sponsor for the proposed 650 Indiana Street project) with encouragement from the Dogpatch Neighborhood Association (DNA), collaborated to develop two streetscape plan variants to improve the pedestrian realm in the vicinity as the neighborhood transitions, from primarily industrial uses to a more mixed-use, residential area. Both variants would be developed in three phases. Each of the variants includes the 800 Indiana Street project as proposed, plus the variant.

Phase 1 of the proposed streetscape plan would include improvements along the 650 and 800 Indiana Street project frontages. These improvements would fulfill Better Streets Plan requirements and would be developed simultaneously with these two proposed projects, if approved. Phase 2 would include improvements along the east and west sides of Indiana Street between 19th and 20th Streets and the west side of Indiana Street from the 800 Indiana Street project frontage to 22nd Street. Phase 2 would occur as a City-sponsored project, although the west side of Indiana Street between 19th and 20th Streets could be included in the redevelopment of the Cresco

site at 700 Indiana Street, if that is proposed. Phase 3 would include the east side of Indiana Street from the frontage of 937 Indiana Street south to 22nd Street, and between 18th and 19th Streets. This phase also would be undertaken as a City-sponsored project and would not be tied to any specific land use development project.

## HYBRID STREETSCAPE PLAN (VARIANT 1)

Because the project site and surrounding area are zoned under the UMU classification, the street typology for Indiana Street is classified by the Better Streets Plan as being "Other: Mixed-use." As described in the Streetscape and Open Space section, the Better Streets Plan requirements for Indiana Street include:

- ► Street trees every 20 feet on center
- ▶ Minimum sidewalk width of 15 feet
- Bulb-outs on both sides of Indiana Street

The Hybrid Streetscape Plan (Variant 1) would include the 800 Indiana Street project as proposed plus the Hybrid Streetscape Plan, as shown in Figure 2-15. Plant species for Variant 1 would be selected according to the following parameters: low water use, suitability for urban air quality, minimal litter drop, root systems that do not buckle paving, seasonal interest, and reflective of the neighborhood context. Plants would be selected and spaced so as to avoid encroaching on walking surfaces or building façades. Tree species proposed for use along Indiana Street under Variant 1 include *Ginkgo biloba* (ginkgo), *Hymenosporum flavum* (sweetshade), and *Sequoia sempervirens* (redwood). Small shrubs and ground cover would provide texture and interest under the street trees.

Variant 1 includes curb ramps and corner bulb-outs in the following locations: both sides of the southern approach to Indiana Street/22nd Street, the east approach at the 20th Street underpass/Indiana Street, and the north and south approaches to Indiana Street/19th Street, which are intended to reduce vehicle speeds and decrease crossing distances for pedestrians (see Figure 2-15).<sup>13</sup> As shown in Figure 2-16, Variant 1 incorporates strategies recommended by the Better Streets Plan, including enhanced, landscaped frontage zones, pedestrian throughways measuring between 6 and 8 feet in width, furnishing zones, and edge zones.

Variant 1 includes the same three 40-foot on-street loading spaces on the west side of Indiana Street (subject to SFMTA approval through the Color Curb Program), dispersed along the project's frontage, as under the proposed project,. Variant 1 also includes one additional on-street loading zone on the east side of Indiana Street north of 19th Street, alongside the back of the University of California, San Francisco (UCSF) building at 654 Minnesota Street, which fronts Indiana Street.

Under this variant, Indiana Street would remain a two-way street and the existing Class III bike facility (shared-lane bicycle markings or sharrows) on Indiana Street would be maintained. The additional space required for

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Street typologies under the Better Streets Plan typically correspond to one of the zoning districts adjacent to the ROW.

Although the Fire Department may request reduction in size or removal of the bulb-outs on the northeastern corners of Indiana Street/22nd Street and Indiana Street/19th Street to better accommodate the turning movements of fire trucks, this analysis conservatively analyzes the largest streetscape "envelope" that would be proposed.

pedestrian amenities would be gained by reducing the travel lane widths from 12 feet to 11 feet and by removing the perpendicular parking spaces.

Variant 1 would replace the 95 head-in perpendicular parking spaces with 64 back-in angled parking spaces and four loading zones; a total of 76 parallel parking spaces would be maintained. In sum, the 171 existing on-street parking spaces along Indiana Street between 18th and 22nd Streets would be reduced to 140 spaces with implementation of Variant 1, for a loss of 31 parking spaces.

As shown in Figure 2-15, the Hybrid Streetscape Variant proposes a combination of parallel parking and back-in angled parking to try to achieve a balance between space allotted to vehicular parking (areas with back-in parking), and space dedicated to pedestrian access (wider sidewalks at areas with parallel parking).

Variant 1 complies with the Better Streets Plan requirements and is designed so as to be safe, accessible, convenient, and attractive for pedestrian use and travel by all modes of transportation, consistent with the General Plan, while providing space for public life and social interaction, in accordance with the City's Better Streets Policy (Administrative Code Section 98.1).

### LINEAR PARK STREETSCAPE PLAN (VARIANT 2)

The Linear Park Streetscape Plan (Variant 2) would include the 800 Indiana Street project as proposed plus the Linear Park Streetscape Plan as shown in Figure 2-17. As described in the Streetscape and Open Space section, and under Variant 1, above, the Better Streets Plan requirements for Indiana Street include:

- Street trees every 20 feet on center
- Minimum sidewalk width of 15 feet
- Bulb-outs on both sides of Indiana Street

In accordance with Better Streets Plan requirements, Variant 2 would include plant species selected and spaced according to the same parameters as Variant 1. Tree species proposed along Indiana Street under Variant 2 include: ginkgo, sweetshade, and redwood. In addition to these species, the wide planting areas in the Linear Streetscape Plan would allow for a more extensive understory to include a mid-story of: *Cercis occidentalis* (cercis), *Tibouchina urvilleana* (princess flower), *Brugmansia* (angel's trumpet), and *Coleonema album* (breath of heaven) (see Figure 2-17). Variant 2 proposes converting of the western half of the Indiana Street right-of-way (ROW), between 18th and 20th Streets, into a public linear park. The linear park would be 37 feet wide and would include a series of programmed amenity spaces such as small play areas, dog runs, gathering spaces, and community garden plots.

Variant 2 would also include a number of strategies from the Better Streets Plan (see Figure 2-18). However, as shown in Figure 2-17, the hard and soft landscape improvements included in this variant are more extensive than under Variant 1 or the proposed project at the west sidewalk zone. The furnishing zone would be 25.5 feet wide compared to 5 feet wide for Variant 1 and would include more landscaping. The improvements include street trees, sidewalk planters, a wider sidewalk zone, marked crosswalks, pedestrian bulb-outs, and curb ramps.

Pedestrian curb ramps and bulb-outs would be installed at all intersections (on both sides of the southern approach to Indiana Street/22nd Street, on the east approach at 20th Street underpass/Indiana Street, and on the north and south approaches to Indiana Street/19th Street).<sup>14</sup>

Variant 2 includes a total of four 40-foot on-street loading spaces in essentially the same locations as Variant 1.

Under Variant 2, Indiana Street would remain a two-way street and the existing sharrows on Indiana Street would be maintained. Similar to Variant 1, travel lane widths would be reduced from 12 feet to 11 feet and the enhanced pedestrian amenities would be incorporated through the reduced lane width and removal of some onstreet parking. The linear park would replace 51 existing perpendicular parking spaces along Indiana Street between 18th and 20th Streets.

Variant 2 would maintain parallel parking spaces on the east side of Indiana Street and would remove 95 perpendicular spaces, and 10 parallel spaces from the west side. The 171 existing on-street parking spaces would be reduced to 56, for a loss of 115 parking spaces along Indiana Street between 18th and 22nd Streets.

Variant 2 complies with the Better Streets Plan requirements and is designed so as to be safe, accessible, convenient and attractive to pedestrian use and travel by all modes of transportation consistent with the General Plan, while providing space for public life and social interaction, in accordance with the City's Better Streets Policy.

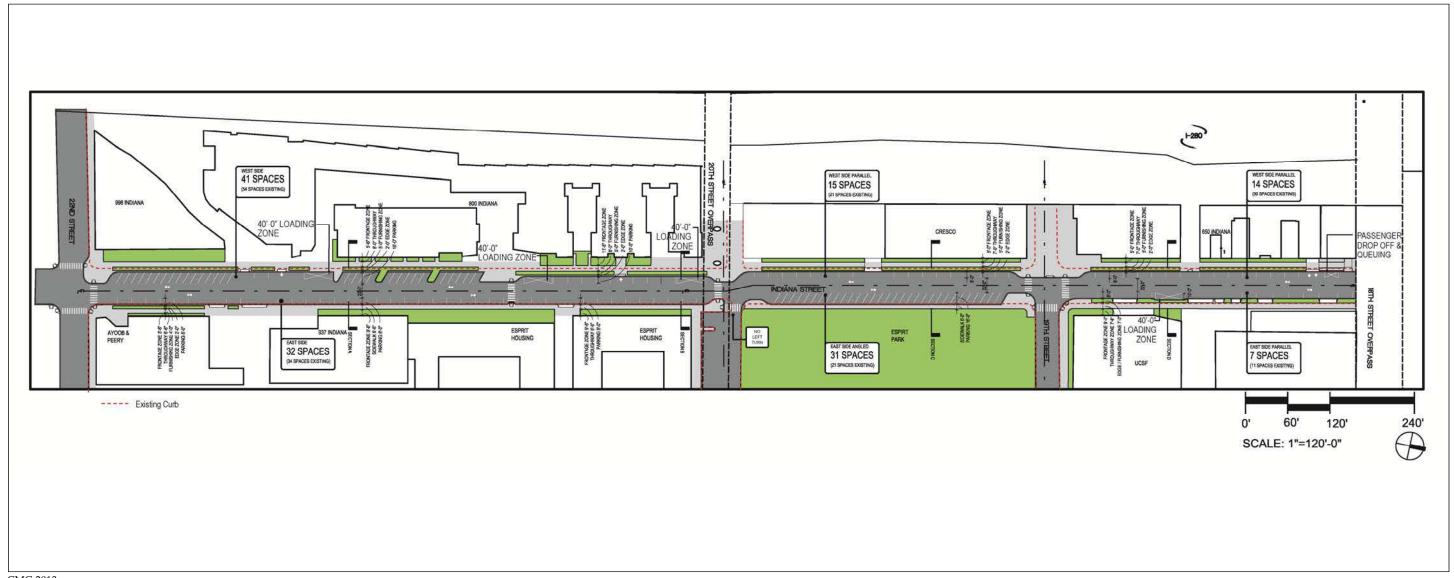
# 20TH STREET PLAZA/DOG PARK (VARIANT 3)

The 20th Street Plaza/Dog Park (Variant 3) would include the 800 Indiana Street project as proposed plus the 20th Street Plaza/Dog Park as shown in Figures 2-3 and 2-19. Variant 3 could also be added to Variant 1 or Variant 2.

Under Variant 3, the unused dead-end public right-of-way on 20th Street, underneath the 20th Street overpass and located directly north of the proposed project site, would be converted into a public plaza with a 5,300-square-foot public plaza/dog park (see Figure 2-19). If approved, construction of Variant 3 would occur concurrently with the construction of the proposed 800 Indiana Street landscaping and sidewalks.

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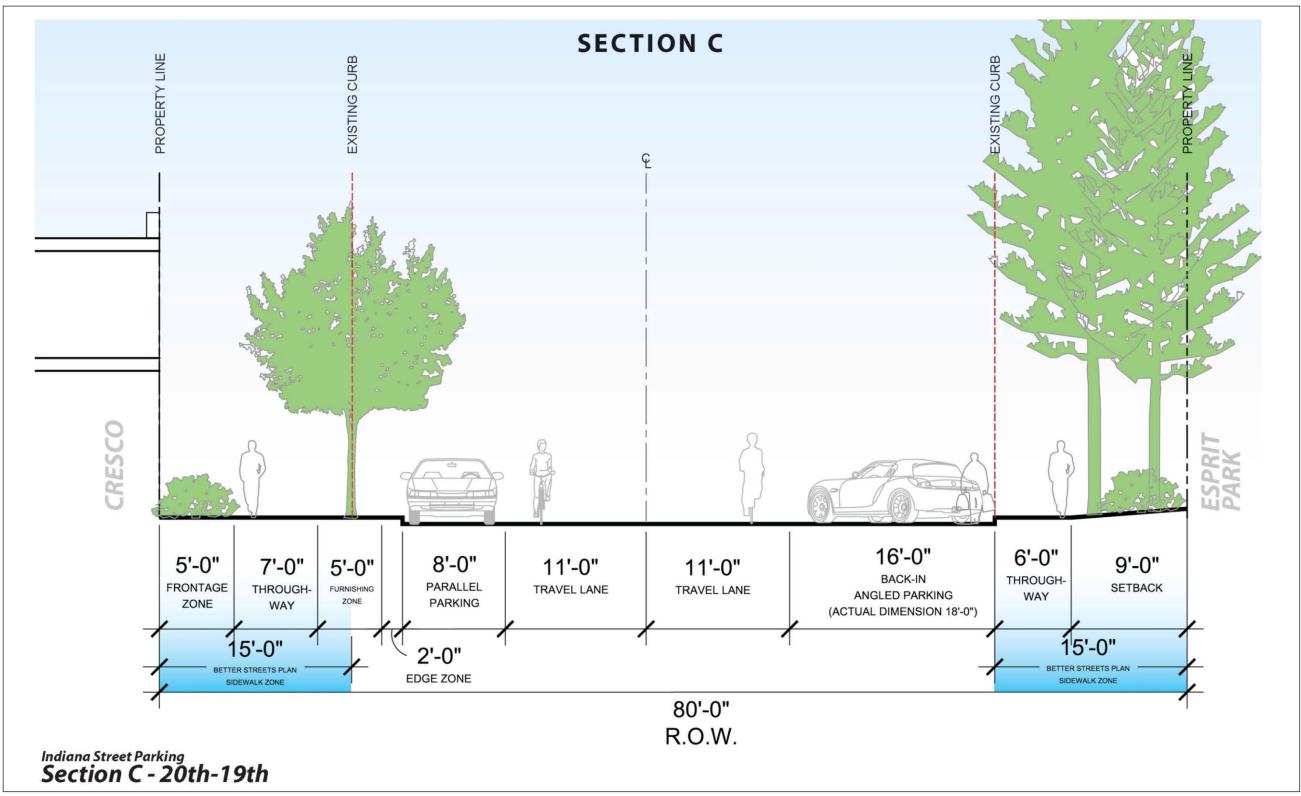
Although the Fire Department may request reduction in size or removal of the bulb-outs on the northeast corners of Indiana Street/22nd Street and Indiana Street/19th Street to better accommodate the turning movements of fire trucks, this analysis conservatively analyzes the largest streetscape "envelope" that would be proposed.



Source: CMG 2013

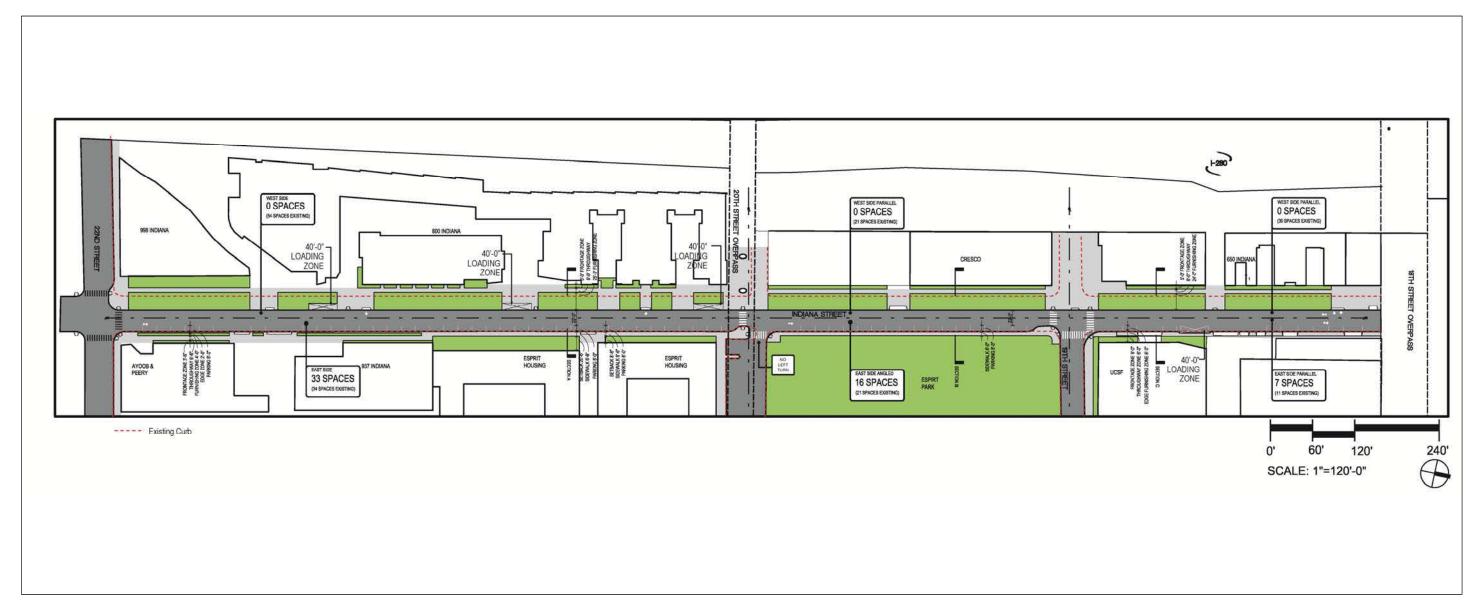
Figure 2-15
Hybrid Streetscape Plan

800 Indiana Street Draft EIR



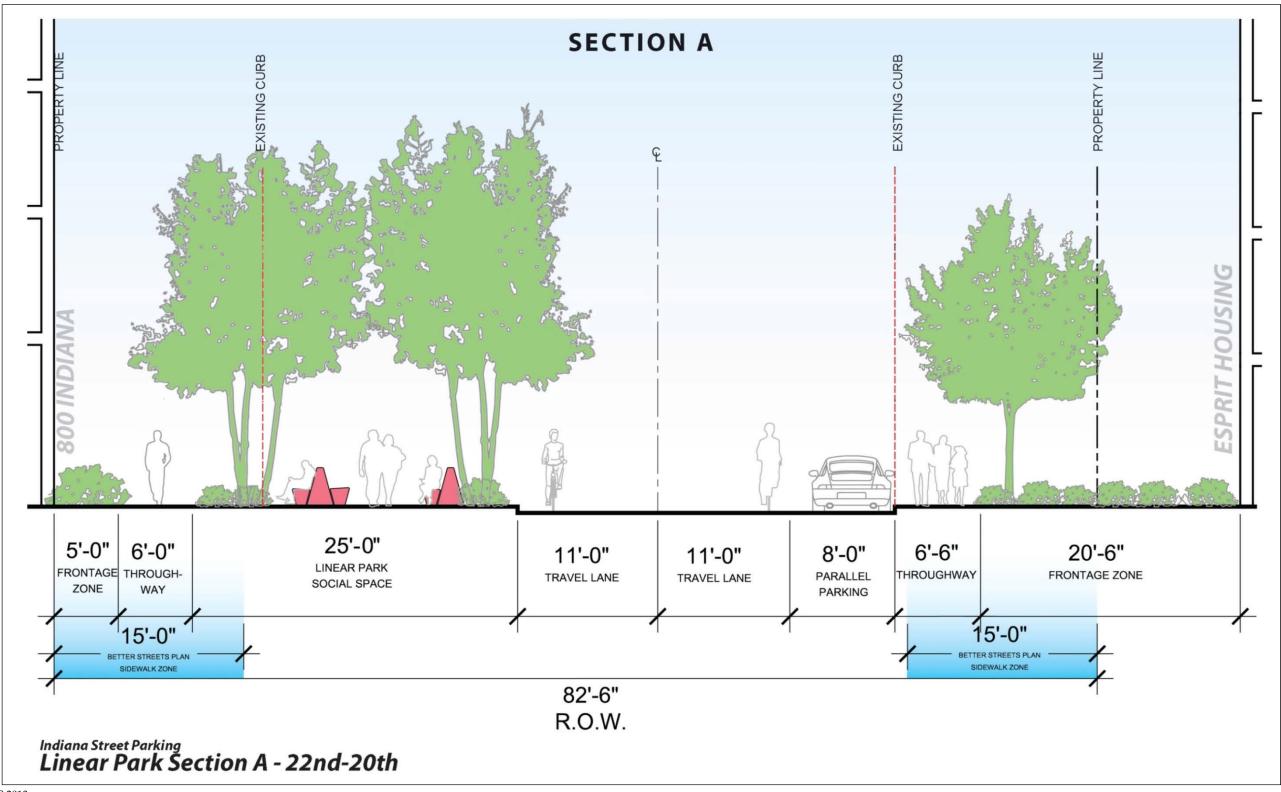
Source: CMG 2013

Figure 2-16
Hybrid Streetscape Plan Section



Source: CMG 2013

Figure 2-17
Linear Park Streetscape Plan



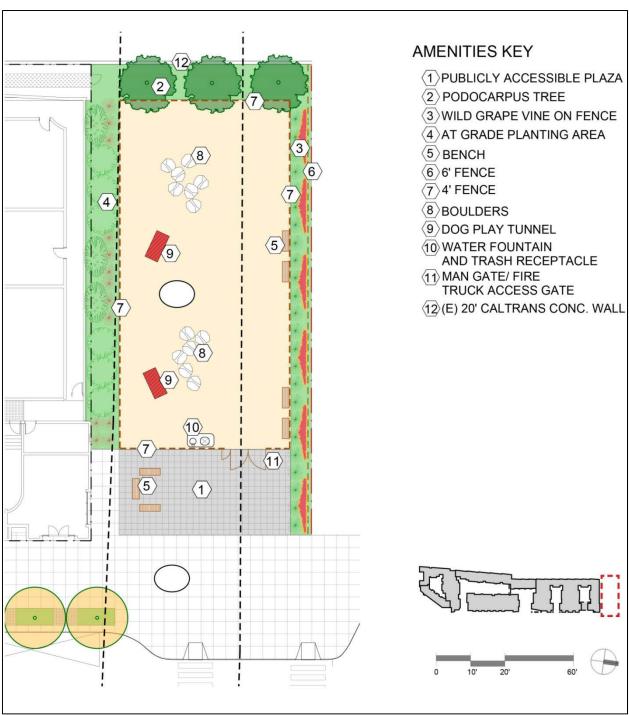
Source: CMG 2013

Figure 2-18

Linear Park Streetscape Plan Section

Chapter 2. Project Description

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Source: AvalonBay Communities, Inc. 2014

Figure 2-19

20th Street Plaza/Dog Park

The plaza/dog park would be approximately 100 feet long by 53 feet wide, surrounded by a 4-foot-tall fence, with access provided via a single main gate from Indiana Street. The fence and gated access would serve to contain, and provide a safe environment for, off-leash dogs. As discussed with the San Francisco Fire Department, the main gate would be wide enough for fire truck access at the front of the plaza/dog park, to allow emergency vehicles to enter, if necessary.<sup>15</sup>

A planting buffer would be included on the northern, southern, and western edges of the plaza/dog park, to screen the buildings and the existing Caltrans retaining wall from view. Softscape groundcover; such as an at-grade planting area and trees, would be provided within the fenced-in area of the plaza/dog park (see Figure 2-19). Boulders would be added for interest and dog play structures would be included for animal exercise value. Seating would be located within the fenced-in area of the plaza/dog park as well as in the paved entry plaza outside the dog park on the east side fronting Indiana Street. A series of pole lights would be included to illuminate the dog park and provide a safe environment for users during the evening hours, and would comply with the residential lighting guidelines. The hours of operation for the dog park have not been determined.

The project sponsor proposes to fund this project component by entering into an in-kind impact fee agreement. However, if the plaza/dog park improvements cannot be funded through an in-kind agreement, these improvements could also be added to Variant 1 or Variant 2 as part of the Phase 2 and Phase 3 improvements included in the City-sponsored portion of the Indiana Streetscape Improvement.

If no funding is available for the plaza/dog park improvements, the proposed project's 20th Street right-of-way frontage would instead be improved per the requirements of the Better Streets Plan. Such improvements would include the addition of a new approximately 24-foot-wide sidewalk, with at least three conventional street trees planted within the standard 4.5-foot landscaping zone along the edge of the street. A bulb-out would be added at the corner of 20th and Indiana Streets only if Variant 3 is added to Variants 1 or 2, and a single 23-foot by 23-foot planter with a large specimen tree would be installed at the terminus of 20th Street and the adjoining Caltrans embankment.

### CONSTRUCTION SCHEDULE

Project construction is expected to begin in June 2015, and to be completed in September 2017. Construction would occur in three phases—demolition, excavation, and construction—over a period of approximately 26 months, contingent on weather conditions suitable for construction. Before initiating any demolition, grading, or construction activities, the construction area would be clearly defined by construction fencing and staking. Construction staging would take place within the project site.

After the construction area is defined, the warehouse structure would be demolished and removed. After demolition, approximately 32,000 cubic yards of soil would be excavated for the below-grade parking garage. After excavation, construction of the proposed 338-unit complex would begin. Construction of the proposed project is expected to cost approximately \$92 million.

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From the October 1, 2013, 800 Indiana Street Pre-Application Plan Review Meeting Minutes to Jeffrey Ma, P.E., San Francisco Department of Building Inspection, and Fred Stumpp, P.E., San Francisco Fire Department.

# REQUIRED APPROVALS

The proposed 800 Indiana Street project would require the following approvals:

### **PLANNING COMMISSION**

- ► Environmental Impact Report certification
- ► Findings of General Plan and Priority Policies consistency
- Large Project Authorization
- Exceptions to the following Planning Code standards:
  - Planning Code Section 270.1 for the horizontal mass reduction
  - Planning Code Section 134 for the required rear yard
  - Planning Code Section 140 for the required dwelling unit exposure
  - Planning Code Section 152.1 for the required loading zones

## **ACTIONS BY OTHER CITY DEPARTMENTS**

- ▶ Planning Code Section 295 approval (San Francisco Recreation & Park Commission)
- ► Demolition and building permits (Department of Building Inspection)
- ► Approval of construction within the public right-of-way (e.g., bulbouts and sidewalk extensions) (San Francisco Department of Public Works and San Francisco Municipal Transportation Agency)

Chapter 2. Project Description

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# 3. PLANS AND POLICIES

In accordance with CEQA Guidelines Section 15125(d), this chapter discusses potential conflicts between the proposed project and applicable local, regional, state, and federal plans and policies. Policy conflicts do not, in and of themselves, indicate a significant environmental effect within the meaning of CEQA; they are considered environmental impacts only when they would result in direct physical environmental effects. Any conflicts between implementation of the proposed project and policies relating to physical environmental issues are discussed in the relevant environmental topic sections of Chapter 4, Environmental Setting and Impacts, of this Draft EIR.

This chapter addresses the consistency of the proposed project with the following plans and policies; the plans are identified in italics:

- San Francisco General Plan
- ► Eastern Neighborhoods: Central Waterfront Area Plan
- San Francisco Planning Code (i.e., Zoning Ordinance)
- ► Accountable Planning Initiative (Planning Code Section 101.1)
- San Francisco Transit First Policy (City Charter, Section 8A.115)
- ▶ San Francisco Bicycle Plan
- Climate Action Plan for San Francisco
- ► Sustainability Plan for the City of San Francisco
- ► San Francisco Bay Plan
- San Francisco Congestion Management Program
- ▶ San Francisco Better Streets Plan
- ▶ Regional Water Quality Control Board's Water Quality Control Plan for the San Francisco Bay Basin
- ▶ Bay Area Air Quality Management District's Bay Area 2010 Clean Air Plan
- ▶ Metropolitan Transportation Commission's Transportation 2035 Plan for the San Francisco Bay Area
- ► Association of Bay Area Governments' *Projections and Priorities* 2009

After a review of these plans and policies, potential inconsistencies were identified with the Accountable Planning Initiative, as discussed in the following paragraphs.

#### SAN FRANCISCO PLANNING CODE

The Planning Code, which incorporates by reference the City's zoning map, implements the *General Plan* and governs permitted uses, density, and configuration of buildings within the City. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless (1) the proposed project complies with the Planning Code, (2) allowable exceptions are granted pursuant to provisions of the Planning Code, or (3) amendments to the Planning Code are included as part of the project.

The proposed project would require four exceptions to the Planning Code related to horizontal mass reduction, rear yards, dwelling unit exposure, and loading zones.

Section 270.1 requires a massing break for every 200 feet of street frontage with a minimum width of 30 feet and a minimum depth of 60 feet. Section 329(d)(3) allows modifications to these standards when the proposed design achieves a superior overall design. The overall street frontage at the project site is approximately 606 feet in length. Per Section 270.1, a minimum of two 30-foot-wide massing breaks would be required, equal to a total of 60 feet of massing breaks. The proposed project design provides four massing breaks for a total combined width of 120 feet, twice the required total of 60 feet, with an average depth of 100 feet, which is 40 feet deeper than the minimum requirement. Therefore, the proposed massing breaks provide a larger reduction in the horizontal mass.

In addition, the horizontal "bar" element of Building B facing Indiana Street would be approximately 208 feet long at its widest point, which is 8 feet wider than the allowable 200-foot street frontage. Overall, the variation in massing achieved by multiple plane shifts and the play between horizontal and vertical elements in the proposed project design would help to reduce the perceived length of the horizontal bar, and therefore, justifies the additional 8 feet in width.

Section 134 requires a rear yard equal to 25 percent of the total depth of the lot at the lowest story containing a dwelling unit and above. Given that the project site borders the raised Interstate 280 freeway, the most practical way to develop the site for multi-family housing would be to place a continuous single-loaded building element at the rear of the site as an acoustic and visual buffer for the rest of the site. The resulting "rear yard" would be located in the central portion of the block, similar to what would be allowed for a Through Lot condition. As allowed under Section 329(d)(7) and 134(f), the proposed project would be designed to provide "a comparable, but not necessarily equal amount of square footage as would be created in a code conforming rear yard." A 25 percent rear yard across the entire length of the project site would be equal to 27,685 square feet. The total on-site open space provided would equal approximately 37,775 square feet, including street front setbacks but not including private or roof decks.

Section 140 contains exposure requirements for buildings. The proposed project would generally meet the exposure requirements in Section 140, with the exception of one ground-level unit in Building A, located at the southwestern corner of the project site. The units would be oriented toward a 26-foot-deep by 34-foot-wide side court on the property line to take advantage of the southern exposure and views to the south and east. The adjacent massing would be four stories in height; thus, the side court would need to be 35 feet by 35 feet to meet Section 140 requirements. The proposed ground floor unit that would not meet the requirements would have light and air on three frontages. While the side court may not be considered a "side yard" because of the irregular site shape, it would be linked to the street frontage by a continuous open space corridor measuring approximately 10 feet in width.

Under Section 152.1, the proposed project would be required to have two off-street loading spaces. Accommodating on-site loading zones would require two curb cuts and roll-up service doors along Indiana Street, which would create significant gaps in active street frontage. Due to the extremely long street frontage and

relatively light vehicular traffic on Indiana Street, the project sponsor proposes to provide three on-street loading spaces located in proximity to each of the three primary building entries. Each of these loading zones would 40 feet long and 8 feet wide, and would be located out of the path of the shared bike and vehicle right-of-way. When not in use as loading zones, the zones would serve as areas for passenger pick-up and package delivery. As allowed under Section 152.1 and Section 329(d)(4), "For projects in the Eastern Neighborhoods Mixed Use Districts that are subject to Section 329, the Planning Commission may waive these requirements per the procedures of Section 329 if it finds that the design of the project, particularly ground floor frontages, would be improved and that such loading could be sufficiently accommodated on adjacent streets and alleys."

## **ACCOUNTABLE PLANNING INITIATIVE**

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1, Master Plan Consistency and Implementation, to the City Planning Code to establish eight Priority Policies. These policies, and the sections of this Environmental Evaluation addressing the environmental issues associated with the policies are: (1) preservation and enhancement of neighborhood-serving retail uses (Section 1, Land Use and Land Use Planning in the CPE Checklist); (2) protection of neighborhood character (Section 1, Land Use and Land Use Planning in the CPE Checklist); (3) preservation and enhancement of affordable housing (Section 4, Population and Housing in the CPE Checklist); (4) discouragement of commuter automobiles (Section 5, Transportation and Circulation in the CPE Checklist); (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership (Section 1, Land Use and Land Use Planning in the CPE Checklist); (6) maximization of earthquake preparedness (Section 14, Geology and Soils in the CPE Checklist); (7) landmark and historical building preservation (Section 4.C, Historic Architectural Resources in this EIR); and (8) protection of open space (Section 4.B, Shadow in this EIR, Section 10, Recreation in the CPE Checklist).

Prior to issuing a permit for any demolition, conversion, or change of use for any project that requires an EIR under CEQA, and prior to taking any action that requires a finding of consistency with the General Plan, the City decision-makers are required to find that the proposed project or legislation would be consistent with the Priority Policies. The consistency of the proposed project with the environmental topics associated with the Priority Policies is discussed in Chapter 4 of this EIR and in Appendix A, CPE Checklist, as detailed in the preceding paragraph. The case report and approval motions for the proposed project will contain the Department's comprehensive project analysis and findings regarding consistency of the proposed project with the Priority Policies. The proposed demolition of the existing industrial warehouse would be inconsistent with Policy 7, Proposition M Priority Policies, which calls for the preservation of historical buildings.

This Draft EIR has been prepared by the City of San Francisco Planning Department (Planning Department), the lead agency for the proposed project, in conformance with the provisions of CEQA and the CEQA Guidelines (California Public Resources Code Section 21000 et seq., and California Code of Regulations Title 14, Section 15000 et seq.), and Chapter 31 of the San Francisco Administrative Code. The lead agency is the public agency that has the principal responsibility for carrying out or approving a project.

The proposed project considered in this Draft EIR consists of demolishing an existing 78,240-gsf, steel-frame industrial warehouse that is owned by the San Francisco Opera, and constructing a five-story, approximately 58-

foot-tall (excluding a 12-foot-tall mechanical penthouse), multi-family residential development composed of three separate buildings at 800 Indiana Street in San Francisco. The proposed project includes two streetscape improvement variants as options that could be implemented by the City in cooperation with the project sponsor and other property owners along Indiana Street; these variants include the Hybrid Streetscape Plan, and the Linear Park Streetscape Plan. A third variant is included which would create a plaza/dog park beneath the 20th Street overpass, in the public right-of-way on the northern end of the project site.

Pursuant to CEQA Guidelines Section 15161, this is a project-level Draft EIR, which is defined as an EIR that examines the physical environmental impacts of a specific development project. The project sponsor has provided sufficient information about the proposed project for a project-level analysis to be conducted. This Draft EIR assesses potentially significant impacts for two environmental topics: (1) Historic Architectural Resources, and (2) Shadow. As defined in CEQA Guidelines Section 15382, a "significant effect on the environment" is:

...a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant.

As stated in the CEQA Guidelines, an EIR is "an informational document intended to inform public agency decision-makers and the public of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project." CEQA requires that public agencies not approve projects until all feasible means available have been employed to substantially lessen the significant environmental effects of such projects. Before any discretionary project approvals may be granted for a project, the Planning Commission must certify the Draft EIR as adequate, accurate, and objective. City decision-makers use the certified Final EIR, along with other informational and public processes, to determine whether to approve, modify, or disapprove a project, and to require any feasible mitigation measures as conditions of project approval.

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<sup>&</sup>lt;sup>1</sup> "Feasible" means capable of being accomplished in a successful manner within a reasonable period, taking into account economic, environmental, social, and technological factors (Public Resources Code, Section 21061.1).

# 4. ENVIRONMENTAL SETTING AND IMPACTS

# A INTRODUCTION

The CPE Checklist (Appendix A of this Draft EIR), prepared under the Eastern Neighborhoods PEIR, provides a discussion of the following environmental topics: Land Use and Land Use Planning, Aesthetics, Population and Housing, Cultural Resources (Archeological and Paleontological Resources only), Transportation and Circulation, Noise, Air Quality, Greenhouse Gas Emissions, Wind, Recreation, Utilities and Service Systems, Public Services, Biological Resources, Geology and Soils, Hydrology and Water Quality, Hazards and Hazardous Materials, Mineral and Energy Resources, and Agriculture and Forest Resources. The CPE Checklist determined that the proposed project could result in potentially significant project-specific impacts related to historic architectural resources and shadow that were not identified in the Eastern Neighborhoods PEIR.

Section 4.B, Historic Architectural Resources, and Section 4.C, Shadow, of this chapter discuss the potential environmental impacts of implementing the proposed project. These sections are organized as follows:

- ▶ **Introduction:** Each section includes a brief introduction and description of the type of impacts analyzed.
- ▶ Environmental Setting: The environmental setting includes a description of existing conditions at the proposed project site and vicinity. This description provides the "baseline condition" against which the proposed project-related impacts are compared. The baseline condition generally is the physical conditions that existed at the time the Notice of Preparation was published, which for 800 Indiana Street was in May 2014 (see Appendix A, Notice of Preparation).
- ▶ **Regulatory Framework:** The regulatory framework presents federal, state, and local regulations, plans, and policies that are directly applicable to the environmental topic being analyzed.
- ▶ Significance Thresholds: The significance criteria used in this Draft EIR are based on the guidance of the San Francisco Planning Department's Initial Study Checklist, which generally is based on the environmental checklist in Appendix G of the CEQA Guidelines. The significance criteria for each environmental topic are listed.
- ▶ Impact Evaluation: The environmental analyses account for potential construction and operational impacts, where relevant, that would result from implementing the proposed project.

Each impact is summarized in a numbered impact statement that addresses the significance criteria. The level of significance is presented immediately after the impact statement. Each impact statement is keyed to a subject area abbreviation (e.g., CP for Cultural and Paleontological Resources, inclusive of historic architectural resources, SH for Shadow), and an impact number (e.g., 1, 2, 3) for a combined alpha-numeric code (e.g., Impact CP-1, Impact CP-2, Impact CP-3).

The terms used to describe the level of significance of impacts are as follows:

- ▶ **No Impact** No adverse changes (or impacts) to the environment expected.
- ▶ Less-than-Significant Impact An impact that does not exceed the defined significance criteria or would be eliminated or reduced to a less-than-significant level through compliance with existing local, state, and federal laws and regulations.
- ▶ Less-than-Significant Impact with Mitigation An impact that is reduced to a less-than-significant level through implementation of the identified mitigation measures.
- Significant and Unavoidable Impact with Mitigation An impact that exceeds the defined significance criteria and can be reduced through compliance with existing local, state, and federal laws and regulations and/or implementation of all feasible mitigation measures, but cannot be reduced to a less-than-significant level.
- Significant and Unavoidable Impact An impact that exceeds the defined significance criteria and cannot be eliminated or reduced to a less-than-significant level through compliance with existing local, state, and federal laws and regulations and for which there are no feasible mitigation measures.

Mitigation measures are identified to avoid, eliminate, or reduce significant adverse impacts of the proposed project. Where appropriate, improvement measures are identified to further reduce less-than-significant impacts of the proposed project. Mitigation and improvement measures are numbered to correspond to the applicable impact number; each mitigation measure corresponds to the impact statement with an "M" in front to signify it is a mitigation measure (e.g., Mitigation Measure M-CP-1 for a mitigation measure that corresponds to Impact CP-1). All mitigation measures are presented immediately following the discussion of the impacts that they would mitigate. The significance of each impact after implementation of mitigation is reiterated after the mitigation discussion.

#### **APPROACH TO ANALYSIS**

To evaluate project impacts, each environmental topic in this chapter addresses impacts related to (1) the construction of an approximately 58-foot-tall (excluding a 12-foot tall mechanical penthouse), 338-unit multifamily residential, three-building complex, and a one-level, 11-foot-tall underground parking garage; (2) the construction of either of two streetscape improvement variants along Indiana Street, between 18th and 22nd Streets, in addition to the proposed project; and (3) construction of a dog park beneath the 20th Street overpass, in the public right-of-way on the northern end of the project site, in combination either with the proposed project, Variant 1, or Variant 2.

### APPROACH TO CUMULATIVE ANALYSIS

In accordance with CEQA Guidelines, Section 15130(b)(1), cumulative impacts may be analyzed by applying a list-based approach (a list of past, present, and reasonably foreseeable future projects, including projects outside

the control of the project sponsor), a plan-based approach (a summary of projections in an adopted general plan or related planning document), or a reasonable combination of the two. In general, the City and County of San Francisco uses a plan-based approach that relies on local/regional growth projections (i.e., population, jobs, and number and type of residential units). However, for certain environmental topics, consideration of a list of projects is more appropriate.

The Eastern Neighborhoods PEIR is a comprehensive programmatic document that presents a cumulative analysis of the Eastern Neighborhoods Area Plan at full buildout. Cumulative impacts from the proposed project are analyzed for each environmental topic in Appendix A. As discussed in this chapter as well as in Section 4, Cultural and Paleontological Resources, and Section 9, Wind and Shadow of Appendix A, the Eastern Neighborhoods PEIR determined that cumulative impacts on historic architectural resources and shadow impacts on Esprit Park would be significant and unavoidable. The proposed project would contribute to these significant and unavoidable cumulative impacts on historic architectural resources and shadow. However, under CEQA, because these effects were "addressed as a significant effect[s] in a prior EIR for a planning level decision" the effects "need not be analyzed again for an individual infill project even when that significant effect was not reduced to a less than significant level in the prior EIR." (CEQA Guidelines, Section 15183.3[c]) Therefore, significant and unavoidable cumulative impacts to historic architectural resources and shadow are not discussed further in this Draft EIR.

Chapter 4. Environmental Setting and Impacts A. Introduction

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# B HISTORIC ARCHITECTURAL RESOURCES

As presented in Appendix A, the CPE Checklist determined that the proposed project could result in potentially significant impacts on historic architectural resources that were not previously identified in the Eastern Neighborhoods PEIR. This section of the Draft EIR describes the potential impacts of the proposed project on historic architectural resources, provides mitigation measures for impacts where applicable, and considers cumulative impacts. Archaeological and paleontological resources, and the Preliminary Archaeological Review (PAR) prepared for the proposed project are discussed in the CPE Checklist (Appendix A). These resources are not discussed further in this Draft EIR.

This analysis is based on a the consultant-prepared Historic Resource Evaluation (HRE¹) for the proposed project, the Planning Department's Historic Resource Evaluation Response (HRER²), and two previous studies that were prepared by qualified historic preservation consultants.<sup>3,4</sup>

The information presented in this chapter is a summary; more detailed information is available in the HRE and HRER. All historic architectural resources technical reports prepared for the proposed project and cited in this section are available for public review as part of the Draft EIR, Case No. 2011.1374E.

## **ENVIRONMENTAL SETTING**

Unless otherwise noted, the following discussion is summarized from the HRE, HRER, and the California Department of Parks and Recreation (DPR) 523 forms for the Central Waterfront/3rd Street Industrial Historic District (also identified as the Potrero Point Historic District)<sup>5</sup> that is referenced in the HRER.

#### EASTERN NEIGHBORHOODS COMMUNITY PLANNING PROCESS

The proposed project is located in the *Eastern Neighborhoods: Central Waterfront Area Plan* (adopted December 2008) (Central Waterfront Area Plan). The Eastern Neighborhoods community planning process began in 2001, as a result of the conversion of former industrial properties to office space and live/work development.<sup>6</sup> The Central Waterfront Area Plan establishes historic preservation objectives and policies for the identification, retention,

<sup>&</sup>lt;sup>1</sup> Page & Turnbull. 2013 (October). 800 Indiana Street Historic Resource Evaluation, San Francisco, CA (12097). Prepared for AECOM. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>2</sup> San Francisco Planning Department. 2013 (October). Historic Resource Evaluation Response. Case No. 2011.1347E. San Francisco, CA. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>3</sup> VerPlanck Historic Preservation Consulting. 2012 (March). Supplemental Information Form: 800 Indiana Street, San Francisco, California. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>4</sup> Kelly & VerPlanck and Page & Turnbull, Inc. 2008 (March). DPR 523 Forms for Potrero Point Historic District. On file with the San Francisco Planning Department. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>5</sup> Ibid

<sup>6</sup> San Francisco Planning Department. 2011 (February). Draft Environmental Impact Report 200-214 6th Street Affordable Housing with Ground-Floor Retail Project, page 75.

reuse, and sustainability of the Central Waterfront Area Plan's historic architectural resources.<sup>7</sup> The Central Waterfront Area Plan states:

The Plan regulates sound treatment of historic resources according to established standards, encourages rehabilitation of resources for new compatible uses, and provides incentives for qualifying historic projects. As greater understanding of the Central Waterfront's important historic resources is gained through ongoing surveys and property evaluations, the preservation policies of the Central Waterfront area plan may be revised or augmented to incorporate the new information.<sup>8</sup>

## **HISTORIC DISTRICTS**

The proposed project is located in proximity to two historic districts: the Dogpatch Landmark District, a locally designated historic district; and the Central Waterfront/3rd Street Industrial Historic District, a locally eligible historic district (shown in Figure 4.B-1).9

The Dogpatch Landmark District is situated east of Potrero Hill in the Central Waterfront area of San Francisco. It consists of approximately nine blocks between Mariposa Street to the north, 3rd Street to the east, Tubbs Street to the south, and Indiana Street to the west. The district is characterized by nearly 100 flats and cottages, and several industrial, commercial, and civic buildings. The contributing residential buildings are one or two stories in height. The buildings were constructed in the Greek Revival, Queen Anne, Italianate, and Classic Revival architectural styles. Cladding for the buildings includes rustic wood siding, fishscale wood shingles, and asbestos siding. The contributing industrial buildings are one to four stories in height and are a large warehouse design, with standard brick masonry, some with reinforced concrete, stucco, and concrete block. Most of the buildings were constructed between 1870 and 1930. The period of significance for the district is 1867 through 1945, beginning with the opening of Long Bridge and construction in the neighborhood, and ending in 1945 with the end of World War II.<sup>10</sup> The Dogpatch Landmark District is locally designated in Article 10 of the San Francisco Planning Code.

The Central Waterfront/3rd Street Industrial Historic District is located between 18th Street to the north, San Francisco Bay to the east, Islais Creek to the south, and Pennsylvania Street to the west. The district features a strong concentration of mixed-use industrial properties, associated residential and commercial properties, and civic infrastructure related to water, railroad, and road transportation. The buildings are brick, wood-frame, and wood-clad, but typically have been refaced in corrugated steel siding or stucco. The period of significance for the district is 1872 to 1958.<sup>11</sup>

City and County of San Francisco. 2008 (December). Central Waterfront Area Plan: An Area Plan of the General Plan of the City and County of San Francisco, page 82.

<sup>8</sup> Ibid.

<sup>9</sup> San Francisco Planning Department. 2013 (October). Historic Resource Evaluation Response, page 2. Case No. 2011.1347E.

<sup>10</sup> Page & Turnbull. 2013 (October). 800 Indiana Street Historic Resource Evaluation, pages 9–12. San Francisco, CA (12097). Prepared for AECOM.

<sup>&</sup>lt;sup>11</sup> Kelly & VerPlanck and Page & Turnbull, Inc. 2008 (March), pages 1, 3, and 8. DPR 523 Forms for Potrero Point Historic District. On file with the San Francisco Planning Department.



Sources: Data provided by Kelly & VerPlanck and Page & Turnbull, Inc. in 2008

Figure 4.B-1

**Historic Districts in the Proposed Project Vicinity** 

#### PROJECT SITE

## **Building History and Description**

In 1907, Ralston Iron Works relocated its operations to the Central Waterfront and constructed a warehouse and office building at 800 Indiana Street. By 1914, the industrial development of the Central Waterfront had grown, and P. David Co. Iron Foundry, American Stove Company, and Hewitt Ludlow Auto Co. joined Ralston as businesses in the area. Several large industrial complexes were now located along Indiana Street. In 1925, A.M. Castle & Co., a steel distributor, constructed a single-story, steel-frame, and steel-clad warehouse with an attached office on the site of Ralston Iron Works. This is the eastern warehouse section of 800 Indiana Street on the proposed project site. Three years later, the company constructed a second parallel warehouse section west of the first warehouse section that remains in place today. The office, north of the eastern warehouse section, was constructed using elements of the Classical Revival style. Compared with the office, the warehouse sections are more industrial and simple in design, with minimal ornamentation.<sup>12</sup> The warehouse sections and office display the following character-defining features:

- ▶ a three-section massing of the building footprint, with two long, single-story (double height), parallel warehouse spaces, and one two-story office section at the northeast corner;
- the horizontal emphasis of the building and its bands of steel sash windows;
- the corrugated steel walls of the warehouse sections and concrete construction of the office section;
- ▶ the parallel gable roofs of the warehouse sections and flat roof of the office section;
- ▶ the massive wood, six-panel doors on internal tracks; and
- ▶ the simple Classical Revival style ornament on the office section, including a sheet metal cornice composed of dentil and egg-and-dart moldings, and a molded entablature that wraps around the north and east façades.<sup>13</sup>

Ralston Iron Works maintained its operations at 800 Indiana Street until 1966. In 1968, Santa Fe Land Improvement Company, the owner of the parcel, leased the warehouse to the San Francisco Opera Company, which acquired the deed to the property in 2006.<sup>14</sup>

#### Historic Status

In 2001, 800 Indiana Street was evaluated for listing in the National Register of Historic Places (NRHP), the California Register of Historical Resources (CRHR), and for Local Landmark status, as per Article 10 of the San

<sup>&</sup>lt;sup>12</sup> VerPlanck Historic Preservation Consulting. 2012 (March). Supplemental Information Form: 800 Indiana Street, San Francisco, California, pages 12–15.

<sup>&</sup>lt;sup>13</sup> San Francisco Planning Department. 2013 (October). Historic Resource Evaluation Response, pages 1 and 2. Case No. 2011.1347E. San Francisco, CA.

<sup>&</sup>lt;sup>14</sup> VerPlanck Historic Preservation Consulting. 2012 (March). Supplemental Information Form: 800 Indiana Street, San Francisco, California, page 15.

Francisco Municipal Code. The evaluation determined that the building is significant as a large warehouse for metals use with an aesthetically designed associated office.<sup>15</sup> The period of significance is 1925 through 1966, beginning with the construction for the eastern warehouse section and office, and ending the year A.M. Castle & Co. ended its association with the property.<sup>16</sup> In 2003, 800 Indiana Street was assigned the California Historical Resource Status Code of "5S3" (appears individually eligible for local listing or designation through survey evaluation).<sup>17</sup>

### REGULATORY FRAMEWORK

### **FEDERAL**

The City of San Francisco treats properties listed in the NRHP as historical resources subject to protection pursuant to CEQA. The NRHP was authorized under the National Historic Preservation Act of 1966. It is maintained by the Secretary of the Interior and is a list of buildings, structures, sites, districts, and objects of significance in American history, architecture, archaeology, engineering, and culture at the local, state, or national level. Properties eligible for inclusion in the NRHP must meet one of the four significance criteria and retain integrity to its period of significance. Properties eligible for the NRHP include those that:

- are associated with events that have made a significant contribution to the broad patterns of our history;
- are associated with the lives of persons significant in our past;
- embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- have yielded, or may be likely to yield, information important in prehistory or history.

In addition to meeting one of the four significance criteria, an eligible property must retain historical integrity. The NRHP evaluates integrity based on seven aspects:

- ▶ Location The place where the historic property was constructed or where the historic event occurred.
- ▶ Design The combination of elements that create the form, pan, space, structure, and style of the property.
- ▶ Setting The physical environment of a historic property.
- ▶ Materials The physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.

VerPlanck Historic Preservation Consulting. 2012 (March). Supplemental Information Form: 800 Indiana Street, San Francisco, California, page 14; Page & Turnbull. 2013 (October). 800 Indiana Street Historic Resource Evaluation, pages 2–4. San Francisco, CA (12097). Prepared for AECOM.

<sup>16</sup> San Francisco Planning Department. 2013 (October). Historic Resource Evaluation Response, page 2. Case No. 2011.1347E. San Francisco, CA.

<sup>&</sup>lt;sup>17</sup> Page & Turnbull. 2013 (October). 800 Indiana Street Historic Resource Evaluation, pages 2-4. San Francisco, CA (12097). Prepared for AECOM.

- ▶ Workmanship The physical evidence of the crafts of a particular culture or people during any given period in history.
- ▶ Feeling A property's expression of the aesthetic or historic sense of a particular period of time.
- ► Association The direct link between an important historic event or person and a historic property.

It is not necessary for a property to retain all seven aspects of integrity. A property must simply retain those essential aspects that convey its historical significance.

The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (Secretary of the Interior's Standards) were established by the Secretary of the Interior to provide guidance to the public and private sectors when working with historic properties. The Secretary of the Interior's Standards are used by the San Francisco Historic Preservation Commission to evaluate proposed rehabilitative work on historic properties. The Secretary of the Interior's Standards represent the best practices in historic preservation and provide direction for the treatment of historic architectural resources. The relationship between these federal standards and the local and state environmental reviews is established in the CEQA Guidelines. CEQA recognizes that projects which comply with the Secretary of the Interior's Standards can be considered mitigated to a level of less-than-significant impacts (CEQA Guidelines 15064.5[b][3]). The Secretary of the Interior's Standards include standards and guidelines for four treatment approaches: preservation, rehabilitation, restoration, and reconstruction. The Secretary of the Interior's Standards for rehabilitation that are the most applicable to the proposed project would allow repair, alterations, and additions to the historic property while retaining character-defining features and giving the property a new use. New additions or alterations to a historic property must be distinguished from the original historic materials and design, but must be compatible.

#### STATE

CEQA has specific requirements regarding impacts on historical resources and unique archaeological resources, as described in Section 15064.5 of the CEQA Guidelines. CEQA states that if implementing a project would result in significant environmental impacts, then public agencies should determine whether such impacts could be substantially lessened or avoided through feasible mitigation measures or feasible alternatives. However, only significant cultural resources (i.e., "historical architectural resources" and "unique archaeological resources") need to be addressed. The CEQA Guidelines define a historical resource as, "a resource listed or eligible for listing on the California Register of Historical Resources," properties included in a qualified local register of historic resources, or properties deemed significant pursuant to criteria set forth in Section 5024.1(g)(Section 15064.5[a]) of the California Public Resources Code.

As stated in Section 15064.5(a)(3) of the CEQA Guidelines and specified in Section 5024.1 of the California Public Resources Code, a historical resource may be eligible for inclusion in the CRHR, as determined by the State Historical Resources Commission or the lead agency, if the resource:

- ▶ is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
- is associated with the lives of persons important in our past;
- embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values;
- has yielded, or may be likely to yield, information important in prehistory or history.

Historic resources eligible for listing in the CRHR also must retain their integrity. Integrity is defined as the authenticity of a historic resource's physical identity, evidenced by the survival of characteristics that existed during its period of significance. Integrity is evaluated by the retention of location, design, setting, materials, workmanship, setting, feeling, and association. Enough of its historic character or appearance to be recognizable a historical resource and to convey the reasons for its significance must exist for a resource to retain integrity (California Code of Regulations, 4852[c]).

In addition, a resource is presumed to constitute a historical resource if it is included in a qualified local register of historical resources unless the preponderance of evidence demonstrates that it is not historically or culturally significant (CEQA Guidelines, Section 15064.5[a][2]).

#### **CITY**

The General Plan contains goals and policies related to urban design and historic architectural resources. Information related to historic resources in the San Francisco Planning Code and San Francisco Preservation Bulletin No. 16 is provided below. The Eastern Neighborhoods PEIR is described above, as it relates to the *Central Waterfront Area Plan* and historic architectural resources.

### San Francisco Planning Code

Article 10, Section 1001 of the San Francisco Planning Code is intended to promote the health, safety, and general welfare of the public through:

- (a) The protection, enhancement, perpetuation and use of structures, sites and areas that are reminders of past eras, events and persons important in local, state or national history, or which provide significant examples of architectural styles of the past or are landmarks in the history of architecture, or which are unique and irreplaceable assets to the City and its neighborhoods, or which provide for this and future generations examples of the physical surroundings in which past generations lived;
- (b) The development and maintenance of appropriate settings and environment for such structures, and in such sites and areas;

- (c) The enhancement of property values, the stabilization of neighborhoods and areas of the City, the increase of economic and financial benefits to the City and its inhabitants, and the promotion of tourist trade and interest;
- (d) The preservation and encouragement of a City of varied architectural styles, reflecting the distinct phases of its history: cultural, social, economic, political and architectural; and
- (e) The enrichment of human life in its educational and cultural dimensions in order to serve spiritual as well as material needs, by fostering knowledge of the living heritage of the past.

Furthermore, Article 11, Section 1101 of the San Francisco Planning Code states that:

It is therefore declared that the protection, enhancement, and perpetuation of buildings and definable subareas of special architectural, historical, and aesthetic interest is necessary to promote the health, safety, prosperity and welfare of the people of the City.

Accordingly, the purposes of this Article are:

- (1) The protection, enhancement, and perpetuation of structures and subareas of special architectural, historical, and aesthetic character which contribute to the urban environment;
- (2) The maintenance and improvement of a healthy economy for the City by enhancing both property values and the City's attractiveness as a place to do business;
- (3) The protection and improvement of the City's attractiveness to tourists and other visitors, and the stimulus to business provided thereby;
- (4) The enrichment of the educational, cultural, aesthetic and spiritual life of the inhabitants of the City by fostering knowledge of the heritage of the City's past and retaining the quality of the City's urban environment.

#### San Francisco Preservation Bulletin No. 16

San Francisco Preservation Bulletin No. 16, "City and County of San Francisco Planning Department CEQA Review Procedures for Historic Resources," provides guidance for the CEQA review process with regard to historic resources. As a certified local government and the lead agency in CEQA determinations, the City and County of San Francisco (City) has instituted guidelines and a system for initiating CEQA review of historic resources. The Planning Department's CEQA review procedures for historical resources incorporate the CEQA Guidelines into the City's existing regulatory framework.

To facilitate the review process, the Planning Department has established the following categories to determine the baseline significance of historic properties, based on their inclusion within cultural resources surveys and/or historic districts:

- ► Category A.1—resources listed on or formally determined to be eligible for the CRHR,
- Category A.2—adopted local registers and properties that have been determined to appear or may become
  eligible for the CRHR,
- Category B—properties requiring further consultation and review, and
- ► Category C—properties determined not to be historical resources or properties for which the City has no information indicating that the property is a historical resource.

## **IMPACTS ANALYSIS**

The Eastern Neighborhoods PEIR is a comprehensive programmatic environmental review document that presents a cumulative analysis of the *Eastern Neighborhoods Area Plan* at full buildout. As discussed in Section 4, Cultural and Paleontological Resources, of Appendix A (the CPE Checklist), the Eastern Neighborhoods PEIR identified a cumulative impact related to demolition of historic architectural resources. The analysis in the PEIR determined that up to 32 percent of the known or potential historic architectural resources located within the Plan Area could be potentially be affected by new development under the Eastern Neighborhoods Plan. The existing warehouse at 800 Indiana Street was identified as one of these potentially historic architectural resources for the purposes of CEQA review. The Eastern Neighborhoods PEIR found that the cumulative impacts on historic architectural resources would be significant and unavoidable.

However, pursuant to CEQA, because these effects were "addressed as a significant effect[s] in a prior EIR for a planning level decision" the effects "need not be analyzed again for an individual infill project even when that significant effect was not reduced to a less than significant level in the prior EIR." (CEQA Guidelines, Section 15183.3[c]) Therefore, as discussed in Appendix A, and Section A in this chapter, the significant and unavoidable cumulative impacts to historic architectural resources are not discussed further in this Draft EIR. This section of the Draft EIR discusses project-level impacts on historic architectural resources.

#### SIGNIFICANCE THRESHOLDS

The thresholds for determining the significance of impacts in this analysis are consistent with the environmental checklist in Appendix G of the CEQA Guidelines, which has been adopted and modified by the Planning Department. For the purpose of this analysis, although all the significance criteria are identified, only criterion 4a is an applicable threshold to determine whether implementing the project would result in a significant impact on cultural resources because this is a focused EIR that addresses historic architectural resources. Archaeological and paleontological resources are addressed in the CPE Checklist. Implementation of the proposed project would have a significant impact on historic architectural resources if it would:

▶ 4a—cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5 of the CEQA Guidelines, including those resources listed in Article 10 or Article 11 of the San Francisco Planning Code.

The following significance criteria were discussed in the CPE Checklist (provided in Appendix A) and are not addressed further in this Draft EIR:

- ▶ 4b—cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5 of the CEQA Guidelines;
- 4c—directly or indirectly destroy a unique paleontological resource or site or unique geologic feature; or
- 4d—disturb any human remains, including those interred outside of formal cemeteries.

#### **APPROACH TO ANALYSIS**

The Eastern Neighborhoods PEIR identified three formally-designated local historic districts in the Eastern Neighborhoods Planning Area: the South End Historic District, the Liberty Hill Historic District, and the Dogpatch Historic District. The Eastern Neighborhoods PEIR also identified historic resource surveys in the Planning Area that were either underway or in the process of being considered for inclusion under the City's Planning Code as adopted local registers of historical resources. One of those surveys is the Central Waterfront Historic Resource Survey, which includes three sub-districts: the Dogpatch Historic District, the 3rd Street Industrial Historic District, and the Pier 70 Historic District.

The Eastern Neighborhoods PEIR concluded that the proposed Central Waterfront Area Plan has the potential to result in adverse environmental effects on known and potential individual historical resources and historic districts where such resources may be subject to new development with increased heights, changes in land use, and general intensification. The Eastern Neighborhoods PEIR also notes that demolition could occur as a result of development secondary to implementation of the Plan, and that demolition of historical resources would be a significant impact that could generally not be mitigated to a less-than-significant level. The Eastern Neighborhoods PEIR therefore included Mitigation Measure K-1, Interim Procedures for Permit Review in the Eastern Neighborhoods Plan Area, which required certain projects to be presented to the Landmarks Preservation Advisory Board (now the Historic Preservation Commission [HPC]). This mitigation measure is no longer relevant, because the Central Waterfront Historical Resource Survey was completed and adopted by the Historic Preservation Commission on June 15, 2011.

#### HISTORIC ARCHITECTURAL RESOURCE EVALUATION

In October 2013, an HRE was prepared for the proposed project. Planning Department staff reviewed the HRE and prepared a HRER that includes a determination regarding the historical resource status of the existing building and the potential impacts on the two historic districts.

The 2001 historic resources survey for 800 Indiana Street determined that the property appears to be individually eligible for the CRHR. In 2003, the City concluded that the property appears individually eligible for local listing

or designation through survey evaluation, and assigned a California Historic Resource Status Code of 5S3.<sup>18</sup> The HRE provides the following quote from the City's updated DPR 523B form:

Although the existing warehouse at 800 Indiana Street was identified as a potentially historic resource in the Eastern Neighborhoods PEIR, a Historic Resource Evaluation Response (HRER) was not conducted for the PEIR analysis. Therefore, in accordance with Preservation Bulletin 16, a Historic Resource Evaluation (HRE¹) was prepared to confirm whether or not the warehouse at 800 Indiana Street is a historical resource and described below.

800 Indiana Street retains contextual significance as a very good example of a large warehouse for metals use with an aesthetically designed associated office in the Central Waterfront area. This property is ineligible for the National Register but of local interest. This property is not eligible for a separate listing in the National Register or designation under local ordinances but is eligible for special consideration in local planning.<sup>20</sup>

The HRER concluded that 800 Indiana is a historical resource for the purposes of CEQA. The period of significance ranges from its construction in 1925 to 1966, when original owners A.M. Castle & Co. departed.

The HRE also analyzed the proposed project's potential to impact the Dogpatch Landmark District, a historical resource located east of the proposed project site. The Dogpatch Landmark District is locally designated as codified in Article 10 of the San Francisco Planning Code. The district was found significant under National Register Criterion A as the oldest and most intact concentration of industrial workers' housing in San Francisco and also as the first housing developed in the Potrero District. The Dogpatch Landmark District is also significant under National Register Criterion C as a moderately intact district of mostly Victorian and Edwardian-era workers' dwellings, reflecting vernacular forms of architectural styles that were prevalent throughout the country between 1870 and 1910. The period of significance for the district dates from 1867 to 1945.

The HRE did not discuss the Central Waterfront/3rd Street Industrial Historic District; this district was referenced in the impact conclusion stated in the HRER. The Central Waterfront/3rd Street Industrial Historic District qualifies as a CEQA historical resource by virtue of its adoption by the Planning Commission in 2002. The district is eligible for listing in the CRHR under Criteria 1 and 3. The DPR 523 forms for the Central Waterfront/3rd Street Industrial Historic District state that "the Central Waterfront, inclusive of . . . the proposed Third Street Industrial District . . . appears significant under Criterion 1 (Events) for association with the industrial development of the City of San Francisco from 1872 to 1958." Many of the buildings in the district are "good examples of late-19th and early 20th-century American industrial design, justifying the district's eligibility for listing in the California Register under Criterion 3 (Design/Construction)."<sup>21</sup> The period of significance is 1872 through 1958.

Page & Turnbull. 2013 (October). 800 Indiana Street Historic Resource Evaluation, page 2. San Francisco, CA (12097). Prepared for AECOM; VerPlanck Historic Preservation Consulting. 2012 (March). Supplemental Information Form: 800 Indiana Street, San Francisco, California, page 1.

<sup>19</sup> Page & Turnbull. 2013 (October). 800 Indiana Street Historic Resource Evaluation, San Francisco, CA (12097). Prepared for AECOM.

<sup>20</sup> Ibid

<sup>&</sup>lt;sup>21</sup> Kelly & VerPlanck and Page & Turnbull, Inc. 2008 (March). DPR 523 Forms for Potrero Point Historic District, pages 1 and 12.

The analysis in the following impact evaluation is based on the HRE and HRER.

#### **IMPACT EVALUATION**

Impact CP-1 Project construction would result in the removal of an existing building that is eligible for listing in the CRHR, and thus would cause a substantial adverse change in the significance of a historical resource, as defined in Section 15064.5 of the CEQA Guidelines. (Significant and Unavoidable Impact with Mitigation)

The proposed project would cause a significant adverse impact on a historical resource such that the significance of a historical resource would be materially impaired. Based on the City's HRER, 800 Indiana Street is individually eligible for listing in the CRHR, making it a historical resource. The proposed project would demolish the existing warehouse at 800 Indiana Street to develop the proposed project. The proposed demolition would result in a complete loss of integrity of the historical resource onsite. The loss of integrity would render 800 Indiana incapable of conveying its historical significance as an example of a large-scale warehouse with an associated office. Therefore, the historical resource would no longer be eligible for the CRHR. The demolition of a historical resource would be a significant adverse impact that could not be mitigated to a less-than-significant level; however, the following mitigation measures would reduce the impact by preserving a record of the existence of the building.

#### Mitigation Measure M-CP-1a Complete HABS Documentation

Implementation of this mitigation measure would not reduce the impact to the historical resource to a less than significant level. Therefore, the impacts related to the demolition would remain significant and unavoidable even with the incorporation of mitigation. To partially offset the loss of the historical resource onsite, the project sponsor shall at a minimum, prepare a Historic American Building Survey (HABS) before demolition of the structure onsite. The documentation shall be prepared by a qualified professional who meets the standards for history, architectural history, or architecture (as appropriate), as set forth by the Secretary of the Interior's Professional Qualification Standards (36 CFR, Part 61). The documentation shall consist of the following:

- ► HABS-Level Photography: Archival photographs of the interior and the exterior of the subject property. Large format negatives are not required. The scope of the archival photographs should be reviewed by Planning Department Preservation staff for concurrence. The photography shall be undertaken by a qualified professional with demonstrated experience in HABS Photography, and shall be labeled according to HABS Photography Standards; and
- ► HABS Historical Report: Preparation of a written historical narrative and report, per HABS Historical Report Guidelines.

The professional shall prepare the documentation and submit it for review and approval by the Planning Department's Preservation Technical Specialist. The final documentation shall be disseminated to the Planning Department, San Francisco Library History Room, Northwest Information Center-California Historical Resource Information System and San Francisco Architectural Heritage.

### Mitigation Measure M-CP-1b Salvage Program

The project sponsor shall undertake a salvage program to save and promote reuse of the on-site warehouse building's historically significant materials and features to the extent reasonably feasible, namely any unpainted steel-sash industrial windows throughout, and the sheet metal entablature on the office building. Salvage allows for the removal of individual architectural elements for potential reuse. Salvaged elements can be reused at the proposed project site, or can be given to an architectural salvage company. Salvage will have the added benefit of landfill and waste diversion. The salvage program shall be reviewed and approved by a Planning Department Preservation Technical Specialist.

#### Mitigation Measure M-CP-1c Interpretive Program

The project sponsor shall install a permanent on-site interpretive display in a publicly-accessible location, such as in a main lobby or in an outdoor exhibit in a central courtyard. The display shall focus on the history of the 800 Indiana Street site, including the Ralston Iron Works and the A.M. Castle & Co. that were previously located on the site. The primary goal shall be to educate visitors about the property's historic themes, associations, and lost character-defining features within broader historical, social, and physical landscape contexts. The project sponsor shall work with a historic preservation professional so that the historical information provided in the HRE and supporting documentation and in the HABS report are used as a basis for the interpretive display onsite. The interpretive display shall be reviewed and approved by a Planning Department Preservation Technical Specialist.

No additional mitigation is feasible for the historical resource impacts related to demolition of the 800 Indiana Street building, because of the limited options available when demolition is proposed. The proposed project's impacts on historic architectural resources would remain significant and unavoidable after mitigation.

#### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Under Variants 1 and 2, the 800 Indiana Street project would be developed as proposed and streetscape improvements would be implemented between 18th and 22nd Streets. The Hybrid Streetscape Improvements and Linear Park Streetscape Improvements variants may involve minor earth-disturbing activities associated with the installation of bulb-outs, increasing the sidewalk width and landscaping. Neither variant would cause a significant adverse impact on a historical resource because improvements would be to an existing street and sidewalk area fronting the proposed project site that had been previously disturbed. Therefore, construction of either variant would have no additional impact on a historic architectural resource beyond the significant and unavoidable impact (with mitigation incorporated) that would occur with the proposed project.

#### Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would involve converting the dead-end public right-of-way on 20th Street, underneath the 20th Street overpass, into a public plaza/dog park. Implementing this variant may involve minor earth-disturbing activities

for the installation of a fence and landscaping associated with the public plaza/dog park. Variant 3 would not cause a significant adverse impact on a historical resource because this construction would be within an existing right-of-way currently used for construction equipment storage. Therefore, if combined with the proposed project or with Variants 1 or 2, construction of Variant 3 would have no additional impact on a historic architectural resource beyond the significant and unavoidable impact (with mitigation incorporated) that would occur with the proposed project.

Impact CP-2 Project construction would not result in the removal of an existing building that is a contributor to a locally designated historic district, Dogpatch Landmark District, or the Central Waterfront/3rd Street Industrial Historic District, a district eligible for listing in the CRHR, and thus would not cause a substantial adverse change in the significance of a historical resource, as defined in Section 15064.5 of the CEQA Guidelines. (No Impact)

According to the City's HRER, the proposed project would not cause a significant adverse impact on any nearby or adjacent historic architectural resources. The proposed project site is in proximity of two historic architectural resources: the Central Waterfront/3rd Street Industrial Historic District and the Dogpatch Landmark District.

The boundaries of the Central Waterfront/3rd Street Industrial Historic District are 16th Street to the north; Islais Creek Channel to the south; Pennsylvania Street to the west; and San Francisco Bay to the east.<sup>22</sup> The proposed project site is located two streets west of the western boundary of the Central Waterfront/3rd Street Industrial Historic District, a distance of approximately 500 feet from the nearest contributing resource to that district. The proposed project site also is across the street from the western boundary of the Dogpatch Historic District, which extends between Mariposa Street to the north; Tubbs Street to the south; 3rd Street to the east, and the eastern side of Indiana Street.<sup>23</sup>

The City's HRER determined that although located in close proximity to the Dogpatch Landmark District and the Central Waterfront/3rd Street Industrial Historic District, the proposed project would not impair the integrity of the districts<sup>24</sup> and:

- ► The proposed project would not introduce a new use to the historic districts because the Dogpatch District's historic use was primarily residential.
- ▶ The proposed project would be designed to address the massing and scale of the surrounding districts.
- ► The proposed project would be designed to have a similar scale and size as the District's contributing industrial buildings.

<sup>&</sup>lt;sup>22</sup> San Francisco Planning Department. 2000-2001 (October). Central Waterfront Cultural Resources Survey Summary Report and Draft Context Statement. Available: http://www.sf-planning.org/Modules/ShowDocument.aspx?documentid=780.

<sup>&</sup>lt;sup>23</sup> Page & Turnbull. 2013 (October). 800 Indiana Street Historic Resource Evaluation, page 10. San Francisco, CA (12097). Prepared for AECOM.

<sup>&</sup>lt;sup>24</sup> San Francisco Planning Department. 2013 (October). Historic Resource Evaluation Response, page2. Case No. 2011.1347E. San Francisco, CA.

► The proposed project site is across the street and west of the Dogpatch Historic District's boundary, but within the boundary of the Central Waterfront/3rd Street Industrial Historic District. However, the proposed project site would provide a spatial separation between the proposed project and the historic districts.

By following the Secretary of the Interior's standards for rehabilitation, the proposed project would not create a false sense of historical development to the Central Waterfront/3rd Street Industrial Historic District and Dogpatch Landmark District and would not affect distinctive materials, features, or construction techniques that are characterized by the districts. Therefore, no impact on the two historic districts would occur.

### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Under Variants 1 and 2, the 800 Indiana Street project would be developed as proposed and streetscape improvements along Indiana Street would be implemented between 18th and 22nd Streets. No additional structures would be constructed as part of these improvements, and no historic streetscape elements would be disturbed. Therefore, construction of either variant in combination with the proposed project would have no additional impact on the two historic districts beyond those studied for the proposed project. No impact would occur.

## Variant 3 – 20th Street Plaza/Dog Park

Implementation of Variant 3 (in combination with the proposed project or Variant 1 or 2) would involve converting the dead-end public right-of-way on 20th Street, underneath the 20th Street overpass, into a public plaza/dog park. No structures would be constructed as part of this variant. Therefore, if combined with the proposed project or with Variant 1 or 2, construction of Variant 3 would have no additional impact on the two historic districts beyond those identified under the proposed project. No impact would occur.

As mentioned in the Introduction to Chapter 4, the Eastern Neighborhoods PEIR identified a significant unavoidable cumulative impact on historic architectural resources; therefore, no further discussion of cumulative impacts is required.

Chapter 4. Environmental Setting and Impacts B. Historic Architectural Resources

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# C SHADOW

As described in Appendix A, the CPE Checklist determined that the proposed project could result in potentially significant new shadow impacts or unique effects on the environment that were not previously identified in the Eastern Neighborhoods PEIR. This section describes shadow impacts of the proposed project on open spaces and recreational facilities in the vicinity of the project site.

## **ENVIRONMENTAL SETTING**

Shadow effects can alter temperature, solar radiation, moisture, and to a lesser extent, wind in the areas where they fall. Maintaining direct sunlight to the extent possible is a part of maintaining usable, enjoyable open space within San Francisco. The General Plan considers existing open space a "major city resource" and the creation and maintenance of adequate open space is considered to be of "vital importance." Section 295 of the Planning Code, the Sunlight Ordinance, was adopted in November 1984, pursuant to voter approval of Proposition K, to regulate new shadows cast on open spaces under the jurisdiction of the Recreation and Park Department. These regulations are discussed in the Regulatory Framework section. No privately owned, publicly accessible open spaces (POPOS) are located in the project vicinity; therefore, POPOS are not discussed further.

Esprit Park is the one public open space that is potentially within reach of the proposed project's shadow. Esprit Park is a 1.83-acre (80,000 square foot [sf]) park under the jurisdiction of the Recreation and Park Department. Esprit Park occupies the block between 19th, 20th, Minnesota, and Indiana Streets, northeast of the project site. It is a neighborhood park with a large, open flat grass field encircled by a pedestrian pathway, with benches for seating and fitness stations. The park is heavily used primarily by local residents walking their dogs and for non-organized recreational purposes, such as walking and playing in the open field. Active times of day are before and after workdays during the week, and throughout the day on the weekends.<sup>2</sup> Based on San Francisco's historic weather patterns, Esprit Park may be used more in the spring and fall, which historically have days with more sunshine, higher temperatures, and the lowest levels of rain and/or fog. However, because the park is heavily used by dog walkers, the park is used year-round because sun and shadow patterns do not limit this activity.<sup>3</sup>

Pursuant to the *Eastern Neighborhoods Rezoning and Area Plans*, the height limits in the Central Waterfront subarea, in which the project site is located, were increased. The height limit for the project site was increased from 50 feet to 58 feet. The shadow analysis conducted for the Eastern Neighborhoods PEIR addressed potential shadow impacts on Esprit Park as a result of the height limits proposed under the Plan.<sup>4</sup> The PEIR stated that with the height limit increase on the parcels surrounding Esprit Park, shadows would cover approximately 80 percent of

<sup>&</sup>lt;sup>1</sup> San Francisco Planning Department. 1996. San Francisco General Plan. Recreation and Open Space Element. San Francisco, CA.

<sup>&</sup>lt;sup>2</sup> CADP. 2014 (February 19). 650 Indiana Street and 800 Indiana Street Combined Shadow Analysis, page 9. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>3</sup> *Ibid.*, page 16.

<sup>&</sup>lt;sup>4</sup> The Eastern Neighborhoods DEIR evaluated a 5-foot height limit increase. The Eastern Neighborhoods PEIR confirmed that the Preferred Project would not result in any new shadow, compared to that identified in the DEIR.

the park area at the first Prop K minute (6:48 a.m.) during the summer solstice.<sup>5</sup> During the summer solstice, the park would be in full sun from 8:30 a.m. to 5:00 p.m., when shadows would begin to be cast along its western edge, increasing to cover 90 percent of the park at the last Prop K minute (7:35 p.m.).<sup>6</sup> Shadows would cover approximately 50 percent of the park area at the first Prop K minute (8:22 a.m.) during the winter solstice.<sup>7</sup> During the winter solstice, the park would be in full sun from 9:20 a.m. to 2:20 p.m., when shadows would begin to be cast, increasing to cover 80 percent of the park at the last Prop K minute (3:54 p.m.).<sup>8</sup> The PEIR concluded that buildings constructed to the increased height limit would not discernibly increase shadow coverage at the beginning and end of the day, but would shorten the period of full sun on the park by approximately 15 minutes.<sup>9</sup> The PEIR noted that the southern edge of Esprit Park would remain in shadow the entire day during the winter solstice and that the times identified previously pertain to the eastern and western edges of the park.

## REGULATORY FRAMEWORK

#### CITY/LOCAL

#### San Francisco General Plan

The General Plan includes policies that promote solar access and avoid shade to maintain the usability of public open space, in compliance with the requirements of Section 295 of the Planning Code. The policies further protect open spaces that are under the jurisdiction of other public agencies or are privately owned, and thus not protected by the Planning Code amendments requiring that they not be shaded during the hours of their most intensive use. Consistency with the General Plan is addressed in Chapter 3, Plans and Policies.

### San Francisco Planning Code

Section 295 of the Planning Code, the Sunlight Ordinance, was adopted in 1984 following voter approval of Proposition K. The ordinance generally prohibits the issuance of building permits for structures greater than 40 feet tall that would cast significant new shade or shadows on certain public open spaces under the jurisdiction of, or designated to be acquired by, the Recreation and Park Department between 1 hour after sunrise and 1 hour before sunset at any time of year, unless the San Francisco Recreation and Park Commission determines that the shade or shadow would not have an adverse impact on the use of such property. Section 295 states the following:

The City Planning Commission shall conduct a hearing and shall disapprove the issuance of any building permit governed by the provisions of this Section if it finds that the proposed project will have any adverse impact on the use of the property under the jurisdiction of, or designated for acquisition by, the Recreation and Park Commission because of the shading or shadowing

<sup>&</sup>lt;sup>5</sup> San Francisco Planning Department. 2008 (August 7). Eastern Neighborhoods PEIR, pages 394 and 413. Planning Department Case No. 2004.0160E, State Clearinghouse No. 2005032048, certified August 7, 2008. The PEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400, and also online at http://www.sf-planning.org/index.aspx?page=1893.

<sup>6</sup> Ibid.

<sup>&</sup>lt;sup>7</sup> *Ibid.*, page 396

<sup>8</sup> Ibid.

<sup>&</sup>lt;sup>9</sup> *Ibid.*, page 413.

that it will cause, unless it is determined that the impact would be insignificant. The City Planning Commission shall not make the determination required by the provisions of this Subsection until the general manager of the Recreation and Park Department in consultation with the Recreation and Park Commission has had an opportunity to review and comment to the City Planning Commission upon the proposed project.

As required by Section 295, the Recreation and Park Commission and the Planning Commission adopted criteria in 1987 and 1989 for determination of significant shadows in 14 downtown parks. These criteria establish an "absolute cumulative limit" for new shadow allowed on these parks, as well as qualitative criteria for allocating the absolute cumulative limit among individual buildings. The amount of shadow above existing shadow but below the absolute cumulative limit is commonly referred to as the "shadow budget" for these downtown parks. The shadow budget is then allocated to individual projects within the absolute cumulative limit based on qualitative criteria established for each park and the public good served by the building casting shadow.

According to those adopted criteria, sunlight and shadow are measured in units called "square-foot-hours," which are calculated by multiplying the area that is in sunlight or shadow (in square feet) by the amount of time that the sunlight or shadow is present (in hours). The amount of theoretically available annual sunlight (TAAS) that a protected park receives is calculated by multiplying the area of the park (in square feet) by the total hours of sunlight available on an annual basis, ignoring shadows from any surrounding structures and from clouds, fog, and solar eclipses.

Determining the shadow impact caused by a project for the purposes of Section 295 review begins by calculating the number of square-foot-hours the project would cast shadows on a protected property during each day, from 1 hour after sunrise to 1 hour before sunset, summed over the course of a year. The shadow impact of the project is defined as the shadow in square-foot-hours cast by the project divided by the TAAS of the park, expressed as a percentage. Further, in addition to quantitative criteria, qualitative criteria for evaluation of shadow have been adopted.

The adopted criteria also state that small parks, less than 2 acres in area, with existing shadow loads of 20 percent or larger should not be subjected to additional shadow by new development. Larger parks (2 acres or more) with shadow loads between 20 percent and 40 percent would have an additional new shadow budget of 0.1 percent. Larger parks with existing shadow loads of less than 20 percent would have an additional new shadow budget of 1.0 percent. The adopted criteria also include absolute cumulative limits for increases in percent shading for 14 parks in the general downtown area. <sup>10</sup>

An absolute cumulative limit standard has not been adopted for parks measuring less than 2 acres that have less than 20 percent existing shadow, such as Esprit Park. Where an absolute cumulative limit has not been adopted for a park, the San Francisco Planning Commission, in consultation with the general manager of the San Francisco Recreation and Park Department (SFRPD), reviews qualitative and quantitative factors to make a decision about whether a structure would have a significant impact on the use of an open space.

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<sup>&</sup>lt;sup>10</sup> CADP. 2014 (February 19). 650 Indiana Street and 800 Indiana Street Combined Shadow Analysis, page 2. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

## **IMPACTS ANALYSIS**

The Eastern Neighborhoods PEIR is a comprehensive programmatic document that presents a cumulative analysis of the *Eastern Neighborhoods Area Plan* at full buildout. As discussed in Section 9, Wind and Shadow of Appendix A (the CPE Checklist), the Eastern Neighborhoods PEIR conservatively concluded that development under the Eastern Neighborhoods Plan could result in significant adverse cumulative impacts on parks and open spaces, including Esprit Park. The Eastern Neighborhoods PEIR found that the cumulative shadow impacts would be significant and unavoidable. However, pursuant to CEQA, because these effects were "addressed as a significant effect[s] in a prior EIR for a planning level decision" the effects "need not be analyzed again for an individual infill project even when that significant effect was not reduced to a less than significant level in the prior EIR." (CEQA Guidelines, Section 15183.3[c]) Therefore, as discussed in Appendix A, and Section A of this chapter, the significant and unavoidable cumulative shadow impacts on Esprit Park are not discussed further in this Draft EIR. This section of the Draft EIR discusses project-level impacts on shadow.

#### SIGNIFICANCE THRESHOLDS

The thresholds for determining the significance of impacts in this analysis are consistent with the environmental checklist in Appendix G of the CEQA Guidelines, which has been adopted and modified by the San Francisco Planning Department. For the purpose of this analysis, although all the significance criteria are identified, only criterion 9b is an applicable threshold to determine whether implementing the project would result in a significant impact because this is a focused EIR that addresses shadow. Implementation of the proposed project would have a significant effect on shadow conditions if it would:

▶ 9b—create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas

The thresholds for determining the significance of shadow impacts in San Francisco pursuant to CEQA and Section 295 of the Planning Code are different. Under Section 295 and the joint Planning Commission and Recreation and Park Commission criteria, any shadow beyond the absolute cumulative limit would be "significant" in the way that the term is used in Section 295. In contrast, the significance threshold for environmental review addresses a broader array of shadow-related considerations that may include not only quantitative criteria, but also open space usage; time of day and/or time of year; physical layout and facilities affected; the intensity, size, shape, and location of the shadow; and the proportion of open space affected. If the Planning Department determines, based on these factors, that the use and enjoyment of the park or public space would be substantially and adversely affected, the impact would be "significant" in the way that the term is used under CEQA. Therefore, in certain situations, new shadow would be significant under Section 295 but would not be a significant environmental impact under CEQA, and vice versa.

The following significance criterion for wind was discussed in the CPE Checklist (provided in Appendix A) and not addressed further in this Draft EIR:

▶ 9a—alter wind in a manner that substantially affects public areas.

#### **APPROACH TO ANALYSIS**

Shadow modeling analysis was conducted for the proposed project to determine potential shadow impacts on recreational facilities protected by Section 295 of the Planning Code. To determine whether the proposed project would conform to Section 295, a preliminary shadow fan analysis was prepared by Planning Department staff.<sup>11</sup> The shadow fan does not account for shadow cast by existing buildings or infrastructure. The shadow fan is used by the Planning Department as the basis for initially identifying which open spaces, recreation facilities, and parks merit further study. Those that are outside of the maximum potential reach of project shadow do not require further study. The shadow fan prepared by the Planning Department indicated that shadow from the proposed project could reach Esprit Park, which is under the jurisdiction of the Recreation and Park Department and is subject to the provisions of Section 295.

The Eastern Neighborhoods PEIR concluded that all future development in the Central Waterfront subarea (where the project site is located) would be subject to the Section 295 review process, and that future development in the area surrounding Esprit Park would also be subject to site-specific environmental analysis.<sup>12</sup> The PEIR found that increasing heights as part of the rezoning could potentially result in significant and unavoidable shadow impacts. The PEIR also noted that Section 295 would limit potential new shadow impacts on Esprit Park and that new shadow impacts would be evaluated on a project-specific basis, but that without detailed development proposals, the potential for new shadow impacts could not be determined. Thus, the PEIR concluded that shadow impacts on Esprit Park would be significant and unavoidable.<sup>13</sup>

Subsequently, a refined, project-specific shadow analysis was conducted for the proposed project to determine the project-specific impact to Esprit Park.<sup>14</sup> The shadow analysis included shadow calculations and shadow diagrams, based on computer program output that accounts for the heights of existing and proposed buildings and infrastructure as well as topographical data. The shadow analysis evaluated the proposed 58-foot-tall buildings (plus associated rooftop mechanical equipment) for representative times of day for 3 representative days of the year. The representative days of the year are the winter solstice (December 21), when the midday sun is at the lowest and shadows are longest; the summer solstice (June 21), when the midday sun is at its highest and shadows are shortest; and the fall equinox (September 21), when noontime shadows are midway through a period of lengthening.<sup>15</sup>

Although no absolute cumulative limit standard or new shadow budget have been adopted for Esprit Park, a quantitative shadow analysis was conducted that was consistent with Section 295. The TAAS that Esprit Park receives was calculated based on the area of the park and the City's TAAS factor, and did not factor shadows

 $<sup>^{11}\</sup> San\ Francisco\ Planning\ Department.\ 2012\ (September\ 12).\ 800\ Indiana\ Street\ Initial\ Shadow\ Fan\ Analysis.$ 

San Francisco Planning Department. 2008 (August 7). Eastern Neighborhoods PEIR, page 413. Planning Department Case No. 2004.0160E, State Clearinghouse No. 2005032048, certified August 7, 2008. The PEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400, and also online at http://www.sf-planning.org/index.aspx?page=1893.

<sup>13</sup> Ibid., page 414.

<sup>14</sup> CADP. 2014 (February 19). 650 Indiana Street and 800 Indiana Street Combined Shadow Analysis. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>15</sup> Shadows on one equinox accurately represent shadows on the other equinox. Because of the symmetry of the sun's path in the sky over the year, the sun's path on the day of an equinox – spring of fall – is the same.

from structures, trees, or other facilities. <sup>16</sup> The net new shadow cast by the proposed project was then calculated in square foot-hours. The net new shadow cast by the proposed project was divided by the TAAS of Esprit Park, to determine the project-related shadow increase as a percentage of TAAS. This is explained in further detail in the impact evaluation below.

### **IMPACT EVALUATION**

Impact SH-1 The project would not create new shadow in a manner that would substantially affect outdoor recreation facilities or other public areas. (Less than Significant)

The shadow analysis found that under existing conditions, Esprit Park receives 296,706,366 square foot-hours of TAAS, which is the amount of theoretically available sunlight on the park, annually if no shadows from structures, trees, or other facilities exists.<sup>17</sup> The park has an existing shadow load of 31,378,487 square foot-hours and currently is in shade 10.58 percent of the time.<sup>18</sup>

The project-specific shadow analysis analyzed the proposed 58-foot-tall buildings. The net new shadow on Esprit Park from the proposed project would occur from October 11 through the winter months to March 1, and would be limited to the last 2 hours of the day prior to sunset, minus 1 hour. The average duration of the project-related shadow would be approximately 45 minutes with a range of duration from 37 minutes (October 11) to approximately 1 hour 54 minutes (December 21). The net new shadow cast by the proposed project would be limited to the southern half of Esprit Park. The proposed project would not cast net new shadow during the remaining part of the year, between the first week in March through the spring months to early October.

The maximum project-related shadow impact on Esprit Park on a specific day and time would be on December 20, when new shadow would be cast on Esprit Park from 2:15 p.m. to sunset, minus 1 hour (3:54 p.m.), as shown in Figure 4.C-1.<sup>21</sup> On this day, net new shadow from the proposed project buildings would be a maximum of 6,733.8 square-foot-hours (equivalent to 9,108.8 square feet) on the park. The proposed project's shadow on Esprit Park would be an approximately 0.213 percent increase in net new shadow as a percentage of TAAS. The proposed project, combined with existing shadows, would result in a total shadow load on the park of 10.79 percent.<sup>22</sup>

As previously stated, the shadow analysis does not factor shadow from existing trees. A tree survey noted that Esprit Park contains approximately 123 trees, grouped in clusters with overlapping canopies, which currently shade large portions of Esprit Park at certain times of the day.<sup>23</sup> Because Esprit Park already is shaded greatly by these existing trees, and because the proposed project's new shadow would be limited in duration (2 hours) and

<sup>&</sup>lt;sup>16</sup> Area of Esprit Park multiplied by the total hours of sunlight available on an annual basis.

<sup>&</sup>lt;sup>17</sup> Op. cit., 2014, page 10.

<sup>&</sup>lt;sup>18</sup> *Ibid*.

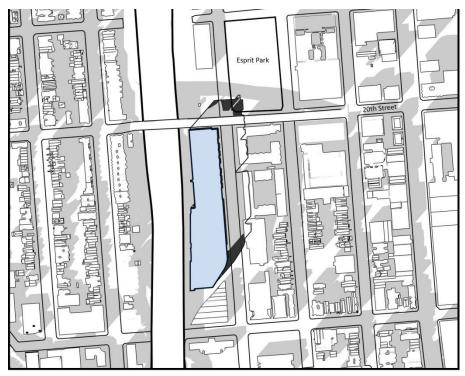
<sup>19</sup> Ibid. page 16.

<sup>20</sup> Ibid.

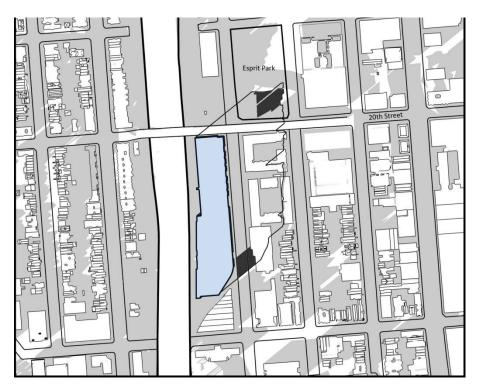
<sup>&</sup>lt;sup>21</sup> *Ibid.*, page 15.

<sup>&</sup>lt;sup>22</sup> *Ibid*,. page 13.

<sup>&</sup>lt;sup>23</sup> Ibid., page 9.



December 20 3:00 p.m.



December 20 Sunset - 1 hour

Source: CADP 2014

Figure 4.C-1

#### **December 20 - Maximum Net New Shadow**

extent, and because the uses of Esprit Park (such as dog walking) are not particularly sensitive to the availability of sunlight, the proposed project would not substantially impair or change the use or enjoyment of Esprit Park. Therefore, the proposed project would not create new shadow on Esprit Park in a manner that would substantially affect outdoor recreation facilities or other public areas and the impact of the proposed project with respect to shadow would be less than significant.

#### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Implementing either variant would involve modifying an existing streetscape corridor along Indiana Street between 18th and 22nd Streets, in combination with the construction of the proposed project. No additional structures would be constructed as part of these improvements. Therefore, construction of either variant would have no additional shadow impact on Esprit Park beyond those identified for the proposed project. The shadow impact would be less than significant.

#### Variant 3 – 20th Street Plaza/Dog Park

Implementing Variant 3 would involve converting the dead-end public right-of-way on 20th Street, underneath the 20th Street overpass, into a public plaza/dog park, in combination with the construction of the proposed project and either Variant 1 or 2. No additional structures would be constructed as part of this variant. Therefore, construction of Variant 3 would have no shadow impact on Esprit Park beyond those identified for the proposed project. The shadow impact would be less than significant.

As mentioned in the Introduction to Chapter 4, the Eastern Neighborhoods PEIR identified a significant unavoidable cumulative shadow impact on Esprit Park; therefore, no further discussion of cumulative impacts is required.

# 5. OTHER CEQA ISSUES

## A GROWTH-INDUCING IMPACTS

As required by Section 15126.2(d) of the CEQA Guidelines, an EIR must consider the ways in which the proposed project could directly or indirectly foster economic or population growth, or the construction of additional housing. Growth-inducing effects can result from the elimination of obstacles to growth; through increased stimulation of economic activity that would, in turn, generate increased employment or demand for housing and public services; or as a result of policies or measures that do not effectively minimize premature or unplanned growth. Examples of projects likely to have substantial or adverse growth-inducing effects include expansion of infrastructure systems beyond what is needed to serve existing demand in the project vicinity and development of new residential uses in areas that are sparsely developed or undeveloped.

The following discussion considers whether implementation of the proposed project could potentially affect growth elsewhere in San Francisco and the region. The proposed project would intensify development on the proposed project site through a change in land use, from a warehouse used for storage and costume/stage design to residential uses and associated streetscape improvements. Population growth in the vicinity of the proposed project would be directly affected. One of the objectives of the proposed project is to create as many new residential units as reasonably possible under the allowable zoning envelope taking into consideration the Planning Code requirements and residential design guidelines. If implemented, the proposed project would be estimated to add 777 new residents and up to nine employees to the project site. As discussed under Population and Housing in Appendix A, implementation of the Eastern Neighborhoods FEIR would accommodate approximately 9,785 new units by 2025. The proposed project would increase the City's overall housing stock. However, implementation of the proposed project would not represent significant growth in housing in the context of the City as a whole, which is projected to increase by 68,320 households between 2010 and 2035.1 The 338 housing units created by the proposed project would represent less than 1.0 percent (0.5 percent) of the projected household growth in the City between 2010 and 2035, and a negligible percentage (0.0005 percent) of the projected household growth in the region (635,440 households) between the same time frame. Furthermore, the proposed project would not induce growth beyond what was anticipated in the Eastern Neighborhoods PEIR.

The proposed project site is located in an urban area that is already served by the City's municipal infrastructure and public services as well as by retail and other services for residential uses. No expansion of municipal infrastructure or public services not already under construction or included in the proposed project would be required to accommodate the new development, resulting directly or indirectly, from the proposed project. The proposed project would not result in development of new public services to accommodate significant growth in the City or the region.

The proposed project would contribute to high-density residential growth (approximately 136 units per acre), which would be supported by existing community facilities, public services, transit service and infrastructure, and new or upgraded public utilities. The proposed project would focus growth on an underused infill site near

<sup>&</sup>lt;sup>1</sup> Association of Bay Area Governments. 2009 (August). *Projections* 2009.

existing regional employment centers and existing and planned transit facilities, infrastructure, retail services, and cultural and recreational facilities. The proposed project would contribute to the Association of Bay Area Governments' (ABAG's) regional housing objectives and would conform with ABAG's regional goals. These goals focus on growth and development by creating compact communities with a diversity of housing, jobs, activities and services, and increasing housing supply, improving housing affordability by meeting the City's inclusionary affordable housing requirements, and increasing transportation efficiency and choices.<sup>2</sup>

As discussed under Population and Housing in Appendix A, implementation of the proposed project in combination with past, present, and reasonably foreseeable future projects would not result in substantial population growth in the City that has not already been included in ABAG projections for the City and the region by 2035. Based on the preceding discussion and analysis, the proposed project would not have a substantial growth-inducing impact.

## B SIGNIFICANT AND UNAVOIDABLE IMPACTS

In accordance with CEQA Section 21100(b)(2)(A) and Section 15126.2(b) of the CEQA Guidelines, the purpose of the following discussion is to identify environmental impacts that could not be eliminated or reduced to a less-than-significant level by mitigation measures included as part of the proposed project or identified in Chapter 4, Environmental Setting and Impacts. The significance findings described herein would be subject to final determination by the San Francisco Planning Commission as part of its certification of the Draft EIR. The Draft EIR would be revised, if necessary, to reflect the findings of the Planning Commission.

As identified in Section 4.B, Cultural and Paleontological Resources, under Impact CP-1, the proposed project would demolish the existing warehouse, eliminating any possibility for the structure's eligibility in the CRHR. No feasible mitigation measure would reduce the impacts of the demolition to a less-than-significant level.

## C SIGNIFICANT IRREVERSIBLE CHANGES

In accordance with Section 21100(b)(2)(B) of CEQA and Section 15126.2(c) of the CEQA Guidelines, an EIR must identify any significant irreversible environmental changes that could result from implementing the proposed project. Such environmental changes may include current or future uses of nonrenewable resources and secondary or growth-inducing impacts that commit future generations to similar uses. According to the CEQA Guidelines, irretrievable commitments of resources should be evaluated to assure that such consumption is justified. The CEQA Guidelines describes three distinct categories of significant irreversible changes: changes in land use that would commit future generations, irreversible changes from environmental actions, and consumption of nonrenewable resources.

The proposed project would demolish an existing warehouse and construct a multi-family residential complex. Implementation of the proposed project would result in a change in land use of the proposed project site that would commit future generations to its residential use. Although the effects would not be irreversible because

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<sup>&</sup>lt;sup>2</sup> ABAG administers the FOCUS program, in partnerships with the Metropolitan Transportation Commission, San Francisco Bay Conservation and Development Commission, and Bay Area Air Quality Management District. FOCUS is a regional development and conservation strategy that promotes more compact land use patterns in the Bay Area.

future generations could decide to redevelop the proposed project site for other uses, the effects of the proposed project would be difficult to change in the short term.

No significant irreversible environmental damage, such as an accidental spill or explosion of hazardous materials, is expected to occur with implementation of the proposed project, and/or any of the variants. Compliance with federal, state, and local regulations related to residential uses, and implementation of Project Mitigation Measure M-HZ-1 identified under Hazards and Hazardous Materials in Appendix A, would reduce the possibility that hazardous substances from the demolition; however, construction of the proposed project and/or any of the variants would cause significant and unavoidable environmental damage. No other irreversible permanent changes, such as those that may result from construction of a large-scale mining project, a hydroelectric dam, or other industrial project, would result from the proposed project and/or any of the variants.

Consumption of nonrenewable resources includes increased energy consumption, conversion of agricultural lands to urban uses, and loss of access to mineral reserves. No agricultural lands would be converted and no access to mining reserves would be lost with construction of the proposed project and/or any of the variants. Implementation of the proposed project and/or any of the variants would commit future generations to an irreversible commitment of energy resources in the form of usage of nonrenewable fossil fuels, resulting from vehicle and equipment use during demolition, construction and operation of the proposed project. The proposed project would comply with California Code of Regulations Title 24 (Building Code), and therefore would not use energy in a wasteful manner. The consumption of other non-renewable or slowly renewable resources also would occur during construction and use of the proposed project site, including lumber, concrete, sand, gravel, asphalt, masonry, metals, and water.

The proposed project would introduce new residential uses that would irreversibly use water and solid waste landfill resources. However, the proposed project would not involve a large commitment to these resources relative to supply, nor would it consume any of those resources wastefully. The proposed project would be designed and constructed to meet LEED®3 Silver standards to meet the requirements adopted by the City and County of San Francisco for efficient use of water, energy, and material resources. Furthermore, the proposed project and/or any of the variants would not require the construction of a new power plant, major new transmission lines to deliver energy, new water or wastewater conveyance or treatment facilities, or new or expanded water supply resources or entitlements.

Therefore, the proposed project in combination with variants 1, 2 and/or 3 would not result in any significant irreversible environmental impacts.

# D AREAS OF KNOWN CONTROVERSY AND ISSUES TO BE RESOLVED

The NOP for the proposed project was published on May 21, 2014, announcing the City's intent to prepare and distribute a focused draft EIR. Publication of the NOP and CPE Checklist (both provided in Appendix A) initiated a 30-day public review and comment period that began on May 21, 2014, and ended on June 19, 2014. Individuals

<sup>3</sup> LEED® is a set of rating systems for the design, construction, operation, and maintenance of green buildings, homes and neighborhoods; developed by the U.S. Green Building Council, LEED® is intended to help building owners and operators be environmentally responsible and use resources efficiently.

and agencies that received these notices included owners of properties within 300 feet of the proposed project site, and potentially interested parties, including regional and State agencies. During the public review and comment period, the Planning Department received comment letters from the California Department of Transportation (Caltrans), and three private parties. No other public agencies or other interested parties submitted comments to the Planning Department during the 30-day public comment period. The comment letters on the NOP and CPE Checklist discussed the following the issues of potential areas of controversy:

- Aesthetics: The proposed demolition of the existing warehouse would result in diminished neighborhood character.
  - The proposed project meets the criteria of an infill site within a transit priority area as defined under Senate Bill 743, and therefore does not consider aesthetics in determining the significance of project impacts under CEQA.<sup>4</sup> However, effects related to neighborhood character are discussed in Section 2, Aesthetics of the CPE Checklist (Appendix A). As discussed on pages 47 and 48 of the CPE Checklist, the Eastern Neighborhoods PEIR concluded that development pursuant to the *Eastern Neighborhoods Area Plan* would not substantially degrade the visual character or quality of the area.
- Transportation and Circulation: Increased traffic levels would result in a less pedestrian-friendly neighborhood. The proposed project would not provide one parking space per unit on site. Caltrans stated that the City of San Francisco is responsible for all project mitigation and the project's fair share contribution, financing, scheduling, and implementation responsibilities should be presented in the Mitigation Monitoring and Reporting Plan. Caltrans also requested that I-280 ramp terminal intersections at Mariposa Street, 18th Street, Pennsylvania Avenue, and Cesar Chavez Street be analyzed.
  - o Traffic-related impacts, including impacts to pedestrians, local intersections (including a freeway on-ramp), and parking supply issues, are discussed in Section 5, Transportation and Circulation of the CPE Checklist (Appendix A), on pages 57 to 70. A Transportation Impact Study prepared in compliance with the guidelines prepared by the San Francisco Planning Department is available for review as part of the project file.<sup>5</sup> The study found that the proposed project would not substantially increase traffic volumes at the study intersections, but would result in a net improvement to pedestrian conditions in the area. The proposed project meets the criteria of an infill site within a transit priority area as defined under Senate Bill 743, and therefore does not consider parking in determining the significance of project impacts under CEQA.<sup>6</sup> However, a parking demand analysis is presented in the CPE Checklist for informational purposes. Per Caltrans request, the 800 Indiana Street Transportation Impact Study (TIS) was delivered to

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<sup>&</sup>lt;sup>4</sup> San Francisco Planning Department. 2014 (March 3). *Transit Infill Project Eligibility Checklist for 800 Indiana Street*. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>5</sup> Fehr & Peers. 2013 (December). Transportation Impact Study 800 Indiana Street. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>6</sup> San Francisco Planning Department. 2014 (March 3). *Transit Infill Project Eligibility Checklist for 800 Indiana Street.* This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

Caltrans on July 10, 2014. Upon review of the TIS, Caltrans staff indicated that the TIS analysis seemed complete and no outstanding issues with regard to transportation remain.

Two comment letters expressed support for the proposed project, siting the general need for housing, and the proposed project's contribution to the transitioning character of the neighborhood. No issues remain to be resolved.

Comments expressing support for, or opposition to, the proposed project are considered by City decision-makers, as part of their decision to approve, modify, or disapprove the proposed project, independent of the environmental review process. Based on the public comments received on the NOP and CPE Checklist, no issues were identified that need to be resolved.

Chapter 5. Other CEQA Issues

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## 6. ALTERNATIVES

## A INTRODUCTION

This chapter describes alternatives to the proposed project; evaluates the environmental impacts associated with each alternative relative to the existing conditions in the proposed project area; and discusses the ability of each alternative to meet the project sponsor's objectives, while still avoiding or substantially reducing the proposed project's significant impacts. This chapter identifies one of the alternatives as an environmentally superior alternative, which is the alternative that would result in the least adverse effects on the environment.

The analysis of alternatives is beneficial to decision-makers because it provides information about the potential impacts of land use decisions and, consequently, a better understanding of the interrelationships among all of the environmental topics being evaluated. Decision-makers must consider approval of an alternative if the alternative is determined to be feasible and would substantially lessen or avoid significant environmental impacts identified for the proposed project.

#### RANGE OF ALTERNATIVES CONSIDERED

Section 15126.6(a) of the CEQA Guidelines requires that an EIR evaluate "a range of reasonable alternatives to the project, or the location of the project, which would feasibly attain most of the basic project objectives but would avoid or substantially lessen any of the significant effects, and evaluate the comparative merits of the alternatives." An EIR need not consider every conceivable alternative to a proposed project. Rather, it must consider a range of potentially feasible alternatives governed by the "rule of reason" to foster informed decision-making and public participation (CEQA Guidelines Section 15126.6[f]).

Sections 15126.6(f)(1) and (f)(3) of the CEQA Guidelines state that "among the factors that may be taken into account when addressing the feasibility of alternatives are site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries (projects with a regionally significant impact should consider the regional context), and whether the proponent can reasonably acquire, control or otherwise have access to the alternative site (or the site is already owned by the proponent)" and that an EIR "need not consider an alternative whose effect cannot be reasonably ascertained and whose implementation is remote and speculative." The final determination of feasibility will be made by project decision-makers based on substantial evidence in the record, which includes, but is not limited to, information presented in the EIR, comments received on the Draft EIR, and responses to those comments.

#### Addressing Significant Impacts of the Proposed Project

The intent of the alternatives discussed in this chapter is to consider designs and development programs that could avoid or lessen significant and unavoidable impacts resulting from development (demolition and new construction) under the proposed project, as identified in Chapter 4, Environmental Setting and Impacts.

The Draft EIR concludes that the 800 Indiana Street project, if implemented as proposed, would result in a significant and unavoidable impact on a historic architectural resources, even with implementation of mitigation:

Impact CP-1 Project construction would result in the removal of an existing building that is eligible for listing in the CRHR, and thus would cause a substantial adverse change in the significance of a historical resource, as defined in Section 15064.5 of the CEQA Guidelines. (Significant and Unavoidable Impact with Mitigation)

### **ALTERNATIVES EVALUATED IN THE DRAFT EIR**

The following three alternatives to the proposed project are evaluated in this Draft EIR:

- Alternative A: No Project Alternative
- ► Alternative B: Full Preservation Alternative
- Alternative C: Partial Preservation Alternative

These alternatives, along with the proposed project, are summarized in Table 6-1 and further described in this chapter.

TABLE 6-1
SUMMARY OF THE DRAFT EIR ALTERNATIVES COMPARED TO THE PROPOSED PROJECT

	Proposed Project	Alternative A: No Project Alternative	Alternative B: Full Preservation Alternative	Alternative C: Partial Preservation Alternative
Description				
Housing Units Height Vehicle Parking Bicycle Parking	338 residential units 58 feet, 5 stories 230 spaces 177 spaces	Not applicable	187 units 58 feet, 3 stories 131 spaces 122 spaces	280 units 58 feet, 5 stories 196 spaces 145 spaces

## B ALTERNATIVE A: NO PROJECT ALTERNATIVE

Section 15126.6(e) of the CEQA Guidelines requires that a "No Project Alternative" be evaluated among the project alternatives. Section 15126.6(e)(2) requires that the No Project Alternative analysis "discuss the existing conditions...as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and policies and consistent with the available infrastructure and community services." As noted in Section 15126.6, an EIR for "a development project on identifiable property" typically analyzes a No Project Alternative (i.e., "the circumstance under which the project does not proceed. Such a discussion would compare the environmental effects of the property remaining in its existing state against environmental effects that would occur if the project is approved. If disapproval of the project under consideration would result in predictable actions by others, such as the proposal of some other project, this 'no project' consequence should be discussed.")

#### **DESCRIPTION**

Under the CEQA-required "No Project Alternative," the existing conditions at the project site would remain as they are. The existing 78,240-gross-square-foot (gsf) industrial warehouse, consisting of an eastern warehouse section, western warehouse section, and an office that are all connected as one building, would not be demolished and the proposed 58-foot-tall residential development and/or Variants 1, 2 and/or 3 would not be constructed. This alternative would not preclude future proposals for redevelopment of the project site. This alternative would not require the proposed project's approvals, which include:

- ► Environmental Impact Report certification
- Findings of General Plan and Priority Policies consistency
- Large Project Authorization
- Exceptions to the following Planning Code standards:
  - Section 270.1 for the horizontal mass reduction
  - Section 134 for the required rear yard
  - Section 140 for the required dwelling unit exposure
  - Section 152.1 for the required loading zones
- ▶ Planning Code Section 295 approval (San Francisco Recreation and Park Commission)
- ▶ Demolition and building permits (Department of Building Inspection)
- ► Approval of construction within the public right-of-way (e.g., bulbouts and sidewalk extensions) (San Francisco Department of Public Works and San Francisco Municipal Transportation Agency)

#### **IMPACTS**

If Alternative A, the No Project Alternative, were implemented, none of the proposed project's impacts discussed in Chapter 4, Environmental Setting and Impacts, or in the CPE Checklist (Appendix A) would occur, and none of the applicable mitigation measures from the Eastern Neighborhoods PEIR, as noted in the CPE Checklist for the proposed project, would be required. The No Project Alternative would avoid the proposed project's significant and unavoidable historic architectural resource impact. This alternative would also avoid the proposed project's archeological, transportation and circulation, noise, air quality, and hazards and hazardous materials impacts, and the associated mitigation and improvement measures identified in the CPE Checklist (Appendix A). In addition, the No Project Alternative would avoid the proposed project's less-than-significant impacts, discussed in the CPE Checklist, in the following areas: land use and land use planning, aesthetics, population and housing, archaeological and paleontological resources, greenhouse gas emissions, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, mineral and energy resources, and agriculture and forest resources.

#### HISTORIC ARCHITECTURAL RESOURCES

Implementing the No Project Alternative would mean that the proposed project and/or variants would not be constructed and the historic architectural resource—the warehouse at 800 Indiana Street—would remain intact in

its present state and location. Therefore, the No Project Alternative (unlike the proposed project) would not result in a significant unavoidable (with mitigation) impact to historic architectural resources because the historic warehouse structure extant on the site would be retained as it is and would continue to convey its significance as an example of a large-scale warehouse with an associated office. However, the No Project Alternative would not preclude future proposals for development of the project site.

#### **SHADOW**

Under the No Project Alternative, the warehouse at 800 Indiana Street would remain unchanged. Therefore, no change in sunlight conditions in Esprit Park would occur. The No Project Alternative would not cast net new shadow on Esprit Park and would have no impacts related to shadow.

#### CONCLUSION

The No Project Alternative would not result in the impacts that would occur under the proposed project, but also it would not meet the objectives of the project sponsor, which are as follows: (1) building market-rate apartments; (2) building to the allowable zoning envelope and creating as many new residential units as reasonably possible; (3) providing streetscape improvements and connections to open space; (4) activating the neighborhood edge and upgrading public sidewalks and accessible plazas; and, (5) providing a project that meets LEED® Silver standards.

## C ALTERNATIVE B: FULL PRESERVATION ALTERNATIVE

#### **DESCRIPTION**

As summarized in Table 6-1, the Full Preservation Alternative (Alternative B) would result in a 58-foot building, including three floors of residential uses over a one-level subterranean garage, as compared to the proposed project that would include five floors of residential uses over a one-level subterranean garage. The Full Preservation Alternative would include a total of 187 dwelling units, 131 vehicle parking spaces, and 122 bicycle parking spaces, compared to the proposed project's 338 dwelling units, 230 vehicle parking spaces, and 177 bicycle parking spaces. The Full Preservation Alternative also would include 13,000 square feet of residential amenity space and 22,800 square feet of open space, compared to 15,660 square feet of amenity space and 34,900 square feet of open space under the proposed project.

Under the Full Preservation Alternative, the existing warehouse would not be demolished and the Secretary of the Interior's Standards for Rehabilitation would be implemented. The Full Preservation Alternative would retain the existing parallel warehouse structure and two-story office portions of the building, which are both character-defining features (see Figures 6-1 and 6-2). As described in Chapter 4B. Historic Architectural Resources, the character-defining features convey the historical significance of the warehouse, and preservation of these features is a requirement for avoiding a significant unavoidable impact. A self-supporting, fully insulated, three-story structure would be constructed within the shell of the existing warehouse sections of the building; and a three-story wood-frame addition would be constructed on the south end of the existing warehouse. The historic context of the existing structure would be retained by preserving as much of the exterior façade as possible, especially as viewed from Indiana Street.

To create the new three-story structure within the shell of the existing warehouse structure, the existing concrete slab foundation and footings would be removed and a new foundation would be built to allow for a below-grade parking garage (see Figure 6-3). Extra attention would be taken to maintain the integrity of the historic structure while the foundation was reconstructed to support the proposed new residential use. In particular, construction-related vibration would have the potential to affect the integrity of the structure, and extra precautions would be necessary, such as providing extra bracing to support the structure and a vibration gauge or other method to monitor vibration levels, to detect any shifting during construction.

Once the foundation is replaced, a three-story structure would be built within the shell of the existing warehouse. This is necessary because the existing corrugated metal walls and roof do not have the required waterproofing, insulation, or acoustic properties to meet modern residential building codes, including Title 24 standards.

Under Alternative B, the proposed new residential building would contain three stories and a top-floor mezzanine half-story within the interior volume of both warehouse sections, and these new stories would provide space for approximately 187 residential units. The ground level and second level would feature flats, while the third floor would feature loft-style two-story units that would contain stairs up to a mezzanine level in the top part of the warehouse, just under the gable roof. To provide code-compliant residential units inside the warehouse, the existing fenestration would need to be augmented. The existing fenestration on the east elevation, a character-defining feature, would be retained and would be refurbished to provide light and air to the second story. However, new window openings would be required to provide the required light and air access for the first and third stories (see Figure 6-4). New windows would also need to be added on the southern and western faces of the warehouse to provide light and air to these areas (see Figure 6-5). New exterior walls would be constructed to separate the units in the east warehouse section from the newly created courtyard, with new fenestration, including windows in the walls to provide light and air to the units and views into the courtyard.

As shown in Figure 6-1, a new three-story, wood-frame residential building is proposed on the undeveloped southern portion of the parcel. This building would be new construction and would be designed to be as compatible as possible to the existing architecture of the warehouse. This building would feature double-loaded corridors and eight units per floor, for a total of 40 additional residential units.

To provide an interior courtyard, and to meet minimum open space requirements and provide required light and air for the residential units, the roofing materials on the interior roof slope of the western warehouse section would be removed, thereby creating a 30-foot-wide open-air courtyard for a total of approximately 15,000 sf between the parallel sections of the eastern and western warehouse sections. The original roof trusses would remain and would be exposed above this courtyard.

Like the proposed project, the Full Preservation Alternative would require San Francisco General Plan and Priority Policies consistency, approval of a Large Project Authorization under the Eastern Neighborhood Area Plan, building permits, permits for any curb or road modifications, and Draft EIR certification. Unlike the proposed project, Alternative B would not require demolition permit approval. Similar to the proposed project, Alternative B would consider development of both proposed streetscape improvement variants (the Hybrid Streetscape Plan

and the Linear Park Streetscape Plan), and/or the public plaza/dog park variant, and would require exceptions to the following Planning Code standards as follows:

- ► Section 270.1 for the horizontal mass reduction
- Section 134 for the required rear yard
- ▶ Section 140 for the required dwelling unit exposure
- ► Section 152.1 for the required loading zones

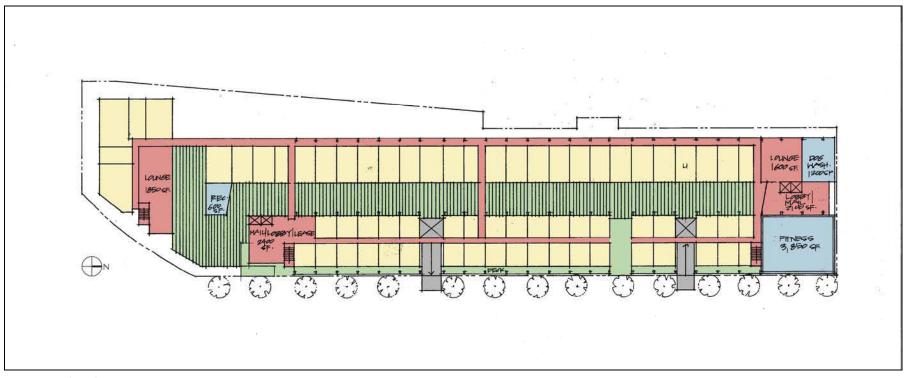


Figure 6-1 Full Preservation Alternative
First Floor

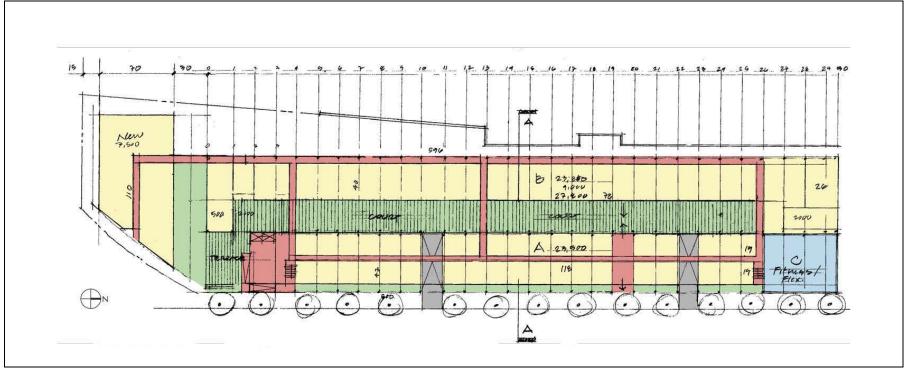


Figure 6-2

Full Preservation Alternative Typical Floor

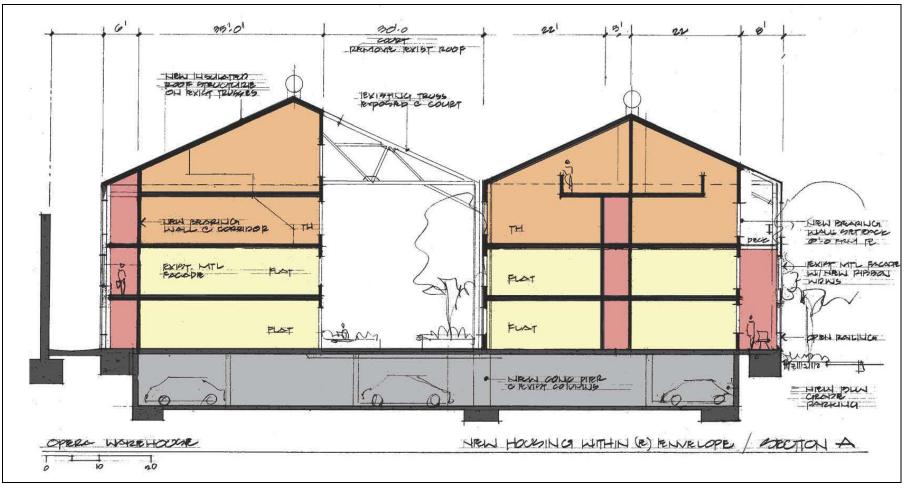


Figure 6-3

Full Preservation Alternative Section



Figure 6-4

Full Preservation Alternative Elevation from Indiana Street



Figure 6-5

Full Preservation Alternative Elevation from 20<sup>th</sup> Street

#### **IMPACTS**

Alternative B, the Full Preservation Alternative, would avoid the proposed project's significant and unavoidable historic architectural resources impact because it would be consistent with the Secretary of the Interior's Standards for adaptive re-use. The Full Preservation Alternative also would retain a substantial portion of the exterior façade (especially along Indiana Street) and thus would help retain the historic context of the existing onsite structure. The Full Preservation Alternative would include 227 residential units, 131 on-site parking spaces, and 122 Class-1 bicycle spaces, which is less than the proposed project's 338 residential units, 230 on-site parking spaces, and 159 Class-1 bicycle spaces. This alternative would have a smaller development program than the proposed project, and therefore would result in correspondingly reduced impacts compared to those anticipated from the proposed project. This alternative would have similar or reduced potentially significant archeological, transportation and circulation, noise, air quality, and hazards and hazardous materials impacts, compared to the proposed project's already less-than-significant impacts for these same resource topics. The proposed project's impacts on the above-mentioned resources would be reduced to less-than-significant levels by implementing the mitigation measures identified in the CPE Checklist, prepared under the Eastern Neighborhoods PEIR, and provided in Appendix A. Without mitigation measures, the Full Preservation Alternative would have similar or reduced impacts to the proposed project's less-than-significant impacts for the following resource areas: land use and land use planning, aesthetics, population and housing, greenhouse gas emissions, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, mineral and energy resources, and agriculture and forest resources. This alternative would result in similar impacts as that of the proposed project with the inclusion of either the Hybrid Streetscape Plan or the Linear Park Streetscape Plan variants, and/or the public plaza/dog park variant.

#### HISTORIC ARCHITECTURAL RESOURCES

The Full Preservation Alternative was analyzed in detail in the Preservation Alternatives Analysis Memorandum.¹ The Full Preservation Alternative would implement the Secretary of the Interior's Standards, and therefore, would retain the existing building and avoid the proposed project's significant and unavoidable historic architectural resource impacts. To the extent feasible, the Full Preservation Alternative would retain most of the building's character-defining features, particularly the horizontal emphasis, massing, corrugated steel walls and concrete construction, gable roofs on the warehouse sections, flat roof of the office section, massive six-panel wood doors on internal tracks, and the steel sash ribbon windows. Much of the historic fabric would also be retained under this alternative.

Although a portion of the roof, a character-defining feature of the warehouse, would be removed, the Full Preservation Alternative would retain the trusses, which would allow for the gable structure and form of the roofline to remain intact. The portion that would be removed would be on the interior slope of the western section of the warehouse and would be less visible to the public because the eastern warehouse section would block the view. The Secretary of the Interior's Standards allow for the introduction of compatible materials. For example, the Full Preservation Alternative would introduce new fenestration on the elevations facing the

<sup>&</sup>lt;sup>1</sup> AECOM. 2013. *Preservation Alternatives Analysis for 800 Indiana Street, San Francisco*. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

courtyard. However, while the new windows and doors would be compatible with the existing openings, they would be distinguishable from the original windows and would not create a false sense of history. The existing steel-frame windows would be refurbished as part of the Full Preservation Alternative and would be combined with the new windows to allow for adequate nature light to reach the interior of the residential units.

Under the Full Preservation Alternative, any new construction would be distinguishable by its design and materials, but would be compatible with the existing style of the warehouse and office sections. Because the Full Preservation Alternative would allow for an adaptive re-use of the proposed building while preserving character-defining features and historic material, it would meet the Secretary of the Interior's Standards for rehabilitation.

Implementing the Full Preservation Alternative, including Variants 1 or 2, and/or Variant 3 with the alternative, would reduce the proposed project's significant and unavoidable impact on a historic architectural resource to a less-than-significant level. The majority of the character-defining features of the structures at 800 Indiana Street would be retained and proposed development under Alternative B would continue to convey historical significance, unlike under the proposed project.

#### **SHADOW**

Under the Full Preservation Alternative, the warehouse at 800 Indiana Street would be retained and a five-story residential building would be constructed at the southern end of the parcel. Unlike the proposed project, which would construct a five-story building on the entire site and increase the overall height, the Full Preservation Alternative would only increase the height at the southern end of the parcel. As under the proposed project, no additional structures would be constructed as part of Variants 1, 2, or 3 under this alternative. Under the proposed project and Full Preservation Alternative, shadow from the southern portion of the building would not reach Esprit Park; therefore, the Full Preservation Alternative including Variants 1 or 2, and/or Variant 3 would not cast net new shadow on Esprit Park. The proposed project would have less-than-significant project-level shadow impacts. The Full Preservation Alternative would have no impact related to shadow.

#### CONCLUSION

Although a feasible alternative, the Full Preservation Alternative would not meet the project sponsor's objectives of building to the allowable maximum zoning envelope and creating as many new residential units on site as reasonably possible. Although the design for the Full Preservation Alternative would be acceptable under the Secretary of the Interior's Standards, it would require a notable level of complexity for construction. For example, the new structure would need to be built while temporarily supporting the existing structure. Implementing stabilization measures for the historic architectural resource would not guarantee avoidance of possible damage to the existing building while it was being retrofitted with new materials. The Planning Code would also require window openings to provide light and ventilation for residential units, which in turn would necessitate modifications to the exterior appearance of the historic building. The Full Preservation Alternative would result in a smaller development program and could require added construction costs; thus, this alternative could be financially unviable.

## D ALTERNATIVE C: PARTIAL PRESERVATION ALTERNATIVE

### **DESCRIPTION**

As summarized in Table 6-1, the Partial Preservation Alternative (Alternative C) would result in three floors of residential uses within the existing eastern section of the warehouse, and a 58-foot building, including five floors of residential uses over a podium-level garage on the remainder of the site; compared to five floors of residential uses over a one-level subterranean garage under the proposed project. The Partial Preservation Alternative would include a total of 280 dwelling units, 196 vehicle parking spaces, and 145 bicycle parking spaces, compared to the proposed project's 338 dwelling units, 230 vehicle parking spaces, and 177 bicycle parking spaces. The Partial Preservation Alternative also would include 13,000 square feet of residential amenity space and 30,850 square feet of open space, compared to 15,660 square feet of amenity space and 34,900 square feet of open space under the proposed project.

Under the Partial Preservation Alternative, the footprint of the building would be similar to the footprint of the proposed project; however, the first 200 feet of the southern portion of the eastern warehouse section would be retained, including the existing gable façade and some of the ribbon steel frame windows, both of which are character-defining features (see Figures 6-6 and 6-7). This alternative would preserve one of the primary entrances or approaches to the existing warehouse, part of the eastern warehouse section, which would partially give a sense of the historic character of the warehouse section. The two southern bays of the existing eastern warehouse section would be left open on the interior to preserve the open volume under the Partial Preservation Alternative, similar to how it currently exists, which also is a character-defining feature of the warehouse. The main entrance lobby, leasing office, and centralized mailroom would be located within this portion of the building. New construction—including new façades at the northern gable end of the western structure's line, facing the new courtyard—would be necessary. The eastern warehouse section would be retained and a new three-story residential wood-frame building would be constructed within the existing shell of this section of the warehouse (as described for the Full Preservation Alternative). New façades at the northern gable end would be introduced by this new structure, including windows to allow for nature light and ventilation, as required for residential structures (see Figure 6-8).

The remainder of the warehouse structure would be demolished and a new five-story residential wood-frame building would be constructed over a raised parking podium on the remainder of the parcel (see Figure 6-9). This would raise the height of the parking podium approximately 8 feet above the adjacent street grade and result in an overall building height of 58 feet. The new additions would be distinct in architectural character from the existing structures (see Figure 6-10). Exterior courtyards separating the new addition from the existing portion would help distinguish the old from the new part of the structure, consistent with the Secretary of the Interior's Standards. Extra precaution would be necessary to maintain the integrity of the portion of preserved historic structure while the foundation was reconstructed to support the new building. In particular, construction vibration has potential to impact the integrity of the structure; therefore, extra precautions would be necessary, such as providing extra bracing to support the structure and a vibration gauge or other method to monitor vibration levels to detect any shifting during construction.

The usable open space would be similar to the proposed project design and would include podium-level courtyards with private residential patios and decks. Similar to the proposed project, three publicly accessible plazas set back from the Indiana Street property line would be provided. Unlike the proposed project, no roof deck would be available for use by residents. Four entry lobbies are proposed, one for each residential building cluster. The common spaces would be consistent and proportional, and would include a fitness center, resident lounge, centralized mailroom, leasing lobby, dog wash, and bicycle storage.

Like the proposed project, the Partial Preservation Alternative would require findings of *General Plan* and Priority Policies consistency, approval of Large Project Authorization under the *Eastern Neighborhoods Area Plan*, building permits, demolition permits, permits for curb cuts or road modifications, and Draft EIR certification. Similar to the proposed project, the Partial Preservation Alternative would consider development of both proposed streetscape improvement variants (the Hybrid Streetscape Plan and the Linear Park Streetscape Plan), public plaza/dog park variant, and would require the following exceptions for the following Planning Code standards:

- ► Section 270.1 for the horizontal mass reduction
- Section 134 for the required rear yard
- ► Section 140 for the required dwelling unit exposure
- Section 152.1 for the required loading zones

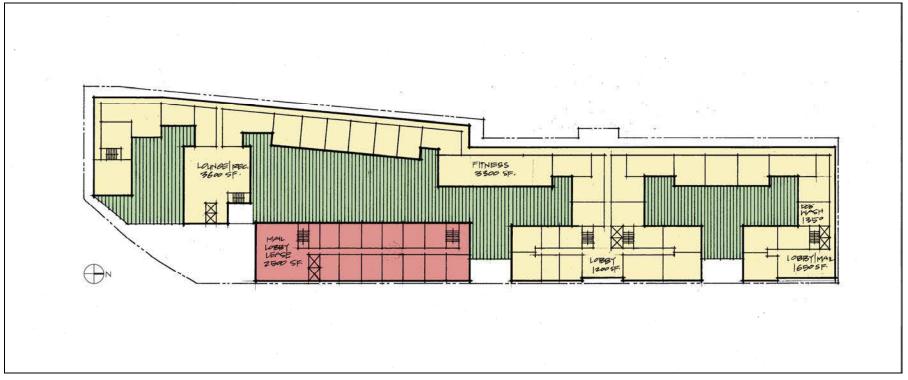


Figure 6-6

Partial Preservation Alternative First Floor

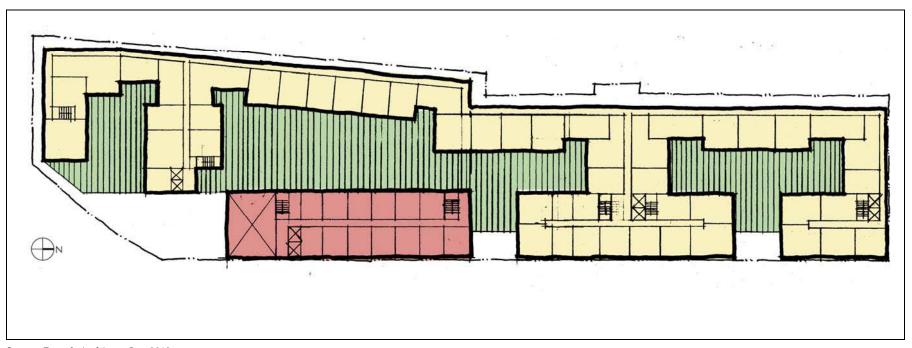


Figure 6-7

Partial Preservation Alternative Typical Floor



Figure 6-8

Partial Preservation Alternative Elevation from 20<sup>th</sup> Street

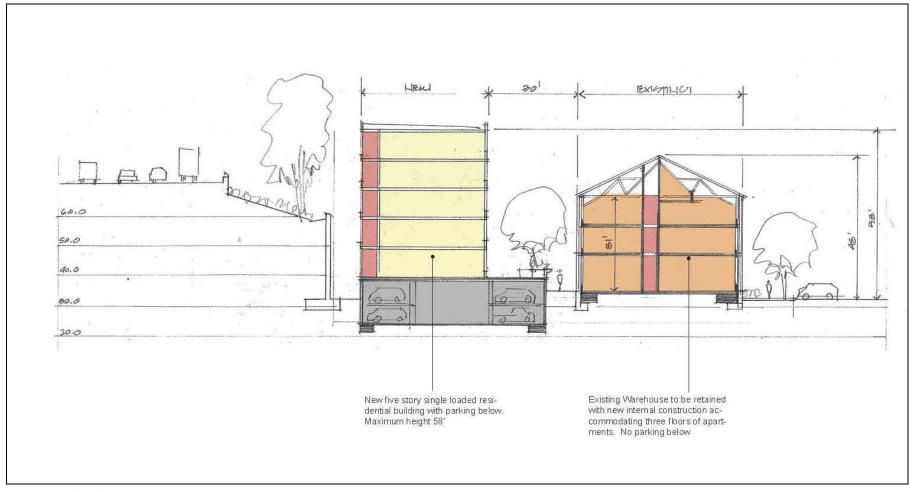


Figure 6-9

Partial Preservation Alternative Section

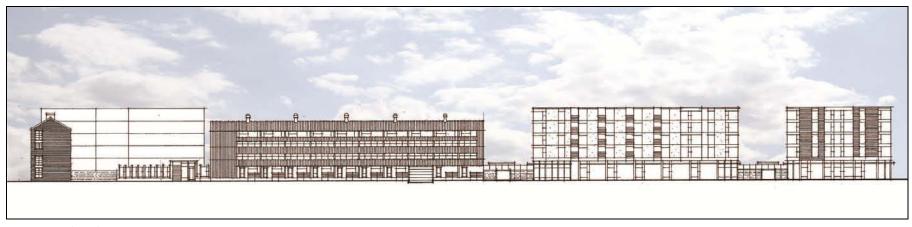


Figure 6-10

Partial Preservation Alternative Elevation from Indiana Street

#### **IMPACTS**

Alternative C, the Partial Preservation Alternative, would partially reduce but not avoid the proposed project's significant and unavoidable impacts on historic architectural resources. The Partial Preservation Alternative would include 280 residential units, 13,000 square feet of resident amenity space, 196 on-site parking spaces, and 145 Class-1 bicycle spaces, which is less than the proposed project's 338 residential units, 230 on-site parking spaces, and 177 Class-1 bicycle spaces. This alternative would have similar potentially significant archeological, transportation and circulation, noise, air quality, and hazards and hazardous materials impacts as the proposed project, and they would be reduced to less-than-significant levels by mitigation measures identified in the CPE Checklist, prepared under the Eastern Neighborhoods PEIR, and provided in Appendix A. The Partial Preservation Alternative would have impacts similar to the proposed project's less-than-significant impacts without mitigation, as discussed in the CPE Checklist prepared under the Eastern Neighborhoods PEIR, for the following areas: land use and land use planning, aesthetics, population and housing, greenhouse gas emissions, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, mineral and energy resources, and agriculture and forest resources. This alternative would have similar impacts to the proposed project with the inclusion of Variants 1 or 2, and/or 3.

#### HISTORIC ARCHITECTURAL RESOURCES

The Partial Preservation Alternative would retain and reuse some of the character-defining features of the warehouse, specifically the southern gable of the eastern warehouse section, an existing 200-foot section of the structure, some ribbon windows, and some historic materials. The eastern warehouse section always has been highly visible from Indiana Street. Historically, this section of the warehouse served as the entrance for products shipped by rail, and later, vehicles that were stored in the warehouse. The retention of these historic features of the warehouse and the preservation of the loading dock area would partially retain the historic character of the warehouse. This is also the most highly visible side of the on-site warehouse structure, and preserving this 200-foot-long section of the structure would aid in providing a sense of how the existing warehouse building originally was used.

However, the Partial Preservation Alternative would impair or demolish some character-defining features of the structures by removing all or the majority of the following character-defining features: the three-section massing of the structure's footprint; horizontal emphasis of the building; ribbon steel sash windows; parallel warehouse gable roofs and flat office roof; corrugated steel walls and concrete construction; massive six-panel wood doors on internal tracks; and Classical Revival elements on the office section of the building. Removing these character-defining features would render the proposed building incapable of conveying its significance as a warehouse for metals use with an aesthetically designed associated office.

The Secretary of the Interior's Standards require that the historic character of a property be retained. The Partial Preservation Alternative would not retain enough historic materials or features and would render the building incapable of conveying its significance as a 1920s industrial warehouse building. This alternative would result in a loss of integrity of design, materials, workmanship, feeling, and association because the character-defining features would be removed. These aspects of integrity would be required for the building to convey its historic

significance. As under the proposed project, Mitigation Measures M-CP-1a, M-CP-1b, and M-CP-1c would be implemented for the Partial Preservation Alternative.

The Partial Preservation Alternative would not meet the Secretary of the Interior's Standards and would somewhat reduce the proposed project's historic architectural resource impact with mitigation, but not to a less-than-significant level. As with the proposed project, implementing the Partial Preservation Alternative, including Variants 1 or 2, and/or Variant 3 with this alternative, still would have a significant and unavoidable impact on the existing historic warehouse at 800 Indiana Street.

#### **SHADOW**

Under the Partial Preservation Alternative, the first 200 feet of the southern portion of the warehouse structure would be retained, and a five-story residential building over a raised parking podium would be constructed on the remainder of the parcel. The five-story building under the Partial Preservation Alternative would result in an overall building height of 58 feet, similar to the proposed project. The net new shadow under the proposed project would be the result of the northern portion of the building. As under the proposed project, no additional structures would be constructed as part of Variants 1, 2, or 3 under this alternative. Because the Partial Preservation Alternative would have a similar building height at the north end of the site as the proposed project, shadow impacts would be similar to that of the proposed project. Therefore, shadow from the structure under the Partial Preservation Alternative, including Variants 1 or 2, and/or Variant 3, would result in net new shadow on Esprit Park. However, the net new shadow would not be likely to substantially affect the use or enjoyment of Esprit Park, similar to the proposed project. This alternative would have less-than-significant project-level shadow impacts, similar to the proposed project.

#### **CONCLUSION**

This alternative would achieve some of the project objectives. Although technically feasible, this alternative would not meet the project sponsor's objectives of building to the allowable zoning envelope and creating as many new residential units as reasonably possible. To preserve a portion of the historic building would require a notable level of complexity, to integrate a new structure with the existing structure, including bracing and monitoring during construction. Implementing these stabilization measures for the historic architectural resource would not guarantee avoidance of possible damage to the existing building while it was being retrofitted with new materials. In addition, although a portion of the warehouse would be retained under this alternative—similar to the proposed project—it would result in a significant and unavoidable impact on a historic architectural resource. The Partial Preservation Alternative would result in a smaller development program and could require added construction costs; thus, this alternative could be financially unviable.

## E ENVIRONMENTALLY SUPERIOR ALTERNATIVE

Section 15126.6(e)(2) of the CEQA Guidelines requires the identification of an environmentally superior alternative. If the No Project Alternative is environmentally superior, CEQA requires the selection of an "environmentally superior alternative other than the No Project Alternative" from among the proposed project and alternatives evaluated. The No Project Alternative, Alternative A, is considered the overall environmentally

superior alternative, because the impacts associated with implementing the proposed project would not occur under the No Project Alternative. However, the No Project Alternative would not meet any of the project sponsor's objectives listed in Chapter 2, Project Description.

To identify the environmentally superior alternative in accordance with the CEQA Guidelines, a comparison of the impacts of the proposed project and Alternatives B and C is presented in Table 6-2. Pursuant to the CEQA Guidelines, an EIR is required to identify the environmentally superior alternative that has the fewest significant environmental impacts from among the alternatives evaluated. The proposed project would result in significant and unavoidable project-level impacts on historic architectural resources.

Similar to the proposed project, the Partial Preservation Alternative would result in significant and unavoidable project-level impacts on historic architectural resources. However, because the Full Preservation Alternative would not include demolition of the existing structure on the project site, it would result in less-than-significant impacts related to historic architectural resources unlike the proposed project. Therefore, the impacts on historic architectural resources under the Full Preservation Alternative would be reduced to a less-than-significant level compared to the Partial Preservation Alternative and the proposed project, both of which would result in significant and unavoidable impacts related to historic architectural resources. The Full Preservation Alternative would result in a smaller development program and fewer residential units than the Partial Preservation Alternative and proposed project. Overall, the Full Preservation Alternative would have fewer and reduced impacts compared to Alternative B and the proposed project, and would be the environmentally superior alternative. This alternative would meet fewer of the project sponsor's objectives, compared to Alternative B and the proposed project.

TABLE 6-2
COMPARISON OF THE PROPOSED PROJECT AND ALTERNATIVES' IMPACTS

Environmental Topic	Proposed Project	Alternative A: No Project Alternative	Alternative B: Full Preservation Alternative	Alternative C: Partial Preservation Alternative
Historic Architectural Resources				
Historic Architectural Resources	Significant and Unavoidable	No Impact	Less than Significant	Significant and Unavoidable
Shadow				
	Less than Significant	No Impact	No Impact	Less than Significant
Ability to Meet Sponsor's Objectives				
	Meets all of the objectives	Meets none of the objectives		Meets some of the objectives

## F ALTERNATIVES CONSIDERED BUT REJECTED

This section identifies alternatives that were considered by the San Francisco Planning Department as lead agency but were rejected as infeasible during design development, and presents the reasons underlying this determination. Some factors that were considered include the failure to meet most of the basic objectives of the

project sponsor, and inability to avoid significant environmental impacts. These considered and rejected alternatives included variations of the Full Preservation and Partial Preservation alternatives.

### VARIATIONS OF FULL PRESERVATION ALTERNATIVE

#### **RETAIN STEEL FRAME AND CONCRETE FOUNDATION**

An alternative that would retain the exiting steel frame and concrete foundation of the warehouse was considered. Although the steel frame and concrete foundation are not identified as character-defining features of the building, the alternative was considered as a way of maintaining a greater amount of historic fabric. This alternative was rejected because current life safety and energy codes for new housing projects would cause constraints in retaining these materials. To meet these codes, the design of this alternative would require construction within the existing framework of the building, including eliminating the existing foundation, replacing it with a new a foundation that could support the new structure, and providing parking in an underground garage. The existing steel frame would not be compatible for multi-use housing and the concrete foundation would be unable to support the greater load that would occur with the construction of residential units.<sup>2</sup>

#### No Underground Parking

A variation of the Full Preservation Alternative that excluded underground parking was considered. Without underground parking, it would be necessary to construct a garage elsewhere on the parcel if parking were to be provided. This structure would be allowed under the Secretary of the Interior's Standards for adaptive re-use projects. However, removing the underground garage from the design would require the mechanical systems for the building to be relocated to the roof, which would alter a character-defining feature of the property.

#### VARIATIONS OF PARTIAL PRESERVATION ALTERNATIVE

#### Preservation of 200-Foot Section of the Warehouse

Variations of the Partial Preservation Alternative were considered, including designs that would:

- ▶ Preserve the southern portion of both the eastern and western warehouse sections, including the gables, and preserve the offset at the southern end between the two parallel sections of the warehouse. A 200-foot-long section of the warehouse—encompassing 10 of the 20-foot-wide structural bays—would be preserved. These bays are part of the character-defining features because they contribute to the massing of the sections of the warehouse.
- ▶ Preserve a 200-foot-long portion of the central part of the eastern warehouse section.
- ▶ Preserve a 200-foot-long portion of the northern end of the eastern warehouse section.

<sup>&</sup>lt;sup>2</sup> AECOM. 2013. Preservation Alternatives Analysis for 800 Indiana Street, San Francisco. Page 8. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

None of these design variations would meet the Secretary of the Interior's Standards and none would meet as many goals and criteria as Alternative C, Partial Preservation Alternative. These designs would also present challenges for meeting certain codes and construction objectives. A portion of the warehouse structure would be required to be preserved while a new foundation and parking garage were constructed. Construction activities could pose a risk to the existing portion of the historic building from construction vibration and could pose a risk to the physical integrity of the building. However, precautions (such as bracing and use of vibration gauge or other methods) would be taken to help monitor the building during construction.

The San Francisco Green Building Ordinance requires new residential projects to meet LEED® Silver standards. Meeting this standard would be difficult when combining the existing materials with new construction. For example, the steel sash windows would be detrimental to the efficiency of the building envelope, and it would be difficult to maintain the integrity of the existing building elements with the installation of new technology (e.g., solar photovoltaic cells or a solar hot water system).

Chapter 6. Alternatives

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# Notice of Preparation of an Environmental Impact Report and Community Plan Exemption Checklist

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Planning Information: **415.558.6377** 

Date: May 21, 2014

*Case No.:* **2011.1374E** 

Project Title: 800 Indiana Street Project

Project Address: 800 Indiana Street

Zoning/Plan Area: UMU (Urban Mixed Use) Use District

58-X Height and Bulk District

Central Waterfront Subarea of the Eastern Neighborhoods

Rezoning and Area Plan

Block/Lot: 4105/009

Lot Size: 108,386 square feet (approximately 2.49 acres)

Project Sponsor AvalonBay Communities, Inc.

Joe Kirchofer, Development Director

(415) 284-9082 or Joe\_Kirchofer@avalonbay.com

Lead Agency: San Francisco Planning Department

Staff Contact: Rachel Schuett – (415) 575-9030 or <u>rachel.schuett@sfgov.org</u>

#### PROJECT SUMMARY

The proposed 800 Indiana Street Project (project) would develop multi-family residential buildings on a 2.49-acre project site on Assessor's Block 4105/Lot 009 which occupies most of the block surrounded by 20th Street to the north, 22nd Street to the south, the elevated Interstate 280 (I-280) to the west, and Indiana Street to the east, in the Central Waterfront Subarea of the Eastern Neighborhoods Rezoning and Area Plan. The project would demolish one 78,240-gross-square-foot (gsf) steel-frame industrial warehouse building (owned by the San Francisco Opera) and construct three separate five-story, approximately 58-foot-tall, multi-family residential buildings including up to 3381 residential units, with ground-floor amenities, totaling 273,743 gsf of residential uses. Up to 230 parking spaces would be provided within a one-level subterranean parking garage, accessible from Indiana Street. A total of 37,775 gsf of publicly-accessible, common, and private open space would be developed throughout the site.

The proposed project also includes two streetscape improvement variants as options that could be implemented by the City in cooperation with the project sponsor and other property owners along Indiana Street; these variants include the Hybrid Streetscape Plan, and the Linear Park Streetscape Plan. An additional variant is also proposed (unrelated to the first two variants). This third variant would

<sup>&</sup>lt;sup>1</sup> The proposed project analyzes 338 units as the maximum potential development for the project site.

2

create a dog park beneath the 20th Street overpass, in the public right-of-way on the northern end of the project site. A complete description of the proposed project, including a detailed description of the proposed project's regional and local context, planning process and background, as well as a discussion of requested project approvals is included in this document. An evaluation of the potential environmental effects of project implementation, in the form of a Community Plan Exemption (CPE) Checklist, follows the project description.

#### **REMARKS**

The California Environmental Quality Act (CEQA) State Guidelines Section 15183 provides an exemption from environmental review for projects that are consistent with the development density established by existing zoning, community plan, or general plan policies for which an environmental impact report (EIR) was certified, except as might be necessary to examine whether there are project-specific effects which are peculiar to the project or its site. Section 15183 specifies that examination of environmental effects shall be limited to those effects that: a) are peculiar to the project or parcel on which the project would be located; b) were not analyzed as significant effects in a prior EIR on the zoning action, general plan or community plan with which the project is consistent; c) are potentially significant off-site and cumulative impacts which were not discussed in the underlying EIR; or d) are previously identified as significant effects in the EIR, but which are determined to have a more severe adverse impact than that discussed in the underlying EIR. Section 15183(c) specifies that if an impact is not peculiar to the parcel or to the proposed project, then an EIR need not be prepared for that project solely on the basis of that impact. Section 15183(b) specifies that in approving a project meeting the requirements of Section 15183, a public agency shall limit its examination of environmental effects to those which the agency determines in an initial study or other analysis (attached CPE Checklist) were not analyzed as significant effects in the prior EIR prepared for the general plan, community plan, or zoning action.

This document evaluates the potential project-specific environmental effects peculiar to the 800 Indiana Street Project, and incorporates by reference information contained within the Eastern Neighborhoods Rezoning and Area Plans Final EIR (Eastern Neighborhoods FEIR) (Case No. 2004.0160E; State Clearinghouse No. 2005032048), which is the underlying EIR for the proposed project. Project-specific studies summarized in this determination were prepared for the proposed project to determine if there would be any additional potentially significant impacts attributable to (i.e., "peculiar" to) the proposed project. The CPE Checklist contained in this document identifies the potential environmental impacts of the proposed project and indicates whether such impacts were addressed in the Eastern Neighborhoods FEIR or if particular topics are to be further evaluated in an EIR to be prepared for the proposed project per Section 15183(b).

The following CPE Checklist assesses the proposed project's potential to cause environmental impacts and concludes that the proposed project would not result in new, peculiar environmental effects, or effects of greater severity than were already analyzed and disclosed in the Eastern Neighborhoods FEIR for the following issue topics: land use and land use planning; aesthetics; population and housing; cultural and paleontological resources; transportation and circulation; noise; air quality; greenhouse gas emissions; wind; recreation; utilities and service systems; public services; biological resources; geology and soils; hydrology and water quality; mineral and energy resources; and agriculture and forest

resources. Relevant information pertaining to prior environmental review conducted for the Eastern Neighborhoods Area Plan FEIR as well as an evaluation of potential environmental effects of the proposed project are provided in the CPE Checklist, below. In addition, the CPE Checklist identifies mitigation measures contained in the FEIR that would be applicable to the proposed 800 Indiana Street Project.

#### **BACKGROUND**

After several years of analysis, community outreach, and public review, the Eastern Neighborhoods Rezoning and Area Plan (Eastern Neighborhoods Area Plan) was adopted in December 2008. The Eastern Neighborhoods Area Plan was adopted in part to support housing development in some areas previously zoned to allow industrial uses, while preserving an adequate supply of space for existing and future production, distribution, and repair (PDR) employment and businesses. The Eastern Neighborhoods Area Plan also included changes to existing height and bulk districts in some areas, including the project site.

During the Eastern Neighborhoods Area Plan adoption phase, the Planning Commission held public hearings to consider the various aspects of the proposed area plans, and Planning Code and Zoning Map amendments. On August 7, 2008, the Planning Commission certified the Eastern Neighborhoods FEIR by Motion 17659<sup>2</sup> and adopted the Preferred Project for final recommendation to the Board of Supervisors.<sup>3</sup>

In December 2008, after further public hearings, the Board of Supervisors approved and the Mayor signed the Eastern Neighborhoods rezoning and Planning Code amendments. New zoning districts include districts that would permit PDR uses in combination with commercial uses; districts mixing residential and commercial uses and residential and PDR uses; and new residential-only districts. The districts replaced existing industrial, commercial, residential single-use, and mixed-use districts.

The Eastern Neighborhoods FEIR is a comprehensive programmatic document that presents an analysis of the environmental effects of implementation of the Eastern Neighborhoods Area Plan, as well as the potential impacts under several proposed alternative scenarios. The Eastern Neighborhoods Draft EIR evaluated three rezoning alternatives, two community-proposed alternatives which focused largely on the Mission District, and a "No Project" alternative. The alternative selected, or the Preferred Project, represents a combination of Options B and C. The Planning Commission adopted the Preferred Project after fully considering the environmental effects of the Preferred Project and the various scenarios discussed in the FEIR.

A major issue in the Eastern Neighborhoods Area Plan rezoning process was the degree to which existing industrially-zoned land would be rezoned to primarily residential and mixed-use districts, thus reducing the availability of land traditionally used for PDR employment and businesses. Among other topics, the

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<sup>&</sup>lt;sup>2</sup> Eastern Neighborhoods Rezoning and Area Plans Final Environmental Impact Report, Planning Department Case No. 2004.0160E, certified August 7, 2008. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400 as part of Case No. 2004.0160E, or at: http://www.sfgov.org/site/planning\_index.asp?id=67762.

<sup>3</sup> San Francisco Planning Commission Motion 17659, August 7, 2008. http://www.sfgov.org/site/uploadedfiles/planning/ Citywide/Eastern\_Neighborhoods/Draft\_Resolution\_Public%20Parcels\_FINAL.pdf.

Eastern Neighborhoods FEIR assesses the significance of the cumulative land use effects of the rezoning by analyzing its effects on the City's ability to meet its future PDR space needs as well as its ability to meet its housing needs as expressed in the City's General Plan.

As a result of the Eastern Neighborhoods Area Plan, the project site has been rezoned to Urban Mixed Use (UMU). The UMU District is intended to promote a vibrant mix of uses while maintaining the characteristics of this formerly industrially-zoned area. It is also intended to serve as a buffer between residential districts and PDR districts in the Eastern Neighborhoods. The proposed project and its relation to PDR land supply and cumulative land use effects is discussed in Section 1, Land Use and Planning in the attached CPE Checklist. The project site is located within the Central Waterfront Subarea of the Eastern Neighborhoods, which retained existing residential uses, and created two new residential extensions which converted land zoned for heavy industrial uses to allow for housing and commercial (retail) activity. The height limits in the Central Waterfront Subarea were raised in a variety of locations, such as along primary vehicular routes and in areas with existing taller buildings.

Individual projects that could occur in the future under the Eastern Neighborhoods Rezoning and Area Plans will undergo project-level environmental evaluation to determine if they would result in further impacts specific to the development proposal, the site, and the time of development and to assess whether additional environmental review would be required. This determination concludes that the proposed project at 800 Indiana Street is consistent with and was encompassed within the analysis in the Eastern Neighborhoods FEIR. This determination also finds that the Eastern Neighborhoods FEIR adequately anticipated and described the impacts of the proposed 800 Indiana Street project, and identified the mitigation measures applicable to the 800 Indiana Street project; except in the areas of Cultural and Paleontological Resources, and Shadow where impacts 'peculiar' to the project might occur. The proposed project is also consistent with the zoning controls and the provisions of the Planning Code applicable to the project site.<sup>4,5</sup>

#### **ENVIRONMENTAL REVIEW TOPICS**

The Planning Department has determined that the proposed project is in conformance with the height, use, and density for the site described in the Eastern Neighborhoods FEIR. However, the proposed project could result in potentially significant environmental effects not covered in the Eastern Neighborhoods FEIR per Section 15183(b). As required by CEQA, an EIR will be prepared to examine these effects, identify mitigation measures for potentially significant impacts, and analyze whether proposed mitigation measures would reduce the significant environmental impacts to less-than-significant levels. The EIR will also analyze alternatives to the proposed project that could substantially reduce or eliminate one or more significant impacts of the proposed project but could still feasibly attain most of the basic project objectives.

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<sup>&</sup>lt;sup>4</sup> Adam Varat, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Citywide Planning and Policy Analysis, 800 Indiana Street, April 8, 2014. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2011.1374E.

<sup>&</sup>lt;sup>5</sup> Jeff Joslin, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Current Planning Analysis, 800 Indiana Street, May 5, 2014. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2011.1374E.

The EIR will be focused to address, at a minimum, the following topics:

- Cultural and Paleontological Resources; and
- Shadow.

The CPE Checklist included in this document covers the following topics, which are not anticipated to be addressed in the EIR: land use and land use planning, aesthetics, population and housing, transportation and circulation, noise, air quality, greenhouse gas emissions, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, hazards and hazardous materials, mineral and energy resources, and agriculture and forest resources. These topics may, however, be covered in the EIR if it is later determined that the proposed project could result in potentially significant environmental effects not covered by the Eastern Neighborhoods FEIR per Section 15183.

#### **FINDING**

This project may have a significant effect on the environment and an Environmental Impact Report is required. This determination is based upon the criteria of the State *CEQA Guidelines*, Sections 15183 (Projects Consistent with a Community Plan, General Plan, or Zoning), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance).

#### PUBLIC SCOPING PROCESS

The San Francisco Planning Department will accept written comments by mail, email, or fax until 5:00 p.m. on June 19, 2014. Written comments should be sent to Sarah B. Jones, Environmental Review Officer, San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA 94103. Fax comments can be sent to (415) 558-6409.

If you work for a responsible State agency, we need to know the views of your agency regarding the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of a contact person in your agency.

Members of the public are not required to provide personal identifying information when they communicate with the Planning Commission or the Planning Department. All written or oral communications, including submitted personal contact information, may be made available to the public for inspection and copying upon request and may appear on the Department's website or in other public documents.

11a, 10, 1014

Sarah B. Jones

**Environmental Review Officer** 

## **Community Plan Exemption Checklist**

1650 Mission St. Suite 400 San Francisco, CA 94103-2479

Reception: 415.558.6378

Fax: 415.558.6409

Planning Information: 415.558.6377

Case No.: 2011.1374E
Project Address: 800 Indiana Street

Zoning: Urban Mixed Use (UMU) District

58-X Height and Bulk District

Block/Lot: 4105/009

Lot Size: 108,386 square feet

Plan Area: Eastern Neighborhoods Area Plan

Project Sponsor: Joe Kirchofer, Development Director (415) 284-9082

AvalonBay Communities, Inc.

Staff Contact: Rachel Schuett (415) 575-9030, Rachel.Schuett@sfgov.org

#### PROJECT DESCRIPTION:

The project sponsor, AvalonBay Communities, Inc., proposes to demolish an existing 78,240-gross-square-foot (gsf), steel-frame industrial warehouse that is owned by the San Francisco Opera, at 800 Indiana Street in San Francisco; and construct a five-story, approximately 58-foot-tall (excluding a 12-foot-tall mechanical penthouse), multi-family residential development, composed of three separate buildings (totaling 273,743 gsf of residential uses) on the site. The proposed project would include a maximum of 338¹ residential units, ground-floor residential amenities, and a one-level 11-foot-tall underground parking garage, for a total of approximately 441,183 gsf of development on the project site. The proposed project also includes two streetscape improvement variants as options that could be implemented by the City in cooperation with the project sponsor and other property owners along Indiana Street; these variants include the Hybrid Streetscape Plan, and the Linear Park Streetscape Plan. A third variant includes a plaza/dog park. This section presents a detailed description of the project location, setting, and components.

#### **Project Location and Setting**

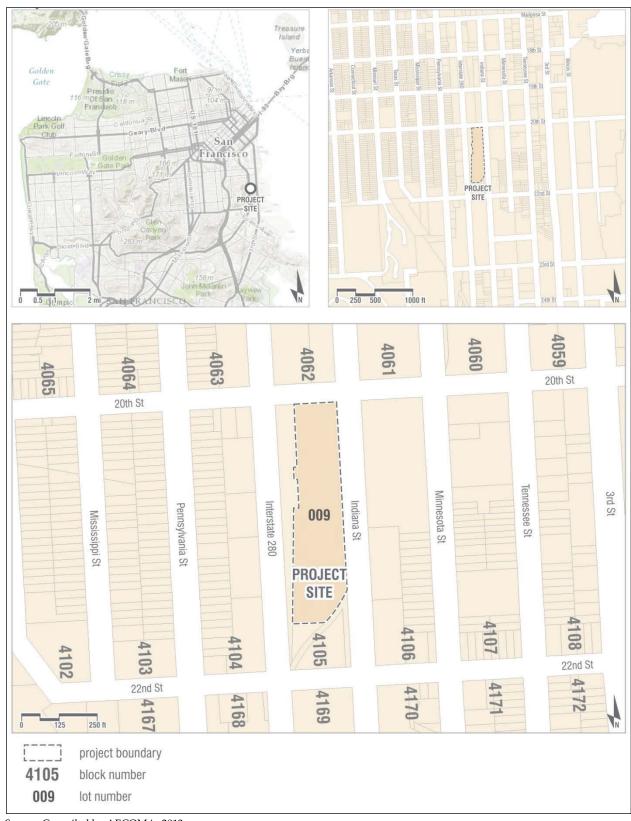
#### Local Setting

The project site is located at 800 Indiana Street, between 20th and 22nd Streets (Assessor's Block 4105, Lot 009), which is a part of the Dogpatch Neighborhood in the southeast quadrant of San Francisco (see Figures 1 and 2). The project site is bound by the 50-foot-tall 20th Street ramp to the north, the Esprit Park residential development and light industrial uses to the east, a warehouse used as a photography studio to the south, and the 35-foot-tall Interstate 280 (I-280) overpass to the west. The San Francisco Recreation and Parks Department property, Esprit Park, is the closest public open space to the project site, which is located north of 20th Street, and east of Indiana Street.

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1

<sup>&</sup>lt;sup>1</sup> The proposed project analyzes 338 units as the maximum potential development for the project site.



Source: Compiled by AECOM in 2013

Figure 1 Project Location



Source: Compiled by AECOM in 2013

Figure 2 Project Site

#### **Existing Site Character**

The project site is a generally level and irregularly shaped parcel, measuring approximately 140 feet in width and 730 feet in length, with a less than one percent grade from north to south, and totaling approximately 2.49 acres (108,386 square feet), with a frontage of approximately 606 linear feet along Indiana Street. The site is fully developed, occupied primarily by a 78,240-gsf two-story, approximately 50-foot-tall one-story warehouse built in 1926. The warehouse is a steel-frame and metal clad structure that is used by the San Francisco War Memorial Opera House (Opera House) for storage and costume/stage design. One off-street Americans with Disabilities Act (ADA)-accessible parking space is on the project site, four loading entrances for Opera House storage access are along Indiana Street, and five existing curb cuts are in front of the warehouse, along Indiana Street. The southernmost curb cut/driveway also provides truck access to the rear of the building. There are approximately 27 trees along the Indiana Street frontage of the project site, mostly clusters of small trees (4 to 8 inches in diameter). Of these trees, five are larger in diameter (16 to 22 inches), including four Monterey pine trees and one river birch grove tree. Little to no vegetation and no open space exist on the project site.

The property at 998 Indiana Street, the adjacent parcel to the south, has a fence line that encroaches onto the project site. The area inside this fence line is used as a driveway and parking spot for the triangular-shaped warehouse on the 998 Indiana site. The 998 Indiana Street property has its own vehicular access, via a curb cut and driveway; however, from time to time, vehicles accessing either 800 Indiana Street or 998 Indiana Street drive across the property line to access one of the properties, or to perform turning maneuvers.

#### General Plan Land Use Designation and Zoning

The project site is within the Urban Mixed-Use (UMU) Zoning District. Per the San Francisco General Plan (General Plan), UMU is a land use designation intended to promote a vibrant mix of uses while maintaining the characteristics of this formerly industrial-zoned area. This designation is also intended to serve as a buffer between residential uses and Production, Distribution, and Repair (PDR) uses in the Eastern Neighborhoods. The project site is located within the Central Waterfront Area of the Eastern Neighborhoods Area Plan.

The Eastern Neighborhoods Area Plan was adopted in December 2008, in part to support residential mixed-use development in some areas previously zoned for industrial uses, and also to preserve adequate space for existing and future PDR employment and businesses. The Eastern Neighborhoods Area Plan also included changes to existing height and bulk designations in some areas, including the project site at 800 Indiana Street.

During the Eastern Neighborhoods Area Plan adoption phase, the San Francisco Planning Commission held public hearings to consider the various aspects of the proposed area plans, and San Francisco Planning Code (Planning Code) and Zoning Map amendments. On August 7, 2008, the Planning Commission certified the Eastern Neighborhoods Environmental Impact Report by Motion No. 176591<sup>2</sup> and adopted the Preferred Project for final recommendation to the Board of Supervisors.

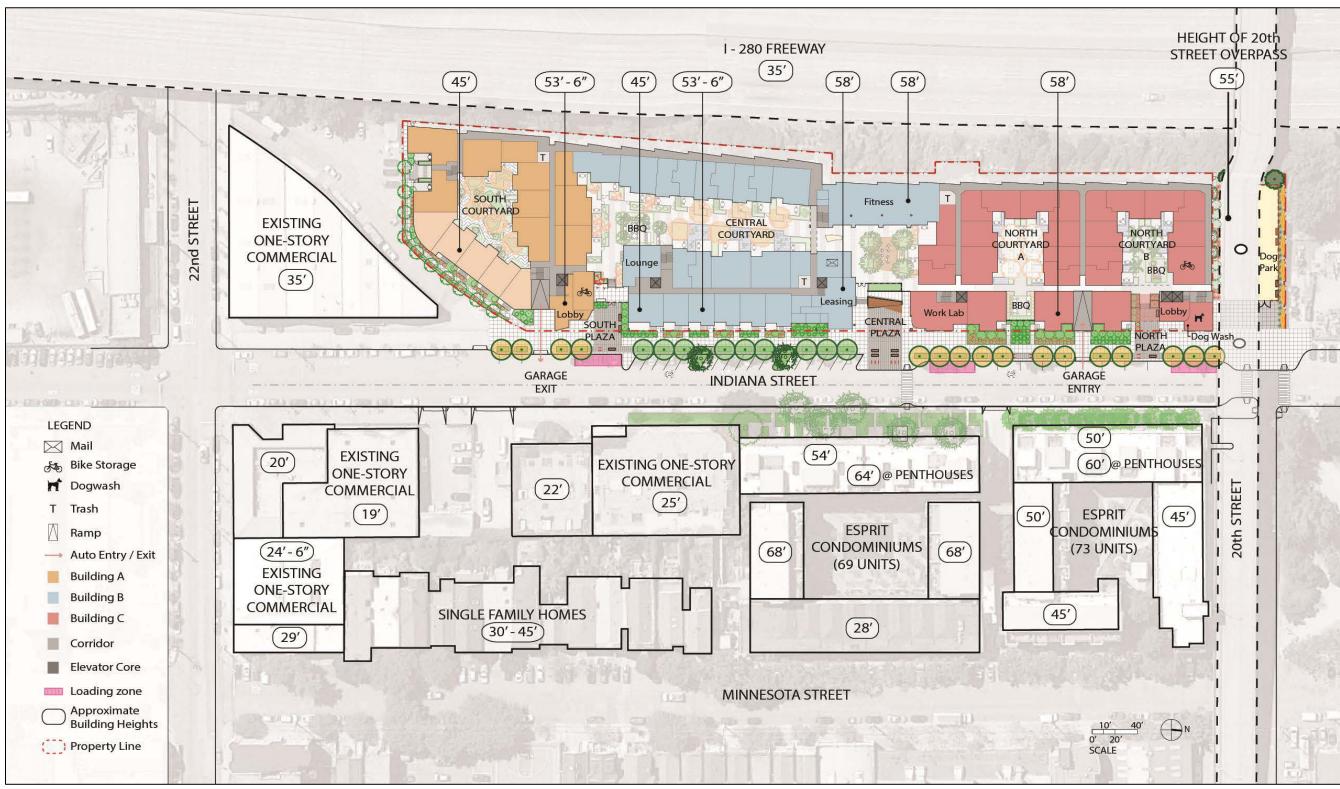
The project site is located in a 58-X Height and Bulk District, which would subject the proposed development to a 58-foot height limit. The "X" denotes no building bulk requirements. The proposed project would be within the height and bulk limits, and residential use is permitted within UMU.

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San Francisco Planning Department. 2008. Eastern Neighborhoods FEIR. Planning Department Case No. 2004.0160E, certified August 7, 2008. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400, or at http://www.sf-planning.org/index.aspx?page=1893.

Community Plan Exemption Checklist

800 Indiana Street
2011.1374E

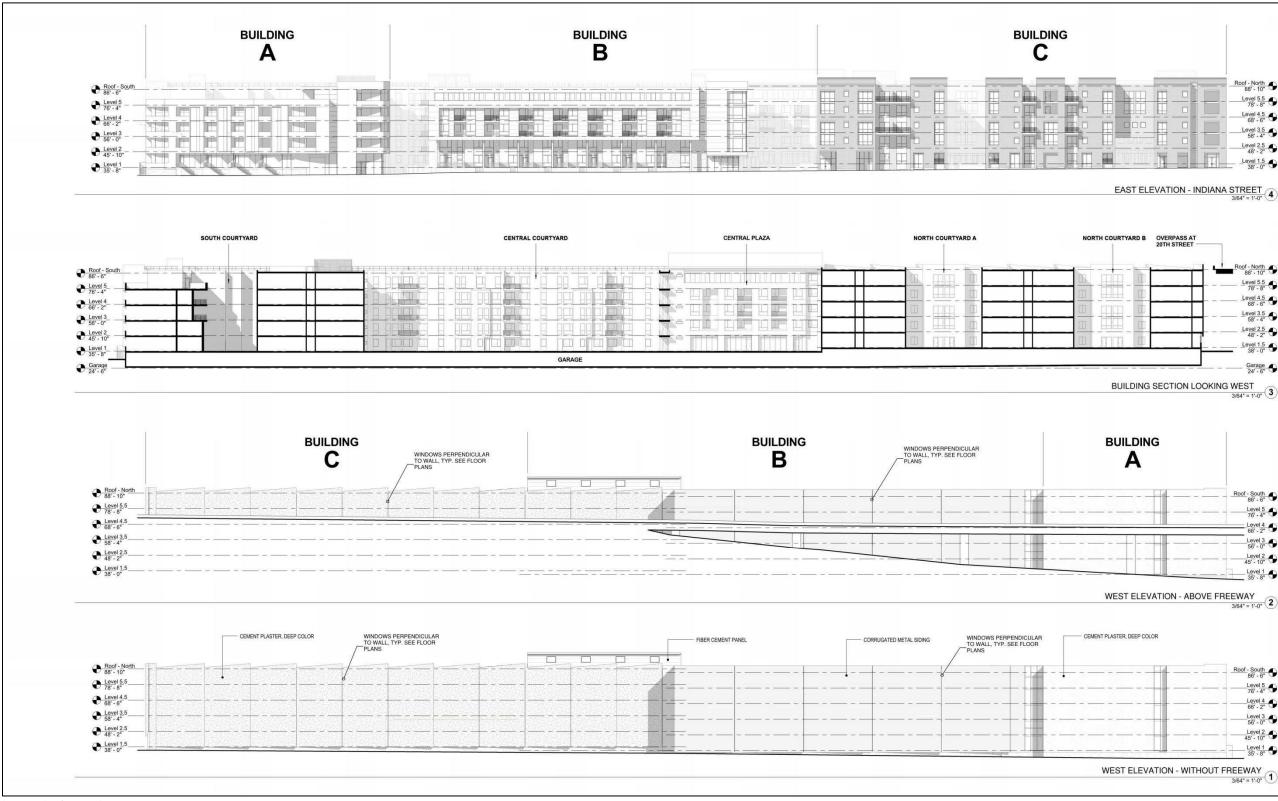


Source: AvalonBay Communities, Inc. 2014

Figure 3 Proposed Site Plan

Community Plan Exemption Checklist

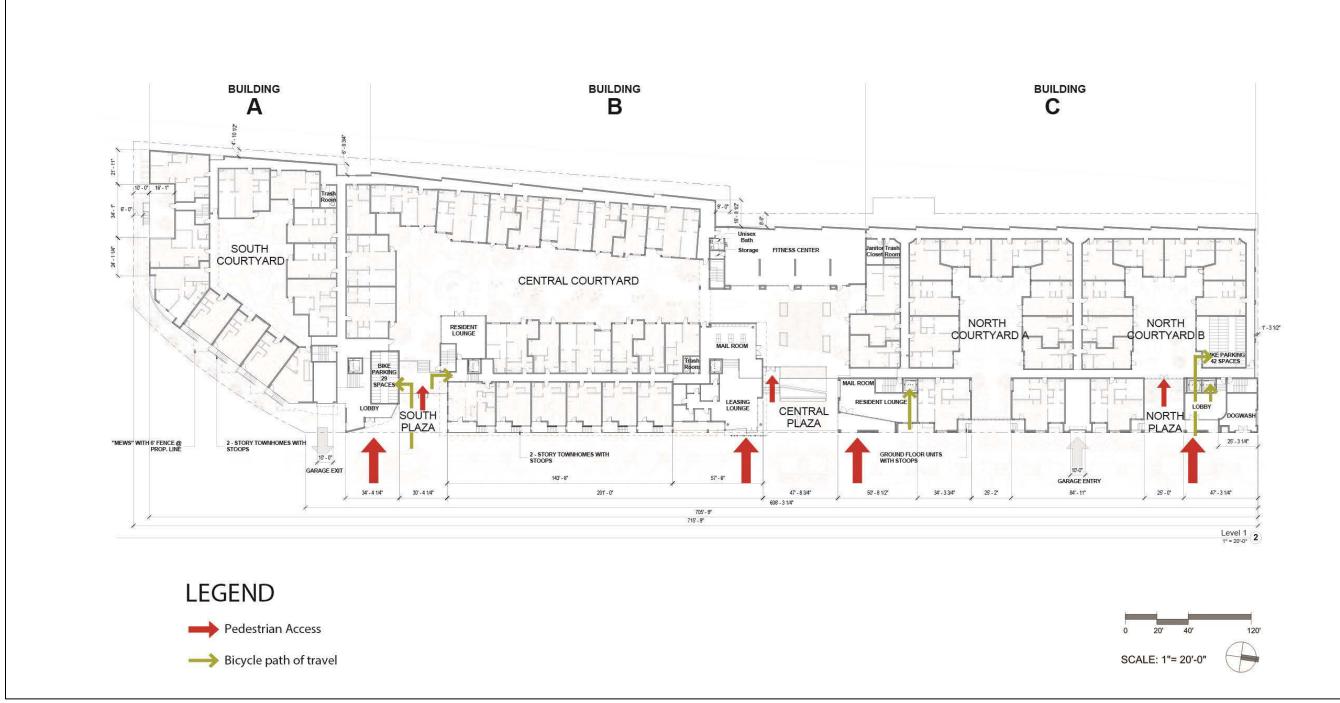
800 Indiana Street
2011.1374E



Source: AvalonBay Communities, Inc. 2013

Figure 4 Proposed Elevations

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Source: AvalonBay Communities, Inc. 2014

Figure 5 Proposed Building Plan, First Floor

#### **Project Components**

The proposed project would include a maximum of 338 residential units—approximately 34 percent studios (114 units), 26 percent one-bedroom units (89 units), and 40 percent (126 units) two-bedroom and three-bedroom units (see Figures 3 through 5). To comply with Section 415 of the San Francisco Planning Code regarding inclusionary housing requirements, either 14.4 percent of on-site units (here, 49 residential units) would be affordable to low-to-moderate income households, or an in-lieu fee would be paid.3 The proposed project would include three on-street loading spaces, a minimum of 177 bicycle parking spaces4 on-site, and a one-level underground parking garage with 230 parking spaces for the residential units. Development of the proposed project would include demolition of the existing on-site structure and construction of the project components that are outlined below.

Table 1 shows the anticipated square footage, number of residential units, and open space allocations for the proposed project.

TABLE 1 PROPOSED DEVELOPMENT PLAN

Residential Components			
Unit Type	Number of Units	Average Square Feet per Unit	Total Square Feet
3-bedroom unit	9	1,420	12,780
2-bedroom unit	126	1,070	134,820
1-bedroom unit	89	709	63,101
Studio	114	552	63,042
TOTAL	338	810	273,743
Parking and Loading Comp	onents		
			Total Square Feet and Spaces
Parking	82,372 gsf 230 automobile spaces A minimum of 177 bicycle spaces		
Loading			3 on-street spaces
Open Space Components			
Open Space	Total Square Feet		
Private Open Space (Private		11,865	
Common Open Space (Roof	22,410		
Public Open Space (Plazas)	3,500		
TOTAL	37,775		
Source: Pyatok Architects; co	ompiled by AECOM in 2014		

The project is subject to the Inclusionary Affordable Housing Program (Planning Code Section 415), requiring that proposed developments of five units or more provide 14.4 percent of their units as affordable for low- to moderate-income households in San Francisco or pay an in-lieu fee as required by code.

According to the site plan, 185 Class 1 bicycle spaces would be included and up to 150 additional spaces may be provided, subject to Planning Department approval of double-decker rack system.

#### **Development Program**

The proposed project would include a five-story, approximately 58-foot-tall (excluding a 12-foot-tall mechanical penthouse) residential development, with up to 338 units, and ground-floor residential amenities, over a one-level subterranean parking garage. Pile driving may be required on the western side of the project site, to create a permanent shoring system to support the lateral loads from the Caltrans I-280 retaining wall. The proposed project would be a three-building complex, up to 58 feet (above street grade) in height, and separated by several courtyards. Each of the three buildings would be designed by a different architecture firm and would feature separate street-fronting residential lobbies with an overall orientation towards Indiana Street (see Figure 3).

The proposed residential development would contain 13,920 gsf of residential amenities, including a fitness center, bicycle storage, a lounge, entrance lobbies, and a leasing office.

Three types of open space would be provided: publicly-accessible open space, private open space (accessible to residents only), and common usable open space (accessible to residents and their guests).

Approximately 3,500 gsf of publicly-accessible open space would be provided, in the form of three public plazas on the ground floor: the North Plaza, the Central Plaza, and the South Plaza, as shown in Figures 3 and 5. Approximately 22,410 gsf of common usable open space would be provided in the form of four ground-floor open space areas: North Courtyards A and B, the Central Courtyard, and the South Courtyard, totaling 18,000 gsf (see Figure 3), as well as an approximately 4,410 gsf rooftop deck (see Figure 9). The proposed project would provide a total of 37,775 square feet of open space.

The proposed project would also include a minimum of 177 bicycle spaces<sup>5</sup> on-site, including at least 160 Class I bicycle spaces and 17 Class II bicycle spaces, distributed throughout the three-building development on the ground floor and the garage level.<sup>6,7</sup> Primary access to the bicycle spaces would be provided via the building lobby for each complex, and secondary access would be provided through key-controlled doors adjacent to the on-site open spaces.

Also included in the proposed project would be an 82,372 gsf, one-level (11-foot tall) underground parking garage with 230 parking spaces; including a minimum of two car-share spaces and 12 ADA-compliant, accessible spaces. No off-street loading spaces are proposed, and three on-street loading spaces on Indiana Street would be requested through San Francisco Municipal Transportation Agency's (SFMTA's) Color Curb program.

Figure 3 provides an overview of the three buildings proposed on the project site. Figure 5 shows the ground-level plan with the proposed main lobby and lounge, two additional lobbies, the leasing office, the proposed bicycle storage, the storage areas, the mechanical rooms, the stairway access, the community room(s), the lounges, the fitness center, the dog wash station, and the parking garage ingress and egress on Indiana Street.

<sup>5</sup> The current site plan includes 185 bicycle spaces.

Class I spaces protect the entire bicycle and would be placed in secure, weather-protected facilities intended for use as long-term, overnight, and work-day bicycle storage by dwelling unit residents, non-residential occupants, and employees. Class II spaces are located in a publicly-accessible, highly visible location intended for transient or short-term use by visitors, guests, and patrons to the building or use (i.e. standard bike racks that allow users to tether bikes).

<sup>&</sup>lt;sup>7</sup> The project sponsor is also proposing to use double-decker bike stackers which would increase the number of Class I spaces to up to 300. Use of these bicycle stackers is subject to Planning Department approval.

#### **Building Plans**

The proposed ground floor plan for all three buildings is shown in Figure 5, and representative floor plans are shown in Figure 8 (Floors 2 and 3), and Figure 9 (Floors 4 and 5), and Figure 10 (Roof Plan). Floors 2 to 4 would be occupied entirely by residential units, with approximately 63 to 74 units per floor. Floor 5 would have approximately 74 residential units. As shown in Figure 10, the 4,410 gsf rooftop deck would be above Floor 4 of Building A (the southernmost building on the site), approximately 45 feet above street grade, overlooking Indiana Street, with views of San Francisco Bay to the east. The final design of the rooftop deck is not complete, but it is expected to include areas for gathering and to feature landscaping. A parapet wall or guardrail would border the exterior boundaries of all the buildings. The heights of these walls and guardrails would be predesigned to meet applicable building codes. As shown in Figure 10, mechanical equipment and solar panels would be located on the roofs and set back from the edge of the buildings, with an approximate height of up to 12 feet.

#### **Building Design**

The proposed project would be constructed to the standards required, at minimum having a Leadership in Energy Efficient Design (LEED®) Silver rating.8 To give a distinct character to the portion of each of the building components fronting Indiana Street, and to help break the appearance of a large contiguous development, the various building components have been designed by three different architects. Owen Kennerly designed Building A, Pyatok Architects (also the executive architect) designed Building B, and Mithun Solomon designed Building C, as shown in Figures 4 and 5. The building exteriors would be finished with a combination of stucco, cement paneling, and metal siding. Figure 11 gives a conceptual overview of the overall design including the heights of the buildings. Figures 12 through 14 are visual simulations of the proposed project buildings from various viewpoints, for informational purposes. The existing view of the project site is included as a photo inset in Figures 11 through 14. Figure 12 shows Buildings A and B from Indiana Street looking north from the southern end of the project site. Figure 13 shows Building C and the 20th Street overpass from Indiana Street looking north. Figure 14 shows Buildings A, B, and C looking north from I-280 North.

As shown in Figures 4, 11, 12, and 13, the Indiana Street (eastern) frontage of the proposed building would be differentiated by building style, façade details, separate main entrances and entrance lobbies, and it would be physically separated by publicly accessible open space in the form of plazas and common usable open spaces.

Although visually differentiated by building style and façade details (see Figure 14), the western frontage of the proposed buildings would be contiguous and would be connected by an interior corridor (see Figures 4 and 5). The western façade of all three buildings would be adjacent to an elevated portion of I-280; thus, only the top two stories of the building would be visible from most vantage points west of the project site (see Figures 4 and 14), and the western side of the building likely would be exposed to elevated noise levels from the adjacent freeway.

In response to elevated ambient noise levels adjacent to the site, the building design for all three buildings incorporated noise attenuation features in a number of ways to reduce the interior noise levels, per Title 24 of the California Building Code standards. Where possible, the residential unit window openings have been positioned so that they face the interior courtyards, away from the exterior noise sources. One of the noise attenuation design features includes placing an interior corridor between the west exterior wall of the buildings and the westernmost apartments within the buildings (see Figures 4 and 5). This single

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<sup>&</sup>lt;sup>8</sup> A green building standard set by the U.S. Green Building Council.

loaded corridor (a corridor with residential units only on one side, and in this case, the residential units would be on the east side of the corridor), provides additional distance, which acts as a buffer between the exterior noise source and the units. This would further attenuate noise levels and vibrations from I-280 for the westernmost apartments. The proposed project also would include the use of noise attenuating building materials. Building materials are rated based on the sound transmission loss to comply with Title 24 requirements. Examples of noise attenuating building materials include double or staggered stud walls and dual pane laminated glazing assemblies.

The building design for Building A would also incorporate noise attenuation features to reduce the exterior noise levels at the rooftop deck on Floor 5, including a noise barrier measuring no less than 7 feet tall, relative to the deck floor. A more specific description of the noise-attenuating features of the proposed project is described in Section 6, Noise, and is shown in Figure 20.

Furthermore, to preserve the privacy of the tenants in the residential units on the northern frontage facing the 20th Street overpass, a visual buffer between vehicular and pedestrian traffic and the northernmost residential units in Building C would be provided via a single-loaded corridor, so that the northernmost units would be on the south side of the corridor and face the interior courtyards (see Figures 4 and 5). Also, the first three floors, which would be below the overpass height, would include three large, three-story-tall glazed openings facing the 20th Street plaza. The upper two floors would include glazing to provide natural light to the corridor, and to shield unwanted noise and visual sightlines from the overpass into the building's corridors or residential units.

#### Streetscape and Open Space

In accordance with Planning Code Section 135 (under the Eastern Neighborhoods Mixed Use District), the proposed project would be required to provide 80 square feet of private usable open space per dwelling unit, or a credit of 54 square feet per dwelling unit if the project provides publicly accessible open space. A maximum of 27,040 square feet of open space would be required at the project site. However, because the proposed project would provide 3,500 gsf of publicly accessible open space, it would be required to provide 21,840 gsf of usable open space. The proposed project would provide a total of 37,775 gsf of open space, which would exceed the provision of open space required by Section 135 of the Planning Code.

As shown in Figures 3 and 5, the proposed project would meet the open space requirement by providing three publicly-accessible plazas: North, South, and Central (3,500 square feet), and four additional common open space areas: North Courtyards A and B, Central Courtyard, and South Courtyard (totaling 23,400 square feet), and a rooftop deck (4,410 square feet) for residential use. In all, the proposed project would provide 37,775 square feet of open space, exceeding the amount required under Section 135 of the Planning Code.

Because of the size of the project site (i.e., 2.49 acres) and the amount of frontage (approximately 606 linear feet) along Indiana Street, which is a public right-of-way (ROW), the proposed project is subject to the San Francisco Better Streets Plan (Better Streets Plan) as codified in Section 138.1 of the Planning Code. Section 138.1 sets forth requirements for both street trees and pedestrian realm improvements. The Better Streets Plan identifies a "typology" for each public ROW in San Francisco. Indiana Street is classified as being "Other: Mixed-use." To comply with the Better Streets Plan for this street type, street

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<sup>&</sup>lt;sup>9</sup> 338 units multiplied by 80 square feet for the maximum usable open space requirement.

The proposed project would provide 3,500 gsf of publicly accessible open space, which is the equivalent of a 65 unit credit (3,500 divided by 54 sf). The 65 unit credit applied towards the 338 unit total equals 273 units. 273 units multiplied by 80 sf per unit equals a requirement for 21,840 gsf of

trees must be installed along the streetscape every 20 feet on center, the minimum sidewalk width must be 15 feet, and bulb-outs must be provided on both sides of the street.

To comply with the requirements of the Better Streets Plan, street trees and sidewalk improvements would be included along the proposed project's frontages on Indiana Street and 20th Street. There are approximately 27 existing trees along the frontage of Indiana Street. These trees would be removed and the new landscaping and streetscape improvements for the proposed project would include approximately 24 new street trees, mid-block curb extensions, special paving materials, and curbside grass planting strips along Indiana Street as part of the overall pedestrian plan development (see Figure 6). The landscape plan for the proposed project generally would be consistent with other landscaping that has been proposed along Indiana Street<sup>11</sup>.

#### **Parking**

Approximately 82,372 gross square feet of parking would be provided in a one level underground parking garage, which would have an approximate depth of 14 feet below grade, including the foundation, and an overhead clearance of between 7 feet and 9 feet 10 inches. The parking garage would have 230 vehicle spaces for residential and visitor parking (see Figure 7), of which 12 spaces would be ADA-accessible, and two would be car-share spaces (four car-share spaces may be provided per the Enhanced Transportation Demand Management Program [Improvement Measure I-TR-3] as described in Section 5, Transportation and Circulation). In addition, as part of the proposed project, the project sponsor would request a re-striping of the west side of Indiana Street to provide approximately 45 parallel and back-in angled on-street parking spaces along the frontage of the project site. The 45 on-street parking spaces would replace the existing 54 perpendicular parking spaces along Indiana Street, for a net loss of nine (9) spaces along the frontage of the project site.

Bicycle parking would be provided at ground and garage levels on-site. The proposed project would include a minimum of 177 bicycle spaces, in compliance with Section 155.5 of the Planning Code. In addition to vehicular, bicycle, and car share parking spaces, the parking garage would include a mechanical room, an elevator, space for trash and recycling removal, and a storage room.

#### Site Access and Circulation

As shown in Figure 7, access to the parking garage would be from Indiana Street, via a one-way ingress ramp on the north portion of the project site (just south of the 20th Street overpass) and a one-way egress ramp on the south end of the project site. The project sponsor proposes three 40-foot on-street loading areas along the west side of Indiana Street (subject to SFMTA approval through the Color Curb Program), which would accommodate weekly trash and recycling pickup, daily deliveries (e.g., FedEx, UPS, postal service), and resident move-ins and move-outs. Each of these areas generally would align with a residential lobby, which would facilitate vertical circulation via elevators and stairways for each of the three residential buildings in the complex.

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The landscaping for the proposed 650 Indiana Street project was coordinated with the proposed landscaping for the 800 Indiana Street project, as well as Variants 1 and 2. Please refer the Community Plan Exemption for the 650 Indiana Street document, March 28, 2014. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

The first loading space would be just south of the 20th Street overpass, the second loading space would be midway along the proposed development's eastern frontage, and the third loading space would be near the southern end of the building's frontage, along Indiana Street, as shown in Figure 3. Loading and garbage trucks would pull in and out of the on-street loading spaces from Indiana Street.

As shown in Figure 5, pedestrian access to the complex would be provided through six entrances; three via the three building lobbies along Indiana Street, and three via the public plazas and courtyards within the project site. Two main bike storage rooms would be located on the first level, adjacent to the Building A lobby and the northern Building C lobby. Two additional bike storage rooms would be located in the garage adjacent to the southern and northern Building C lobby elevators. As shown in Figure 5, bicyclists could use either the Building A, southern Building C, or northern Building C lobbies to access these bike storage rooms.

#### **Project Variants**

Another project is being proposed at 650 Indiana Street, which is on the west side of Indiana Street between 19th and 20th Streets. The 650 Indiana Street project would also be subject to Better Streets Plan requirements, and thus would include street trees and an enhanced pedestrian realm, if approved. A coordinated effort is underway to provide streetscape continuity among the 650 and 800 Indiana Street project frontages and along both sides of Indiana Street, from 18th Street to 22nd Street.

AvalonBay Communities, Inc. (the project sponsor for the proposed 800 Indiana Street project), and Build, Inc. (the project sponsor for the proposed 650 Indiana Street project) with encouragement from the Dogpatch Neighborhood Association (DNA), collaborated to develop two streetscape plan variants to improve the pedestrian realm in the vicinity as the neighborhood transitions, from primarily industrial uses to a more mixed-use, residential area. Both variants would be developed in three phases.

Phase 1 of the proposed streetscape plan would include improvements along the 650 and 800 Indiana Street project frontages. These improvements would fulfill Better Streets Plan requirements and would be developed simultaneously with these two proposed projects, if approved. Phase 2 would include improvements along the east and west sides of Indiana Street between 19th and 20th Streets and the west side of Indiana Street from the 800 Indiana Street project frontage to 22nd Street. Phase 2 would occur as a City-sponsored project, although the west side of Indiana Street between 19th and 20th Streets could be included in the redevelopment of the Cresco site at 700 Indiana Street, if that is proposed. Phase 3 would include the east side of Indiana Street from the frontage of 937 Indiana Street south to 22nd Street, and between 18th and 19th Streets. This phase also would be undertaken as a City-sponsored project and would not be tied to any specific land use development project.

#### Hybrid Streetscape Plan (Variant 1)

Because the project site and surrounding area are zoned under the Urban Mixed Use (UMU) classification, the street typology for Indiana Street is classified by the Better Streets Plan as being "Other: Mixed-use." As described in the Streetscape and Open Space section, the Better Streets Plan requirements for Indiana Street include:

- Street trees every 20 feet on center
- Minimum sidewalk width of 15 feet
- ▶ Bulb-outs on both sides of Indiana Street

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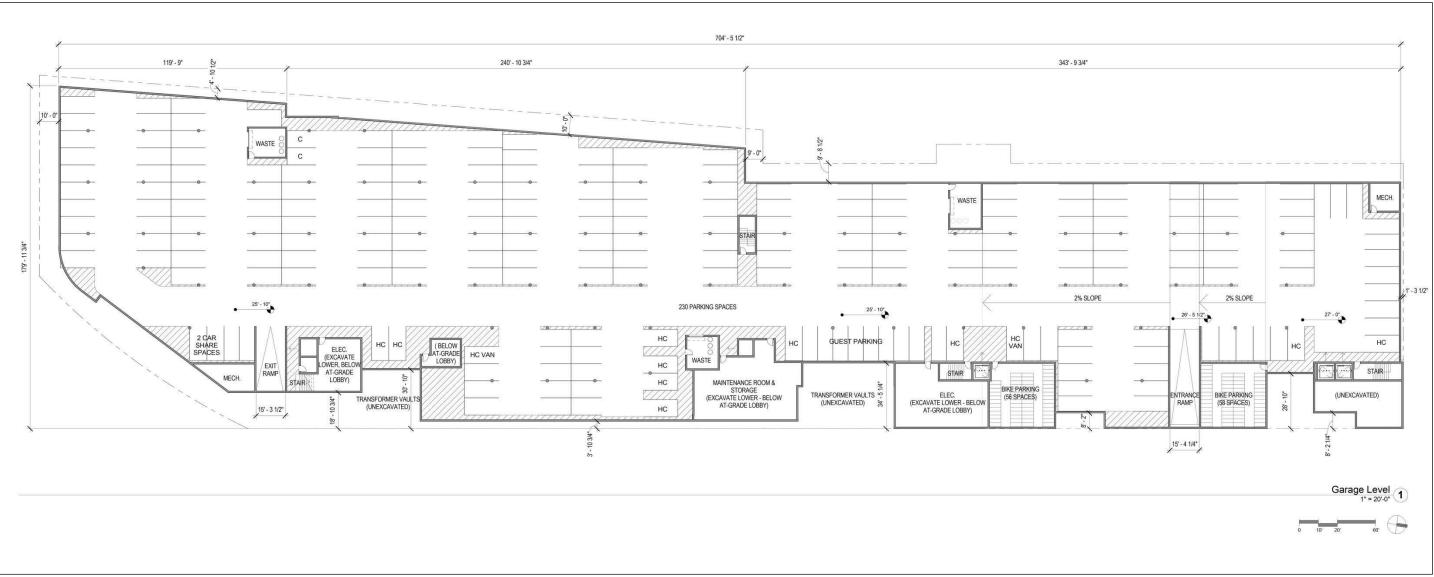
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Street typologies under the Better Streets Plan typically correspond to one of the zoning districts adjacent to the ROW.



Source: Source: AvalonBay Communities, Inc. 2013

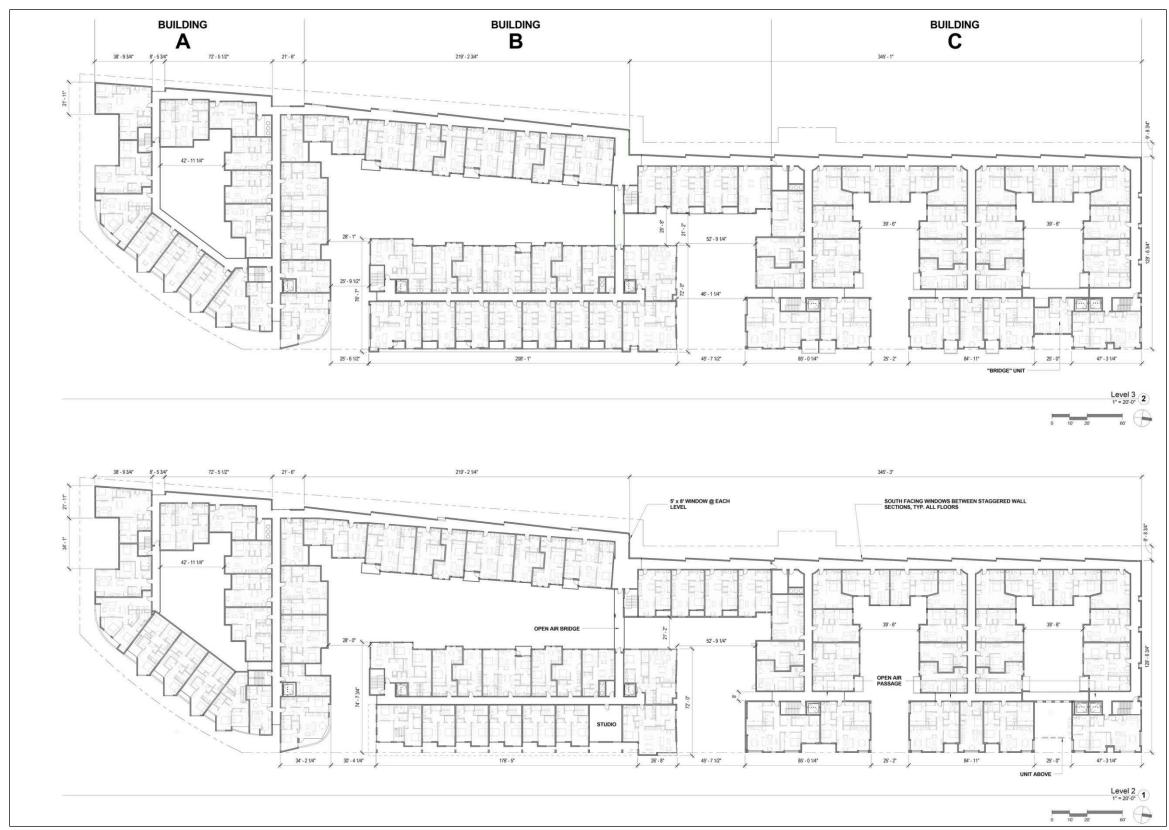
Figure 6 Proposed Landscape Plan



Source: AvalonBay Communities, Inc. 2013

Figure 7 Proposed Vehicular Circulation and Parking

Community Plan Exemption Checklist
2011.1374E



Source: AvalonBay Communities, Inc. 2013

Figure 8



Source: AvalonBay Communities, Inc. 2013

Figure 9 Proposed Building Plan, Floors 4 and 5

Community Plan Exemption Checklist 800 Indiana Street 2011.1374E

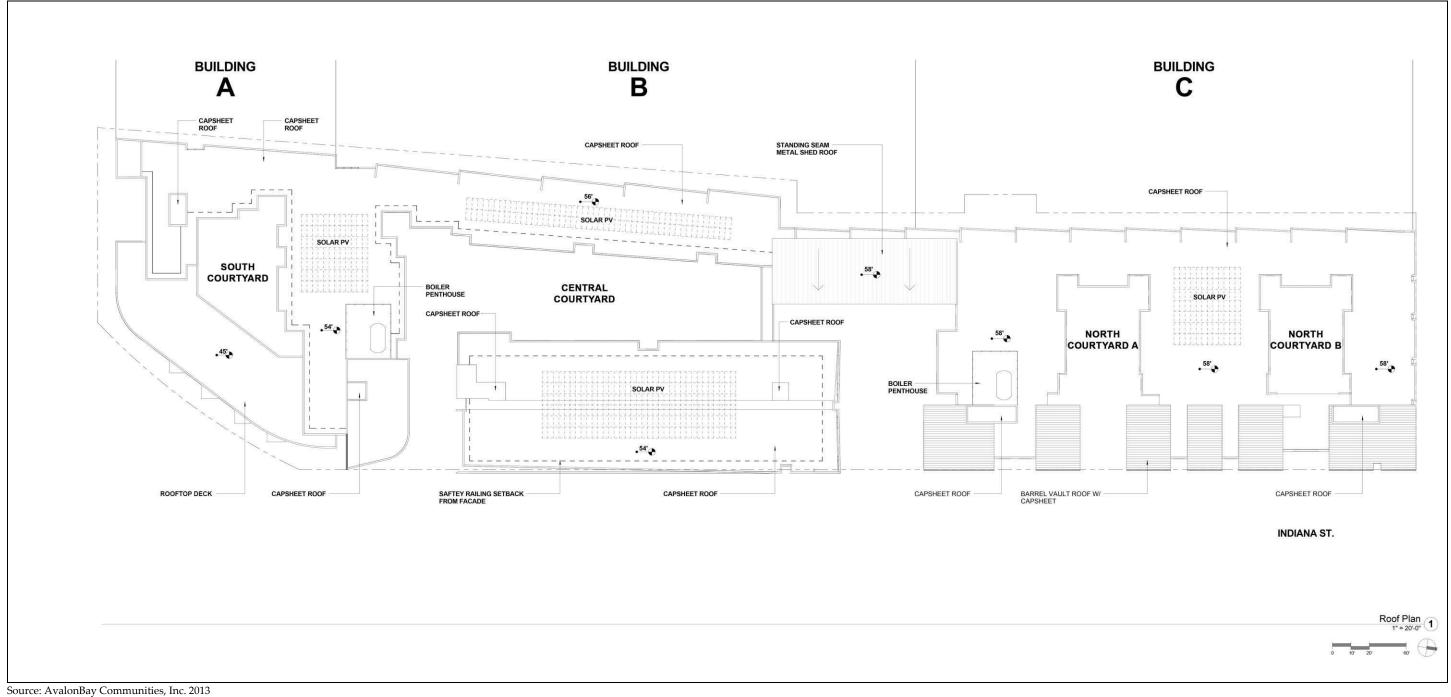


Figure 10 Proposed Building Plan, Roof



Figure 11 Project Overview



Figure 12

View of Buildings A and B, Looking North from Indiana Street



Figure 13

View of Building C, Looking North from Indiana Street



Figure 14

View of Buildings A, B, and C Looking North Towards Project Site From I-280

The Hybrid Streetscape Plan (Variant 1) would include the 800 Indiana Street project as proposed plus the Hybrid Streetscape Plan, as shown in Figure 15. Plant species for Variant 1 would be selected according to the following parameters: low water use, suitability for urban air quality, minimal litter drop, root systems that do not buckle paving, seasonal interest, and reflective of the neighborhood context. Plants would be selected and spaced so as to avoid encroaching on walking surfaces or building façades. Tree species proposed for use along Indiana Street under Variant 1 include *Ginkgo biloba* (ginkgo), *Hymenosporum flavum* (sweetshade), and *Sequoia sempervirens* (redwood). Small shrubs and ground cover would provide texture and interest under the street trees.

Variant 1 includes curb ramps and corner bulb-outs in the following locations: both sides of the southern approach to Indiana Street/22nd Street, the east approach at the 20th Street underpass/Indiana Street, and the north and south approaches to Indiana Street/19th Street, which are intended to reduce vehicle speeds and decrease crossing distances for pedestrians (see Figure 15). As shown in Figure 16, Variant 1 incorporates strategies recommended by the Better Streets Plan, including enhanced, landscaped frontage zones, pedestrian throughways measuring between 6 and 8 feet in width, furnishing zones, and edge zones.

Variant 1 includes the same three 40-foot on-street loading spaces on the west side of Indiana Street (subject to SFMTA approval through the Color Curb Program), dispersed along the project's frontage, as under the proposed project. Variant 1 also includes one additional on-street loading zone on the east side of Indiana Street north of 19th Street, alongside the back of the University of California, San Francisco (UCSF) building at 654 Minnesota Street, which fronts Indiana Street.

Under this variant, Indiana Street would remain a two-way street and the existing Class III bike facility (shared-lane bicycle markings or sharrows) on Indiana Street would be maintained. The additional space required for pedestrian amenities would be gained by reducing the travel lane widths from 12 feet to 11 feet and by removing the perpendicular parking spaces.

Variant 1 would replace the 95 head-in perpendicular parking spaces with 64 back-in angled parking spaces and four loading zones; a total of 76 parallel parking spaces would be maintained. In sum, the 171 existing on-street parking spaces along Indiana Street between 18th and 22nd Streets would be reduced to 140 spaces with implementation of Variant 1, for a loss of 31 parking spaces.

As shown in Figure 15, the Hybrid Streetscape Variant proposes a combination of parallel parking and back-in angled parking to try to achieve a balance between space allotted to vehicular parking (areas with back-in parking), and space dedicated to pedestrian access (wider sidewalks at areas with parallel parking).

Variant 1 complies with the Better Streets Plan requirements and is designed so as to be safe, accessible, convenient, and attractive for pedestrian use and travel by all modes of transportation, consistent with the General Plan, while providing space for public life and social interaction, in accordance with the City's Better Streets Policy (Administrative Code Section 98.1).

-

Although the Fire Department may request reduction in size or removal of the bulb-outs on the northeastern corners of Indiana Street/22nd Street and Indiana Street/19th Street to better accommodate the turning movements of fire trucks, this analysis conservatively analyzes the largest streetscape "envelope" that would be proposed.

## Linear Park Streetscape Plan (Variant 2)

The Linear Park Streetscape Plan (Variant 2) would include the 800 Indiana Street project as proposed plus the Linear Park Streetscape Plan as shown in Figure 17. As described in the Streetscape and Open Space section, and under Variant 1, above, the Better Streets Plan requirements for Indiana Street include:

- Street trees every 20 feet on center
- Minimum sidewalk width of 15 feet
- ▶ Bulb-outs on both sides of Indiana Street

In accordance with Better Streets Plan requirements, Variant 2 would include plant species selected and spaced according to the same parameters as Variant 1. Tree species proposed along Indiana Street under Variant 2 include: ginkgo, sweetshade, and redwood. In addition to these species, the wide planting areas in the Linear Streetscape Plan would allow for a more extensive understory to include a mid-story of: *Cercis occidentalis* (cercis), *Tibouchina urvilleana* (princess flower), *Brugmansia* (angel's trumpet), and *Coleonema album* (breath of heaven) (see Figure 17). Variant 2 proposes converting of the western half of the Indiana Street right-of-way (ROW), between 18th and 20th streets, into a public linear park. The linear park would be 37 feet wide and would include a series of programmed amenity spaces such as small play areas, dog runs, gathering spaces, and community garden plots.

Variant 2 would also include a number of strategies from the Better Streets Plan (see Figure 18). However, as shown in Figure 17, the hard and soft landscape improvements included in this variant are more extensive than under Variant 1 or the proposed project at the west sidewalk zone. The furnishing zone would be 25.5 feet wide compared to 5 feet wide for Variant 1 and would include more landscaping. The improvements include street trees, sidewalk planters, a wider sidewalk zone, marked crosswalks, pedestrian bulb-outs, and curb ramps.

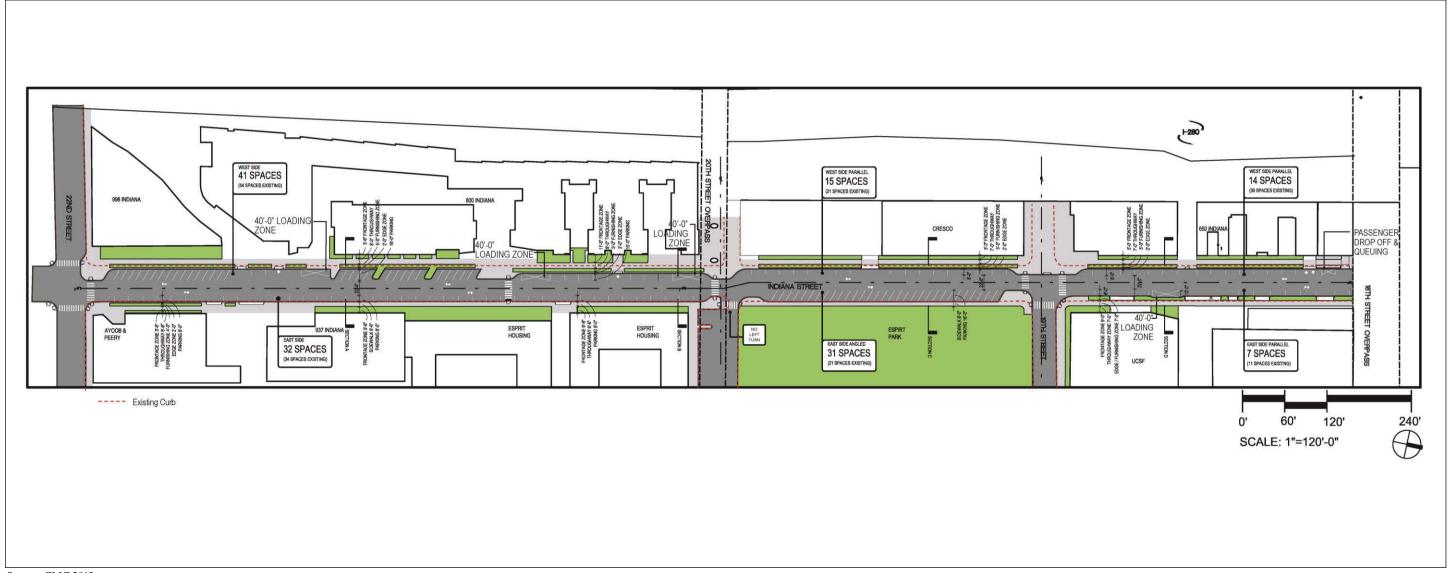
Pedestrian curb ramps and bulb-outs would be installed at all intersections (on both sides of the southern approach to Indiana Street/22nd Street, on the east approach at 20th Street underpass/Indiana Street, and on the north and south approaches to Indiana Street/19th Street).<sup>14</sup>

Variant 2 includes a total of four 40-foot on-street loading spaces in essentially the same locations as Variant 1.

Under Variant 2, Indiana Street would remain a two-way street and the existing sharrows on Indiana Street would be maintained. Similar to Variant 1, travel lane widths would be reduced from 12 feet to 11 feet and the enhanced pedestrian amenities would be incorporated through the reduced lane width and removal of some on-street parking. The linear park would replace 51 existing perpendicular parking spaces along Indiana Street between 18th and 20th Streets.

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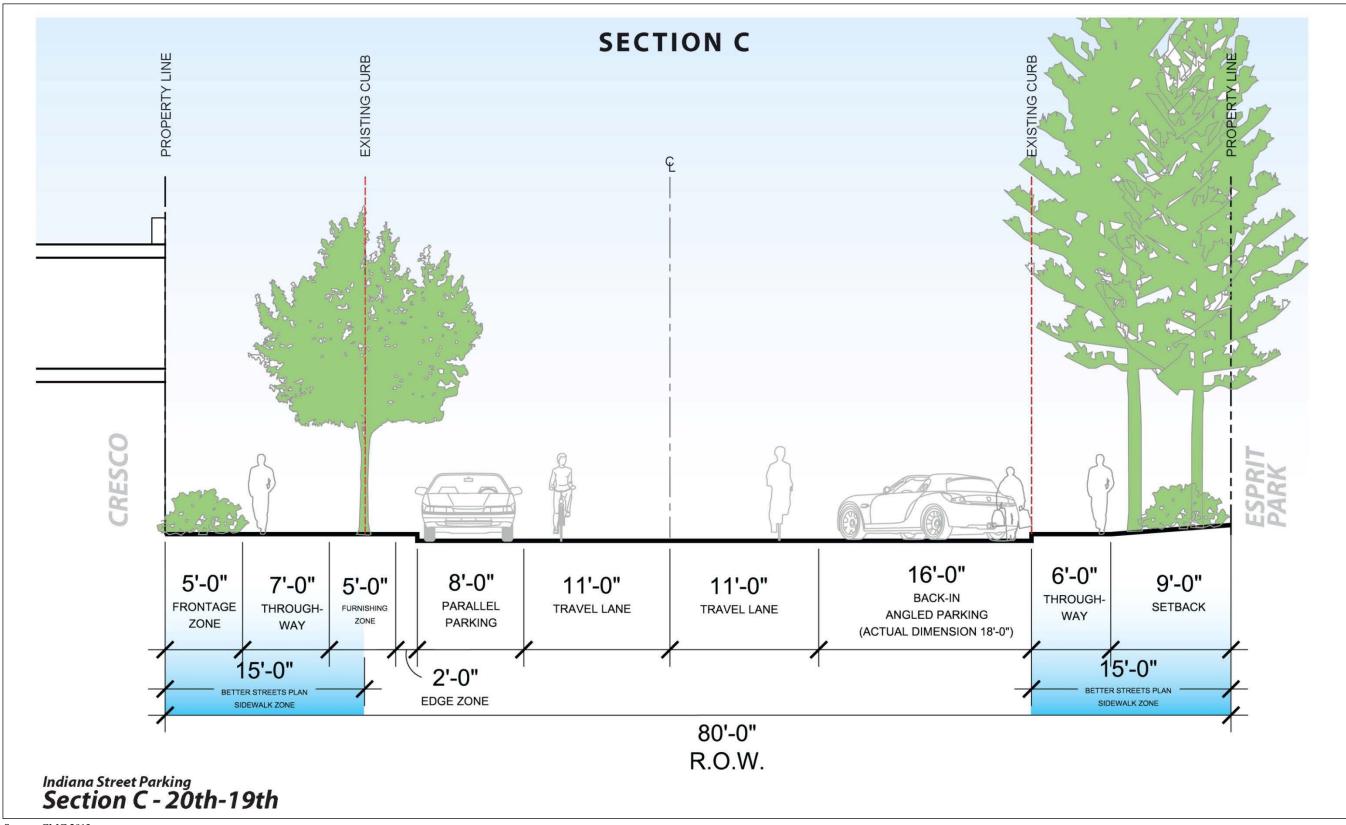
Although the Fire Department may request reduction in size or removal of the bulb-outs on the northeast corners of Indiana Street/22nd Street and Indiana Street/19th Street to better accommodate the turning movements of fire trucks, this analysis conservatively analyzes the largest streetscape "envelope" that would be proposed.



Source: CMG 2013

Figure 15
Hybrid Streetscape Plan

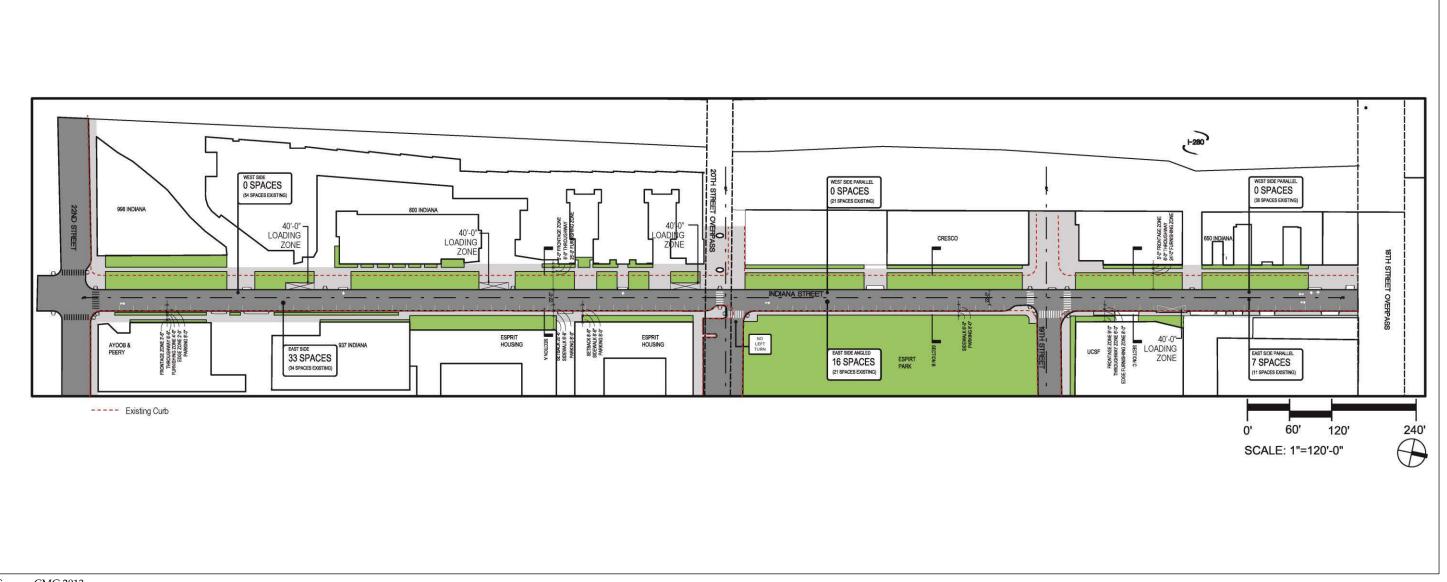
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Source: CMG 2013

Figure 16
Hybrid Streetscape Plan Section

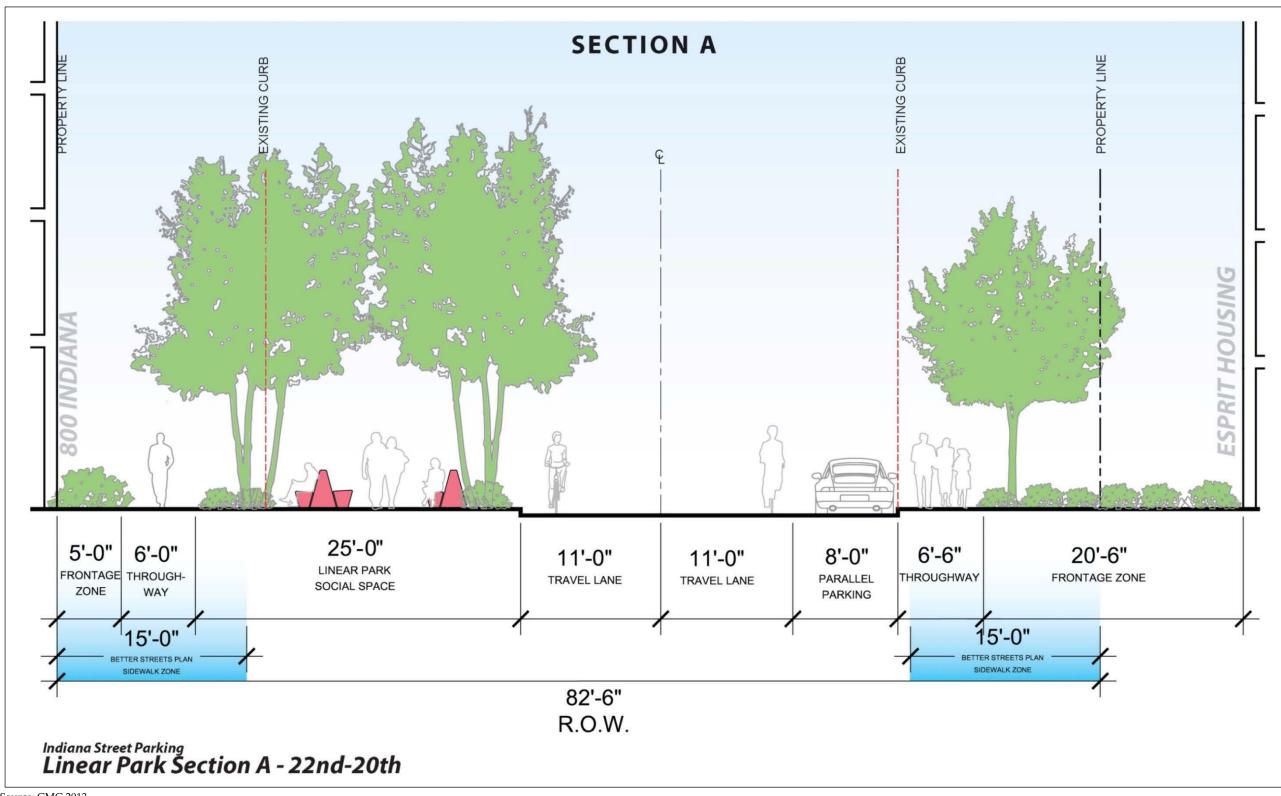
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Source: CMG 2013

Figure 17

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Source: CMG 2013

Figure 18

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Variant 2 would maintain parallel parking spaces on the east side of Indiana Street and would remove 95 perpendicular spaces, and 10 parallel spaces from the west side. The 171 existing on-street parking spaces would be reduced to 56, for a loss of 115 parking spaces along Indiana Street between 18th and 22nd Streets.

Variant 2 complies with the Better Streets Plan requirements and is designed so as to be safe, accessible, convenient and attractive to pedestrian use and travel by all modes of transportation consistent with the General Plan, while providing space for public life and social interaction, in accordance with the City's Better Streets Policy.

# 20th Street Plaza/Dog Park (Variant 3)

The 20th Street Plaza/Dog Park (Variant 3) would include the 800 Indiana Street project as proposed plus the 20th Street Plaza/Dog Park as shown in Figures 3 and 19. Variant 3 could also be added to Variant 1 or Variant 2.

Under Variant 3, the unused dead-end public right-of-way on 20th Street, underneath the 20th Street overpass and located directly north of the proposed project site, would be converted into a public plaza with a 5,300-square-foot public plaza/dog park (see Figure 19). If approved, construction of Variant 3 would occur concurrently with the construction of the proposed 800 Indiana Street landscaping and sidewalks.

The plaza/dog park would be approximately 100 feet long by 53 feet wide, surrounded by a 4-foot-tall fence, with access provided via a single main gate from Indiana Street. The fence and gated access would serve to contain, and provide a safe environment for, off-leash dogs. As discussed with the San Francisco Fire Department, the main gate would be wide enough for fire truck access at the front of the plaza/dog park, to allow emergency vehicles to enter, if necessary.<sup>15</sup> A planting buffer would be included on the northern, southern, and western edges of the plaza/dog park, to screen the buildings and the existing Caltrans retaining wall from view. Softscape groundcover; such as an at-grade planting area and trees, would be provided within the fenced-in area of the plaza/dog park (see Figure 19). Boulders would be added for interest and dog play structures would be included for animal exercise value. Seating would be located within the fenced-in area of the plaza/dog park as well as in the paved entry plaza outside the dog park on the east side fronting Indiana Street. A series of pole lights would be included to illuminate the dog park and provide a safe environment for users during the evening hours, and would comply with the residential lighting guidelines. The hours of operation for the dog park have not been determined.

The project sponsor proposes to fund this project component by entering into an in-kind impact fee agreement. However, if the plaza/dog park improvements cannot be funded through an in-kind agreement, these improvements could also be added to Variant 1 or Variant 2 as part of the Phase 2 and Phase 3 improvements included in the City-sponsored portion of the Indiana Streetscape Improvement.

If no funding is available for the plaza/dog park improvements, the proposed project's 20th Street right-of-way frontage would instead be improved per the requirements of the Better Streets Plan. Such improvements would include the addition of a new approximately 24-foot-wide sidewalk, with at least three conventional street trees planted within the standard 4.5-foot landscaping zone along the edge of the street. A bulb-out would be added at the corner of 20th and Indiana Streets only if Variant 3 is added

SAN FRANCISCO
PLANNING DEPARTMENT
41

From the October 1, 2013, 800 Indiana Street Pre-Application Plan Review Meeting Minutes to Jeffrey Ma, P.E., San Francisco Department of Building Inspection, and Fred Stumpp, P.E., San Francisco Fire Department.

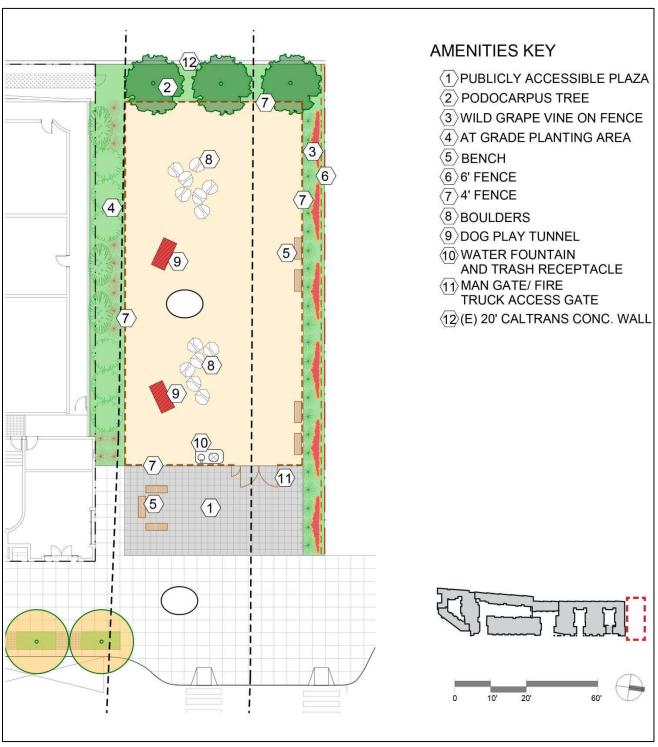


Figure 19

20<sup>th</sup> Street Plaza/Dog Park

to Variants 1 or 2, and a single 23-foot by 23-foot planter with a large specimen tree would be installed at the terminus of 20th Street and the adjoining Caltrans embankment.

#### **Construction Schedule**

Project construction is expected to begin in June 2015, and to be completed in September 2017. Construction would occur in three phases—demolition, excavation, and construction—over a period of approximately 26 months, contingent on weather conditions suitable for construction. Before initiating any demolition, grading, or construction activities, the construction area would be clearly defined by construction fencing and staking. Construction staging would take place within the project site.

After the construction area is defined, the warehouse structure would be demolished and removed. After demolition, approximately 32,000 cubic yards of soil would be excavated for the below-grade parking garage. After excavation, construction of the proposed 338-unit complex would begin. Construction of the proposed project is expected to cost approximately \$92 million.

The proposed 800 Indiana Street project would require the following approvals:

## **Actions by the Planning Commission**

- ▶ Environmental Impact Report certification
- ► Findings of General Plan and Priority Policies consistency
- ► Large Project Authorization
- ► Exceptions to the following Planning Code standards:
  - Planning Code Section 270.1 for the horizontal mass reduction
  - Planning Code Section 134 for the required rear yard
  - Planning Code Section 140 for the required dwelling unit exposure
  - Planning Code Section 152.1 for the required loading zones

### Actions by other City Departments

- Planning Code Section 295 approval (San Francisco Recreation & Parks Commission)
- Demolition and building permits (Department of Building Inspection)
- ► Approval of construction within the public right-of-way (e.g., bulbouts and sidewalk extensions) (San Francisco Department of Public Works and San Francisco Municipal Transportation Agency)

## **EVALUATION OF ENVIRONMENTAL EFFECTS:**

This Community Plan Exemption (CPE) Checklist examines the potential environmental impacts that would result from implementation of the proposed project and indicates whether such impacts are addressed in the applicable programmatic FEIR (PEIR)<sup>16</sup> for the Eastern Neighborhoods Rezoning and Area Plans Final EIR (FEIR) (Planning Department Case No. 2004.0160E and State Clearinghouse No. 2005032048).<sup>17</sup> Items checked "Project-Specific Significant Impact Not Identified in PEIR" identify topics for which the proposed project would result in a significant impact that is specific to the project, i.e., the

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PLANNING DEPARTMENT
43

In this CPE Checklist, the acronyms FEIR and PEIR both refer to the Eastern Neighborhoods Plan FEIR and are used interchangeably.

San Francisco Planning Department, Eastern Neighborhoods Rezoning and Area Plans Final Environmental Impact Report (FEIR), Planning Department Case No. 2004.0160E, certified August 7, 2008. Available online at: http://www.sf-planning.org/index.aspx?page=1893, accessed August 17, 2012.

impact is not identified as significant in the PEIR. Any impacts not identified in the PEIR are addressed in the CPE Checklist below.

Items checked "Significant Unavoidable Impact Identified in PEIR" identify topics for which a significant impact is identified in the PEIR. In such cases, the analysis considers whether the proposed project would result in potential impacts that would contribute substantially to the impact identified in the PEIR. Mitigation measures identified in the PEIR are discussed under each topic area, and mitigation measures that are applicable to the proposed project are identified under each topic area and on page numbers where applicable measures are provided (at end of document).

For any topic that was found to result in less-than-significant (LTS) impacts in the PEIR and for the proposed project, or would have no impacts, the topic is marked "No Significant Impact (Project or PEIR)" and is discussed in the CPE Checklist below.

	_	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to	PEIR Mitigation Does Not Apply to	No Significant Impact (Project or
Тор		FEIR	FEIR	FEIR	Project	Project	PEIR)
	LAND USE AND LAND USE						
	ANNING—Would the						
project:							
a)	Physically divide an established community?						
b)	Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?						
c)	Have a substantial impact upon the existing character of the vicinity?						

The division of an established community typically involves the construction of a physical barrier to neighborhood access, such as a new freeway, or the removal of a means of access, such as a bridge or a roadway. The proposed project would not involve construction of a physical barrier to neighborhood access or remove an existing means of access. The proposed project would not alter the established street grid or permanently close any streets or sidewalks. Although portions of the sidewalk adjacent to the project site and beyond could be closed for periods of time during construction of the proposed project and project variants (if approved), these closures would be short-term, and temporary in nature. As a result, the proposed project would not physically divide an established community.

The proposed project site at 800 Indiana Street is located within the Urban Mixed Use (UMU) zoning district. The UMU designation encourages transitional development patterns between business and employment districts, and predominantly residential neighborhoods, thereby buffering potentially incompatible land uses. The goal of the UMU districts is to combine new housing with smaller scale retail

SAN FRANCISCO
PLANNING DEPARTMENT
44

and commercial use, and to coexist with Production, Distribution, and Repair (PDR) uses that are currently part of the neighborhood.

PDR uses are the most prevalent land uses in the Eastern Neighborhoods, and currently consist of mostly light industrial use. The Planning Commission, by resolution in 2004, grouped PDR uses into 11 broad categories: (1) Publishing, (2) Audio/Visual, (3) Arts, (4) Fashion, (5) Transport, (6) Food/Event, (7) Interior Design, (8) Construction, (9) Equipment, (10) Motor Vehicles, and (11) Other. The proposed project site currently is used by the San Francisco War Memorial Opera House as a warehouse for design and storage of sets and costumes, which is considered a PDR use as identified in the Eastern Neighborhoods FEIR. 19

The proposed project would result in a net loss of these PDR uses. The general vicinity of the project site is characterized by light industrial and residential uses, and in recent years has seen an increase in residential use. The proposed project site's height limit was increased to 58 feet under the Eastern Neighborhoods FEIR; a rezoning from a previous height limit of 50 feet. The proposed project would change the character of the site and would intensify uses in the project area by constructing a new three-building residential complex, with approximately 441,183 square feet of residential and residential-amenity uses; including up to 338 residential units. The majority of the proposed project would be approximately 58-feet-tall (excluding a 12-foot-tall mechanical penthouse). The development would include a subterranean parking garage, including up to 230 parking spaces. In addition, a minimum of 177 bicycle parking spaces would also be provided within the garage and on the ground-floor.

Under the UMU designation a variety of uses were contemplated for the project site, including residential. The proposed building height is within the approved limit in accordance with the 58-X Height and Bulk District.<sup>20,21</sup> As a result, the proposed project would not conflict with any land use plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect.

The Eastern Neighborhoods Area Plan rezoned much of the city's industrially zoned land. The goals of the Area Plan were to reflect local values, increase housing, maintain some industrial land supply, and improve the quality of all existing areas with future development. A major issue discussed in the Area Plan process was the degree to which existing industrially zoned land would be rezoned to primarily residential and mixed-use districts, thus reducing the availability of land traditionally used for PDR employment and businesses.

The Eastern Neighborhoods FEIR evaluated three land use alternatives. Option A retained the largest amount of existing land that accommodated PDR uses and converted the least amount of industrially zoned land to residential uses. Option C converted the most existing land accommodating PDR uses to residential and mixed uses. Option B fell between Options A and C.

Although all three options were determined to result in a decline in PDR employment, the loss of PDR jobs was determined to be greatest under Option C. The alternative ultimately selected – the 'Preferred Project' – represented a combination of Options B and C. Because the amount of PDR space to be lost

PLANNING DEPARTMENT

45

Eastern Neighborhoods FEIR, page 1.

<sup>&</sup>lt;sup>19</sup> Ibid., page 51.

Adam Varat, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Citywide Planning and Policy Analysis, 800 Indiana Street, April 8, 2014. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2011.1374E.

Jeff Joslin, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Current Planning Analysis, 800 Indiana Street, May 5, 2014. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2011.1374E.

with future development under all three options could not be precisely gauged, the FEIR determined that the Preferred Project would result in a significant and unavoidable impact on land use because of the cumulative loss of PDR use in the Plan Area. This impact was addressed in a Statement of Overriding Considerations with CEQA Findings and adopted as part of the Eastern Neighborhoods Rezoning and Area Plans approval on January 19, 2009.

The Eastern Neighborhoods FEIR included one mitigation measure, Mitigation Measure A-1, for land use controls in Western SoMa that could incorporate, at a minimum, no net loss of land currently designated for PDR uses, restrict non-PDR uses on industrial (or other PDR-designated) land, and incorporate restrictions on potentially incompatible land uses proximate to PDR zones. The measure was judged to be infeasible, because the outcome of the community-based Western SoMa planning process could not be known at the time, and the measure was seen to conflict with other City policy goals, including the provision of affordable housing. The project site is not located in Western SoMa; therefore this mitigation measure is not applicable.

Implementation of the proposed project would not result in the physical division of an established community, and would be consistent with the Eastern Neighborhoods Area Plan. However, a significant cumulative impact was identified in the Eastern Neighborhoods FEIR based on the conversion of over 2 million square feet of PDR uses. The proposed project would convert 78,240 square feet of PDR uses; or about four percent of the two million square feet identified, a considerable contribution to the significant cumulative impact identified in the Eastern Neighborhoods FEIR.

However, since this significant cumulative impact was previously identified, the proposed project would not result in any significant individual or cumulative impacts specific to the proposed project or project site that were not identified previously in the Eastern Neighborhoods FEIR related to land use and land use planning, and no mitigation measures would be necessary.

### Variants 1 and 2 - Hybrid Streetscape and Linear Park Streetscape Plans

Under Variants 1 and 2 the 800 Indiana project would be developed as proposed and streetscape improvements along Indiana Street would be implemented between 19th and 22nd Streets, including the reconfiguration of on-street parking. The Linear Park Streetscape improvements would transform the western half of Indiana Street's right-of-way into a public linear park. The improvements for both variants would not divide an established community and could enhance the character of the proposed project area by improving pedestrian amenities, including enhanced landscaped frontage zones and wider pedestrian throughways along an Indiana Street. Both variants would be designed to be safe, accessible, convenient, and attractive for pedestrians and bicyclists; consistent with the San Francisco General Plan, Better Streets Plan, Transit First Policy (City Charter, Section 8A.115), and Better Streets Policy (San Francisco Administrative Code Section 98.1). Therefore, the impact on land use would be less than significant. Variants 1 and 2 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to land use and land use planning, and no mitigation measures would be necessary.

### Variant 3 - 20th Street Plaza/Dog Park

Variant 3 would convert the area currently underutilized and partially occupied for construction equipment storage underneath the 20th Street overpass into a plaza/dog park. If combined with Variant 1 or 2, Variant 3 would contribute to a land use change; however, the plaza/dog park would be designed to be consistent with the proposed project, and both of the streetscape variants. The plaza/dog park would not divide an established community and could enhance the proposed project area by developing an area

SAN FRANCISCO
PLANNING DEPARTMENT
46

currently used for construction equipment storage to an accessible, landscaped area, providing an additional amenity for the community.

Variant 3 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to land use and land use planning; therefore, the impact on land use would be less than significant, and no mitigation measures would be necessary.

To the extent that the variants would result in other physical impacts on the environment, these impacts would fall within the range of actions analyzed in the Eastern Neighborhoods FEIR, which have been determined to be less than significant, and/or have been analyzed under appropriate topics of this CPE Checklist presented below.

Topics:  2. AESTHETICS—Would the		Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
project:							
a)	Have a substantial adverse effect on a scenic vista?						
b)	Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment which contribute to a scenic public setting?						
c)	Substantially degrade the existing visual character or quality of the site and its surroundings?						
d)	Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area or which would substantially impact other people or properties?						

The Eastern Neighborhoods FEIR made the following findings related to aesthetic resources:

- (1) Scenic Resources: Adoption of the Plan would not substantially damage scenic resources that contribute to a scenic public setting, because no physical changes would occur. However, secondary changes in urban form and visual quality could result from subsequent individual development projects.
- (2) Visual Character and Views: Development pursuant to the Plan could result in taller buildings and varied land uses because of height limit increases and use district changes. However, development pursuant to the Plan would not substantially degrade views. Furthermore, new development up to the proposed height limits may even help define the street edge and better frame urban views. Thus, implementation of the Plan would not result in a significant adverse impact with regard to views.

SAN FRANCISCO
PLANNING DEPARTMENT

- (3) Visual Character in the Mission District: The Eastern Neighborhoods FEIR also noted that minimal visual change is expected in the existing, predominately residential and neighborhood commercial areas of the Mission District as a result of the proposed rezoning options, which would retain existing use regulations and heights in many areas.
- (4) Light and Glare: The Eastern Neighborhoods FEIR concluded that, although new construction under the Plan could generate additional sources of lighting, it would be consistent with an urban area. Also, additional glare from new buildings would not result in a significant impact because use of reflective glass is restricted by Planning Commission Resolution 9212.

The Eastern Neighborhoods FEIR concluded that development pursuant to the Plan would not: (1) substantially degrade the visual character or quality of the area, (2) create a substantial new source of light or glare; or (3) otherwise adversely affect day or nighttime views that would substantially affect other people or properties, either individually or cumulatively.

Also, the Eastern Neighborhoods FEIR concluded that implementation of the Plan would not directly have a substantial adverse effect on a scenic vista, or substantially damage scenic resources that contribute to a scenic public setting, because no development would occur as a result of implementation of the Plan. However, no conclusion was made regarding any project-specific impact on scenic resources. No mitigation measures were identified in the FEIR.

On September 27, 2013, (subsequent to the certification of the Eastern Neighborhoods FEIR in 2008) Governor Brown signed Senate Bill (SB) 743. SB 743 added Section 21099 to the Public Resources Code (PRC), which became effective on January 1, 2014.

Section 21099(d)(1) of the PRC provides that, "aesthetics and parking impacts of a residential, mixed-use residential, or employment center project on an infill site within a transit priority area will not be considered significant impacts on the environment." This means that, effective January 1, 2014, aesthetics and parking are no longer to be considered in determining whether a project has the potential to result in a significant environmental impact, provided the project meets all of the following three criteria:

- 1. The project is in a transit priority area.<sup>22</sup>
- 2. The project is on an infill site.<sup>23</sup>
- 3. The project is residential, mixed-use residential, or an employment center.<sup>24</sup>

The proposed project meets each of these criteria, and thus this checklist for the proposed project does not consider aesthetics in determining the significance of project impacts under CEQA.<sup>25</sup>

The Planning Department recognizes that the public and decision makers nonetheless may be interested in information pertaining to the aesthetic effects of the proposed project and may desire for such information to be provided as part of the environmental review process. Therefore, some of the

SAN FRANCISCO
PLANNING DEPARTMENT

48

Transit priority area means an area within 0.5 mile of a major transit stop, existing or planned, if the planned stop is scheduled to be completed within the planning horizon included in a Transportation Improvement Program adopted pursuant to Section 450.216 or 450.322, Title 23 of the Code of Federal Regulations.

Infill site means a lot located in an urban area that has been developed previously, or on a vacant site where at least 75 percent of the perimeter of the site adjoins, or is separated only by an improved public right-of-way from, parcels that are developed with qualified urban uses.

<sup>&</sup>lt;sup>24</sup> Employment center project means a project located on property zoned for commercial uses with a floor area ratio of no less than 0.75 and located within a transit priority area.

<sup>25</sup> San Francisco Planning Department. 2014 (March 3). Transit Infill Project Eligibility Checklist for 800 Indiana Street. On file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

information that would have been provided otherwise in this section, such as visual simulations, has been included in the project description (see Figures 11 through 14).

Тор		Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
4. POPULATION AND HOUSING—Would the project:							
a)	Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?						
b)	Displace substantial numbers of existing housing units or create demand for additional housing, necessitating the construction of replacement housing?						
c)	Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?						

One of the objectives of the Eastern Neighborhoods Area Plan is to identify appropriate locations for housing in the City's industrially zoned land to meet the citywide demand for additional housing. The Eastern Neighborhoods FEIR concluded that an increase in population in the Plan Area is expected to occur as a secondary effect of the proposed rezoning and that any population increase would not, in itself, result in adverse physical effects, but would serve to advance key City policy objectives, such as providing housing in appropriate locations next to Downtown and other employment generators and furthering the City's Transit First policies. It was anticipated that the rezoning would result in an increase in both housing development and population in all of the Area Plan neighborhoods. The Eastern Neighborhoods FEIR determined that the anticipated increase in population and density would not result in significant adverse physical effects on the environment. No mitigation measures were identified in the FEIR.

The proposed project's 338 residential units would be within the amount of housing development anticipated in the Eastern Neighborhoods FEIR and would help meet San Francisco's housing needs by implementing a residential use on the proposed project site. In compliance with Section 415 of the Planning Code, 14.4 percent (or 49 residential units) of on-site units would be affordable, or an in-lieu fee would be paid to comply with Section 415 of the Planning Code. Based on the household population growth assumption of 2.3 persons per household, the proposed project's 338 units would introduce approximately 777 residents to the proposed project site. The proposed project would constitute 3 percent

The project is subject to the Inclusionary Affordable Housing Program (Planning Code Section 415), which requires that developments of five units or more provide 14.4 percent of their units as affordable for low- to moderate-income households in San Francisco.

Eastern Neighborhoods FEIR, page 181. The total city person per household rate of 2.3, identified in Table 19 of the Eastern Neighborhoods FEIR, was used as a conservative number.

of the households and residents anticipated in the Eastern Neighborhoods area. The Association of Bay Area Governments (ABAG) estimates that the number of households in the City will increase by 68,320 between 2010 and 2035.<sup>28</sup> The proposed 338 housing units would represent less than 1.0 percent (0.5 percent) of the projected household growth in the City between 2010 and 2035, and a negligible percentage of the projected household growth in the region (635,440) between 2010 and 2035.

These direct effects of the proposed project on population and housing are within the scope of the population growth anticipated under the Eastern Neighborhoods Area Plan and evaluated in the Eastern Neighborhoods FEIR.

The proposed project would not involve the expansion of infrastructure, and thus would not indirectly induce substantial population growth. Nor would the proposed project displace substantial numbers of people necessitating the construction of replacement housing.

The proposed residential three-building complex would be consistent with the density and scale of development considered in the Eastern Neighborhoods FEIR, and no significant environment effects would occur with respect to population and housing that are specific to the proposed project or project site.

For the above reasons, the proposed project would have a less-than-significant impact on population and housing. The proposed project would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to population and housing, and no mitigation measures would be necessary.

# Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Both Variants 1 and 2 would include additional streetscape improvements that would not induce population growth or create an additional demand for housing; thus no impact on population and housing would occur. Variants 1 and 2 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to population and housing, and no mitigation measures would be necessary.

# Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would add a plaza/dog park to the proposed project, which would not induce population growth or create an additional demand for housing. The plaza/dog park would be a new amenity that would primarily serve the community that lives in the vicinity. No impact on population and housing would occur. Variant 3 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to population and housing, and no mitigation measures would be necessary.

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50

<sup>&</sup>lt;sup>28</sup> Association of Bay Area Governments. 2009 (August). *Projections* 2009.

Topics:		Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
	CULTURAL AND						
	LEONTOLOGICAL SOURCES—Would the						
	oject:						
a)	Cause a substantial adverse change in the significance of a historical resource as defined in §15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco Planning Code?						
b)	Cause a substantial adverse change in the significance of an archaeological resource pursuant to §15064.5?						
c)	Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?						
d)	Disturb any human remains, including those interred outside of formal cemeteries?						

### **Historic Architectural Resources**

Pursuant to CEQA Guidelines Sections 15064.5(a)(1) and 15064.5(a)(2), historical resources are buildings or structures that are listed, or are eligible for listing, in the California Register of Historical Resources or are identified in a local register of historical resources, such as Articles 10 and 11 of the San Francisco Planning Code. The Eastern Neighborhoods FEIR determined that future development facilitated through the changes in use districts and height limits under the Eastern Neighborhoods Area Plan could have substantial adverse changes to the significance of both individual historical resources and on historical districts within the Plan Area.

The FEIR determined that approximately 32 percent of the known or potential historical resources in the Plan Area could potentially be affected under the preferred alternative. The Eastern Neighborhoods FEIR found this impact to be significant and unavoidable. This impact was addressed in a Statement of Overriding Considerations with findings and adopted as part of the Eastern Neighborhoods Rezoning and Area Plans approval on January 19, 2009.

The Eastern Neighborhoods FEIR identified three mitigation measures that could, in some cases, reduce the severity of impacts of development under the Eastern Neighborhoods Area Plan: Eastern Neighborhoods FEIR Mitigation Measure K-1, Interim Procedures for Permit Review in the Eastern Neighborhoods Area Plan, required certain projects to be presented to the Landmarks Preservation Advisory Board (now the Historic Preservation Commission). This mitigation measure is no longer relevant, because the Showplace Square/Northeast Mission Historic Resource Survey was completed and

adopted by the Historic Preservation Commission June 2011.<sup>29</sup> Mitigation Measures K-2 and K-3, which amended Article 10 of the Planning Code to reduce potential adverse effects to contributory structures within the South End Historic District (East SoMa) and the Dogpatch Historic District (Central Waterfront), do not apply because the proposed project is not located within the South End or Dogpatch Historic Districts.

Although the existing warehouse at 800 Indiana Street was identified as a potentially historic resource in the Eastern Neighborhoods FEIR, a Historic Resource Evaluation Response (HRER) was not conducted for the FEIR analysis. Therefore, in accordance with Preservation Bulletin 16, a Historic Resource Evaluation (HRE³0) was prepared to confirm whether or not the warehouse is a historical resource. Based on the City's HRER³¹, 800 Indiana Street is individually-eligible for listing in the California Register of Historic Resources (CRHR), making it a historical resource. The development of the proposed project would require demolition of the existing warehouse at 800 Indiana Street and the demolition of the building would result in a complete loss of integrity. The loss of integrity would render 800 Indiana incapable of conveying its significance as an example of a large-scale warehouse with an associated office. The proposed project would result in a significant adverse impact on a historical resource because the significance of a historical resource would be materially impaired.

Accordingly, the proposed demolition of the warehouse at 800 Indiana Street would be an impact that would be specific to the proposed project. Therefore, the impact on historical architectural resources would be evaluated in the focused EIR for the project.

Based on the HRER, construction of the proposed project would not have an adverse effect on a nearby or adjacent historic resource. Although the project site is located in close proximity to the Dogpatch Landmark District and the eligible Central Waterfront/3rd Street Industrial Historic District, the proposed project would not impair the integrity of adjacent districts and is designed to address the massing and scale of the surrounding context.<sup>32</sup>

# **Archeological Resources**

The Eastern Neighborhoods FEIR determined that implementation of the Area Plan could result in significant impacts on archeological<sup>33</sup> resources and identified three mitigation measures that would reduce these potential impacts to a less-than-significant level. Eastern Neighborhoods FEIR Mitigation Measure J-1: Properties with Previous Studies applies to properties for which a final archeological research design and treatment plan is on file at the Northwest Information Center and the Planning Department. Mitigation Measure J-2: Properties with No Previous Studies applies to properties for which no archeological assessment report has been prepared or for which the archeological documentation is incomplete or inadequate to serve as an evaluation of potential effects on archeological resources under CEQA. Mitigation Measure J-3: Mission Dolores Archeological District, which applies to properties in the

<sup>&</sup>lt;sup>29</sup> Showplace Square/Northeast Mission Historic Resource Survey, City and County of San Francisco Planning Department, June 2011.

Page & Turnbull. 2013 (October). 800 Indiana Street Historic Resource Evaluation, San Francisco, CA (12097). Prepared for AECOM. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

San Francisco Planning Department. 2013 (October). Historic Resource Evaluation Response. Case No. 2011.1347E. San Francisco, CA. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

San Francisco Planning Department. 2013 (October). Historic Resource Evaluation Response. Case No. 2011.1347E. San Francisco, CA. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>33</sup> Because archeological resources could include human remains, no separate discussion of human remains is provided.

Mission Dolores Archeological District, requires that a specific archeological testing program be conducted by a qualified archeological consultant with expertise in California prehistoric and urban historical archeology.

Because the project site is not located within the Mission Dolores Archeological District and because no previous studies have been conducted on the project site, only Mitigation Measure J-2 applies to the proposed project. Pursuant to Mitigation Measure J-2, the Planning Department conducted a Preliminary Archeological Review (PAR) of the proposed project site.<sup>34,35</sup> The PAR included review of the geotechnical analysis prepared in October 2011.<sup>36</sup> Based on the geotechnical analysis, which included four test borings, the site is underlain by a thin layer of soil/fill over bedrock. The northern two-thirds of the site are underlain by Franciscan Complex rock, and the southern one-third of the site is underlain by alluvium/fill with bedrock occurring at a depth of 6.5 to 10 feet below ground surface. The proposed project includes excavation to a depth of up to 14 feet below ground surface (bgs) over most of the site. If piles are driven, they will likely be to a depth of 20 feet, in no case to a depth greater than 40 feet.

As mentioned in the PAR, no previous archeological documentation exists for the proposed project site.<sup>37</sup> As a result, the proposed project's excavation for the below-grade parking garage and foundation could adversely affect previously undiscovered/undocumented CEQA-significant archeological resources. However, the archeological review concluded that the potential for an adverse effect is low and may be avoided by implementation of the Department's archeological mitigation measure for accidental discovery.<sup>38</sup>

Mitigation Measure M-CP-1: Archeological Resources Accidental Discovery would apply to the proposed project and would be implemented in the event of accidental discovery. In compliance with Eastern Neighborhoods FEIR Mitigation Measure J-2, implementation of Project Mitigation Measure M-CP-1 would reduce any potentially significant impacts associated with archeological resources (including human remains) to a less-than-significant level. Therefore, the proposed project would not result in any significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to archeological resources.

# Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 may involve minor earth-disturbing activities associated with the installation of bulbouts and increasing the sidewalk width in addition to grading activities associated with the construction of the proposed project at 800 Indiana Street. The potential to uncover any previously-undiscovered archeological resources from this additional grading is low because the excavation depth is shallow and any artifacts present under the existing right-of-way would likely have been uncovered during previous grading work.

Therefore, Variants 1 and 2 would likely have a similar level of archeological impacts as under the proposed project. As with the proposed project, Eastern Neighborhoods FEIR Mitigation Measure J-2 would apply to Variants 1 and 2 through implementation of Project Mitigation Measure M-CP-1, in the

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<sup>&</sup>lt;sup>34</sup> Dean, R. 2013 (September 10). Environmental Planning Preliminary Archeological Review (PAR). This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>35</sup> Ibid., page 6. The Preliminary Archeological Review (PAR) may serve as the archeological sensitivity assessment.

Treadwell & Rollo. 2011 (October). Geotechnical Consultation – 800 Indiana Street, San Francisco, California. Prepared for Amir Massih, Archstone. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>37</sup> Ibid., page 6.

<sup>&</sup>lt;sup>38</sup> Ibid., page 4.

event of accidental discovery. Therefore, any impact on archeological resources would be less than significant with mitigation. Variants 1 and 2 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to archaeological resources, and no additional mitigation measures would be necessary.

# Variant 3 - 20th Street Plaza/Dog Park

Variant 3 may involve minor earth-disturbing activities such as grading and installation of a fence and landscaping associated with the plaza/dog park, in addition to grading activities associated with the construction of the proposed project at 800 Indiana Street. If combined with Variant 1 or 2, Variant 3 would increase the area of ground disturbance. However, the potential to uncover any previously-undiscovered archeological resources from this additional grading is low given that excavation depth would be shallow and any artifacts present under the existing right-of-way would likely have been uncovered during previous grading work.

Therefore, Variant 3 would likely have a similar level of archeological impacts as under the proposed project. As with the proposed project, Eastern Neighborhoods FEIR Mitigation Measure J-2 would apply to Variant 3 through implementation of Project Mitigation Measure M-CP-1, in the event of accidental discovery. Therefore, the impact on archeological resources would be less than significant with mitigation. Variant 3 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to archaeological resources, and no additional mitigation measures would be necessary.

# **Paleontological Resources**

The project site is located in the Coast Ranges geomorphic province of California, which was created by folds and faults that resulted from the collision of the Pacific and North American plates and subsequent strike-slip faulting along the San Andreas fault zone. Based on a review of geologic mapping, the proposed project site is located within the Franciscan Complex<sup>39</sup>. The Franciscan is frequently referred to as a "complex" because it is believed to consist of portions of a number of different oceanic plates that were added to the North American Plate—primarily during the Mesozoic Era. This formation is known to contain several different types of rocks, depending on the location; at the project site, this formation consists primarily of serpentinite.<sup>40</sup> The oldest rocks within this formation date from the late Jurassic period (approximately 150 million years Before Present). The Franciscan Complex is of metamorphic origin.

Serpentinite is a metamorphic rock that is formed at tectonic plate boundaries. In the Franciscan Complex, it formed when ocean water carried down with subducting ocean crust was heated and moved through upper mantle and basal oceanic crust rocks, thereby hydrating their magnesium- and iron-rich minerals to form magnesium-rich serpentine minerals. During this hydration process, the original internal structure of the rock was destroyed. Thus, the serpentinite component of the Franciscan Complex generally does not contain fossils.

The value or importance of different fossil groups varies, depending on the age and depositional environment of the rock unit that contains the fossils, their rarity, the extent to which they already have

<sup>&</sup>lt;sup>39</sup> Schlocker, J. et al. 1974. Geologic Map of the San Francisco North Quadrangle, San Francisco and Marin Counties, California. U.S. Geological Survey, P-782. Washington, DC.

<sup>&</sup>lt;sup>40</sup> Ibid.

been identified and documented, and the ability to recover similar materials under more controlled conditions (such as for a research project). Based on the environmental checklist in Appendix G of the CEQA Guidelines, a project would have a significant impact on paleontological resources if it would "directly or indirectly destroy a unique paleontological resource or site." Marine invertebrates generally are common and well-studied; the fossil record is well developed and well documented; and therefore, they would not be considered a "unique" paleontological resource. Identifiable vertebrate marine and terrestrial fossils generally are considered scientifically important because they are relatively rare. An individual vertebrate fossil specimen may be considered unique or significant if it is identifiable and well preserved, and it meets one of the following criteria:

- ▶ a type specimen (i.e., the individual from which a species or subspecies has been described);
- a member of a rare species;
- ▶ a species that is part of a diverse assemblage (i.e., a site where more than one fossil has been discovered) wherein other species are also identifiable, and important information regarding life history of individuals can be drawn;
- ▶ a skeletal element different from, or a specimen more complete than, those now available for its species; or
- ▶ a complete specimen (i.e., all or substantially all of the entire skeleton is present).

Certain types of rocks within the Franciscan Complex are known to contain marine invertebrate fossils, such as mollusks and clams; however, as described above, these are not considered to be unique paleontological resources. A search of the University of California, Berkeley Museum of Paleontology database indicates that only two recorded vertebrate fossils have been recovered from the Franciscan Complex throughout the state: one from San Joaquin County and one from San Luis Obispo County.<sup>41</sup>

For the reasons stated above, the Franciscan Complex at the proposed project site is considered to have low paleontological sensitivity, and therefore project-related earthmoving activities would not result in significant individual or cumulative impacts specific to the proposed project or project site; and no mitigation measures would be necessary.

### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 may involve minor earth-disturbing activities associated with the installation of bulbouts and increasing the sidewalk width in addition to the grading activities associated with the construction of the proposed project at 800 Indiana Street. The streetscape improvement area also is underlain by the Franciscan Complex, and therefore the area is considered to have low paleontological sensitivity. Therefore, Variants 1 and 2 would likely have a similar level of paleontological impacts as under the proposed project. The impact on paleontological resources would be less than significant. Variants 1 and 2 would not result in any individual or cumulative impacts specific to the proposed project or the proposed project site, and no mitigation measures would be necessary.

### Variant 3 – 20th Street Plaza/Dog Park

Variant 3 may involve minor earth-disturbing activities such as grading and installation of a fence and landscaping associated with the plaza/dog park, in addition to grading activities associated with the construction of the proposed project at 800 Indiana Street. The plaza/dog park area is also underlain by

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55

<sup>&</sup>lt;sup>41</sup> University of California, Berkeley. 2013. Museum of Paleontology Database. Accessed October 22, 2013.

the Franciscan Complex, and therefore the area is considered to have low paleontological sensitivity. Variant 3 not result in different impacts associated with paleontological resources than would the proposed project. Variant 3 would not result in any individual or cumulative paleontological impacts specific to the proposed project or the proposed project site, and no mitigation measures would be necessary.

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Тор	iics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
5.	TRANSPORTATION AND						
CI	RCULATION—Would the						
pro	oject:						
a)	Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit?						
b)	Conflict with an applicable congestion management program, including but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways?						
c)	Result in a change in air traffic patterns, including either an increase in traffic levels, obstructions to flight, or a change in location, that results in substantial safety risks?						
d)	Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses?						
e)	Result in inadequate emergency access?						
f)	Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities?						⊠

The Eastern Neighborhoods FEIR anticipated that growth resulting from the zoning changes could result in significant impacts on traffic and transit ridership, and identified 11 transportation mitigation measures. Even with mitigation, however, it was anticipated that the significant adverse cumulative

traffic impacts at certain local intersections and the cumulative impacts on certain transit lines could not be fully mitigated. Thus, these impacts were found to be significant and unavoidable.

The project site is not located within an airport land use plan area, or in the vicinity of a private airstrip. Therefore, topic 16c from the CEQA Guidelines, Appendix G is not applicable.

# **Trip Generation**

The proposed project would construct a new three-building residential complex, with approximately 441,183 square feet of residential development including up to 338 residential units, 230 off-street parking spaces, and at least 177 bicycle parking spaces on the site.

Trip generation for the proposed project was calculated using information in the 2002 Transportation Impacts Analysis Guidelines for Environmental Review (SF Guidelines) developed by the San Francisco Planning Department.<sup>42</sup> The proposed project site is located in the Superdistrict 3 analysis area. Per the SF Guidelines, trip generation for residential uses is estimated based on the number of units on the site and the bedroom count within those units (i.e., studio, one-bedroom, and two- or three-bedroom units), and square feet for office uses.

The proposed project would generate an estimated 2,949 daily person-trips; including 505 person trips during the weekday PM peak hour.<sup>43</sup> Of the 505 weekday PM peak hour person trips, 296 would be autoperson trips, 106 would be transit trips, and 103 would be 'other' trips (e.g., pedestrian, bicycle, motorcycle, taxi, and/or other alternative modes).<sup>44</sup> The 296 PM peak hour auto-person trips would result in 266 vehicle trips based on an average vehicle occupancy rate of 1.11 persons per vehicle (Census Tract 226). No trip credits were applied for the existing trips associated with the current use, mainly because relatively few trips currently are associated with the existing use.

### **Traffic**

The proposed project's vehicle trips would travel through the intersections surrounding the project block. Intersection operating conditions are characterized by the concept of Level of Service (LOS), which ranges from A to F and provides a description of an intersection's performance based on traffic volumes, intersection capacity, and vehicle delays. LOS A represents free flow conditions, with little or no delay, while LOS F represents congested conditions, with extremely long delays; LOS D (moderately high delays) is considered the lowest acceptable LOS in San Francisco.

The intersections near the project site (within approximately 1,500 feet) that were studied in the FEIR include:

- Mariposa Street/I-280 Northbound off-ramp
- Mariposa Street/3rd Street

Under existing conditions, these intersections would operate at the following acceptable LOS conditions during the PM peak hour:

Mariposa Street/I-280 Northbound off-ramp -LOS D

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Fehr & Peers. 2013 (December). Transportation Impact Study 800 Indiana Street. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>43</sup> Ibid., page 35.

<sup>44</sup> Ibid., page 37.

• Mariposa Street/3rd Street -LOS C45

Further study of PM peak hour traffic volumes was conducted for the proposed project to analyze additional intersections in closer proximity to the proposed project site. Eleven intersections were assessed for the weekday PM peak hour. These intersections and the respective LOS under existing conditions are as follows:

- 16th Street/Mississippi Street/7th Street (LOS C)
- 16th Street/3rd Street (LOS C)
- Mariposa Street/Mississippi Street (LOS F)
- Mariposa Street/3rd Street (LOS B)
- Mariposa Street/Indiana Street (LOS C)
- Mariposa Street/I-280 NB Off-Ramp/Owens Street (LOS C)
- 20th Street/Tennessee Street (LOS A)
- 20th Street/3rd Street (LOS B)
- 22nd Street/Indiana Street (LOS A)
- 22nd Street/Minnesota Street (LOS A)
- 22nd Street/3rd Street (LOS B)

The proposed project would generate 175 inbound and 91 outbound vehicle-trips (for a total of 266 vehicle trips) during the PM peak hour.<sup>46</sup> All project-generated vehicle trips were assigned to and from the proposed project driveways on Indiana Street. All of the study intersections would operate at acceptable conditions (LOS D or better) during the weekday PM peak hour under Existing Plus Project Condition, with the exception of Mariposa Street/Mississippi Street, which would continue to operate at LOS F.<sup>47</sup> Therefore, the 266 PM peak hour trips would not substantially increase traffic volumes at the study intersections such that intersections currently operating at an acceptable LOS to drop to an unacceptable LOS.

The intersection of Mariposa Street/Mississippi Street would continue to operate under LOS F in the Existing Plus Project Condition, and the proposed project would contribute 4.5 percent of the trips to the constrained (westbound) approach, which would be a less than significant impact.

Each of the rezoning options in the Eastern Neighborhoods FEIR identified significant and unavoidable impacts related to weekday PM peak hour traffic conditions in the Cumulative (2025) Condition, with the Preferred Project resulting in significant impacts at several intersections.

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San Francisco Planning Department. 2008. Eastern Neighborhoods FEIR, page 272. Planning Department Case No. 2004.0160E, certified August 7, 2008. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400, or at http://www.sf-planning.org/index.aspx?page=1893.

Fehr & Peers. 2013 (December). Transportation Impact Study 800 Indiana Street, page 43. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>47</sup> Ibid., pages 46 and 69.

The Transportation Impact Study for 800 Indiana used the year 2035 as the horizon for the cumulative condition. The study intersections and respective LOS in the Cumulative (2035) Condition are as follows<sup>48</sup>:

- 16th Street/Mississippi Street/7th Street (LOS F)
- 16th Street/3rd Street (LOS F)
- Mariposa Street/Mississippi Street (LOS F)
- Mariposa Street/3rd Street (LOS F)
- Mariposa Street/Indiana Street (LOS D)
- Mariposa Street/I-280 NB Off-Ramp/Owens Street (LOS F)
- 20th Street/Tennessee Street (LOS B)
- 20th Street/3rd Street (LOS F)
- 22nd Street/Indiana Street (LOS B)
- 22nd Street/Minnesota Street (LOS B)
- 22nd Street/3rd Street (LOS F)

The proposed project would not result in or contribute to significant 2035 cumulative impacts at Mariposa Street/Indiana Street, 20th Street/Tennessee Street, 22nd Street/Indiana Street, and 22nd Street/Minnesota Street.<sup>49</sup>

The analysis of the proposed project's contribution to critical movements determined that the proposed project would contribute less than 5 percent to the following intersections: 16th Street/Mississippi Street/7th Street, 16th Street/3rd Street, Mariposa Street/Mississippi Street, and Mariposa Street/3rd Street.<sup>50</sup>

Furthermore, the proposed project would have no contribution to the critical movements of the following intersections: Mariposa Street/I-280 NB Off-Ramp/Owens Street, 20th Street/3rd Street, and 22nd Street/3rd Street.<sup>51</sup> Therefore, the proposed project's contribution to unacceptable operations under 2035 Cumulative Conditions would be less than significant.

The Traffic Impact Study concluded that proposed project would not create or contribute to a significant cumulative impact related to vehicular traffic.<sup>52</sup> The project sponsor has voluntarily incorporated Improvement Measures I-TR-1 through I-TR-4 to further reduce single occupancy vehicle trips by encouraging a shift to other modes of transportation.

For the above reasons, the proposed project would not result in significant individual or cumulative traffic impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR.

<sup>&</sup>lt;sup>48</sup> Ibid., page 69.

<sup>&</sup>lt;sup>49</sup> Ibid., pages 71–72.

<sup>&</sup>lt;sup>50</sup> Ibid., pages 71–72.

<sup>&</sup>lt;sup>51</sup> Ibid., pages 71–72.

<sup>&</sup>lt;sup>52</sup> Ibid., page 53.

## Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 are streetscape variants that inherently would not generate any new person-trips or vehicle trips. Neither variant would reduce the existing roadway capacity for vehicles; therefore, they would likely result in traffic impacts that would be the same as under the proposed project. Variants 1 and 2 would likely result in traffic calming along Indiana Street through a number of streetscape improvements and would maintain the existing low volume vehicular travel and traffic operations. As under the proposed project, the impact on traffic associated with Variants 1 and 2 would be less than significant. Variants 1 and 2 would not result in any individual or cumulative traffic impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR for traffic, and no mitigation measures would be necessary <sup>53</sup>

# Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would not be expected to generate any new vehicular trips, nor would it alter or reduce the existing roadway capacity for vehicles; therefore, if combined with the proposed project or Variant 1 or 2, Variant 3 would likely result in traffic impacts that would be the same as under the proposed project. As under the proposed project, the impact on traffic associated with Variant 3 would be less than significant because it would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

#### **Transit**

The project site is located within a quarter mile of several local transit lines including:

- Muni lines: T Third, 22 Fillmore, and 48 Quintara/24th Street
- Caltrain

These local transit lines provide transfer to other Muni bus and light rail lines, and/or regional transit providers, including: BART, Caltrain, Golden Gate Transit, AC Transit, and SamTrans.<sup>54</sup> The proposed project would add 37 transit trips to regional transit providers, including eight transit trips to the East Bay, 26 transit trips to the South Bay, and three transit trips to the North Bay.

The proposed project would be expected to generate 106 transit trips (70 inbound and 36 outbound) during the PM peak hour. Given the wide availability of nearby transit, the addition of 106 PM peak hour transit trips would be dispersed among the three nearest Muni lines and Caltrain, and would be accommodated by existing capacity. As such, the proposed project would not result in unacceptable levels of transit service or cause a substantial increase in delays or operating costs such that significant adverse impacts in transit service could result.

Each of the rezoning options in the Eastern Neighborhoods FEIR identified significant and unavoidable cumulative impacts relating to increases in transit ridership on Muni lines, with the Preferred Project having significant impacts on seven transit (Muni) lines. Of those lines, the project site is located within a quarter-mile of Muni lines 22-Fillmore, and 48-Quintara (the T Third was shown to be operating well under capacity in the Eastern Neighborhoods FEIR). Mitigation measures proposed to address these impacts related to pursuing enhanced transit funding; conducting transit corridor and service improvements; and increasing transit accessibility, service information, and storage/maintenance

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<sup>&</sup>lt;sup>53</sup> Ibid., pages 60 and 64.

<sup>&</sup>lt;sup>54</sup> Ibid., page 47.

capabilities for Muni lines in the Eastern Neighborhoods. Even with mitigation, however, cumulative impacts on the above lines were found to be significant and unavoidable and a Statement of Overriding Considerations related to the significant and unavoidable cumulative transit impacts was adopted as part of the FEIR Certification and project approval.

The proposed project would contribute 106 PM hour transit trips which would be dispersed among the 22 Fillmore (inbound and outbound), the 48 Quintara-24<sup>th</sup> Street (inbound and outbound), and the T Third Street (inbound and outbound). Project contribution to ridership on these lines would constitute one to 5 percent of the ridership on each of these lines, all of which are operating at less than 85 percent capacity. The proposed project would therefore not contribute considerably to 2025 cumulative transit conditions and thus would not result in any significant cumulative transit impacts.

For the above reasons, the proposed project would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to transit, and no mitigation measures would be necessary.

# Variants 1 and 2 - Hybrid Streetscape and Linear Park Streetscape Improvements

Variants 1 and 2 are streetscape variants that inherently would not generate any new person-trips, including transit trips. The traffic calming elements for both variants would not affect Muni surface bus operations because no Muni routes operate or are planned to operate along the Indiana Street corridor, nor do Muni buses use this corridor to get to the start or end of a route.<sup>55</sup> Transit impacts for both variants would be less than significant, and neither variant would result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to transit, and no mitigation measures would be necessary.

# Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would include conversion of the unused dead-end public right-of-way on 20th Street, underneath the 20th Street overpass and located directly north of the proposed project site, into a public plaza that would be used primarily as a dog park. Users of the plaza/dog park are anticipated to primarily include residents in the immediate area; therefore, use of transit is not expected to be necessary to get to and from the plaza/dog park. Thus, Variant 3 would not generate any new transit trips. Because it would not generate any additional transit trips, if combined with Variant 1 or 2, Variant 3 likely would result in the same transit impacts as under the proposed project. As under the proposed project, the impact on transit associated with Variant 3 would be less than significant. Variant 3 would not result in individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

#### **Pedestrian**

The proposed project would not include sidewalk narrowing, roadway widening, or removal of a center median, which would be conditions that could adversely affect pedestrians. Overall, the proposed project would add up to 208 pedestrian trips on streets surrounding the proposed project site (this would include 105 transit-access trips and 103 walk trips) during the weekday PM peak hour. These new pedestrian trips would be spread out over several adjacent sidewalks and crosswalks. Pedestrian volumes around the proposed project site generally are low to moderate. Pedestrian access to the proposed project site would be provided along Indiana Street, through the building lobbies.

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<sup>&</sup>lt;sup>55</sup> Ibid., pages 60 and 64.

The proposed project would also reduce the number of conflict points between vehicles and pedestrians by consolidating six existing driveways into two 12-foot-wide driveways. The proposed project would expand the sidewalk along the Indiana Street frontage from 15 feet to just over 20 feet south of the central loading zone and from 15 feet to 29 feet north of the central loading zone. In both cases, the expanded sidewalk would exceed the recommended standard width of 15 feet for mixed-use streets in the Better Streets Plan. The effective width of the existing sidewalk would be widened slightly, from 7 feet to a minimum of at least 7.5 feet. The new sidewalk would include landscaping to match the eastern side of the street and would improve the overall pedestrian experience in terms of capacity, safety and pedestrian amenities.

Additionally, by virtue of widening the sidewalk, the proposed project would reduce the crossing distance at the southern approach to the intersection of the 20th Street/Indiana Street underpass. A bulb-out is on the southeastern corner of this intersection, and the proposed project would install a striped crosswalk to increase the visibility of crossing pedestrians to drivers.

The Traffic Impact Study identified some gaps in the pedestrian network on the direct route between the proposed project site and the T-Third light rail stop at 20th and 3rd Streets. The TIS also identified a "pinch point" between the proposed project site and the 22nd Street Caltrain station. The proposed project likely would add an incremental number of pedestrians to these routes. Also, many unsignalized intersections near the proposed project site have unmarked crosswalks and/or lack accessible curb ramps.

However, the Traffic Impact Study concluded that overall, pedestrian facilities generally are adequate and the overall effect of the proposed project would be a net improvement to pedestrian conditions in the area.<sup>56</sup> The proposed project would not create potentially hazardous conditions for pedestrians or otherwise interfere with pedestrian accessibility to the proposed project site and adjoining areas.

As such, the proposed project would not cause a hazard to pedestrians or otherwise interfere with pedestrian accessibility to the project site and adjoining areas. Pedestrian activity may increase as a result of the proposed project, but not to a degree that would result in substantial overcrowding on public sidewalks. For the above reasons, the proposed project would not result in individual or cumulative significant impacts related to pedestrian safety that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

The streetscape designs included as part of Variants 1 and 2 would upgrade pedestrian facilities and would comply with the Better Streets Plan. Bulb-outs are proposed at every intersection corner between 18th and 22nd Street on Indiana Street for both variants. Bulb-outs would aid pedestrians by shortening crossing distance and improving visibility between drivers and pedestrians. Installation of curb cuts at every crossing would provide ADA-compliant accessibility along the corridor. Both variants would maintain a throughway between 6 and 8 feet along the length of the corridor.

Combined edge/furnishing zones with a width of 7 feet are proposed along much of the east and west side of Indiana Street for the Hybrid Streetscape Improvements variant, and only on the east side for the Linear Park Streetscape Improvements variant. These zones would provide a buffer between pedestrians and parked cars. Frontage zones with a width of between 5 and 14 feet are proposed along much of the east and west sides of Indiana Street, between the roadway and building edge for Variant 1, and only on the east side for Variant 2. Removal of parking on the west side of Indiana Street for the Variant 2 would

<sup>&</sup>lt;sup>56</sup> Ibid., page 53.

allow for the extension of the sidewalk to a width of 35.5 feet, allowing for programmed amenity spaces. Neither variant would result in new individual or cumulative environmental effects related to pedestrian safety, or effects of greater severity than identified in the Eastern Neighborhoods FEIR and impacts of the variants on pedestrians would be less than significant, and no mitigation measures would be necessary.

#### Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would be likely to attract additional pedestrians to the area because it would be a new amenity that would serve the community. However, the proposed project and Variants 1 and 2 would increase pedestrian capacity, visibility, and safety, and when combined with Variant 3, additional local pedestrian traffic would be accommodated. It should also be noted that without the implementation of Variants 1 or 2, there would also be sufficient capacity to accommodate any increase in pedestrian travel generated by Variant 3. Thus, impacts under Variant 3 would be the same as under the proposed project and would be less than significant. Variant 3 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

### **Bicycle**

The Eastern Neighborhoods FEIR analysis found that bicycle volumes are relatively low in the Central Waterfront district, and the FEIR did not identify any significant impacts related to future bicycle conditions.<sup>57</sup>

Several bicycle routes are near the proposed project site, including bicycle lanes on 16th Street and Illinois Street, and a bicycle route on Indiana Street. The Indiana Street bicycle route consists of sharrows in both directions, and bicycle traffic is moderate. The City's approved Bicycle Plan proposes bicycle improvements in the Central Waterfront district. The proposed project is anticipated to generate up to 103 bicycle trips on surrounding streets during the PM peak hour, but would not adversely affect bicycle facilities in the area, because of sufficient existing capacity.

The proposed project would remove the existing six curb cuts on the site frontage (Indiana Street) and would install two new driveway curb cuts. The reduction in curb cuts would reduce the number of locations for conflict between turning vehicles and bicycles.

Planning Code Section 155.2 requires that residential buildings with more than 100 dwelling units provide 100 Class 1 bicycle parking spaces plus one Class 1 bicycle parking space for every four dwelling units over 100. Based on this Planning Code requirement, the proposed project would need to provide a minimum of 160 Class 1 bicycle spaces. The proposed project would provide a total of at least 160 Class 1 and 17 Class 2 bicycle spaces, thus exceeding the Planning Code requirement.

The 103 PM peak hour bicycle trips generated by the proposed project would be accommodated on surrounding streets and existing bicycle routes, and would not adversely affect bicycle facilities in the area. Further, the proposed project would not create a new hazard or substantial conflict to bicycling; and would not adversely affect bicycle accessibility to the site.<sup>58</sup> Although the proposed project would result in an increase in the number of vehicles in the project vicinity, this increase would not substantially adversely affect bicycle travel in the area. In addition, the frequency of vehicles entering and exiting the

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San Francisco Planning Department. 2008. Eastern Neighborhoods FEIR, page 295. Planning Department Case No. 2004.0160E, certified August 7, 2008. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400, or at http://www.sf-planning.org/index.aspx?page=1893.

Fehr & Peers. 2013 (December). Transportation Impact Study 800 Indiana Street, page 51. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

project site would not be substantial enough to cause a hazard to bicyclists. For the above reasons, the proposed project would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to bicycle safety, and no mitigation measures would be necessary.

#### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

The traffic calming elements of both variants, such as pedestrian bulb-outs at every intersection and narrower travel lanes, may deter non-local truck trips from Indiana Street and would be likely to reduce automobile speeds, both of which would benefit cyclists riding on Indiana Street. Observations indicate truck volumes on Indiana Street are relatively low, such that any possible diversion of non-local truck trips to parallel streets such as Minnesota Street or Tennessee Street would be negligible.

The back-in diagonal parking spaces for Variant 1, the Hybrid Streetscape Plan would allow for greater visibility between drivers and passing bicyclists than the existing perpendicular parking spaces and front-in diagonal parking. The Variant 2, Linear Park Streetscape Plan would remove perpendicular parking on the north side, reducing the possibility of collisions between bicycles and vehicles maneuvering to park. Variants 1 and 2 would have a less than significant impact on bicyclists. Variants 1 and 2 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to bicycle facilities and safety, and no mitigation measures would be necessary.

#### Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would likely not attract additional bicyclists to the area because it would be a new amenity designed to serve the residents and their dogs, in the immediate vicinity, and it is anticipated that most users would arrive by walking. Some minor conflicts could occur between bicyclists and increased pedestrian trips associated with residents walking their dogs to and from the park, and crossing Indiana Street. If combined with Variant 1 or 2, Variant 3 would result in the same bicycle trip impacts as under the proposed project because Variant 3 would not generate any new bicycle trips. As under the proposed project, Variant 3 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

#### Loading

Planning Code Section 152.1 requires no off-street loading spaces for residential development less than 100,000 sf or retail use less than 10,000 sf in gross floor area. However, under the Planning Code, the proposed project would be required to provide two off-street loading spaces, because it is a residential development that is between 200,000 and 500,000 square feet.

The proposed project's multi-family residential uses are anticipated to generate approximately 8.5 delivery/service vehicle trips per day, consisting primarily of small trucks and vans.<sup>59</sup> This corresponds to a peak demand of less than one loading space during both the peak and average hour of loading activities. The proposed project would not provide any off-street loading, and therefore, the loading demand would need to be accommodated on-street within existing and proposed commercial vehicle curbside loading spaces.

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<sup>&</sup>lt;sup>59</sup> Ibid., page 40.

The proposed project includes three on-street 40-foot loading spaces, subject to SFMTA approval. If approved, they would be located along Indiana Street and would accommodate the proposed project's loading demand of less than one loading space during both peak and average hours, as estimated under the SF Guidelines.

For the above reasons, the proposed project would not result in significant individual or cumulative loading-related impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

#### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

The size and location of the three loading zones between 20th Street and 22nd Street would be the same for both variants as under the proposed project. Both Variants 1 and 2 would relocate the existing loading zone between 19th Street and 20th Street to the east side of Indiana Street, between 18th Street and 19th Street, adjacent to University of California, San Francisco (UCSF) property. The existing loading zone would be replaced with 15 spaces of parallel parking, leading to a net loss of one on-street parking space between 19th Street and 20th Street for the Hybrid Streetscape Improvements variant.

Under both variants, the relocated loading zone would be located 150 feet north of the intersection with 19th Street and would be 40 feet long. Because it would be located immediately north of a large driveway, ample space would exist for a single unit (SU) 30 truck or garbage truck to access the space by maneuvering ahead of it and reversing into the designated space. Currently, no loading zones exist on Indiana Street between 18th and 19th Streets. To the extent other projects (e.g., 650 Indiana Street) would require on-street loading, the number of on-street loading spaces for those projects would be determined based on calculated loading demand.

Because goods to be loaded and unloaded could be transported small distances (e.g., up to 500 feet) along the proposed sidewalk, the repositioning of the loading zone from the west side of Indiana Street between 19th and 20th Streets to the new location on the east side of Indiana Street would still serve land uses along the length of Indiana Street between 18th and 22nd Streets. Although the existing loading zone between 19th and 20th Streets currently serves the Cresco site adjacent to it, the proposed streetscape changes resulting in the relocation of this loading space would be implemented only along this frontage if the Cresco site is redeveloped. Therefore, no impact on loading would occur, and loading demand could be accommodated within the proposed on-street loading facilities.<sup>60</sup>

A truck turning analysis was conducted for all turning movements affected by the proposed pedestrian bulb-outs under the Hybrid Streetscape Improvements variant, aside from the left turn movement from westbound 20th Street underpass onto southbound Indiana Street, which is prohibited for all vehicles. Both an SU 30 truck and a 40-foot bus were tested. The turning analysis concluded that all turning movements would be possible within the right-of-way for both variants.<sup>61</sup>

Neither variant would increase loading demand, or reduce loading supply; therefore loading impacts would be less than significant. Variants 1 and 2 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

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<sup>60</sup> Ibid., pages 61 and 65.

<sup>61</sup> Ibid.

#### Variant 3 – 20th Street Plaza/Dog Park

As a new amenity for local residents, Variant 3 would be likely to attract additional local pedestrian trips; mainly residents walking their dogs. With increased local pedestrian activity, some minor conflicts could occur near loading areas. However, the designated loading areas are designed to have adequate space to accommodate loading activities, and would not be located too close to pedestrian crosswalks. Furthermore, the proposed dog park is not expected to generate substantial additional truck trips that would need to be accommodated within existing and proposed loading spaces. Thus, if combined with the proposed project, Variant 1, or Variant 2, Variant 3 would result in the same impact on loading as under the proposed project, which would be less than significant. Variant 3 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

#### **Circulation and Access**

As a programmatic review of a planning-level document, the Eastern Neighborhoods FEIR did not provide a detailed discussion of circulation and access or design-related traffic hazards since these issues are site- and/or project-specific. A discussion of site circulation, access and potential conflict points between modes of transportation follows.

Vehicle access to the project site would be from Indiana Street. As discussed above, an increase in traffic would occur during the peak hour with 175 new vehicle trips inbound to the project site. At this time, some vehicles entering the driveway from the south may need to pause and wait for a gap in on-coming traffic before making a left-hand turn into the project driveway. Based on the traffic volumes on Indiana Street, this is not expected to result in substantial queuing and would not substantially affect traffic flow on Indiana Street or at the intersection of Indiana Street/20th Street. Vehicle queues at the project driveways into the public right-of-way would be subject to the Planning Department's vehicle queue abatement Conditions of Approval (Improvement Measure TR-4). Improvement Measure TR-4 would further improve circulation and access conditions near the project site.

If implemented, Variants 1 and 2, the Hybrid Streetscape and Linear Park Streetscape Plans would include traffic-calming measures that would reduce hazards at conflict points between pedestrians, bicyclists, and vehicles, due to lower vehicle travel speeds, increased buffers, and increased pedestrian and bicycle visibility without inherently generating any additional vehicle trips. Thus, circulation and access would be enhanced, and hazards due to conflicts between modes, further reduced.

If implemented, Variant 3 would not generate any new trips, nor would it alter or reduce the existing roadway capacity for vehicles or change circulation and access in the area. The unused dead-end of the 20th Street public right-of-way currently is used as storage for rental equipment and does not currently provide a circulation route for any mode of transportation. The conversion to a plaza/dog park would allow increased localized pedestrian circulation. If combined with Variant 1 or 2, Variant 3 would result in substantially the same circulation and access as under the proposed project.

#### **Emergency Access**

The proposed project, Variants 1, 2, and 3 would not close off any existing streets or entrances to public uses. The design of the fence that would surround the plaza/dog park includes a gate that would meet the San Francisco Fire Department's code standards for emergency vehicle access. Further, the streetscape improvements included in Variants 1 and 2 including the proposed bulb-outs would accommodate the turning movements for a 40 foot bus, which has a larger turning radius than the typical San Francisco Fire

Department truck. Therefore, the proposed project and Variants 1, 2, and 3 would not result in any significant impacts on emergency access that were not identified in the Eastern Neighborhoods FEIR.

#### Construction

The proposed project's construction activities would last approximately 26 months and would include below-ground surface construction and building construction. Although construction activities would result in additional vehicle trips to and from the project site from workers and material and equipment deliveries, these activities would be limited in duration. Therefore, the proposed project's construction would not result in significant impacts on transportation, either individually or cumulatively, that were not identified in the Eastern Neighborhoods FEIR.

### **Parking**

Public Resources Code Section 21099(d), effective January 1, 2014, provides that, "aesthetics and parking impacts of a residential, mixed-use residential, or employment center project on an infill site located within a transit priority area shall not be considered significant impacts on the environment." Accordingly, aesthetics and parking are no longer to be considered in determining if a project has the potential to result in significant environmental effects for projects that meet all of the following three criteria:

- a) The project is in a transit priority area.
- b) The project is on an infill site.
- c) The project is residential, mixed-use residential, or an employment center.

The proposed project meets each of the above three criteria and thus, this determination does not consider the adequacy of parking in determining the significance of project impacts under CEQA.<sup>62</sup> The Planning Department acknowledges that parking conditions may be of interest to the public and the decision makers. Therefore, this determination presents a parking demand analysis for informational purposes.

Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. Although parking conditions change over time, a substantial shortfall in parking caused by a project that creates hazardous conditions or significant delays to traffic, transit, bicycles, or pedestrians could adversely affect the physical environment. Whether a shortfall in parking creates such conditions will depend on the magnitude of the shortfall and the ability of drivers to change travel patterns or switch to other travel modes. If a substantial shortfall in parking caused by a project creates hazardous conditions or significant delays in travel, such a condition could also result in secondary physical environmental impacts (e.g., air quality or noise impacts caused by congestion), depending on the project and its setting.

The absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or

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<sup>62</sup> San Francisco Planning Department, Transit-Oriented Infill Project Eligibility Checklist for 800 Indiana Street, March 3, 2014. This document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2011.1374E.

change their overall travel habits. Any such resulting shifts to transit service or other modes (walking and biking), would be in keeping with the City's "Transit First" policy and numerous San Francisco General Plan polices, including those in the Transportation Element. The City's Transit First Policy, established in the City's Charter Article 8A, Section 8A.115, provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is unavailable. The secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips because of others who are aware of constrained parking conditions in a given area, and thus choose to reach their destination by other modes (i.e. walking, biking, transit, taxi). If this occurs, any secondary environmental impacts that may result from a shortfall in parking in the vicinity of the proposed project would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise, and pedestrian safety analyses, would reasonably address potential secondary effects.

The parking demand for the new residential and retail uses associated with the proposed project was determined based on the methodology presented in the Transportation Guidelines. On an average weekday, the demand for parking would be for 353 parking spaces in the midday (of which 350 would be long-term and 3 would be short-term parking spaces), and 430 parking spaces in the evening (all of which would be long-term parking spaces), based on the methodology presented in the SF Guidelines.<sup>63</sup>

The proposed project would provide 230 off-street spaces. Thus, as proposed, the project would have an unmet parking demand of an estimated 123 (midday) and 200 (evening) spaces. At this location, the unmet parking demand could be accommodated within existing on-street and off-street parking spaces within a reasonable distance of the project vicinity. Additionally, the project site is well served by public transit and bicycle facilities. Therefore, any unmet parking demand associated with the project would not materially affect the overall parking conditions in the project vicinity such that hazardous conditions or significant delays would be created.

The proposed project is within the UMU designation. Under this designation, the Planning Code specifies parking maximums, rather than minimums. Under Section 151.1 of the Planning Code, up to 266 parking spaces are allowed. Also, as required by the Planning Code, the project sponsor would not "bundle" parking spaces with the residential units. Residents would have the option to rent or purchase a parking space, but parking space would not be automatically provided with the residential unit. This would generate a financial incentive for car-free living along with the provision of car-share parking spaces. Both of these measures would serve to discourage private auto use and could reduce the parking demand associated with the proposed project. The proposed project's garage entrance (access only) would be located near the northern end of the proposed project site and the egress-only driveway near the southern end of the site. Both driveways would have a width of 12 feet. The traffic volumes during the PM peak hour (175 inbound and 88 outbound) would result, on average, in approximately three cars arriving at the

Fehr & Peers. 2013 (December). Transportation Impact Study 800 Indiana Street, page 55. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

access driveway per minute and three cars departing every 2 minutes. This rate of arrival and departure is not expected to cause substantial queuing at either driveway.<sup>64</sup>

The Planning Commission has the discretion to adjust the number of on-site parking spaces included in the proposed project, typically at the time that the project entitlements are sought. The Planning Commission may not support the parking ratio proposed. In some cases, particularly when the proposed project is in a transit rich area, the Planning Commission may not support the provision of any off-street parking spaces. This is, in part, owing to the fact that the parking spaces are not 'bundled' with the residential units. In other words, residents would have the option to rent or purchase a parking space, but one would not be automatically provided with the residential unit.

If the project were ultimately approved with no off-street parking spaces, the proposed project would have an unmet demand of 353 (midday) and 430 (evening) spaces. As mentioned above, the unmet parking demand could be accommodated within existing on-street and off-street parking spaces nearby and through alternative modes such as public transit and bicycle facilities. Given that the unmet demand could be met by existing facilities and given that the proposed project site is well-served by transit and bicycle facilities, a reduction in the number of off-street parking spaces associated with the proposed project, even if no off-street spaces are provided, would not result in significant delays or hazardous conditions.

# Variant 1 – Hybrid Streetscape Plan

Variant 1, the Hybrid Streetscape Improvements variant would include a combination of parallel parking and back-in angled parking to achieve a balance between space allotted to parking (areas with back-in parking) and space dedicated to pedestrian access (wider sidewalks at areas with parallel parking). Between 18th and 20th Streets, this variant on the west side would create parallel parking in 14 spaces north of 19th Street (where currently 30 perpendicular spaces exist, which would be a reduction of 16 spaces) and 15 spaces south of 19th Street (where currently 21 perpendicular spaces exist, which would be a reduction of 6 spaces).

On the east side, this variant would create seven parallel parking spaces and a loading zone north of 19th Street (where currently 11 parallel spaces exist, which would be a reduction of 4 spaces) and a bay of 31 back-in angled spaces south of 19th Street adjacent to Esprit Park (where currently 21 parallel spaces exist, which would be an increase of 10 spaces). Between 20th and 22nd Streets, this variant on the west side would create 33 back-in angled spaces, 8 parallel parking spaces, and 3 loading zones. On the east side, this variant would create 32 parallel parking spaces.

This variant would reduce the amount of on-street parking along Indiana Street between 18th and 22nd Streets by 31 spaces. Currently, 171 on-street spaces exist along this segment, and the variant would reduce this number to 140. The Hybrid Streetscape Improvements variant would not inherently increase parking demand, but it would reduce supply by 31 spaces. The overall occupancy in the study area with the proposed project and variant would be 97 percent. In the evening period, the proposed project would increase demand by 430 and supply (off-street) by 230. With the reduction of 31 spaces under the Hybrid variant, demand in the study area would be 1,238 spaces, supply would be 1,554 spaces, and the overall occupancy in the study area with the proposed project and variant would be 79 percent.<sup>65</sup>

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<sup>64</sup> Ibid., page 59.

<sup>65</sup> Ibid., page 63.

The number of unoccupied spaces in the proposed project vicinity would fall from 165 to 35 and 523 to 316 in the midday and evening, respectively. This variant would not result in a substantial parking shortfall that would create hazardous conditions or significant delays affecting traffic, transit, bicycles, or pedestrians. Variant 1 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

# Variant 2 - Linear Park Streetscape Plan

Variant 2 would retain parallel parking on the east side of Indiana Street and remove all parking from the west side between 18th and 22nd Streets. Between 18th Street and 20th Street, this variant would remove all parking on the west side of Indiana Street and construct a 37-foot wide linear park, and 16 parallel spaces on the east side. Between 20th and 22nd Streets, this variant proposes no parking or loading zones on the west side and 33 parallel parking spaces on the east side. In total, this variant would remove 95 perpendicular spaces and 10 parallel spaces from the west side.

This variant would reduce the amount of on-street parking along Indiana Street between 18th Street and 22nd Street by 115 parking spaces. Currently, 171 on-street spaces exist along this segment, and this variant would reduce this number to 56 spaces. The Linear Park Streetscape Improvement variant would not inherently increase parking demand, but it would reduce supply by 115 spaces. Thus, the overall demand in the study area with the proposed project and variant would exceed the supply by three percent. In the evening period, the proposed project would increase demand by 430 spaces and (offstreet) supply by 230 spaces. With the reduction of 115 spaces under the Linear Park variant, demand in the area would be 1,238 spaces, supply would be 1,480 spaces, and the overall occupancy in the study area with the proposed project and variant would be 84 percent.<sup>66</sup>

The demand would exceed supply in the midday, and the number of unoccupied spaces in the proposed project vicinity would fall from 165 to 35 in the evening. Although this variant would result in a shortfall in the mid-afternoon, this area is well-served by transit and other modes. Drivers may seek alternative parking facilities further from the project site, shift to other modes of travel, or change their overall habits. Therefore, it is not anticipated that the net loss in parking spaces would create hazardous conditions or significant delays affecting traffic, transit, bicycles, or pedestrians. Variant 2 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

#### Variant 3 - 20th Street Plaza/Dog Park

As described above, Variant 3 would include a plaza/dog park on a currently underutilized parcel that primarily would be accessed by pedestrians who live in the area. Variant 3 would not include any new parking spaces and would not generate a demand for additional parking spaces. Thus, if combined with the proposed project or with Variant 1 or 2, Variant 3 would be likely to result in the same parking impacts as under the proposed project that would be less than significant. Variant 3 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

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<sup>66</sup> Ibid., page 67.

Тор	ics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
6. 1	NOISE—Would the project:						
a)	Result in exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?						
b)	Result in exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels?						
c)	Result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?						
d)	Result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?						
e)	For a project located within an airport land use plan area, or, where such a plan has not been adopted, in an area within two miles of a public airport or public use airport, would the project expose people residing or working in the area to excessive noise levels?						
f)	For a project located in the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?						
g)	Be substantially affected by existing noise levels?						

The Eastern Neighborhoods FEIR identified potential conflicts related to residences and other noise-sensitive uses in proximity to noisy uses such as PDR, retail, entertainment, cultural/institutional/educational uses, and office uses. In addition, the Eastern Neighborhoods FEIR noted that implementation of the Area Plan would incrementally increase traffic-generated noise on some streets in the Plan Area and result in construction noise impacts from pile driving and other construction activities. The Eastern Neighborhoods FEIR therefore identified six noise mitigation measures that would reduce the noise impact to a less-than-significant level. A noise modeling<sup>67</sup> and a noise assessment<sup>68</sup> was

<sup>67</sup> The noise modeling data is available for review as part of Case File No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

Shen Milson & Wilke (SM&W). 2014 (March 18). 800 Indiana Street Residential Development San Francisco California Environmental Noise Report-SD Update. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

prepared for the proposed project to determine the project's ability to comply with the Eastern Neighborhoods FEIR mitigation measures; as discussed further, below.

#### Background

Several noise measurement scales exist, which are used to describe noise in a particular location. A decibel (dB) is a unit of measurement which indicates the relative intensity of a sound. The 0 point on the dB scale is based on the lowest sound level that the healthy, unimpaired human ear can detect. Changes of 3.0 dB or less are only perceptible in laboratory environments. Audible increases in noise levels generally refer to a change of 3.0 dB or more, as this level has been found to be barely perceptible to the human ear in outdoor environments. Sound levels in dB are calculated on a logarithmic basis. An increase of 10 dB represents a 10-fold increase in acoustic energy, while 20 dB is 100 times more intense, 30 dB is 1,000 times more intense. Each 10-dB increase in sound level is perceived as approximately a doubling of loudness. Sound intensity is normally measured through the A-weighted sound level (dBA). This scale gives greater weight to the frequencies of sound to which the human ear is most sensitive.

As noise spreads from a source, it loses energy so that the farther away the noise receiver is from the noise source, the lower the perceived noise level would be. Geometric spreading causes the sound level to attenuate or be reduced, resulting in a 6-dB reduction in the noise level for each doubling of distance from a single point source of noise to the noise sensitive receptor of concern.

Many ways exist to rate noise for various time periods, but an appropriate rating of ambient noise affecting humans also accounts for the annoying effects of sound. Equivalent continuous sound level (Leq) is the total sound energy of time-varying noise over a sample period. The predominant rating scales for human communities in the State of California are the Leq and community noise equivalent level (CNEL), or the day-night average level (Ldn) based on A-weighted decibels (dBA). CNEL is the time-varying noise over a 24-hour period, with a 5 dBA weighting factor applied to the hourly Leq for noises occurring from 7:00 PM to 10:00 PM (defined as relaxation hours) and a 10 dBA weighting factor applied to noise occurring from 10:00 PM to 7:00 AM (defined as sleeping hours). Ldn is similar to the CNEL scale but without the adjustment for events occurring during the evening hours. CNEL and Ldn are within one dBA of each other and are normally exchangeable. The noise adjustments are added to the noise events occurring during the more sensitive hours.

## **Project Impacts**

Ambient noise levels in the vicinity of the project site are typical of noise levels in neighborhoods in San Francisco, which are dominated by vehicular traffic, including trucks, cars, Muni light rail and buses, emergency vehicles, and land use activities, such as industrial uses and periodic temporary construction-related noise from nearby development, or street maintenance.

Eastern Neighborhoods FEIR Mitigation Measures F-1 and F-2 relate to construction noise. Mitigation Measure F-1 addresses individual projects that include pile-driving, and Mitigation Measure F-2 addresses individual projects that include particularly noisy construction procedures (including pile-driving). The proposed three-building complex would have a spread footing foundation but may require pile driving to create a permanent horizontal shoring system to support the loads from the freeway retaining wall along the west side of the project site. Mitigation Measure F-1, as identified in the Eastern Neighborhoods FEIR, requires that projects in the proximity of noise-sensitive receptors pre-drill the piles wherever feasible, and that no impact pile drivers are to be used unless absolutely necessary. Contractors would be required to use pile-driving equipment with state-of-the-art noise shielding and muffling devices, use sonic or vibratory sheetpile drivers instead of impact drivers wherever sheetpiles are needed, and schedule such activities for the times of day that would minimize disturbance to neighbors. Based on

the proximity of existing sensitive receptors (approximately 80 feet east of the proposed project site), Mitigation Measure F-1 would apply to the proposed project.

Implementation of the proposed project would result in noise-generating construction activities. Construction of the proposed project would result in temporary elevated noise levels at existing adjacent land uses. Major construction phases are expected to include demolition and ground clearing/grading, dewatering, shoring, excavation, utility and street improvements, and concrete work. In addition, construction would include structural framing, exterior finishes, interior framing, and interior finishes. The noisiest phases typically would be demolition and grading, during which heavy machinery would be employed.

Mitigation Measure F-2 as identified in the Eastern Neighborhoods FEIR requires individual projects that include particularly noisy construction procedures in proximity to sensitive land uses to submit a site-specific noise attenuation measures, under the supervision of a qualified acoustical consultant, to the Department of Building Inspection (DBI) before beginning construction so that maximum feasible noise attenuation would be achieved. Based on the proximity of existing sensitive receptors (approximately 80 feet east of the proposed project site, across Indiana Street), Mitigation Measure F-2 applies to the proposed project.

In addition, all construction activities for the proposed project (approximately 26 months) would be subject to and would comply with the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code) (Noise Ordinance). Construction noise is regulated by the Noise Ordinance. The Noise Ordinance requires that construction work be conducted in the following manner: (1) noise levels of construction equipment, other than impact tools, must not exceed 80 dBA at a distance of 100 feet from the source (the equipment generating the noise); (2) impact tools must have intake and exhaust mufflers that are approved by the Director of the Department of Public Works (DPW) or the Director of the DBI to best accomplish maximum noise reduction; and (3) if the noise from the construction work would exceed the ambient noise levels at the site property line by 5 dBA, the work must not be conducted between 8:00 PM and 7:00 AM unless the Director of DPW authorizes a special permit for conducting the work during that period.

DBI is responsible for enforcing the Noise Ordinance for private construction projects during normal business hours (8:00 AM to 5:00 PM). The Police Department is responsible for enforcing the Noise Ordinance during all other hours. Nonetheless, during the construction period for the proposed project of approximately 26 months, occupants of the nearby properties could be disturbed by construction noise. Times may occur when noise could interfere with indoor activities in nearby residences and other businesses near the project site and may be considered an annoyance by occupants of nearby properties. The increase in noise in the project area during project construction would not be considered a significant impact of the proposed project, because the construction noise would be temporary (approximately 26 months), intermittent, and restricted in occurrence and level, because the contractor would be subject to and would comply with the Noise Ordinance.

Compliance with Mitigation Measures F-1 and F-2 (as implemented through Project Mitigation Measures M-NO-1 and M-NO-2, respectively) would reduce potential impacts related to construction noise to a less-than-significant level.

Eastern Neighborhoods FEIR Mitigation Measures F-3: Interior Noise Levels, F-4: Siting of Noise Sensitive Uses, and F-6: Open Space in Noisy Environments include additional measures for individual projects that include new noise-sensitive uses. Mitigation Measure F-3 requires that new development

74

that includes noise-sensitive uses located along streets with noise levels above 60 dBA (Ldn), where such development is not already subject to California Noise Insulation Standards in Title 24, the project sponsor shall conduct a detailed analysis of noise reduction requirements. However, Mitigation Measure F-3 is not applicable to the proposed project because the project is required to comply with Title 24 standards.

Mitigation Measure F-4 requires the preparation of an analysis that includes, at minimum, a site survey to identify potential noise-generating uses within 900 feet of and that have a direct line of site to the project site, and at least one 24-hour noise measurement (with maximum noise levels taken every 15 minutes) to demonstrate that acceptable interior noise levels consistent with Title 24 can be attained.

In compliance with Mitigation Measure F-4, project-specific environmental acoustical studies were conducted in 2013 and 2014, including a site survey and a 24-hour ambient noise level measurement.<sup>69,70,71</sup>

As identified in the Eastern Neighborhoods FEIR, and confirmed by the noise measurements, the project site is exposed to high ambient noise levels. The noise measurements were taken using two calibrated sound level meters at various spots on or near the existing Opera Warehouse building. The meters collected noise data continuously over a four day period for a minimum of 24-hours at each location. Additional 15-minute spot measurements were taken during the same time period to extrapolate the 24-hour noise levels to different locations on the site for construction of an accurate acoustical computer model. Noise levels from 64.9 dB to 78.3 dB Ldn were measured around the project site as part of the project's noise study. Potential noise-generating uses within 900 feet and having direct line-of-sight to the project were identified as I-280, Caltrain passbys or horns (a portion of the Caltrain route runs below I-280), and the construction equipment rental store (during business hours). The highest noise levels occur at heights above the elevated freeway where no sound attenuation occurs (see Figure 20, showing ambient noise levels above I-280 elevation). It was assumed that these facilities were operating when onsite noise measurements were conducted.

The ambient noise level measurement results provided traffic operations data for I-280 in the proposed project area, existing interstate highway elevation data, and location data. This data and the proposed project building elevation information was input into the Federal Highway Administration's Traffic Noise Model to estimate I-280 traffic noise levels at building façades and proposed outdoor recreation areas (i.e., southeast roof deck, 5th floor elevation).<sup>73</sup>

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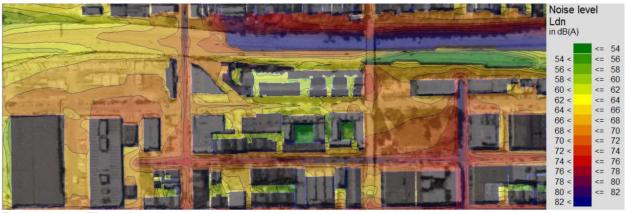
<sup>69</sup> The noise modeling data is available for review as part of Case File No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

Shen Milson & Wilke (SM&W). 2014 (March 18). 800 Indiana Street Residential Development San Francisco California Environmental Noise Report-SD Update. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

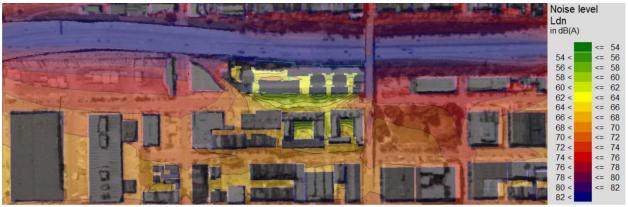
<sup>51</sup> Shen Milson & Wilke (SM&W). 2014 (January 14). 800 Indiana Street Sound Isolating Exterior Construction Examples Memorandum. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

Shen Milson & Wilke (SM&W). 2014 (March 18). 800 Indiana Street Residential Development San Francisco California Environmental Noise Report-SD Update, page 2. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

The noise modeling data is available for review as part of Case File No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.



**Below I-280 Elevation** 



**Above I-280 Elevation** 

Source: SM&W 2014

Figure 20

Project Site Ambient Noise Levels Below and Above I-280 Elevation

Modeled traffic noise levels under the established future condition (Cumulative plus Project) were calculated at all proposed residential building façades (1st through 5th floors) and the proposed rooftop deck on the southeast corner of the development on Building A. The modeling accounted for the acoustical shielding provided by the elevated interstate highway and intervening proposed project buildings, where applicable.

The accuracy of the traffic noise modeling was verified, using the results of the ambient noise level measurements. Results of the traffic noise modeling for I-280 are shown in Table 2, and shown in Figure 20. I-280 traffic was identified as the dominant source of noise in the proposed project vicinity, and no other significant sources of noise were identified within two blocks of the proposed project site.

As shown in bold numbers in Table 2 and in Figure 21, without attenuation traffic noise exposure at proposed project building façades with direct line of sight to I-280 and the 20th Street Overpass on the western, northern, and southwestern frontages of the proposed project could be as high as 82.4 dB Ldn under future traffic conditions. Calculated traffic noise exposure at the proposed roof-top deck on the south side of the proposed project Building A would be in the range of 66.4-75.1 dB Ldn without attenuation, as shown in Table 2. These noise levels at the site would exceed the established 65 dB Ldn land use compatibility standard.

TABLE 2
SUMMARY OF MODELED TRAFFIC NOISE LEVELS AT PROPOSED PROJECT SITE BUILDINGS—
INTERSTATE 280 CUMULATIVE PLUS PROJECT CONDITION

Receiver Location/Description	Non-Attenuated Noise Level (dB Ldn)	Attenuated Noise Level (dB Ldn)
1st Floor Southeast Corner	69.9	NA
1st Floor South Edge	72.6	NA
1st Floor Southwest Corner	77	NA
1st Floor West Edge	74.2-75	NA
1st Floor Northwest Corner	71.9	NA
1st Floor North Edge	65.7	NA
1st Floor Northeast Corner	67	NA
2nd Floor Southeast Corner	73.3	NA
2nd Floor South Edge	74.5	NA
2nd Floor Southwest Corner	78.6	NA
2nd Floor West Edge	75.8-76.4	NA
2nd Floor Northwest Corner	73.5	NA
2nd Floor North Edge	70.1	NA
2nd Floor Northeast Corner	69.9	NA
3rd Floor Southeast Corner	74.2	NA
3rd Floor South Edge	76.3	NA
3rd Floor Southwest Corner	81.3	NA
3rd Floor West Edge	77-78.5	NA
3rd Floor Northwest Corner	76.2	NA

Receiver Location/Description	Non-Attenuated Noise Level (dB Ldn)	Attenuated Noise Level (dB Ldn)
3rd Floor North Edge	71.5	NA
3rd Floor Northeast Corner	71.1	NA
4th Floor Southeast Corner	74.2	NA
4th Floor South Edge	76.3	NA
4th Floor Southwest Corner	82.1	NA
4th Floor West Edge	79.9-82.2	NA
4th Floor Northwest Corner	79.1	NA
4th Floor North Edge	75.8	NA
4th Floor Northeast Corner	73.9	NA
5th Floor South Edge	76.3	NA
5th Floor Southwest Corner	82.1	NA
5th Floor West Edge	81-82.4	NA
5th Floor Northwest Corner	82.4	NA
5th Floor North Edge	78.5	NA
5th Floor Northeast Corner	75.2	NA
Roof Deck-Green Roof Area	75.1	64.7
Roof Deck-Bench Area	70	64
Roof Deck-Gathering Area	66.4	64.9

Note: Numbers in **BOLD** indicate the highest noise exposure levels for both the residential units and the rooftop deck. Source: Data compiled by AECOM in 2013

The project design incorporates noise attenuation features to reduce interior noise levels, to meet the 45 dB Ldn criterion under Title 24 (Part 2, Chapter 12, Section 1207.11.2 of the California Building Code) in a number of ways. Where possible, as many of the residential units as possible are placed so that they face the interior courtyards, away from the exterior noise sources. To address the noise level exceedances, the western and most of the northwestern frontage of the proposed project would include a continuous interior corridor between the west exterior wall of all three proposed buildings and the westernmost apartments. The western frontage would be stucco and metal panels over plywood, would have gypsum board on double or staggered stud walls that would provide a high level of noise attenuation, and the corridor would provide a buffer and additional distance between the exterior noise source and the units. The noise analysis concluded that the combination of a heavy exterior wall, large airspace (the interior corridor), and a minimum STC-50 interior unit wall would provide the high sound isolation performance necessary for the proposed western and most of northwestern units on the site with the hallway buffer from the I-280 noise levels.<sup>74</sup>

As shown in Figure 21, the interior corridor would end short of the southwestern corner of Building A and the northeastern corner of Building C. As shown in Figures 5, 8, and 9, units with no building hallway buffer would include three south-facing units in Building A at each level and one north-facing

<sup>5</sup>M&W. 2014 (January 14). 800 Indiana Street Sound Isolating Exterior Construction Examples Memorandum, page 1. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco,

unit in Building C at each level. The northern end of Building C would be adjacent to the 20th Street overpass, which has an elevation of approximately 54 feet and 10 inches above street grade and slopes downward from west to east. Therefore, the units on the north side of the building would be exposed to traffic noise, not only from I-280, but also from the 20th Street overpass, particularly the units on Floors 4 and 5, which would be partially above the 20th Street overpass grade. As shown in Table 2 and Figure 20, the worst-case exterior traffic noise levels at building façades for the proposed dwelling units onsite that would be directly exposed to traffic noise (i.e., units with no building hallway buffer) would be approximately 82.4 dB Ldn and 75.2 dB Ldn on the southwest corner of Building C, respectively.

The acoustical study provided exterior sound isolating assembly examples, which would achieve code compliance noise in the proposed units (southwest corner of Building A and the northeast corner of Building C) that would be exposed to noise levels up to 82.5 dB Ldn. Assembly examples for exterior wall construction include 5/8-inch stucco, 5/8-inch oriented strand board (OSB), 1/2-inch plywood, 6-inch studs with batt insulation, and 5/8-inch type X gypsum board.<sup>75</sup> This proposed wall construction would meet the noise rating standards of STC-53 to STC-57 (OITC 47 to OITC 48).<sup>76</sup> Assembly examples for glazing include 1/2- to 9/16-inch laminated glass ply, 4- to 5-inch airspace, 3/8-inch glass ply, and prefabricated interior laminated sash.<sup>77</sup> The window construction would meet the noise rating standards of STC-49 to STC-59 (OITC 44 to OITC 47), with respect to noise levels.<sup>78</sup> The windows would be operable but would need to be in the closed position to meet the indoor noise standard. Therefore, these units would require a ventilation or air-conditioning system that would not compromise the sound attenuation of the exterior façade.

Based on the proposed building plans, wall construction in general would consist of:

- ▶ Interior: 2-inch by 6-inch studs spaced 16 inches on center, 5-inch-thick batt insulation, two layers of 5/8-inch gypsum board over resilient channels
- ► Exterior: siding over one layer of 5/8-inch gypsum board over ½-inch plywood sheathing
- ► Glazing: Minimum Sound Transmission Class (STC) 31 windows (standard residential window glazing)<sup>79</sup>

The exterior-to-interior noise level reduction was calculated for the proposed Building A bedroom spaces on the southwest corner and the proposed Building C living room/kitchen spaces on the northeast corner of the building. These noise level reduction values were subtracted from the estimated exterior noise levels to determine interior traffic noise levels within the studied rooms for the proposed project. Based on the proposed construction materials and the calculated exterior traffic noise levels, interior noise levels at the most heavily affected rooms in Building A (southwest corner bedroom spaces) and Building C (northeast corner living room/kitchen spaces) would be approximately 37 dB Ldn and 44 dB Ldn, respectively. These levels would satisfy the 45 dB Ldn noise level limit established by Title 24 regulations. Therefore, no additional construction improvements would be warranted to attentuate traffic noise levels in the proposed residential units.

<sup>&</sup>lt;sup>75</sup> Ibid., page 2.

<sup>76</sup> Ibid.

<sup>77</sup> Ibid.

<sup>78</sup> Ibid.

<sup>79</sup> Final glazing recommendations will be issued when exterior construction assemblies and exterior elevations are further developed.

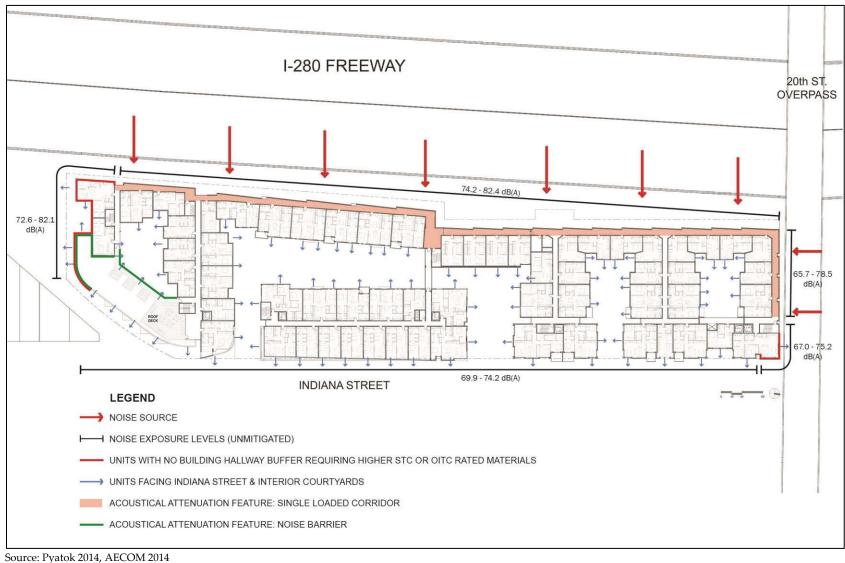


Figure 21

# **Noise Sources and Attenuation Features**

The acoustical study confirmed that it is feasible for the proposed project to achieve code compliance, including Title 24 standards, with regard to interior sound exposure limits in the areas of the project site which would be subject to the highest noise exposure levels. Furthermore, before issuance of a building permit DBI would review the final building plans to ensure that the proposed building walls and floor/ceiling assemblies meet state standards regarding sound transmission. This analysis satisfies the requirements of Mitigation Measure F-4 from the Eastern Neighborhoods FEIR and demonstrates that Title 24 standards could be met; therefore, no particular circumstances about the proposed project appear to warrant heightened concern about noise levels.<sup>80</sup>

Mitigation Measure F-6 requires that open space required under the Planning Code for individual projects located in noisy areas be protected, to the maximum feasible extent, from existing ambient noise levels. Exterior traffic noise levels of 65 dB Ldn or less at proposed project open space areas would be considered acceptable.

In compliance with Mitigation Measure F-6, Project Mitigation Measure M-NO-3 would be implemented to reduce any potentially significant noise impacts on open space.

As described in the project description, to mitigate future traffic noise levels to 65 dB Ldn or less at the rooftop deck on the southwest corner of the proposed project site, the building design incorporates noise attenuation features to reduce the exterior noise levels at the rooftop deck. As shown in Figure 21, a noise barrier would be constructed along the western and southern boundaries of the deck space. Specifically, a barrier measuring no less than 7 feet high relative to the deck floor would extend from the project Building A (north) to the south along the west boundary of the deck. At the southwest corner of the deck, this barrier may be reduced to a height of 4 feet relative to the deck floor, and would extend approximately 45 feet east (to the start of the building curve). The barrier material/system would be continuous without gaps or holes, providing acoustical insulation integrity. The barrier materials/system would provide an STC rating of no less than 25, which would include glass panels of appropriate thickness. The noise analysis has determined that these noise barriers would reduce noise levels on the roof deck to less than 65 dB Ldn.

Eastern Neighborhoods FEIR Mitigation Measure F-5 addresses impacts related to individual projects that include new noise-generating uses that would be expected to generate noise levels in excess of ambient noise in the proposed project site vicinity. Ambient noise levels in San Francisco are largely influenced by traffic-related noise. Because the proposed project would not develop new noise-generating uses (e.g., commercial, industrial), and on-site project-related noise sources (e.g., mechanical equipment) are not expected to produce noise levels at neighboring properties in excess of existing, ambient noise levels, Mitigation Measure F-5 is not applicable to the proposed project.

An approximate doubling in traffic volumes in the area would be necessary to produce an increase in ambient noise levels barely perceptible to most people (3 decibel increase). The proposed project would not double traffic volumes because it would generate approximately 1,567 daily vehicle trips, with approximately 266 vehicle trips during the PM peak-hour. In addition, operation of the proposed project would not include any other constant or short-term noise generating sources (e.g., diesel generator) that would be perceptible in the project vicinity.

SM&W. 2014 (March 18). 800 Indiana Street Residential Development San Francisco California Environmental Noise Report-SD Update. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

The project site is not located within an airport land use plan area, within two miles of a public airport, or in the vicinity of a private airstrip. Therefore, topics 12e and f from the CEQA Guidelines, Appendix G are not applicable.

For the above reasons, the proposed project would not result in significant individual or cumulative noise impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no additional mitigation measures would be necessary.

### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would include road and sidewalk resurfacing and restriping, construction of curb ramps and corner bulb-outs, installation of street furniture, and planting of vegetation in addition to the activities associated with the construction of the proposed project at 800 Indiana Street. The construction activities could result in a temporary noise increase associated with movement of construction vehicles and use of heavy equipment during the street resurfacing phase. Construction noise associated with Variants 1 and 2 would have a similar level of noise impacts as under the proposed project. As with the proposed project, Eastern Neighborhoods FEIR Mitigation Measure F-2 would apply to Variants 1 and 2 through implementation of Project Mitigation Measure M-NO-1 and M-NO-2, for construction noise impacts. Therefore, noise impacts would be less than significant with mitigation.

Variants 1 or 2 would not include siting new sensitive receptors nor result in operational noise impacts beyond the proposed project. Therefore, existing noise levels would have no adverse effect on these variants. Variants 1 and 2 would not result in significant individual or cumulative noise impacts specific to the proposed project or the proposed project site that were not identified in the Eastern Neighborhoods FEIR, and no additional mitigation measures would be necessary.

## Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would require grading as well as installation of a fence and landscaping during construction of the plaza/dog park in addition to the construction activities associated with the proposed project at 800 Indiana Street. The construction activities could result in a temporary noise increase associated with movement of construction vehicles and use of equipment. Construction noise associated with Variant 3 would have a similar level of noise impact as under the proposed project and Variant 1 or 2. As with the proposed project, Eastern Neighborhoods FEIR Mitigation Measure F-2 would apply to Variant 3 through implementation of Project Mitigation Measures M-NO-1 and M-NO-2, for construction noise impacts. Therefore, noise impacts would be less than significant.

Variant 3 would not include siting new sensitive receptors nor result in operational noise impacts, beyond the proposed project. Therefore, existing noise levels would have no adverse effect on this variant. Variant 3 would not result in significant individual or cumulative noise impacts specific to the proposed project or the proposed project site that were not identified in the Eastern Neighborhoods FEIR, and no additional mitigation measures would be necessary.

<b>Т</b> оріі 7. <i>Р</i>	cs: AIR QUALITY: Where available	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR icance criter	Mitigation Identified in PEIR ia establishe	PEIR Mitigation Applies to Project ed by the ap	PEIR Mitigation Does Not Apply to Project plicable air	No Significant Impact (Project or PEIR) quality
ma	nagement or air pollution cont	rol district n	nay be relied	l upon to ma	ake the follo	wing	
det	erminations.—Would the proje	ect:					
a)	Conflict with or obstruct implementation of the applicable air quality plan?						
b)	Violate any air quality standard or contribute substantially to an existing or projected air quality violation?						
c)	Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal, state, or regional ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)?			⊠			⊠
d)	Expose sensitive receptors to substantial pollutant concentrations?						
e)	Create objectionable odors affecting a substantial number of people?						$\boxtimes$

The Eastern Neighborhoods FEIR identified potentially significant air quality impacts related to construction activities that may cause wind-blown dust and pollutant emissions; roadway-related air quality impacts on sensitive land uses; and the siting of uses that emit diesel particulate matter (DPM) and toxic air contaminants (TACs) as part of everyday operations. These significant impacts would conflict with the applicable air quality plan at the time, the Bay Area 2005 Ozone Strategy. The Eastern Neighborhoods FEIR identified four mitigation measures that would reduce the air quality impacts to a less-than-significant level.

Given that the proposed project is a residential development, to which Variants 1 and 2 would add some additional streetscape improvements, and Variant 3 would add a dog park (if approved), the proposed project would not create objectionable odors, and Topic 7e is not applicable. Topics 7a – 7d are discussed, below.

### **Background**

The San Francisco Bay Area Air Basin (SFBAAB) encompasses San Francisco, Alameda, Contra Costa, San Mateo, and Napa Counties, and includes parts of Solano and Sonoma Counties. Although air quality in the air basin has generally improved over the last several decades, elevated levels of ozone, carbon monoxide, and particulate matter have been observed. In most of the Bay Area, transportation-related sources account for a majority of air pollutant emissions. Therefore, a major focus of the BAAQMD is on reducing vehicle trips associated with new development.

The federal Clean Air Act and California Clean Air Act contain ambient air standards and related air quality reporting systems to be used by regional regulatory agencies in developing air pollution control measures. The Bay Area Air Quality Management District (BAAQMD) is the primary responsible regulatory agency in the Bay Area for planning, implementing, and enforcing the federal and State ambient air quality standards for criteria pollutants. Both State and federal governments have established health-based Ambient Air Quality Standards for six criteria air pollutants:<sup>81</sup> carbon monoxide (CO), ozone (O3), nitrogen dioxide (NO2), sulfur dioxide (SO2), lead (Pb), and suspended particulate matter (PM).

In addition, the State has set standards for sulfates, hydrogen sulfide, vinyl chloride and visibility-reducing particles. These standards are designed to protect the health and welfare of the populace with a reasonable margin of safety. Long-term exposure to elevated levels of criteria pollutants may result in adverse health effects. However, emission thresholds established by an air district are used to manage total regional emissions within an air basin based on the air basin's attainment status for criteria pollutants. These emission thresholds were established for individual projects that would contribute to regional emissions and pollutant concentrations and could adversely affect or delay the projected attainment target year for certain criteria pollutants. Table 3 shows air quality significance thresholds of criteria air pollutants followed by a discussion of each threshold. Projects that would result in criteria air pollutant emissions below these significance thresholds would not violate an air quality standard, contribute substantially to an air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants within the SFBAAB.

TABLE 3
CRITERIA AIR POLLUTANT SIGNIFICANCE THRESHOLDS

Dellutent	Construction Thresholds	Operational Thresholds			
Pollutant	Average Daily Emissions (lbs./day)	Average Daily Emissions (lbs./day)	Maximum Annual Emissions (tons/year)		
ROG	54	54	10		
NOx	54	54	10		
PM10	82 (exhaust)	82	15		
PM2.5	54 (exhaust)	54	10		
Fugitive Dust	Construction Dust Ordinance or other Best Management Practices	Not Applicable			

Because of the conservative nature of the thresholds and the basin-wide context of individual project emissions, no direct correlation exists between a single project and localized air quality-related health effects. One individual project that generates emissions exceeding a threshold does not necessarily result in adverse health effects for residents in the project vicinity. This condition is especially true when the criteria pollutants exceeding thresholds are those with regional effects, such as ozone precursors like nitrogen oxides (NOx) and reactive organic gases (ROG).

**Ozone Precursors.** As discussed previously, the SFBAAB is currently designated as non-attainment for ozone and particulate matter. Ozone is a secondary air pollutant produced in the atmosphere through a complex series of photochemical reactions involving reactive organic gases (ROG) and oxides of nitrogen

<sup>&</sup>lt;sup>81</sup> Criteria pollutants are defined as those pollutants for which the federal and State governments have established ambient air quality standards, or criteria, for outdoor concentrations in order to protect public health.

(NOx). The potential for a project to result in a cumulatively considerable net increase in criteria air pollutants, which may contribute to an existing or projected air quality violation, are based on the state and federal Clean Air Acts emissions limits for stationary sources. To ensure that new stationary sources do not cause or contribute to a violation of an air quality standard, BAAQMD Regulation 2, Rule 2 requires that any new source that emits criteria air pollutants above a specified emissions limit must offset those emissions. For ozone precursors ROG and NOx, the offset emissions level is an annual average of 10 tons per year (or 54 pounds (lbs.) per day).<sup>82</sup> These levels represent emissions by which new sources are not anticipated to contribute to an air quality violation or result in a considerable net increase in criteria air pollutants.

Particulate Matter (PM10 and PM2.5).<sup>83</sup> The federal New Source Review (NSR) program was created by the federal CAA to ensure that stationary sources of air pollution are constructed in a manner that is consistent with attainment of federal health based ambient air quality standards. For PM10 and PM2.5, the emissions limit under NSR is 15 tons per year (82 lbs. per day) and 10 tons per year (54 lbs. per day), respectively. These emissions limits represent levels at which a source is not expected to have an impact on air quality.<sup>84</sup> Although the regulations specified above apply to new or modified stationary sources, land use development projects result in ROG, NOx, PM10 and PM2.5 emissions as a result of increases in vehicle trips, architectural coating and construction activities. Therefore, the above thresholds can be applied to the construction and operational phases of land use projects and those projects that result in emissions below these thresholds would not be considered to contribute to an existing or projected air quality violation or result in a considerable net increase in ozone precursors or particulate matter. Because of the temporary nature of construction activities, only the average daily thresholds are applicable to construction phase emissions.

**Fugitive Dust.** Fugitive dust emissions are typically generated during construction phases. Studies have shown that the application of best management practices (BMPs) at construction sites significantly control fugitive dust. So Individual measures have been shown to reduce fugitive dust by anywhere from 30 to 90 percent. The BAAQMD has identified a number of BMPs to control fugitive dust emissions from construction activities. The City's Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008) requires a number of fugitive dust control measures to ensure that construction projects do not result in visible dust. The BMPs employed in compliance with the City's Construction Dust Control Ordinance is an effective strategy for controlling construction-related fugitive dust.

#### Local Health Risks and Hazards

In addition to criteria air pollutants, individual projects may emit toxic air contaminants (TACs). TACs collectively refer to a diverse group of air pollutants that are capable of causing chronic (i.e., of long-duration) and acute (i.e., severe but of short-term) adverse effects to human health, including carcinogenic effects. Human health effects of TACs include birth defects, neurological damage, cancer,

<sup>82</sup> BAAQMD, Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance, October 2009, page 17.

PM<sub>10</sub> is often termed "coarse" particulate matter and is made of particulates that are 10 microns in diameter or smaller. PM<sub>2.5</sub>, termed "fine" particulate matter, is composed of particles that are 2.5 microns or less in diameter.

<sup>84</sup> BAAQMD, Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance, October 2009, page 16.

Western Regional Air Partnership. 2006. WRAP Fugitive Dust Handbook. September 7, 2006. This document is available online at http://www.wrapair.org/forums/dejf/fdh/content/FDHandbook\_Rev\_06.pdf, accessed February 16, 2012.

<sup>86</sup> BAAQMD, Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance, October 2009, page 27.

BAAQMD, CEQA Air Quality Guidelines, May 2011.

and mortality. Hundreds of different types of TACs exist, with varying degrees of toxicity. Individual TACs vary greatly in the health risk they present; at a given level of exposure, one TAC may pose a hazard that is many times greater than another.

Unlike criteria air pollutants, TACs do not have ambient air quality standards but are regulated by the BAAQMD using a risk-based approach to determine which sources and pollutants to control as well as the degree of control. A health risk assessment is an analysis in which human health exposure to toxic substances is estimated, and considered together with information regarding the toxic potency of the substances, to provide quantitative estimates of health risks.<sup>88</sup>

Air pollution does not affect every individual in the population in the same way, and some groups are more sensitive to adverse health effects than others. Land uses such as residences, schools, children's day care centers, hospitals, and nursing and convalescent homes are considered to be the most sensitive to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress or, as in the case of residential receptors, their exposure time is greater than for other land uses. Therefore, these groups are referred to as sensitive receptors. Exposure assessment guidance typically assumes that residences would be exposed to air pollution 24 hours per day, 350 days per year, for 70 years. Therefore, assessments of air pollutant exposure to residents typically result in the greatest adverse health outcomes of all population groups.

Exposures to fine particulate matter (PM2.5) are strongly associated with mortality, respiratory diseases, and lung development in children, and other endpoints such as hospitalization for cardiopulmonary disease.<sup>89</sup> In addition to PM2.5, diesel particulate matter (DPM) is also of concern. The California Air Resources Board (ARB) identified DPM as a TAC in 1998, primarily based on evidence demonstrating cancer effects in humans.<sup>90</sup> The estimated cancer risk from exposure to diesel exhaust is much higher than the risk associated with any other TAC routinely measured in the region.

In an effort to identify areas of San Francisco most adversely affected by sources of TACs, San Francisco partnered with the BAAQMD to inventory and assess air pollution and exposures from mobile, stationary, and area sources within San Francisco. Areas with poor air quality, termed the "Air Pollutant Exposure Zone," were identified based on two health-protective criteria: (1) excess cancer risk from the contribution of emissions from all modeled sources greater than 100 per one million population, and/or (2) cumulative PM2.5 concentrations greater than 10 micrograms per cubic meter ( $\mu$ g/m3).

Excess Cancer Risk. The above 100 per one million persons (100 excess cancer risk) criteria is based on United State Environmental Protection Agency (USEPA) guidance for conducting air toxic analyses and making risk management decisions at the facility and community-scale level. <sup>91</sup> As described by the BAAQMD, the USEPA considers a cancer risk of 100 per million to be within the "acceptable" range of cancer risk. Furthermore, in the 1989 preamble to the benzene National Emissions Standards for

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In general, a health risk assessment is required if the BAAQMD concludes that projected emissions of a specific air toxic compound from a proposed new or modified source suggest a potential public health risk. The applicant is then subject to a health risk assessment for the source in question. Such an assessment generally evaluates chronic, long-term effects, estimating the increased risk of cancer as a result of exposure to one or more TACs.

<sup>89</sup> SFDPH, Assessment and Mitigation of Air Pollutant Health Effects from Intra-Urban Roadways: Guidance for Land Use Planning and Environmental Review, May 2008.

<sup>90</sup> California Air Resources Board (ARB), Fact Sheet, "The Toxic Air Contaminant Identification Process: Toxic Air Contaminant Emissions from Diesel-fueled Engines," October 1998.

<sup>91</sup> BAAQMD, Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance, October 2009, page 67.

Hazardous Air Pollutants (NESHAP) rulemaking,<sup>92</sup> the USEPA states that it "...strives to provide maximum feasible protection against risks to health from hazardous air pollutants by (1) protecting the greatest number of persons possible to an individual lifetime risk level no higher than approximately one in one million and (2) limiting to no higher than approximately one in ten thousand [100 in one million] the estimated risk that a person living near a plant would have if he or she were exposed to the maximum pollutant concentrations for 70 years." The 100 per one million excess cancer cases is also consistent with the ambient cancer risk in the most pristine portions of the Bay Area based on BAAQMD regional modeling.<sup>93</sup>

Fine Particulate Matter. In April 2011, the USEPA published Policy Assessment for the Particulate Matter Review of the National Ambient Air Quality Standards, "Particulate Matter Policy Assessment." In this document, USEPA staff concludes that the current federal annual PM2.5 standard of 15  $\mu$ g/m³ should be revised to a level within the range of 13 to 11  $\mu$ g/m³, with evidence strongly supporting a standard within the range of 12 to 11  $\mu$ g/m³. The Air Pollutant Exposure Zone for San Francisco is based on the health protective PM2.5 standard of 11  $\mu$ g/m³, as supported by the USEPA's Particulate Matter Policy Assessment, although lowered to 10  $\mu$ g/m³ to account for uncertainty in accurately predicting air pollutant concentrations using emissions modeling programs.

Land use projects within the Air Pollutant Exposure Zone require special consideration to determine whether the project's activities would expose sensitive receptors to substantial air pollutant concentrations or add emissions to areas already adversely affected by poor air quality. Sensitive receptors within these Air Pollutant Exposure Zones are more at risk for adverse health effects from exposure to substantial air pollutant concentrations than sensitive receptors located outside these Air Pollutant Exposure Zones. These locations (i.e., within Air Pollutant Exposure Zones) require additional consideration when projects or activities have the potential to emit toxic air contaminants (TACs), including diesel particulate matter (DPM) emissions from temporary and variable construction activities.

The City has determined that the project site and surrounding sensitive receptors, including a school and residential buildings, are not located within identified exposure zones. However, the project site is within 500 feet of I-280 freeway; thus an analysis of the proposed construction activities was conducted to determine whether the proposed project would result in significant construction-related effects or effects that may be more severe than those discussed in the Eastern Neighborhoods FEIR<sup>94</sup>. As demonstrated in the CalEEMod analysis below, the proposed project would not exceed the thresholds provided by the BAAQMD for construction-related criteria air pollutants including exhaust particulate matter.

#### **Construction Emissions (Criteria Air Pollutants)**

Construction activities from the proposed project would result in the generation of dust, primarily from ground-disturbing activities. Eastern Neighborhoods FEIR Mitigation Measure G-1 requires individual projects that include construction activities to include dust control measures and maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants. (This mitigation measure was identified in the Eastern Neighborhoods Initial Study.) Subsequent to publication of the Eastern Neighborhoods FEIR, the San Francisco Board of Supervisors approved a series of amendments to the San Francisco Building and Health Codes, generally referred to as the Construction

<sup>92 54</sup> Federal Register 38044, September 14, 1989.

<sup>93</sup> BAAQMD, Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance, October 2009, page 67.

<sup>94</sup> CEQA Guidelines Section 15183(b)(4).

Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008). The intent of the Construction Dust Control Ordinance is to reduce the quantity of dust generated during site preparation, demolition, and construction work to protect the health of the general public and of on-site workers, minimize public nuisance complaints, and to avoid orders to stop work by DBI.

The Ordinance requires that all site preparation work, demolition, or other construction activities within San Francisco that have the potential to create dust or to expose or disturb more than 10 cubic yards or 500 square feet of soil comply with specified dust control measures whether or not the activity requires a permit from DBI. The Director of DBI may waive this requirement for activities on sites less than one halfacre that are unlikely to result in any visible wind-blown dust.

In compliance with the Construction Dust Control Ordinance, the project sponsor and the contractor responsible for construction activities at the project site would be required to use the following practices to control construction dust on the site or other practices that result in equivalent dust control that are acceptable to the Director. Dust suppression activities may include watering all active construction areas sufficiently to prevent dust from becoming airborne; increased watering frequency may be necessary whenever wind speeds exceed 15 miles per hour. Reclaimed water must be used if required by Article 21, Section 1100 et seq. of the San Francisco Public Works Code. If not required, reclaimed water should be used whenever possible. Contractors would provide as much water as necessary to control dust (without creating run-off in any area of land clearing, and/or earth movement). During excavation and dirtmoving activities, contractors would wet sweep or vacuum the streets, sidewalks, paths, and intersections where work is in progress at the end of the workday. Inactive stockpiles (where no disturbance occurs for more than seven days) greater than 10 cubic yards or 500 square feet of excavated material, backfill material, import material, gravel, sand, road base, and soil would be covered with a 10 mil (0.01 inch) polyethylene plastic (or equivalent) tarp, braced down, or use other equivalent soil stabilization techniques.

For projects over one half-acre, such as the proposed project, the Dust Control Ordinance requires that the project sponsor submit a Dust Control Plan for approval by the San Francisco Department of Public Health. DBI will not issue a building permit without written notification from the Director of Public Health that the applicant has a site-specific Dust Control Plan, unless the Director waives the requirement. Interior-only tenant improvement projects that are over one-half acre in size that will not produce exterior visible dust are exempt from the site-specific Dust Control Plan requirement.

The site-specific Dust Control Plan would require the project sponsor to: submit of a map to the Director of Public Health showing all sensitive receptors within 1,000 feet of the site; wet down areas of soil at least three times per day; provide an analysis of wind direction and install upwind and downwind particulate dust monitors; record particulate monitoring results; hire an independent, third-party to conduct inspections and keep a record of those inspections; establish shut-down conditions based on wind, soil migration, etc.; establish a hotline for surrounding community members who may be potentially affected by project-related dust; limit the area subject to construction activities at any one time; install dust curtains and windbreaks on the property lines, as necessary; limit the amount of soil in hauling trucks to the size of the truck bed and securing with a tarpaulin; enforce a 15 mph speed limit for vehicles entering and exiting construction areas; sweep affected streets with water sweepers at the end of the day; install and utilize wheel washers to clean truck tires; terminate construction activities when winds exceed 25 miles per hour; apply soil stabilizers to inactive areas; and sweep off adjacent streets to reduce particulate emissions. The project sponsor would be required to designate an individual to monitor compliance with these dust control requirements.

The proposed project would be subject to and would comply with the Construction Dust Control Ordinance, therefore the portions of Mitigation Measure G-1 that deal with dust control are not applicable to the proposed project.

Also, subsequent to publication of the FEIR, the BAAQMD provided updated 2011 BAAQMD CEQA Air Quality Guidelines (Air Quality Guidelines), which provided new methodologies for analyzing air quality impacts, including construction activities. The Air Quality Guidelines provide screening criteria for determining whether a project's criteria air pollutant emissions may violate an air quality standard, contribute to an existing or projected air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants. If a project is below the screening criteria, then the lead agency or applicant would not need to perform a detailed air quality assessment of their proposed project's air pollutant emissions and construction or operation of the proposed project would result in a less-than-significant air quality impact. The proposed project would exceed the screening criteria provided in the BAAQMD Air Quality Guidelines for construction-related criteria air pollutants; therefore, a Final Air Quality Analysis% was prepared for the proposed project. To determine project construction and operational criteria air pollutant emissions, the California Emissions Estimator Model (CalEEMod v.2013.2.2)% was used.

Construction activities from the proposed project would also result in the emission of criteria air pollutants and DPM from equipment exhaust, construction-related vehicular activity, and construction worker automobile trips. Construction of the project would occur over an approximately 26-month period. Diesel-fueled equipment would be required for the duration of the project.

CalEEMod Version 2013.2 was used to estimate average daily construction-related emissions of ozone precursors (i.e., ROG and NOX) and criteria air pollutants (i.e., particulate matter with aerodynamic diameter less than 10 microns [PM10] and particulate matter with aerodynamic diameter less than 2.5 microns [PM2.5]). Based on information provided by the applicant, the construction phasing schedule shown in Table 4 was input in CalEEMod. Using the Annual Emissions Results data set from CalEEMod, average daily construction emissions were calculated by converting the annual results from tons per year to pounds per day, then dividing the result by 589, the total number of days of construction (5 days per week for 26 months) for comparison with the BAAQMD's thresholds of significance.

TABLE 4
PROJECT CONSTRUCTION PHASING

Phase Name	Start Date	End Date
Demolition	06/01/2015	06/26/2015
Grading/Soil Off Haul of Debris	06/29/2015	09/18/2015
Grading Earthmoving	09/21/2015	12/11/2015
Building Construction	12/14/2015	08/31/2017
Paving	01/04/2016	01/12/2016
Architectural Coating	01/02/2017	08/31/2017

Source: AECOM, 2013.

<sup>95</sup> Bay Area Air Quality Management District (BAAQMD), California Environmental Quality Act Air Quality Guidelines, updated May 2011.

<sup>96</sup> AECOM, Final Air Quality Analysis for 800 Indiana Street, April 8, 2014.

CalEEMod is the latest air quality emissions model approved for use by the BAAQMD. CalEEMod incorporates ARB approved Off-Road and On-Road Mobile-Source Emission Factor models (OFFROAD and EMFAC, respectively) and is designed to estimate emissions for land use development projects. CalEEMod allows for the input of project-specific information.

Model estimated construction-related emission results are shown in Table 5 for average daily construction emissions. As shown in Table 5, average daily construction exhaust emissions from the proposed project would not exceed any of the BAAQMD construction-related thresholds of significance; therefore, the construction of the proposed project would not expose sensitive receptors to substantial pollutant concentrations, and the construction equipment exhaust maintenance portion of Eastern Neighborhoods FEIR Mitigation Measure G-1 is not applicable. Construction emissions would be below the significance thresholds, therefore the proposed project would not result in significant construction emissions.

TABLE 5
DAILY PROJECT CONSTRUCTION EMISSIONS

		Pollutant Emissions (Average Pounds/Day)				
Project Construction	ROG	NOx	Exhaust PM10	Exhaust PM2.5		
Average Daily Construction Emissions	24.4	26.7	1.9	1.5		
Significance Thresholds	54	54	82	54		
Significant?	No	No	No	No		

Source: AECOM, 2013.

Additionally, certain coarse-grained soils at the project site contain serpentine, a naturally-occurring form of asbestos. As no historical land uses at the project site have involved the use of asbestos, the asbestos is assumed to have been present in fill materials of unknown origin placed at the site during its initial development. Asbestos is a known human carcinogen, and exposure to asbestos is associated with increased risk of lung cancer, mesothelioma (a cancer of the thin membrane that surrounds the lungs and other internal organs), and other illnesses. Because the project site is currently covered with buildings, pavement, and landscaping, no potential currently exists for human exposure to asbestos in the soils. However, during project development, earthmoving activities would disturb soils containing asbestos, with the potential to release asbestos fibers to the air where they could potentially affect construction workers and nearby members of the general public. This issue is discussed further in the Hazards section of this CPE document.

#### **Construction Health Risk Assessment**

Based on current practices, the project site is not located within an identified Air Pollutant Exposure Zone; therefore, the ambient health risk to sensitive receptors from air pollutants is not considered substantial, the incremental increase in health risk associated with temporary project construction activity would not be significant. Additionally, as shown in Table 5, average daily project construction emissions would be below the significance threshold.

The proposed project's construction activities would be temporary and variable in nature and would be subject to California regulations limiting idling times to five minutes, which would further reduce sensitive receptors exposure to temporary and variable DPM emissions.<sup>98</sup>

Additionally, a number of federal and state regulations are requiring cleaner off-road equipment. Specifically, both the USEPA and California have set emissions standards for new off-road equipment

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Oralifornia Code of Regulations, Title 13, Division 3, § 2485.

engines, ranging from Tier 1 to Tier 4. Tier 1 emission standards were phased in between 1996 and 2000 and Tier 4 Interim and Final emission standards for all new engines would be phased in between 2008 and 2015. To meet the Tier 4 emission standards, engine manufacturers will be required to produce new engines with advanced emission-control technologies. Although the full benefits of these regulations will not be realized for several years, the USEPA estimates that by implementing the federal Tier 4 standards, NOx and PM emissions will be reduced by more than 90 percent.<sup>99</sup> Furthermore, California regulations limit maximum idling times to five minutes, which further reduces public exposure to NOx and PM emissions.<sup>100</sup>

In addition, construction activities do not lend themselves to analysis of long-term health risks because of their temporary and variable nature. As explained in the BAAQMD's CEQA Air Quality Guidelines:

"Due to the variable nature of construction activity, the generation of TAC emissions in most cases would be temporary, especially considering the short amount of time such equipment is typically within an influential distance that would result in the exposure of sensitive receptors to substantial concentrations. Concentrations of mobile-source diesel PM emissions are typically reduced by 70 percent at a distance of approximately 500 feet (ARB 2005). In addition, current models and methodologies for conducting health risk assessments are associated with longer-term exposure periods of 9, 40, and 70 years, which do not correlate well with the temporary and highly variable nature of construction activities. This results in difficulties with producing accurate estimates of health risk." 101

Compliance with federal and state regulations requiring cleaner off-road equipment and limiting idling time would reduce impacts from construction vehicles and equipment to a less-than significant level.

#### **Operational Health Risk Assessment**

Eastern Neighborhoods FEIR Mitigation Measure G-2 requires new sensitive receptors near sources of TACs, including DPM, to include an analysis of air pollutant concentrations (PM2.5) to determine whether those concentrations would result in a substantial health risk to new sensitive receptors. The proposed project would include new sensitive receptors. The project site is not located within an identified Air Pollutant Exposure Zone; therefore, the ambient health risk to sensitive receptors from air pollutants is not considered substantial; however, the project site is within 500 feet of I-280 freeway. Therefore, the project sponsor should incorporate upgraded ventilation systems to minimize exposure of future residents to DPM and other pollutant emissions, as well as odors as described in Project Improvement Measure I-AQ-1 – Enhanced Ventilation System (implementing Eastern Neighborhoods FEIR Mitigation Measure G-2: Air Quality for Sensitive Land Uses).

Eastern Neighborhoods FEIR Mitigation Measure G-3 would minimize potential exposure of sensitive receptors to DPM by requiring uses that would be served by at least 100 trucks per day or 40 refrigerated trucks per day be located no less than 1,000 feet from residential units and other sensitive receptors. The proposed project would be a residential development and is not expected to be served by 100 trucks or 40 refrigerator trucks per day. Furthermore, the project site is not located within an identified Air Pollutant Exposure Zone, therefore, the ambient health risk to sensitive receptors from air pollutants is not considered substantial. Therefore, Mitigation Measure G-3 is not applicable to the proposed project.

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<sup>99</sup> United State Environmental Protection Agency (USEPA), "Clean Air Nonroad Diesel Rule: Fact Sheet," May 2004.

<sup>&</sup>lt;sup>100</sup> California Code of Regulations, Title 13, Division 3, § 2485.

<sup>&</sup>lt;sup>101</sup> BAAQMD, CEQA Air Quality Guidelines, May 2011, page 8-6.

Eastern Neighborhoods FEIR Mitigation Measure G-4 involves the siting of commercial, industrial, or other uses that emit TACs as part of everyday operations. According to the Transportation Impact Study<sup>102</sup> prepared for the project, the proposed project would generate 1,567 vehicle trips per day and would therefore, not generate more than 10,000 vehicle trips per day, 1,000 truck trips per day, or include a new stationary source, items that would emit TACs as part of everyday operations. Furthermore, the project site is not located within an identified Air Pollutant Exposure Zone, therefore, the ambient health risk to sensitive receptors from air pollutants is not considered substantial and Mitigation Measure G-4 is not applicable to the proposed project.

### **Operational Criteria Air Pollutant Emissions**

The proposed project would result in an increase in operational-related criteria air pollutants including from the generation of daily vehicle trips and energy demand. The Eastern Neighborhoods FEIR comprehensively addressed operational emissions associated with the proposed project, along with mitigation measurements required to address potentially significant effects. A project-specific analysis was conducted to determine whether the development of the proposed project would result in new air quality impacts or impacts that are more severe than those discussed in the Eastern Neighborhoods FEIR.

The operational and area source emissions of criteria air pollutants for the project were estimated using CalEEMod, with project-specific land use data. The project would generate criteria pollutant emissions associated with vehicle traffic and on-site area sources (i.e., natural gas combustion for space and water heating, and combustion of other fuels by building and grounds maintenance equipment). Model inputs include 338 high-rise<sup>103</sup> apartment units and 2,920 square feet of commercial support uses. Operational emissions for the proposed project are based on vehicle trip generation rates by land use type as shown in Table 9 of the Transportation Impact Study.<sup>104</sup> The daily emissions associated with operation of the proposed project (project-related trip generation and operational increases in stationary sources) are shown in Table 6 for ROG, NOx, PM10 and PM2.5. Annual emissions are shown in Table 7.

TABLE 6
DAILY PROJECT OPERATIONAL EMISSIONS

	Pollutant Emissions (Pounds/Day)						
Sources	Reactive Organic Gases	Nitrogen Oxides	PM10	PM2.5			
Area	10.4	0.3	0.2	0.2			
Energy	0.1	0.7	0.1	0.1			
Mobile	11.1	9.0	6.9	2.0			
Total Project Emissions	21.6	10.0	7.1	2.2			
Significance Threshold	54	54	82	54			
Exceed Threshold? (Yes/No)	No	No	No	No			

Note: Values may not appear to add exactly because of rounding.

Source: AECOM, 2013.

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PLANNING DEPARTMENT

91

Fehr & Peers. 2013 (December). Transportation Impact Study 800 Indiana Street. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>103</sup> In CalEEMod, "high-rise" apartment buildings are buildings over four stories in height.

Fehr & Peers. 2013 (December). Transportation Impact Study 800 Indiana Street. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

TABLE 7
ANNUAL PROJECT OPERATIONAL EMISSIONS

	Pollutant Emissions (Tons/Year)						
Sources	Reactive Organic Gases	Nitrogen Oxides	PM10	PM2.5			
Area	1.8	0.0	0.0	0.0			
Energy	0.0	0.1	0.0	0.0			
Mobile	2.5	2.1	1.5	0.4			
Total Project Emissions	4.4	2.2	1.5	0.5			
Significance Threshold	10.00	10.00	15.00	10.00			
Exceed Threshold? (Yes/No)	No	No	No	No			

Note: Values may not appear to add exactly because of rounding.

Source: AECOM, 2013.

The resulting analysis as shown in Tables 6 and 7, determined that long-term operational emissions from the proposed project would not exceed any of the BAAQMD operational thresholds of significance. Therefore, operational impacts would be less than significant. The proposed project would not result in any significant impacts, individually or cumulatively, that were not identified in the Eastern Neighborhoods FEIR related to operational impacts.

#### Clean Air Plan Consistency

The Eastern Neighborhoods FEIR stated that with implementation of Mitigation Measures G-2, G-3, and G-4, the Area Plan would be consistent with the Bay Area 2005 Ozone Strategy, the applicable air quality plan at the time. Subsequent to the certification of the FEIR, the 2010 Clean Air Plan was adopted by the BAAQMD and it updates the Bay Area 2005 Ozone Strategy in accordance with the requirements of the California Clean Air Act to implement all feasible measures to reduce ozone; provide a control strategy to reduce ozone, particulate matter, air toxics, and greenhouse gases in a single, integrated plan; and establish emission control measures to be adopted or implemented. Consistency with the 2010 Clean Air Plan is determined by whether or not the proposed project would result in significant and unavoidable air quality impacts or hinder implementation of control measures (e.g., excessive parking or preclude extension of transit lane or bicycle path). As stated above, the proposed project would not result in significant and unavoidable air quality impacts and the proposed project does not include elements that would hinder implementation of control measures. Therefore the proposed project would not conflict with an applicable air quality plan.

For the above reasons, implementation of the proposed project would result in less than significant air quality impacts and would not result in any significant impacts, individually or cumulatively that were not identified in the Eastern Neighborhoods FEIR related to air quality.

# Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would further alter the existing streetscape corridor along Indiana Street between 18th and 22nd Streets. Both variants would add streetscape improvements suggested by the Better Streets Plan, including curb ramps, corner bulbs, more pedestrian amenities, and reduced/reconfigured parking.

AECOM, Final Air Quality Analysis for 800 Indiana Street, April 8, 2014. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

Installation of these features would not involve extensive excavation or construction activities that would be substantially greater than those of the proposed project because the excavation depth is anticipated to be relatively shallow. Both variants would be required to comply with the City's Construction Dust Ordinance thus it is anticipated that construction-related air quality emissions associated with both variants would be similar to those of the proposed project. Given the total average daily construction emissions associated with the proposed project would be well below BAAQMD thresholds of significance (i.e., all pollutants [ROG, NOX, PM10, and PM2.5] less than 50 percent of thresholds), it is anticipated that construction-related emissions under Variants 1 and 2 also would be less than significant.

The project variants would include streetscape improvements which do not generate vehicle trips or include stationary emission sources; therefore, the long-term operational emissions would be below the BAAQMD thresholds of significance, and therefore would be less than significant.

In addition, because the added pedestrian amenities and reduced vehicle parking would create a more pedestrian- and bicycle-friendly environment, the project variants could result in some mode shift away from vehicle trip to non-vehicular trips that would reduce operational emissions. Therefore, air quality impacts from Variants 1 and 2 would be less than significant. Variants 1 and 2 would not result in any significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to air quality.

# Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would involve minor earth-disturbing activities such as grading and installation of a fence and landscaping associated with the installation of the plaza/dog park, in addition to grading activities associated with the construction of the proposed project at 800 Indiana Street. These construction activities would involve shallow excavation in a limited area that would be substantially less compared with grading on the proposed project site. If combined with Variant 1 or 2, the construction of Variant 3 would contribute to construction-related air quality emissions. Variant 3 would also be required to comply with the City's Construction Dust Ordinance. Given that the total average daily construction emissions associated with the proposed project would be well below BAAQMD thresholds of significance (i.e., all pollutants [ROG, NOX, PM10, and PM2.5] less than 50 percent of thresholds), it is anticipated that Variant 3 construction-related emissions would also be less than significant.

Variant 3 would serve local residents and would not generate vehicle trips or include stationary emission sources; therefore long-term operational emissions would be below the BAAQMD thresholds of significance; and therefore, would be less than significant. Variant 3 would not result in any significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to air quality.

8. 0	ics: GREENHOUSE GAS MISSIONS—Would the	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
project:							
a)	Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?						
b)	Conflict with any applicable plan, policy, or regulation of an agency adopted for the purpose of reducing the emissions of greenhouse gases?						

## Background

The BAAQMD is responsible for attaining and maintaining air quality in the San Francisco Bay Area Air Basin within federal and state air quality standards, as established by the federal Clean Air Act (CAA) and the California Clean Air Act (CCAA), respectively. The CAA and the CCAA require plans to be developed for areas that do not meet air quality standards, generally. The most recent air quality plan, the 2010 Clean Air Plan includes a goal of reducing greenhouse gas (GHG) emissions to 1990 levels by 2020 and 40 percent below 1990 levels by 2035.

The BAAQMD also assists local jurisdictions and lead agencies in complying with the requirements of CEQA regarding potentially adverse effects on air quality in its CEQA Air Quality Guidelines. The BAAQMD advises that local agencies may consider adopting a Greenhouse Gas Reduction Strategy consistent with Assembly Bill 32 goals and that subsequent projects be reviewed to determine the significance of their GHG emissions based on the degree to which that project complies with a Greenhouse Gas Reduction Strategy. The following analysis is based on the findings in the Eastern Neighborhoods FEIR and incorporates BAAQMD's methodology for analyzing GHG emissions, as well as other amendments to the CEQA Guidelines related to GHGs (e.g., CEQA Guidelines Section 15183.5).

The Eastern Neighborhoods FEIR assessed the GHG emissions that could result from rezoning of the Central Waterfront Area Plan under the three rezoning options. The Eastern Neighborhoods Rezoning Options A, B, and C are anticipated to result in GHG emissions on the order of 4.2, 4.3 and 4.5 metric tons of CO2E per service population, 107 respectively. The Eastern Neighborhoods FEIR concluded that the

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BAAQMD, California Environmental Quality Act Air Quality Guidelines, May 2012. Available online at: http://www.baaqmd.gov/~/media/Files/Planning%20and%20Research/CEQA/BAAQMD%20CEQA%20Guidelines\_Final\_May %202012.ashx?la=en. Accessed September 25, 2012.

Memorandum from Jessica Range, MEA to MEA staff, Greenhouse Gas Analyses for Community Plan Exemptions in Eastern Neighborhoods, April 20, 2010. This memorandum provides an overview of the GHG analysis conducted for the Eastern Neighborhoods Rezoning EIR and provides an analysis of the emissions using a service population (equivalent of total number of residents and employees) metric.

resulting GHG emissions from the three options analyzed in the Eastern Neighborhoods Area Plan would be less than significant. No mitigation measures were identified in the FEIR.

The proposed project would increase activity at the proposed project site by replacing a warehouse with a residential development that would result in additional vehicle trips and an increase in energy use. The development also could result in an increase in overall water usage, generating indirect emissions from the energy required to pump, treat, and convey water. Therefore, the proposed project would contribute to annual long-term increases in GHGs as a result of increased vehicle trips (mobile sources) and operations associated with energy use, water use, wastewater treatment, and solid waste disposal. Construction activities would also result in temporary increases in GHG emissions.

As discussed above, the BAAQMD prepared guidelines and methodologies for analyzing GHGs. These guidelines identify a methodology for either a quantitative or qualitative assessment of a project's GHG impact. The qualitative assessment allows for projects that are consistent with a Qualified GHG Reduction Strategy to conclude that the project's GHG impact is less than significant. San Francisco's Strategies to Address Greenhouse Gas Emissions (GHG Reduction Strategy)<sup>108</sup> presents a comprehensive assessment of policies, programs, and ordinances that collectively represent San Francisco's Qualified GHG Reduction Strategy in compliance with the BAAQMD's guidelines. In reviewing the GHG Reduction Strategy, the BAAQMD concluded that the strategy meets the criteria outlined in its guidelines and stated that San Francisco's "aggressive GHG reduction targets and comprehensive strategies help the Bay Area move toward reaching the State's AB 32 goals, and also serve as a model from which other communities can learn."109 San Francisco's collective actions, policies and programs have resulted in a 14.5 percent reduction in GHG emissions in 2010 compared to 1990 levels, exceeding the year 2020 reduction goals outlined in the BAAQMD's 2010 Clean Air Plan, Executive Order S-3-05, and Assembly Bill 32 (also known as the Global Warming Solutions Act.)<sup>110,111</sup> Therefore, projects that are consistent with San Francisco's GHG Reduction Strategy would not result in GHG emissions that would have a significant effect on the environment and would not conflict with state, regional, and local GHG reduction plans and regulations.

The proposed project would be subject to and required to comply with several regulations adopted to reduce GHG emissions as identified in the GHG Reduction Strategy. The regulations that are applicable to the proposed project include the Bicycle Parking requirements, Street Tree Planting Requirements for New Construction, Mandatory Recycling and Composting Ordinance, SF Green Building Requirements for Energy Efficiency, and Stormwater Management.

These regulations, as outlined in San Francisco's Strategies to Address Greenhouse Gas Emissions, have proven effective as San Francisco's GHG emissions have measurably reduced when compared to 1990 emissions levels, demonstrating that the City has met and exceeded EO S-3-05, AB 32, and the Bay Area 2010 Clean Air Plan GHG reduction goals for the year 2020. The proposed project was determined to be

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San Francisco Planning Department, Strategies to Address Greenhouse Gas Emissions in San Francisco, 2010. The final document is available online at: http://www.sf-planning.org/index.aspx?page=2627.

Letter from Jean Roggenkamp, BAAQMD, to Bill Wycko, San Francisco Planning Department. October 28, 2010. This letter is available online at: http://www.sf-planning.org/index.aspx?page=2627. Accessed November 12, 2010.

San Francisco Department of Environment (DOE), "San Francisco Community-Wide Carbon Emissions by Category." Excel spreadsheet provided via email between Pansy Gee, DOE and Wade Wietgrefe, San Francisco Planning Department. June 7, 2013.

The Clean Air Plan, Executive Order S-3-05, and Assembly Bill 32 goals, among others, are to reduce GHGs in the year 2020 to 1990 levels.

consistent with San Francisco's GHG Reduction Strategy.<sup>112</sup> Other existing regulations, such as those implemented through AB 32, will continue to reduce a proposed project's contribution to climate change. As such, the proposed project would result in a less-than-significant impact with respect to GHG emissions. The proposed project's GHG emissions would not conflict with state, regional, and local GHG reduction plans and regulations, and thus would not result in any significant impacts, individually or cumulatively, that were not identified in the Eastern Neighborhoods FEIR related to GHG emissions, and no mitigation measures would be necessary.

# Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would include streetscape improvements which would result in temporary construction-phase GHG emissions in addition to the construction activities of the proposed project at 800 Indiana Street. However, the construction phase GHG emissions associated with Variants 1 and 2 would not extend beyond the short-term construction period. The variants would not result in any long-term operational GHG emissions. Variants 1 and 2 would improve the condition of Indiana Street for pedestrians and bicyclists, thereby complying with the City's overall goals of increasing the use of alternative modes of transportation and could indirectly reduce potential GHG emissions. Variants 1 and 2 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to GHG emissions, and no mitigation measures would be necessary.

### Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would include construction of a plaza/dog park which would result in temporary construction-phase GHG emissions. If combined with Variant 1 or 2, Variant 3 would increase the construction-phase GHG emissions. However, GHG emissions associated with Variant 3 would not extend beyond the short-term construction period and would not result in long term operational emissions. Variant 3 would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to GHG emissions, and no mitigation measures would be necessary.

Greenhouse Gas Analysis: Compliance Checklist, April 28, 2014. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

97

70pics:  9. WIND AND SHADOW— Would the project:		Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
a)	Alter wind in a manner that substantially affects public areas?						
b)	Create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas?						

#### Wind

No significant impacts related to wind were anticipated to result from the implementation of the Eastern Neighborhoods Rezoning and Area Plans. Specific projects within Eastern Neighborhoods require analysis of wind impacts where deemed necessary. Thus, wind impacts were determined not to be significant in the Eastern Neighborhoods Initial Study and were not analyzed in the Eastern Neighborhoods FEIR. No mitigation measures relative to wind impacts were identified in the Eastern Neighborhoods FEIR.

Based upon experience of the Planning Department in reviewing wind analyses and expert opinion on other projects, it is generally (but not always) the case that projects under 80 feet in height do not have the potential to generate significant wind impacts. Although the proposed approximately 58-foot-tall (excluding a 12-foot-tall mechanical penthouse) building would be taller than some of the immediately adjacent buildings, it would be similar in height to existing buildings in the surrounding area. For the above reasons, the proposed project is not anticipated to cause significant impacts related to wind that was not identified in the Eastern Neighborhoods FEIR.

As a result, the proposed project would not have any significant wind impacts, either individually or cumulatively.

#### Shadow

The Eastern Neighborhoods FEIR concluded that development under the rezoning and community plans could result in significant, adverse shadow impacts on the following parks and open spaces in the Eastern Neighborhoods: Victoria Manalo Draves Park, South of Market Recreation Center/Eugene Friend Recreation Center, Alice Street Community Gardens, and South Park in East SoMa; KidPower Park, Franklin Square, Mission Playground, Alioto Mini-Park, 24th and York Mini Park and the James Rolph Playground in the Mission; Potrero del Sol Park and Jackson Playground in Showplace Square/Potrero Hill; and, Esprit Park, Warm Water Cove and Wood Yard Mini-Park in the Central Waterfront.<sup>113</sup>

More specifically, the Eastern Neighborhoods FEIR concluded that all future development in the Central Waterfront subarea (where the project site is located) would be subject to the Section 295 review process,

San Francisco Planning Department. 2008. Eastern Neighborhoods CEQA Findings. Planning Department Case No. 2004.0160E, certified August 7, 2008. The CEQA Findings are on file for public review at the Planning Department, 1650 Mission Street Suite 400 as part of the case file for Case No. 2004.0160E.

and that future development in the area surrounding Esprit Park also would be subject to site-specific environmental analysis.<sup>114</sup> The FEIR also noted that compliance with Section 295 would limit potential new shadow impacts on Esprit Park (subject to the discretion of the Recreation and Park Commission) and that new shadow impacts would be evaluated on a project-specific basis.

However, the Eastern Neighborhoods FEIR noted that without detailed development proposals, the potential for new shadow impacts could not be determined. Thus, the Eastern Neighborhoods FEIR conservatively concluded that shadow impacts on Esprit Park would be significant and unavoidable. No feasible mitigation measures were identified. In keeping with the direction promulgated in the FEIR, the 800 Indiana project is undergoing project-specific environmental review as well as a project-specific Planning Code Section 295 review. Section 295 of the Planning Code generally prohibits new structures above 40 feet in height if that structure would cast additional shadows on a park or open space that is under the jurisdiction of the San Francisco Recreation and Park Commission between one hour after sunrise and one hour before sunset, at any time of the year, unless the net new shadow would not result in a significant adverse effect on the use of the park or open space.

The proposed project would construct an approximately 58-foot-tall (excluding a 12-foot-tall mechanical penthouse) building, which would be subject to Section 295 analysis. The Planning Department prepared a preliminary shadow fan<sup>116</sup> that indicated shadow from the proposed project could reach Esprit Park, which is under the jurisdiction of the Recreation and Park Commission and thus would be subject to the provisions of Section 295 of the Planning Code.

Under the Eastern Neighborhoods Area Plan, sites surrounding parks and open spaces could be redeveloped with taller buildings without triggering Section 295 of the Planning Code, if the proposed buildings are not more than 40 feet tall, or if the potentially affected parks are not under jurisdiction of the Recreation and Parks Department; this includes parks that are owned by other government entities such as the Department of Public Works (DPW), the San Francisco Public Utilities Commission (SFPUC), or are privately owned.

The proposed project would not result in new significant cumulative impacts related to shadow that were not identified in the Eastern Neighborhoods FEIR given that such impacts were identified as being significant and unavoidable. However, project-specific shadow impact could occur, and analysis of this potential impact will be included in the focused EIR.

## Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Analysis of project-specific shadow impacts will be included in the focused EIR.

## Variant 3 – 20th Street Plaza/Dog Park

Analysis of project-specific shadow impacts will be included in the focused EIR.

San Francisco Planning Department. 2008. Eastern Neighborhoods FEIR, page 413. Planning Department Case No. 2004.0160E, certified August 7, 2008. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400, or at http://www.sf-planning.org/index.aspx?page=1893.

<sup>&</sup>lt;sup>115</sup> Ibid., page 414.

San Francisco Planning Department. 2012 (September 12). 800 Indiana Street Initial Shadow Fan Analysis. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

Тор	ics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
10.	RECREATION—Would the						
pro	oject:						
a)	Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated?						
b)	Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment?						
c)	Physically degrade existing recreational resources?						

The Eastern Neighborhoods FEIR concluded that implementation of the Eastern Neighborhoods Rezoning and Area Plans would not result in substantial or accelerated deterioration of existing recreational resources or require the construction or expansion of recreational facilities that may have an adverse effect on the environment. No mitigation measures related to recreational resources were identified in the Eastern Neighborhoods FEIR.

The proposed project would provide 3,500 square feet of publicly accessible open space in the form of plazas, five common open space areas totaling 22,410 square feet, and 11,865 square feet of private open space, for a total of 37,775 square feet of open space on the proposed project site. This open space is likely to be used primarily as passive open space.

The proposed project site is served by the following existing parks/open spaces: Esprit Park (about 0.02 miles away); Woods Yard Park (about 0.1 miles away); Pennsylvania Garden (about 0.2 miles away); Potrero Hill Recreation Center (about 0.3 miles away); Progress Park (about 0.3 miles away); Agua Vista Park (about 0.5 miles away); and Warm Water Cove Park (about 0.5 miles away).

The proposed addition of 338 dwelling units would be expected to generate additional demand for recreational facilities. The increase in demand would to some extent be offset by the proposed on-site open space, and project-related demand for recreational facilities or open space would not be in excess of amounts expected and provided in the Eastern Neighborhoods Area Plan, and within the City as a whole.

The additional demand for recreational facilities would be incremental compared with existing demand in the area; and therefore, the proposed project would not result in substantial physical deterioration of existing recreational resources. Overall, the proposed project would not result in significant impacts, either individually or cumulatively, on existing recreation facilities, nor require the construction or expansion of public recreation facilities that would have a significant impact on the environment.

### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would add streetscape improvements to the proposed project that would not create an additional demand on recreation facilities. Variant 2 would add a linear park that would include a series of programmed amenity spaces such as small play areas, dog runs, gathering spaces, and community garden plots that could be considered passive recreational amenities. Variants 1 and 2 would have no impact on demand for recreation facilities in the area, and Variant 2 would add passive recreational amenities. Therefore, Variants 1 and 2 would not result in any significant individual or cumulative impact specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

# Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would include a plaza/dog park that would convert an underutilized dead-end street into a new recreational amenity that would benefit the neighborhood, allowing owners and their dogs to enjoy a secure outdoor off-leash environment. Variant 3 would add a passive recreational resource but would not create additional demands on existing recreational features and would not result in any significant individual or cumulative impact specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

11.	oics: UTILITIES AND SERVICE STEMS—Would the project:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
a)	Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?						
b)	Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?						
c)	Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?						
d)	Have sufficient water supply available to serve the project from existing entitlements and resources, or require new or expanded water supply resources or entitlements?						

Тор	ics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
e)	Result in a determination by the wastewater treatment provider that would serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments?						
f)	Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?						
g)	Comply with federal, state, and local statutes and regulations related to solid waste?						

The Eastern Neighborhoods FEIR determined that the anticipated increase in population would not result in a significant impact on the provision of water, wastewater collection and treatment, and solid waste collection and disposal. No mitigation measures were identified in the FEIR.

The proposed 800 Indiana Street project would be subject to the City's Stormwater Management Ordinance, which requires the project to maintain or reduce the existing volume and rate of stormwater runoff discharged from the site. To achieve this, the project would implement and install appropriate stormwater management systems that retain runoff on site, promote stormwater reuse, and limit site discharges entering the combined sewer collection system. This, in turn, would limit the incremental demand on both the collection system and wastewater facilities resulting from stormwater discharges, and minimize the potential need for expanding or construction new facilities. Thus, the project would not require or result in the construction of new stormwater drainage facilities or expansion of existing facilities, the construction of which would cause significant environmental effects.

The proposed project would not exceed wastewater treatment requirements of the Regional Water Quality Control Board (RWQCB) and would not require the construction of new wastewater/storm water treatment facilities or expansion of existing ones. The proposed project would have sufficient water supply available from existing entitlement, and solid waste generated by project construction and operation would not result in the landfill exceeding its permitted capacity, and the project would not result in a significant solid waste generation impact. The proposed project would be required to comply with current state and local regulations related to energy consumption, waste disposal, wastewater treatment, and water conservation. For these reasons, implementation of the proposed project would not result in significant impacts, individually or cumulatively specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to utilities and service systems, and no mitigation measures would be necessary.

# Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would add streetscape improvements to the proposed project and would not create additional utility demand. Therefore the utilities and service system impacts would be the same as under the proposed project. The variants would not result in any significant individual or cumulative impact

specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

# Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would include a plaza/dog park, including light poles that would provide illumination at night for a safe environment but would not create additional utility demand in terms of water, wastewater treatment, or stormwater conveyance. The lighting would be designed in accordance with residential lighting standards. Therefore, if combined with the proposed project, or Variant 1 or 2, Variant 3 would result in the same utilities and service system impacts as under the proposed project. Variant 3 would not result in any significant individual or cumulative impact specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

Topics:  12. PUBLIC SERVICES—Would the project:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
a) Result in substantial adverse physical impacts associated with the provision of, or the need for, new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any public services such as fire protection, police protection, schools, parks, or other services?						

The Eastern Neighborhoods FEIR determined that the anticipated increase in population would not result in a significant impact on public services, including fire protection, police protection, and public schools. No mitigation measures were identified in the FEIR.

The proposed project would result in an approximately 441,183-square-foot residential development including up to 338 residential units. This population growth would generate an increase in demand for public services, but this additional demand would not exceed the planned service levels and capacity discussed in the Eastern Neighborhoods FEIR. In addition, no new facilities would need to be constructed to maintain acceptable service ratios, response times, or other performance objectives for any public services. For these reasons, implementation of the proposed project would not result in significant impacts, individually or cumulatively on public services, that were not identified in the Eastern Neighborhoods FEIR and no mitigation measures would be necessary.

# Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would add streetscape improvements to the proposed project that would not create an additional demand for public services. Neither variant would result in any significant individual or cumulative impact specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

# Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would include a plaza/dog park and would not create additional demand for public services. Variant 3 would have no impact on public services and would not result in any significant individual or cumulative impact specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

Тор	ics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
RE	BIOLOGICAL SOURCES—Would the						
pro	oject:						
a)	Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?						
b)	Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?						⊠
c)	Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?						⊠
d)	Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?						⊠

Тор	ics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
e)	Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?						
f)	Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan?						

As discussed in the Eastern Neighborhoods FEIR, the Eastern Neighborhoods area is in a developed urban environment that does not provide native natural habitat for any rare or endangered plant or animal species. No riparian corridors, estuaries, marshes, or wetlands exist that could be affected by the development anticipated under the Eastern Neighborhoods Area Plan. In addition, development envisioned under the Eastern Neighborhoods Area Plan would not substantially interfere with the movement of any resident or migratory wildlife species. For these reasons, the FEIR concluded that implementation of the Area Plan would not result in significant impacts on biological resources, and no mitigation measures were identified.

The project site is occupied by a warehouse building used by the War Memorial Opera House for assembly and storage of props and sets. It is located in a developed urban area that does not support or provide habitat for any known rare or endangered wildlife species, animal, or plant life or habitat, and would not interfere with any resident or migratory species. The proposed project site has been previously disturbed and developed and is almost entirely covered with impervious surfaces. Therefore implementation of the proposed project would not adversely affect a candidate, sensitive, or special-status species, a riparian habitat, or wetlands.

San Francisco is located within the Pacific Flyway, a major north-south route of travel for migratory birds along the western portion of the Americas, extending from Alaska to Patagonia, Argentina. Every year, migratory birds travel some or all of this distance in the spring and autumn, following food sources, heading to and from breeding grounds, or traveling to and from overwintering sites. High-rise buildings are potential obstacles that can injure or kill birds in the event of a collision, and bird strikes are a leading cause of worldwide declines in bird populations.

Planning Code Section 139, Standards for Bird-Safe Buildings, establishes building design standards to reduce avian mortality rates associated with bird strikes. This ordinance focuses on location-specific hazards and building feature-related hazards. Location-specific hazards apply to buildings in, or within 300 feet of and having a direct line of sight to an Urban Bird Refuge, which is defined as an open space "two acres and larger dominated by vegetation, including vegetated landscaping, forest, meadows, grassland, or wetlands, or open water." The project site is not in or within 300 feet of an Urban Bird Refuge, so the standards related to location-specific hazards are not applicable to the proposed project. Feature-related hazards, which can occur on buildings anywhere in San Francisco, are defined as freestanding glass walls, wind barriers, skywalks, balconies, and greenhouses on rooftops that have unbroken glazed segments of 24 square feet or larger. The proposed project would comply with the feature-related standards of Planning Code Section 139 by using bird-safe glazing treatment on 100

percent of any feature-related hazards. As a result, the proposed project would not interfere substantially with the movement of any native resident or migratory wildlife species or with established native resident or migratory wildlife corridors.

Approximately 27 trees along the frontage of Indiana Street would be removed for project construction. The project sponsor would obtain the necessary permits from DPW, consistent with Article 16 "Urban Forestry Ordinance" of the Public Works Code. Removal of street trees or significant trees requires that an appropriate replacement tree be planted on the proposed project site or along the street, or that an inlieu fee be paid. Section 138 of the Planning Code requires that street trees be replaced at the rate of one tree for every 20 feet of street or alley frontage, at a minimum size of a 24-inch box. The proposed project would replace the removed street trees, in compliance with DPW and Planning Code requirements. Therefore, the proposed project would not conflict with any local policies or ordinances protecting trees and would not result in significant impacts on migratory birds.

The project site is not within an area covered by an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, state, or regional habitat conservation plan. As a result, the proposed project would not conflict with the provisions of any such plan.

For these reasons, implementation of the proposed project would not result in significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to biological resources, and no mitigation measures would be necessary.

### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would be implemented within an existing, paved street right-of-way, in addition to the construction and landscaping associated with the proposed project at 800 Indiana Street. Both variants would be required to comply with DPW and Planning Code tree removal requirements, and the project sponsor would obtain all necessary permits. In addition, both variants contemplate providing increased landscaping along Indiana Street, through a streetscape improvement plan, which would be beyond the DPW and Planning Code requirements. However, neither variant would result in any significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to biological resources, and no mitigation measures would be necessary.

### Variant 3 - 20th Street Plaza/Dog Park

Variant 3 would convert the area currently used for construction equipment storage underneath the 20th Street overpass into a plaza/dog park. No trees, vegetation, or other biological habitat exist at this site, therefore, tree removal permits would not be required. If combined with Variant 1 or 2, Variant 3 would result in biological resource impacts that would be the same as under the proposed project. Variant 3 would have no impact on biological resources and would not result in any significant individual or cumulative impact specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

	ics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
	GEOLOGY AND SOILS— ould the project:						
a)	Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:						⊠
	i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? (Refer to Division of Mines and Geology Special Publication 42.)						⊠
	ii) Strong seismic ground shaking?						
	iii) Seismic-related ground failure, including liquefaction?						
	iv) Landslides?						$\boxtimes$
b)	Result in substantial soil erosion or the loss of topsoil?						
c)	Be located on geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in onor off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?						⊠
d)	Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial risks to life or property?						
e)	Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?						⊠
f)	Change substantially the topography or any unique geologic or physical features of the site?						

The Eastern Neighborhoods FEIR concluded that implementation of the Eastern Neighborhoods Area Plan would indirectly increase the population that would be subject to an earthquake, including seismically induced ground-shaking, liquefaction, and landslides. The Eastern Neighborhoods FEIR also noted that new development is generally safer than comparable older development because of improvements in building codes and construction techniques. Compliance with applicable codes and

107

recommendations made in project-specific geotechnical analyses would not eliminate earthquake risks, but would reduce them to an acceptable level, given the seismically active characteristics of the Bay Area. Thus, the FEIR concluded that implementation of the Plan would not result in significant impacts with regard to geology, and no mitigation measures were identified in the Eastern Neighborhoods FEIR.

A geotechnical investigation was prepared for the proposed 800 Indiana Street project.<sup>117</sup> The following discussion relies on the information provided in the geotechnical investigation.

The geotechnical consultation indicated that the proposed project site is underlain by a thin layer of soil over bedrock.<sup>118</sup> Geologic information in the area and borings taken at the site indicate that the northern two-thirds of the property are underlain by Franciscan Complex rock, and alluvium in the southern portion of the warehouse and parking lot to the south. The bedrock is composed of shale, sandstone, and serpentine characteristics.

In previous borings that were drilled in the vicinity of the proposed project site, groundwater was encountered at depths ranging from 2 to 14.5 feet below existing grade.<sup>119</sup> Groundwater was not encountered at the proposed project site borings; however, based on the other previous borings in the area, groundwater perches on the bedrock would be likely during the rainy season and would migrate through seams and fractures in the bedrock.<sup>120</sup> Therefore, groundwater may be encountered at any depth within the proposed project site; dewatering would be required if groundwater is encountered.

Typically, the soil layers of concern for liquefaction are uncontrolled sandy fill and loose to mediumdense native sand. The geotechnical consultation concluded that the soil below the proposed project site is sufficiently dense and/or cohesive so that the potential for liquefaction and lateral shaking is very low. The majority of the soil would be removed by the excavation activities and the bedrock would provide adequate support for the foundation.<sup>121</sup>

The geotechnical consultation concluded that, from a geotechnical standpoint, the proposed project would be feasible, therefore preliminary foundation and design recommendations were made to address the soil conditions. <sup>122</sup> Per the geotechnical recommendations, the proposed three-building complex would have a spread footing foundation. <sup>123</sup> Pile driving may be required on the western side of the project site as part of a permanent shoring system to support the lateral loads from the Caltrans I-280 retaining wall. The proposed project would involve excavation to a maximum depth of approximately 14 feet over much of the proposed project site, resulting in the removal of approximately to 32,000 cubic yards of soil for the underground garage and foundation system. Additional excavation may be required for the placement of piles, likely to 20 feet, but no more than 40 feet. The completed construction would not alter the overall topography of the site.

The final building plans would be reviewed by DBI. In reviewing building plans, DBI refers to a variety of information sources to determine existing hazards. Sources reviewed include maps of Special Geologic Study Areas and known landslide areas in San Francisco as well as the building inspectors' working knowledge of areas of special geologic concern. DBI will review the geotechnical report and building

<sup>117</sup> Treadwell & Rollo. 2011 (October 4). Geotechnical Consultation, 800 Indiana Street, San Francisco, California. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>118</sup> Ibid, page 3.

<sup>&</sup>lt;sup>119</sup> Ibid, page 4.

<sup>120</sup> Ibid.

<sup>&</sup>lt;sup>121</sup> Ibid., page 6.

<sup>&</sup>lt;sup>122</sup> Ibid., page 5.

<sup>123</sup> Ibid.

plans for the proposed project to determine the adequacy of the proposed engineering and design features and to ensure compliance with all applicable San Francisco Building Code provisions regarding structural safety. The above-referenced geotechnical investigation report would be available for use by DBI during its review of building permits for the site. In addition, DBI could require that additional site specific soils report(s) be prepared in conjunction with permit applications, as needed. The DBI requirement for a geotechnical report and review of the building permit application pursuant to DBI's implementation of the Building Code would ensure that the proposed project would have no significant impacts related to soils or geology.

For these reasons, the proposed project would not result in significant individual or cumulative impacts related to geology and soils that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

## Variants 1 and 2 - Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would occur within an existing and paved right-of-way and may involve minimal below-grade disturbance in addition to the grading activities associated with the construction of the proposed project at 800 Indiana Street. Variants 1 and 2 would not include construction of new buildings or structures and would not alter the topography of the street. Therefore, Variants 1 and 2 would have a less than significant impact on geology and soils and would not result in any significant individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

## Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would convert the area currently underutilized and partially used for construction equipment storage underneath the 20th Street overpass into a plaza/dog park. The construction would only require shallow excavation for grading and installation of a fence and landscaping, therefore only minimal ground disturbance would be required. If combined with the proposed project, Variant 1 or 2, Variant 3 would result in geology and soils impacts that would be the same as under the proposed project. Variant 3 would have a less than significant impact on geology and soils and would not result in any significant individual or cumulative impact specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

Topics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
15. HYDROLOGY AND WATER QUALITY—V project:						
Violate any water quali or waste discharge requ						

Тор	ics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
b)	Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)?						⊠
c)	Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner that would result in substantial erosion or siltation on- or off-site?						
d)	Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site?						⊠
e)	Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?						⊠
f)	Otherwise substantially degrade water quality?						
g)	Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other authoritative flood hazard delineation map?						⊠
h)	Place within a 100-year flood hazard area structures that would impede or redirect flood flows?						
i)	Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam?						
j)	Expose people or structures to a significant risk of loss, injury or death involving inundation by seiche, tsunami, or mudflow?						

The Eastern Neighborhoods FEIR determined that the anticipated increase in population would not result in a significant impact on hydrology and water quality, including the combined sewer system and the potential for combined sewer outflows. No mitigation measures were identified in the FEIR.

The proposed project site currently is fully developed with the warehouse building and impervious paved surfaces along the west and south side. As discussed under Utilities and Service Systems, the proposed project would reduce the amount of impervious surface area and the volume of stormwater runoff by adding permeable landscaped courtyards at the ground level. In addition, the proposed project would comply with the City's Stormwater Management Ordinance (effective May 22, 2010), which would require maintaining or reducing the existing volume and rate of stormwater runoff discharged from the proposed project site. The proposed project also would be required to comply with stormwater quality control performance measure of the San Francisco Stormwater Design Guidelines. This performance measure is equivalent to LEED® Sustainable Sites Credit 6.1, which requires implementation of a stormwater management plan that would result in a 25 percent decrease in runoff rate and volume from the existing condition during the 2-year, 24-hour storm event. Compliance with this regulation would reduce the stormwater runoff rate at the proposed project site.

The proposed project would be constructed in compliance with all applicable federal, state and local regulations governing water quality and discharges to surface and ground water bodies. The proposed project would not alter drainage patterns in a manner that would result in substantial erosion, siltation, or flooding. Runoff from the project site would drain into the City's combined stormwater/sewer system, ensuring that such runoff is properly treated at the Southeast Water Pollution Control Plant before being discharged into San Francisco Bay. In accordance with the City's Stormwater Management Ordinance (Ordinance No. 83-10), the proposed project would be subject to Low Impact Design (LID) approaches and stormwater management systems to comply with the Stormwater Design Guidelines. In addition, the project sponsor would be required to prepare a Stormwater Pollution Prevention Plan (SWPPP) that would be reviewed, approved, and enforced by the San Francisco Public Utilities Commission. The SWPPP would specify best management practices and erosion and sedimentation control measures to prevent sedimentation from entering the City's combined stormwater/sewer system. As a result, the proposed project would not violate any water quality standards or waste discharge requirements or otherwise substantially degrade water quality.

Groundwater is relatively shallow throughout the project site, approximately 2 to 14.5 feet bgs, and could be encountered during project-related excavation. Any groundwater that is encountered during construction would be subject to requirements of the City's Sewer Use Ordinance (Ordinance Number 19-92, amended 116-97), as supplemented by Department of Public Works Order No. 158170, requiring a permit from the Wastewater Enterprise Collection System Division of the San Francisco Public Utilities Commission. A permit may be issued only if an effective pretreatment system is maintained and operated. Each permit for such discharge would contain specified water quality standards and may require the project sponsor to install and maintain meters to measure the volume of the discharge to the combined sewer system. Effects from lowering the water table because of dewatering, if any, would be temporary and would not be expected to substantially deplete groundwater resources. Therefore, the proposed project would not deplete groundwater supplies or substantially interfere with groundwater recharge.

<sup>124</sup> Treadwell & Rollo. 2011 (October). Geotechnical Consultation 800 Indiana Street, page 6. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

The project site is not in a designated flood zone, so the proposed project would not place housing within a 100-year flood hazard area, would not impede or redirect flood flows in a 100-year flood hazard area, and would not expose people or structures to a significant risk of loss, injury, or death involving flooding, including flooding as a result of the failure of a levee or dam. As shown on Map 5, Tsunami Hazard Zones, San Francisco, 2012, in the Community Safety Element of the General Plan, the project site is not within a tsunami hazard zone. As a result, the proposed project would not expose people or structures to a significant risk of loss, injury, or death involving inundation by seiche or tsunami.

For these reasons, the proposed project would not result in significant individual or cumulative impacts on hydrology and water quality that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

# Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would occur within an existing, paved street right-of-way; therefore, neither would substantially increase total impervious surface area. In fact, Variant 2, the proposed Linear Park Streetscape Improvements could reduce the total impervious surface area because the design would increase soft landscaping along Indiana Street. Impacts related to water quality or degradation of water quality caused by discharge of construction-related stormwater runoff would be less than significant because of proposed project compliance with applicable regulations. Neither variant would result in any hydrology and water quality impacts specific to the proposed project or its location, that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

## Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would convert a dead-end street that currently is unpaved with no landscaping, into a plaza/dog park containing soft and hard landscaping. The plaza/dog park would increase landscaping at the site, allowing water to filtrate, and improve hydrology and water quality conditions at the site. If combined with Variant 1 or 2, Variant 3 would result in hydrology and water quality resource impacts that would be the same as under the proposed project. Variant 3 would have a less than significant impact on hydrology and water quality and would not result in any significant individual or cumulative impact specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no mitigation measures would be necessary.

Topics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
16. HAZARDS AND HAZARDOUS MATERIALS— Would the project:						
a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?						

<sup>125</sup> San Francisco Planning Department, San Francisco General Plan, Community Safety Element, p. 15. Available online at http://www.sf-planning.org/ftp/General\_Plan/Community\_Safety\_Element\_2012.pdf

Тор	ics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
b)	Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?						
c)	Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?						
d)	Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?						
e)	For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the project area?						
f)	For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?						
g)	Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?						

The Eastern Neighborhoods FEIR noted that implementation of any of the proposed Eastern Neighborhoods Area Plan's rezoning options would encourage construction of new development within the Plan area. The FEIR found that a high potential exists to encounter hazardous materials during construction activities in many parts of the Plan area, because of the presence of 1906 earthquake fill, previous and current land uses associated with the past use of hazardous materials, and known or suspected hazardous materials cleanup cases in this area. However, the FEIR found that existing regulations for facility closure, Under Storage Tank (UST) closure, and investigation and cleanup of soil and groundwater would ensure implementation of measures to protect workers and the community from exposure to hazardous materials during construction. A discussion of how those regulations apply to the 800 Indiana Street project site follows.

# Hazardous Building Materials

The Eastern Neighborhoods FEIR determined that future development in the Plan Area may involve demolition or renovation of existing structures containing hazardous building materials. Some building materials commonly used in older buildings could present a public health risk if disturbed during an

accident or during demolition or renovation of an existing building. Hazardous building materials addressed in the FEIR include asbestos, electrical equipment such as transformers and fluorescent light ballasts that contain PCBs or di (2 ethylhexyl) phthalate (DEHP), fluorescent lights containing mercury vapors, and lead-based paints. Asbestos and lead based paint may also present a health risk to existing building occupants if they are in a deteriorated condition. If removed during demolition of a building, these materials would also require special disposal procedures. The Eastern Neighborhoods FEIR identified a significant impact associated with hazardous building materials including PCBs, DEHP, and mercury and determined that that Mitigation Measure L-1: Hazardous Building Materials, would reduce effects to a less-than-significant level. Because the proposed development includes demolition of an existing building, Mitigation Measure L-1 through implementation of Project Mitigation Measure M-HZ-1 would apply to the proposed project.

#### Soil and Groundwater Contamination

The proposed project would include excavation to a depth of 14 feet below ground surface (bgs), which would result in the removal of up to approximately 32,000 cubic yards of soil. Given that the groundwater is known to occur from 2 to 14.5 feet below the ground surface, it is likely that excavation activities would require dewatering.<sup>126</sup>

The project site is in an area of known fill, and, thus, is subject to Article 22A of the Health Code, also known as the Maher Ordinance, which is administered and overseen by the Department of Public Health (DPH). In compliance with the Maher Ordinance, the project sponsor has submitted a Maher Application<sup>127</sup> to DPH and a prepared a Phase I/II Environmental Site Assessment to assess the potential for site contamination.

A Phase I/II ESA was conducted for the project site to determine the potential for previous site contamination and level of exposure risk associated with the proposed project. Based on an initial record search, the scope of the Phase I was expanded to include a Limited Phase II including soil sampling from beneath the existing on-site building.

The Phase I/II ESA found that the property is not listed in any commercially available database as having had a reported release of hazardous materials or documented environmental contamination. No underground storage tanks exist on the proposed project site. The property is listed on the HAZNET database for the generation and off-site disposal of hazardous materials under San Francisco Opera Association for inorganic solid waste, unspecified oil containing waste, waste oil and mixed oil, and asbestos-containing waste. No violations were reported, and the inclusion of 800 Indiana Street in this database does not represent a Recognized Environmental Condition (REC). A REC is the presence or likely presence of any hazardous substances or petroleum products on a property under conditions that indicate an existing release, a past release, or a material threat of a release of any hazardous substances or petroleum products into structures, on the property or into the ground, groundwater, or surface water of

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Treadwell & Rollo. 2011 (October). Geotechnical Consultation 800 Indiana Street, page 6. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

AvalonBay Communities, Inc. 2014 (April 10). 800 Indiana Maher Ordinance Application. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

Stellar Environmental Solutions, Inc. 2011 (October 5). Phase I/II Environmental Site Assessment 800 Indiana Street, San Francisco, California. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

<sup>&</sup>lt;sup>129</sup> Ibid., page 38.

the property. The term includes hazardous substances or petroleum products even under conditions in compliance with laws. Conditions determined to be de minimis are not RECs.<sup>130</sup>

The Phase II ESA evaluated the potential presence of contaminants of concern in the soil from historic or recent use. The historic use of the property consists of nearly 100 years of industrial use, and the potential exists for contamination to have occurred at the proposed project site.<sup>131</sup> The Phase II investigation collected samples of soils beneath the site from five sampling locations, and they were analyzed for metals, volatile organic compounds, semi-volatile organic compounds, total extractable hydrocarbons as diesel, motor oil, and total volatile hydrocarbons as gasoline. One of the samples from the south side of the existing building showed soluble lead at 30.0 milligrams per liter (mg/L), which exceeds the soluble threshold limit concentration of 5.0 mg/L for lead and classifies it as hazardous form of disposal criteria.<sup>132</sup> Because of this finding, the soil fill represented by the soluble lead concentration would need to be disposed as hazardous waste, at a California Class I landfill or an out of state Class I facility. The rest of the soil at the site could be disposed at a local non-hazardous Class II landfill.<sup>133</sup>

Where such analysis reveals the presence of hazardous substances in excess of state or federal standards, the project sponsor is required to submit a site mitigation plan (SMP) to the DPH or other appropriate state or federal agencies, and to remediate any site contamination in accordance with an approved SMP before issuance of any building permit. The proposed project would be required to remediate potential soil described above in accordance with Article 22A of the Health Code. Therefore, with this required remediation and compliance with hazardous waste regulations, the proposed project would not result in any significant impacts related to hazardous materials that were not identified in the Eastern Neighborhoods FEIR.

### **Naturally Occurring Asbestos**

A site-specific geotechnical consultation was conducted for the proposed project site, indicating that the site is underlain by a thin layer of soil over bedrock.<sup>134</sup> Geologic information for the project area and borings taken at the site indicate that the northern two-thirds of the property are underlain by Franciscan Complex rock, and that alluvium is in the southern portion of the warehouse and parking lot to the south. The bedrock is composed of shale, sandstone, and serpentinite characteristics. Although the chemical tests for the soil samples did not detect asbestos, it still may be present in the serpentine bedrock.<sup>135</sup> Serpentinite rock can contains naturally occurring chrysotile asbestos (NOA) or tremolite-actinolite, a fibrous mineral that can be hazardous to human health if airborne emissions are inhaled. The excavation activities for the proposed project potentially could release serpentinite into the atmosphere.

As discussed in the Eastern Neighborhoods FEIR, construction activities that disturb serpentine rock have the potential to expose workers and the public to asbestos, a known toxic air contaminant. State law requires that construction activities implement various measures to control airborne asbestos. Most construction activities likely to disturb NOA are required to comply with the Asbestos Airborne Toxic

<sup>130</sup> ASTM E1527-05.

<sup>&</sup>lt;sup>131</sup> Ibid., page 26.

<sup>&</sup>lt;sup>132</sup> Ibid., page 39.

<sup>&</sup>lt;sup>133</sup> Ibid., page 35.

<sup>134</sup> Ibid., page 3

Treadwell & Rollo. 2011 (October). Geotechnical Consultation 800 Indiana Street, page 6. This document is on file and available for review as part of Case No. 2011.1374E at 1650 Mission Street, Suite 400, San Francisco, CA.

Control Measure (ATCM) (CCR 17, Section 93105); in San Francisco these requirements are enforced by the Bay Area Air Quality Management District (BAAQMD).<sup>136</sup>

The Asbestos ATCM would require construction activities in areas where NOA is likely to be found, to employ best available dust control measures. Before the start of construction activities, the project sponsor would submit the necessary documentation to BAAQMD, for compliance with the Asbestos ATCM. The Asbestos ATCM would require the project sponsor to prepare and obtain BAAQMD approval of an asbestos dust mitigation plan. The Planning Department sent a notification letter informing the BAAQMD of proposed construction activities and the required asbestos mitigation plan on May 7, 2014.<sup>137</sup> The project sponsor would have construction contractors comply with the Asbestos ATCM requirements to prevent airborne (fugitive) dust containing asbestos from migrating beyond property boundaries during excavation and handling of excavated materials. The measures implemented as part of asbestos dust mitigation plan would protect workers and the public, and would include the following requirements:

- Construction vehicle speed at the work site will be limited to 15 miles per hour or less.
- Before any ground disturbance, sufficient water will be applied to the area disturbed to prevent visible emissions from crossing the property line.
- Areas to be graded or excavated will be kept adequately wetted to prevent visible emissions from crossing the property line.
- Storage piles will be kept adequately wetted, treated with a chemical dust suppressant, or covered when material is not being added to or removed from the pile.
- Equipment will be washed down before moving from the property onto a paved public road.
- Visible track-out on the paved public road will be cleaned using wet sweep or a HEPA filterequipped vacuum device within 24 hours of occurrence.

In addition, BAAQMD may require the project sponsor or a qualified third-party consultant to conduct air monitoring for off-site and on-site migration of asbestos dust during construction activities and to modify the dust mitigation plan on the basis of the air monitoring results, if necessary.

Furthermore, the project sponsor would prepare a dust control plan, in compliance with Article 22B, Construction Dust Control Ordinance, of the San Francisco Health Code, as described in Section 7, Air Quality of this document. The measures required pursuant to the dust control plan also would control fugitive dust that may contain asbestos. Dust suppression activities required by the Construction Dust Control Ordinance would include watering all active construction areas sufficiently to prevent dust from becoming airborne, and increased watering frequency may be necessary whenever wind speeds exceed 15 miles per hour. Reclaimed water would be used as required by Article 21, Section 1100 et seq. of the San Francisco Public Works Code. Beyond the requirements, reclaimed water would be used whenever possible. Contractors would provide as much water as necessary to control dust (without creating run-off in any area of land clearing, and/or earth movement). During excavation and dirt-moving activities, contractors would wet sweep or vacuum the streets, sidewalks, paths, and intersections where work is in

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San Francisco Planning Department. 2008. Eastern Neighborhoods FEIR, page 492. Planning Department Case No. 2004.0160E, certified August 7, 2008. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400, or at http://www.sf-planning.org/index.aspx?page=1893.

Letter from Rachel A. Schuett, San Francisco Planning Department to Michael Wall, Supervising Air Quality Specialist, BAAQMD Compliance & Enforcement Division, May 19, 2014.

progress at the end of the workday. Inactive stockpiles (where no disturbance occurs for more than seven days) greater than 10 cubic yards or 500 square feet of excavated materials, backfill material, import material, gravel, sand, road base, and soil would be covered with a 10 mil (0.01 inch) polyethylene plastic (or equivalent) tarp, braced down, or use other equivalent soil stabilization techniques. Compliance with Title 17, Section 93105 and Article 22B of the California Code of Regulations would ensure that the proposed project would not result in a substantial hazard to the public or environment from exposure to NOA, and the impact would be less than significant. Therefore, the proposed project would not result in any significant impact related to hazardous materials that were not identified in the Eastern Neighborhoods FEIR.

The project site is not located within an area covered by an airport land use plan, within two miles of a public airport or a public use airport, or in the vicinity of a private airstrip. Therefore, the proposed project would not result in a safety hazard for people residing or working in the project area.

In San Francisco, fire safety is ensured through the provisions of the Building Code and the San Francisco Fire Code. During the review of the building permit application, DBI and the San Francisco Fire Department will review the project plans for compliance with all regulations related to fire safety. Compliance with fire safety regulations would ensure that the proposed project would not impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan or expose people or structures to a significant risk of loss, injury, or death involving fires.

For these reasons, the proposed project would not result in significant individual or cumulative impacts specific to the proposed project or project site related to hazards or hazardous materials that were not identified in the Eastern Neighborhoods FEIR, and no additional mitigation measures would be necessary

### Variants 1 and 2 – Hybrid Streetscape and Linear Park Streetscape Plans

Variants 1 and 2 would likely involve minor earth-disturbing activities associated with the installation of bulb-outs and increasing the sidewalk width, in addition to the ground disturbing activities associated with construction of the proposed project at 800 Indiana Street. Because Variants 1 and 2 would not require demolition of existing buildings, no potential would occur for workers or the community to be exposed to hazardous building materials. Therefore, there would be no impact related to hazardous building materials. The earth-disturbance work for Variants 1 and 2 could result in removing contaminated soil or encountering NOA, and would have a similar level of impact as under the proposed project. As with the proposed project, Eastern Neighborhoods FEIR Mitigation Measure L-1 would apply to Variants 1 and 2 through implementation of Project Mitigation Measure HZ-1. The sponsor would also be required to comply with Article 22A of the San Francisco Health Code before the issuance of a building permit. Compliance with the regulations and procedures established as part of the permit review process would reduce impacts related to the handling of potentially contaminated soil to lessthan-significant levels. Therefore, Variants 1 and 2 would not result in any individual or cumulative hazardous materials impacts related to the proposed project or project site that were not previously identified in the Eastern Neighborhoods FEIR, and no additional mitigation measures would be necessary.

### Variant 3 – 20th Street Plaza/Dog Park

Variant 3 would convert the area currently used for construction equipment storage underneath the 20th Street overpass into a plaza/dog park. No known hazardous materials are in this area; however, the minor earth-disturbance work could encounter contaminated soil or NOA. As with the proposed project,

Eastern Neighborhoods FEIR Mitigation Measure L-1 would apply to Variant 3 through implementation of Project Mitigation Measure HZ-1. The sponsor would also be required to comply with Article 22A of the San Francisco Health Code. If combined with the proposed project, or Variant 1 or 2, Variant 3 would result in the same hazardous material impacts as under the proposed project. Variant 3 is anticipated to have a less than significant impact on hazards and hazardous materials and would not result in any significant individual or cumulative impact specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR, and no additional mitigation measures would be necessary.

17.	MINERAL AND ENERGY	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
	SOURCES—Would the oject:						
PI	sjeet.						
a)	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?						
b)	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?						
c)	Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?						

The Eastern Neighborhoods FEIR determined that the Area Plan would facilitate the construction of both new residential units and commercial buildings. Development of these uses would not result in use of large amounts of fuel, water, or energy in a wasteful manner or in the context of energy use throughout the City and region. The energy demand for individual buildings would be typical for such projects and would meet, or exceed, current state and local codes and standards concerning energy consumption, including Title 24 of the California Code of Regulations enforced by DBI. The Plan Area does not include any natural resources routinely extracted and the rezoning does not result in any natural resource extraction programs. Therefore, the Eastern Neighborhoods FEIR concluded that implementation of the Area Plan would not result in a significant impact on mineral and energy resources. No mitigation measures were identified in the FEIR.

The energy demand for the proposed project would be typical for a mixed-use residential project. The proposed project would be required to comply with the standards of Title 24 and the requirements of the San Francisco Green Building Ordinance. The project site is not designated as an area of significant mineral deposits or as a locally important mineral resource recovery site. The proposed project would not result in the loss of mineral resources that are of value to the region or the residents of the state, would

not result in the loss of availability of a locally important mineral resource recovery site, and would not encourage activities that result in the use of large amounts of fuel, water, or energy, or use them in a wasteful manner.

For these reasons, the proposed project and Variants 1, 2, and 3 would not result in individual or cumulative significant impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to mineral and energy resources, and no mitigation measures would be necessary.

Торі	ics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
18.	AGRICULTURE AND FORES	T RESOUR	CES: In dete	rmining whe	ther impacts	to agriculti	ıral
res	ources are significant environm	ental effects,	lead agencie	es may refer	to the Califo	rnia Agricul	ltural Land
Eva	aluation and Site Assessment M	odel (1997) p	prepared by	the Californi	a Dept. of Co	onservation	as an
opt	ional model to use in assessing	impacts on a	agriculture a	nd farmland	. In determir	ning whethe	r impacts
to f	orest resources, including timber	erland, are si	gnificant en	vironmental	effects, lead	agencies ma	ay refer to
info	ormation compiled by the Califo	ornia Depart	ment of Fore	estry and Fire	Protection :	regarding th	ne state's
	entory of forest land, including				,	U	•
	sessment project; and forest carb			0, 1	ided in Fores	st Protocols	adopted
by	the California Air Resources Bo	ard.—Would	d the project:				
a)	Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?						×
b)	Conflict with existing zoning for agricultural use, or a Williamson Act contract?						
c)	Conflict with existing zoning for, or cause rezoning of, forest land (as defined in Public Resources Code Section 12220(g)) or timberland (as defined by Public Resources Code Section 4526)?						$\boxtimes$
d)	Result in the loss of forest land or conversion of forest land to non-forest use?						
e)	Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland to non-agricultural use or forest land to non-forest use?						⊠

All of San Francisco is identified by the California Department of Conservation's Farmland Mapping and Monitoring Program as "Urban and Built-up Land." In addition, no part of San Francisco falls under the State Public Resource Code definitions of forest land or timberland. The Eastern Neighborhoods FEIR determined that no agricultural resources exist in the Area Plan; therefore the rezoning and community plans would have no effect on agricultural resources. No mitigation measures were identified in the FEIR. The Eastern Neighborhoods FEIR did not analyze the effects on forest resources.

The project site does not contain agricultural uses, forest land, or timberland, and it is not zoned for such uses. The proposed project would not convert farmland to non-agricultural use and would not convert forest land or timberland to non-forest use.

For these reasons, the proposed project and Variants 1, 2, and 3 would have no individual or cumulative impacts specific to the proposed project or project site that were not identified in the Eastern Neighborhoods FEIR related to agriculture or forest resources, and no mitigation measures would be necessary.

Topics:  19. MANDATORY FINDINGS		Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
OF SIGNIFICANCE—Would							
the	e project:						
a)	Have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?						
b)	Have impacts that would be individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)		⊠				

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<sup>138</sup> California Department of Conservation Farmland Mapping and Monitoring Program. 2012. Available: maps.conservation.ca.gov/ciff/ciff.html. Accessed January 27, 2014.

Public Resources Code, Section 4789.2.

Topics:	Project- Specific Significant Impact Not Identified in PEIR	Significant Unavoidable Impact Identified in PEIR	Mitigation Identified in PEIR	PEIR Mitigation Applies to Project	PEIR Mitigation Does Not Apply to Project	No Significant Impact (Project or PEIR)
<ul> <li>Have environmental effects that would cause substantial adverse effects on human beings, either directly or indirectly?</li> </ul>						

The Eastern Neighborhoods FEIR identified significant impacts related to land use, transportation, cultural resources, shadow, noise, air quality, and hazardous materials. Mitigation measures reduced all impacts to less-than-significant levels, with the exception of those related to land use (cumulative impacts on PDR use), transportation (traffic impacts at nine intersections and transit impacts on seven Muni lines), cultural (impacts related to demolition of historical resources), and shadow (impacts on parks).

The proposed project and its variants would demolish the existing 78,240-gross square foot steel-frame industrial warehouse that is owned by the San Francisco Opera, and construct a five-story, approximately 58-foot-tall (excluding a 12-foot-tall mechanical penthouse), multi-family residential development at 800 Indiana Street, composed of three separate buildings (265,725 gsf). The proposed project would include up to 338 residential units, ground-floor residential amenities, and a one-level 11-foot-tall underground parking garage (approximately 441,183 gross square feet of residential and associated uses). The proposed project includes two streetscape improvement variants and a plaza/dog park variant. As discussed in the checklist responses above, development of the proposed project would implement mitigation measures identified in the Eastern Neighborhoods FEIR. As discussed in this document, with the exception of historical resources and shadow, the proposed project would not result in new, significant environmental effects, or effects of greater severity than were already analyzed and disclosed in the Eastern Neighborhoods FEIR.

Potentially significant impacts related to historical resources and shadow could occur with implementation of the proposed project. These impacts, as well as any cumulatively considerable impacts that may result from the proposed project, will be evaluated in the EIR that will be prepared for the proposed project.

### **MITIGATION MEASURES**

The project sponsor has agreed to implement the following mitigation measures.

# Project Mitigation Measure M-CP-1: Archeological Resources Accidental Discovery (Implementing Eastern Neighborhoods FEIR Mitigation Measure J-2: Properties with No Previous Studies)

The following mitigation measure will be taken to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in CEQA Guidelines Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department archeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, and pile driving firms); or utilities firm involved in soils disturbing activities within the project site. Before any soils disturbing activities are undertaken, each contractor shall be responsible for ensuring that the "ALERT" sheet is circulated to all field personnel, including machine operators, field crew, pile drivers, and supervisory personnel. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the

responsible parties (i.e., prime contractor, subcontractor(s), and utilities firm) to the ERO, confirming that all field personnel have received copies of the "ALERT" Sheet.

If any indication of an archeological resource is encountered during any soil disturbing activity of the proposed project, the Head Foreman and/or project sponsor shall notify the ERO immediately and shall suspend any soil disturbing activities immediately in the vicinity of the discovery until the ERO has determined what additional measures need to be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of an archaeological consultant from the pool of qualified archaeological consultants maintained by the Planning Department archaeologist. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

These measures may include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it will be consistent with the Environmental Planning (EP) division guidelines for such programs. The ERO also may require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.

The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: the California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Environmental Planning division of the Planning Department shall receive one bound copy, one unbound copy, and one unlocked, searchable PDF copy on CD, and three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

# Project Mitigation M-NO-1: Construction Noise (Implementing Eastern Neighborhoods FEIR Mitigation Measure F-1)

For subsequent development projects within proximity to noise-sensitive uses that would include piledriving, individual project sponsors shall ensure that piles be pre-drilled wherever feasible to reduce construction-related noise and vibration. No impact pile drivers shall be used unless absolutely necessary. Contractors would be required to use pile-driving equipment with state-of-the-art noise shielding and muffling devices. To reduce noise and vibration impacts, sonic or vibratory sheetpile drivers, rather than impact drivers, shall be used wherever sheetpiles are needed. Individual project

sponsors shall also require that contractors schedule pile-driving activity for times of the day that would minimize disturbance to neighbors.

# Project Mitigation M-NO-2: Construction Noise (Implementing Eastern Neighborhoods FEIR Mitigation Measure F-2)

Where environmental review of a development project undertaken subsequent to the adoption of the proposed zoning controls determines that construction noise controls are necessary due to the nature of planned construction practices and the sensitivity of proximate uses, the Planning Director shall require that the sponsors of the subsequent development project develop a set of site-specific noise attenuation measures under the supervision of a qualified acoustical consultant. Prior to commencing construction, a plan for such measures shall be submitted to the Department of Building Inspection to ensure that maximum feasible noise attenuation will be achieved. These attenuation measures shall include as many of the following control strategies as feasible:

- Erect temporary plywood noise barriers around a construction site, particularly where a site adjoins noise-sensitive uses;
- ▶ Utilize noise control blankets on a building structure as the building is erected to reduce noise emission from the site;
- ► Evaluate the feasibility of noise control at the receivers by temporarily improving the noise reduction capability of adjacent buildings housing sensitive uses;
- ▶ Monitor the effectiveness of noise attenuation measures by taking noise measurements; and
- ▶ Post signs on-site pertaining to permitted construction days and hours and complaint procedures and who to notify in the event of a problem, with telephone numbers listed.

# Project Mitigation Measure M-NO-3: Open Space in Noise Environments (Implementing Eastern Neighborhoods FEIR Mitigation Measure F-6)

To minimize effects on development in noisy areas, for new development including noise sensitive uses, the Planning Department shall, through its building permit review process, in conjunction with noise analysis required pursuant to Mitigation Measure F-4, require that open space required under the Planning Code for such uses be protected, to the maximum feasible extent, from existing ambient noise levels that could prove annoying or disruptive to users of the open space. Implementation of this measure could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources, construction of noise barriers between noise sources and open space, and appropriate use of both common and private open space in multi-family dwellings, and implementation would also be undertaken consistent with other principles of urban design.

# Project Mitigation Measure M-HZ-1 – Hazardous Building Materials (Implementing Eastern Neighborhoods FEIR Mitigation Measure L-1)

The City shall condition future development approvals to require that the subsequent project sponsors ensure that any equipment containing PCBs or DEPH, such as fluorescent light ballasts, are removed and properly disposed of according to applicable federal, state, and local laws prior to the start of renovation, and that any fluorescent light tubes, which could contain mercury, are similarly removed and properly disposed of. Any other hazardous materials identified, either before or during work, shall be abated according to applicable federal, state, and local laws.

#### IMPROVEMENT MEASURES

The project sponsor has agreed to implement the following improvement measures:

## Improvement Measure I-TR-1 – Residential Transportation Demand Management Program

The Project Sponsor shall implement Transportation Demand Management (TDM) measures to reduce traffic generated by the proposed project and to encourage the use of rideshare, transit, bicycle, and walk modes for trips to and from the proposed project. In addition, prior to issuance of a temporary permit of building occupancy, the project sponsor must execute an agreement with the Planning Department for the provision of TDM services. The TDM program shall have a monitoring component to ascertain its effectiveness. A monitoring program is included as Improvement Measure TR-2: TDM Monitoring. Recommended components of the TDM program include the following:

## **TDM Program**

The project sponsor should implement the following TDM measures at a minimum:

TDM Coordinator: Provide TDM training to property managers/coordinators. The TDM coordinator should be the single point of contact for all transportation-related questions from residents and City staff.

### • Transportation Information:

- Move-in packet: Provide a transportation insert for the move-in packet that includes information on transit service (Muni and BART lines, schedules and fares), information on where transit passes may be purchased, and information on the 511 Regional Rideshare Program.
- Current transportation information: Provide ongoing local and regional transportation information (e.g., transit maps and schedules, maps of bicycle routes, internet links) for new and existing tenants. Other strategies may be proposed by the Project Sponsor and should be approved by City staff.—
- **Ride Board:** Provide a "ride board" (virtual or real) through which residents can offer/request rides, such as on the Homeowners Association website and/or lobby bulletin board. Other strategies may be proposed by the Project Sponsor and should be approved by City staff.

# Bicycle Access:

- **Signage:** Ensure that the points of access to bicycle parking through elevators on the ground floor and the garage ramp include signage indicating the location of these facilities.
- Safety: Ensure that bicycle access to the site is safe, avoiding conflicts with automobiles, transit vehicles and loading vehicles, such as those described in Improvement Measure I-TR-4, Queue Abatement Condition of Approval.

# Car Share Access:

• Ensure that points of access to car share spaces are made convenient and easy to use (e.g., signage from public right-of-way and internal lobbies).

### Improvement Measure I-TR-2 - Transportation Demand Management (TDM) Monitoring Program

The Planning Department shall provide the TDM Coordinator with a clearly formatted "Resident Transportation Survey" (online or in paper format) to facilitate the collection and presentation of travel data from residents at the following times:

- (a) One year after 85 percent occupancy of all dwelling units in the new building; and
- (b) Every two years thereafter, based on a standardized schedule prepared and circulated by the Planning Department staff to the TDM Coordinator.

The TDM Coordinator shall collect responses from no less than 33 percent of residents within the newly occupied dwelling units within ninety (90) days of receiving the Resident Transportation Survey from the Planning Department. The Planning Department shall assist the TDM Coordinator in communicating the purpose of the survey, and shall ensure that the identities of individual resident responders are protected. The Department shall provide professionally prepared and easy-to-complete online (or paper) survey forms to assist with compliance.

The Planning Department shall also provide the TDM Coordinator with a separate "Building Transportation Survey," that documents which TDM measures have been implemented during the reporting period, along with basic building information (e.g., percent unit occupancy, off-site parking utilization by occupants of building, loading frequency, etc.). The Building Transportation Survey shall be completed by the TDM Coordinator and submitted to City staff within thirty (30) days of receipt.

The Project Sponsor shall also allow trip counts and intercept surveys to be conducted on the premises by City staff or a City-hired consultant. Access to residential lobbies, garages, etc. shall be granted by the Project Sponsor and facilitated by the TDM Coordinator. Trip counts and intercept surveys are typically conducted for 2 to 5 days between 6 AM and 8 PM on both weekdays and weekends.

### Improvement Measure I-TR-3 – Enhanced TDM Program – Car Share

 Project sponsor shall provide Car Share membership and on-site car-share spaces beyond Planning Code requirements.

# • Car Share Membership:

Offer a 50 percent subsidy for one annual car-share membership per unit, per year, on request.
 Include information in the move-in packet. Resident would be responsible for the cost of 50 percent of the annual membership as well as usage charges.

#### • Car Share Fleet:

• Increase the number of on-site car-share spaces beyond Planning Code requirements). These car share spaces will be hosted for a minimum of 8 years, starting at 85 percent project occupancy.

### Improvement Measure I-TR-4: Queue Abatement Condition of Approval

The owner/operator of the off-street parking facility shall ensure that recurring vehicle queues do not occur on the public right-of-way. A vehicle queue is defined as one or more vehicles (destined to the parking facility) blocking any portion of any public street, alley or sidewalk for a consecutive period of three minutes or longer on a daily or weekly basis.

If a recurring queue occurs, the owner/operator of the parking facility shall employ abatement methods as needed to abate the queue. Suggested abatement methods include but are not limited to the following:

redesign of facility to improve vehicle circulation and/or on-site queue capacity; employment of parking attendants; use of valet parking or other space-efficient parking techniques; use of off-site parking facilities or shared parking with nearby uses; use of parking occupancy sensors and signage directing drivers to available spaces; or travel demand management strategies such as additional bicycle parking.

If the Planning Director, or his or her designee, suspects that a recurring queue is present, the Department shall notify the property owner in writing. Upon request, the owner/operator shall hire a qualified transportation consultant to evaluate the conditions at the site for no less than seven days. The consultant shall prepare a monitoring report to be submitted to the Department for review. If the Department determines that a recurring queue does exist, the facility owner/operator shall have 90 days from the date of the written determination to abate the queue.

# Project Improvement Measure I-AQ-1 – Enhanced Ventilation System (Eastern Neighborhoods FEIR Mitigation Measure G-2: Air Quality for Sensitive Land Uses).

Because the project site is located in proximity to Interstate 280, which is identified as a freeway in the San Francisco General Plan, Transportation Element, the project sponsor should incorporate upgraded ventilation systems to minimize exposure of future residents to DPM and other pollutant emissions, as well as odors.

Air Filtration and Ventilation Requirements for Sensitive Land Uses. Prior to receipt of any building permit, the project sponsor shall submit an enhanced ventilation plan for the proposed building(s). The enhanced ventilation plan shall be prepared and signed by, or under the supervision of, a licensed mechanical engineer or other individual authorized by the California Business And Professions Code Sections 6700-6799. The enhanced ventilation plan shall show that the building ventilation system will be capable of achieving protection from particulate matter (PM2.5) equivalent to that associated with a Minimum Efficiency Reporting Value (MERV) 13 filtration, as defined by American Society of Heating, Referigerating and Air Conditioning Enginers (ASHRAE) standard 52.2. The enhanced ventilation plan shall explain in detail how the project will meets the MERV-13 performance standard identified in this measure.

*Maintenance Plan.* Prior to receipt of any building permit, the project sponsor shall present a plan that ensures ongoing maintenance for the ventilation and filtration systems.

Disclosure to buyers and renters. The project sponsor shall also ensure the disclosure to buyers (and renters) that the building is located in an area with existing sources of air pollution and as such, the building includes an air filtration and ventilation system designed to remove 80 percent of outdoor particulate matter and shall inform occupants of the proper use of the installed air filtration system.

#### CONCLUSION

The proposed project may have only the potential to result in significant environmental impacts on historical resources and shadow. The Planning Department has undertaken a topic-specific environmental review for historical resources and shadow and is preparing a focused EIR to address these topics, in accordance with Chapter 31 of the San Francisco Administrative Code.

Per Section 15183 of the CEQA Guidelines and Section 21083.3 of the California Public Resources Code, this exemption applies to all topics other than historical resources and shadow. The proposed project would not result in any new significant or unique effects on the environment not previously identified in the Eastern Neighborhoods FEIR, nor would any environmental impacts be substantially greater than those described in the Eastern Neighborhoods FEIR.

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PLACE POSTAGE HERE

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# PLEASE CUT ALONG DOTTED LINES

# PLEASE RETURN THIS POSTCARD TO REQUEST A COPY OF THE FINAL ENVIRONMENTAL IMPACT REPORT

(NOTE THAT THE DRAFT EIR PLUS THE RESPONSES TO COMMENTS DOCUMENT CONSTITUTE THE FINAL EIR)

<b>REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT</b> 800 Indiana Street, Planning Department Case No. 2011.1374E					
	heck one box: ☐ Please send me a copy of the Final EIR on CD. ☐ Please send me a paper copy of the Final EIR.				
Signed:					
Name:					
Street:					
City:	State:Zip:				