

## SECTION III.E AESTHETICS

### III.E.1 Introduction

This section examines the potential aesthetic impacts of the Project, including light and glare. The section describes the visual context of the Project site and vicinity, including important view corridors and vistas, distinctive visual landmarks (both natural and built), scenic resources, and the overall visual character of the area.

The section identifies visual changes that Project development would create. These changes are demonstrated through computer-generated simulations that show the proposed height, bulk, and massing of the Project's buildings. The analysis focuses on changes from public viewpoints and from existing development and scenic areas in the Project vicinity. The section assesses the Project's potential visual effects based on field reconnaissance by consultants and City/Agency staff and photographs of existing conditions from key viewpoints. The selected viewpoints represent a range of locations where visual changes that would result from the development of the Project would be visible from major roadways, existing public open space or nearby neighborhoods. The viewpoints also include locations outside the immediate Project vicinity where changes would be visible in long-range views.

Photographs within the Project site and from key view locations near the site illustrate the existing Project site conditions. Figure III.E-1 (Viewpoint Locations of Existing Conditions Photographs) through Figure III.E-9 (Existing Shoreline Conditions) include a key map and photographs of the Project site existing conditions.

A key map and short-, mid-, and long-range locations from which photographs of the Project site were taken are illustrated on Figure III.E-10 (Viewpoint Locations) through Figure III.E-30 (View 20: Southeast from Heron's Head Park). Each existing view (denoted as "Existing") is shown with a computer-generated visual simulation of post-Project conditions from the identified viewpoints (denoted as "Proposed").

On the basis of Project plans, relevant urban design policies and guidelines, and analysis of the selected viewpoints, the section provides conclusions on the Project's potential impacts on scenic resources, overall visual character of the Project site and vicinity, and light and glare. This section identifies both Project-level and cumulative environmental impacts, as well as feasible mitigation measures that could reduce or avoid the identified impacts.

### III.E.2 Setting

#### ■ Existing Visual Character and Views in the Project Vicinity

The Project site is located in the southeastern portion of the City, approximately four miles south of downtown San Francisco. The Project vicinity is defined as the Bayview Hunters Point neighborhood, Candlestick Point, HPS, and India Basin.

The topography of the area varies from flat areas near the San Francisco Bay (the Bay) to undulating slopes and prominent hills, most notably Bayview Hill and Hunters Point Hill. Existing development in the Project vicinity is generally sited on flat or moderately sloped areas. Steeper slopes are generally undeveloped and vegetated with native and non-native trees, shrubs, and grasses.

Mature trees are also a prominent visual feature on the crests of hills and in other clustered locations in the Project vicinity. As the name Bayview implies, the Bay is visible from many locations throughout the area. The East Bay hills are visible in the distance looking towards the east from locations near the Bay or in hilly neighborhoods.

The Project vicinity is surrounded by visually heterogeneous neighborhoods, including Visitacion Valley to the south, Portola to the west, Bernal Heights to the northwest, and Potrero Hill to the north. The Bay lies to the east (refer to Figure III.E-1). The neighborhoods include single-family houses and apartment buildings, typically from one to four stories, parks and open space, undeveloped properties, a variety of retail and commercial buildings, and industrial structures.

The overall character of the Bayview Hunters Point neighborhood consists of urbanized, moderate-density development. Building heights range from one to four stories, and building massing ranges from small-scale residences to block-scale warehouses. The architectural character includes nineteenth century and early twentieth century residential buildings, commercial buildings (including wood frame and brick structures), World War II-era industrial and commercial facilities, and more recently built warehouses and industrial development. Other recent residential development is found in the Third Street corridor, and other sites on Hunters Point and Bayview Hills.

Transportation corridors are also visual features. Third Street is the major north-south commercial street, with Muni Metro Light-Rail Vehicle (LRV) service. Mixed-use developments, including multi-family housing, are also being developed along the Third Street corridor. The US-101 and I-280 freeways, generally on elevated structures, define neighborhood boundaries further west. Other features include billboards and commercial signage, overhead utility lines, the Caltrain rail corridor, and large public facilities, such as the Southeast Water Pollution Control Plant west of Third Street and the US Postal Service distribution center on Evans Avenue.

Residential neighborhoods in the Bayview Hunters Point neighborhood are east and west of Third Street from US-101 to HPS. A majority of the existing residential uses are single-family units. There are multi-family units distributed on the lower slopes of Bayview Hill and on Hunters Point Hill and newer three- to four-story multi-family units along Jamestown Avenue, Williams Avenue, and Innes Avenue.

Public open space, including public parks and recreation areas along the Bay shoreline, is distributed throughout the Bayview Hunters Point neighborhood. Public parks in the Project vicinity include, but are not limited to, Bayview Playground, Bayview Park, India Basin Shoreline Park, Gilman Playground, other smaller neighborhood parks, the Yosemite Slough area, and the Candlestick Point State Recreation Area (CPSRA). Bayview Hill is west of Candlestick Point and is mostly undeveloped Recreation and Park Department land. Refer to Section III.P (Recreation) for a detailed discussion of public parks, recreation areas, and open space in the Project vicinity.

Land uses immediately surrounding Candlestick Point are varied. Light industrial uses, such as metal fabrication and distribution facilities, are located north of Carroll Avenue. West of Hawes Street and west and south of Candlestick Park, the predominant land use is single-family residential, with new residential units being constructed south of Jamestown Avenue at Executive Park and other locations. At present, the existing development at Executive Park consists of three office buildings with associated parking and two residential buildings containing 128 units. Three other residential buildings, containing 176 units, are near completion. The area adjacent to the HPS Phase II site to the southwest contains multi-family housing and single-family attached units. Milton Meyer Recreation Center, west of HPS Phase II, is a multi-purpose facility used for afterschool programs, arts and crafts, indoor games, and other training, with game courts and an indoor gym. Uses in the area immediately surrounding the HPS Phase II site, such as industrial uses on Crisp Road, historically provided a buffer between the HPS Phase II site activities and nearby residential uses. Large setbacks and street blocks and a lack of pedestrian amenities were designed to discourage traffic near the shipyard. As discussed in Chapter II (Project Description), HPS Phase II would be adjacent to the under-construction HPS Phase I. The HPS Phase II site surrounds the HPS Phase I development area, a 63-acre site, to the north, east, and south. The HPS Phase I site has been approved for up to 1,600 residential units and 132,000 square feet of commercial development.

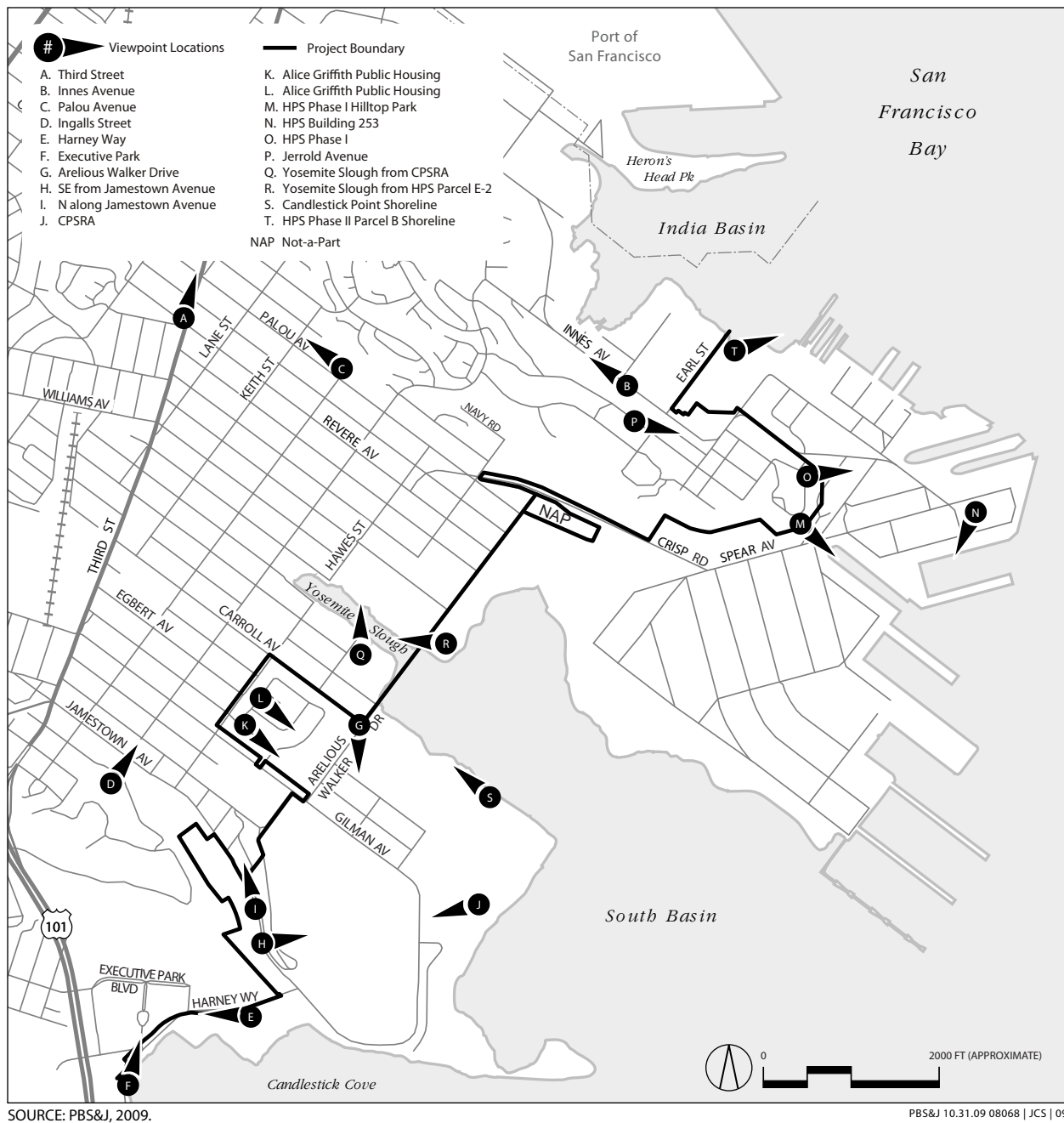
Photographs show existing views of the Project site and of existing conditions of neighborhoods in the Project vicinity. Figure III.E-1 through Figure III.E-9 include a viewpoint location key map and photographs of Project site conditions and of nearby neighborhoods. Figure III.E-10 through Figure III.E-30 include a viewpoint location key map, and short-, mid-, and long-range locations of photographs of the Project site. Figure III.E-11 through Figure III.E-30 illustrate existing views (denoted as “Existing”), and a computer-generated visual simulation of post-Project conditions from the identified viewpoints (denoted as “Proposed”).

Important scenic vistas available from the Project site and vicinity are overall views of the Bay, of the East Bay hills, of the hills on the San Francisco peninsula, and views to downtown San Francisco. More local scenic vistas and scenic resources are open space on Bayview Hill, the open space and shoreline of the CPSRA and Yosemite Slough, and India Basin Shoreline Park.

## ■ Existing Visual Character and Views in the Project Site

### ***Candlestick Point***

The Candlestick Point site contains several land uses: the Candlestick Park stadium, the CPSRA, residential uses on Jamestown Avenue, the Alice Griffith Public Housing site, and a Recreational Vehicle (RV) park. Views of San Francisco Bay are prevalent from all those areas. Overall, the Candlestick Point area appears as a group of disparate features, the stadium surrounded by paved parking, the open space of CPSRA fronting the Bay, other unimproved open space, and residential uses at Alice Griffith Public Housing and on Jamestown Avenue. Privately owned parking lots are adjacent to Candlestick Park parking lots. The vacant, undeveloped lots on Jamestown Avenue are used for overflow stadium parking. Figure III.E-5A (Candlestick Point Existing Conditions) and Figure III.E-5B (Candlestick Point Existing Conditions) illustrate existing conditions at Candlestick Point.



**FIGURE III.E-1**

**Candlestick Point — Hunters Point Shipyard Phase II EIR**  
**VIEWPOINT LOCATIONS OF EXISTING CONDITIONS PHOTOGRAPHS**



Viewpoint A: View Northeast along Third Street



Viewpoint B: View Northwest along Innes Avenue

SOURCE: PBS&J, 2009.

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**FIGURE III.E-2**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**PROJECT AREA**  
**(SURROUNDING NEIGHBORHOOD CHARACTER PHOTOS)**





SOURCE: PBS&J, 2009.

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**FIGURE III.E-3**

Candlestick Point — Hunters Point Shipyard Phase II EIR  
**PROJECT AREA**  
**(SURROUNDING NEIGHBORHOOD CHARACTER PHOTOS)**



Viewpoint E: View West along Harney Way



Viewpoint F: View of Executive Park from North Bound US 101 Ramp

SOURCE: PBS&J, 2009.

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**FIGURE III.E-4**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**PROJECT AREA**  
**(SURROUNDING NEIGHBORHOOD CHARACTER PHOTOS)**





Viewpoint G: View South from Arelious Walker Drive



Viewpoint H: View Southeast from Jamestown Avenue

SOURCE: PBS&J, 2009.

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**FIGURE III.E-5A**

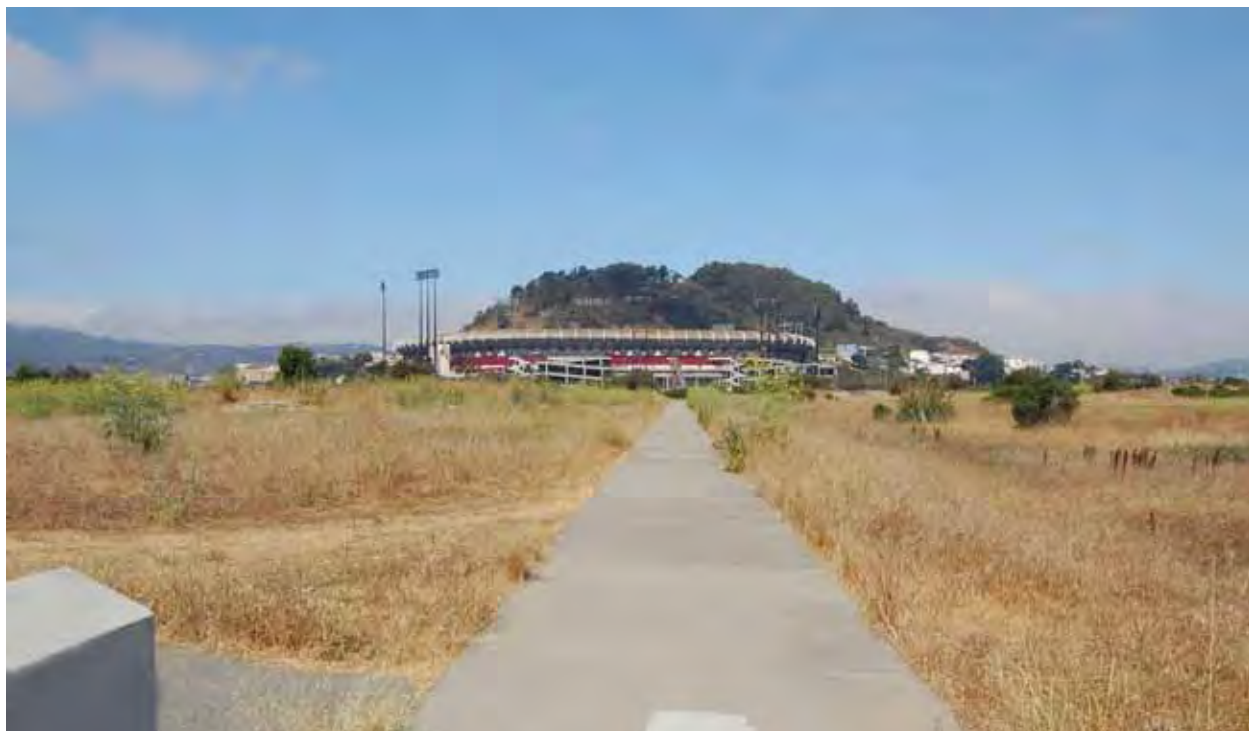


Candlestick Point — Hunters Point Shipyard Phase II EIR  
**CANDLESTICK POINT EXISTING CONDITIONS**





Viewpoint I: View North along Jamestown Avenue



Viewpoint J: View Southwest from CPSRA

SOURCE: PBS&J, 2009.

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**FIGURE III.E-5B**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**CANDLESTICK POINT EXISTING CONDITIONS**

Access to most of the site is limited to an arterial loop road (Gilman Avenue/Jamestown Avenue/Bill Walsh Way/Ingerson Avenue) that encircles the Candlestick Park stadium and parking lot. Gilman Avenue and Hawes Street provide access to the Alice Griffith Public Housing site. However, most non-arterial streets from the residential neighborhoods to the west of Candlestick Point reach a dead end before entering the Candlestick Point site. Streets within the Alice Griffith Public Housing complex are internally oriented, and for the most part, do not connect to surrounding streets. In addition, Bayview Hill limits access from the south, except at Harney Way. The lack of street connectivity, combined with Candlestick Point's large, barren parcels, lack of sidewalks, existing storage yards, and low level of on-site activity, contribute to making Candlestick Point relatively unwelcoming from a visual perspective. Vacant parcels appear to be used for illegal dumping, or for spillover parking when the Stadium has sold-out crowds for major events.

Candlestick Park stadium is an oval structure that is approximately 120 feet tall. The stadium sits in the southwestern corner of the Candlestick Point site and is surrounded by surface parking lots. Mature trees, stadium lighting poles, and small structures, such as maintenance, ticketing, and vendor sheds, line the stadium walls. The upper bowl of the stadium is framed by a curved canopy that partially shelters the upper rows of seating. This canopy is a characteristic feature of the stadium when viewed from a distance.

CPSRA within the project boundary is a 120-acre open space that wraps around the Candlestick Point shoreline from Arelious Walker Drive on the north to Harney Way on the south. An additional 34 acres of CPSRA land is outside the project boundary. The CPSRA includes parking areas, a shoreline area with trails providing access to the Bay for water-dependent recreation, picnic areas, a fitness course, bike path, and rocky beaches. Vegetation consists mainly of low-lying shrubs and grasses, with trees interspersed throughout the CPSRA. The shoreline area is lined by beaches and rock armoring. About 30 acres of CPSRA land is currently undeveloped or is leased as parking for Candlestick Park stadium and does not function as public open space. Other portions of the CPSRA contain construction rubble and debris, although some has recently been removed.

The Alice Griffith Public Housing site is bounded by Gilman Avenue on the southwest, Hawes Street on the northwest, Carroll Avenue on the northeast, and Arelious Walker Drive on the southeast. The housing consists of 33 two-story, rectangular apartment buildings sited on a small hill overlooking surrounding development. Although the buildings vary, the architectural character of the buildings is simple and uniform, with stucco facades and metal detailing. Shared open courtyards are interspersed among the buildings. Overhead power and telephone lines are very visible. This area is deteriorated, with broken fencing, graffiti, and trash. Figure III.E-6 (Alice Griffith Public Housing Site Existing Conditions) contains photographs of this area of the Project site.

To the east, the Candlestick RV Park occupies a site on Gilman Avenue. The RV park includes a large paved area surrounded by a low concrete wall. The Jamestown Avenue area, west of and uphill from the stadium, is a residential street, with some undeveloped areas fronting on Jamestown Avenue. Bayview Hill rises immediately west of Jamestown Avenue.



Viewpoint K: Alice Griffith Public Housing Site



Viewpoint L: Alice Griffith Public Housing Site

SOURCE: PBS&J, 2009.

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**FIGURE III.E-6**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**ALICE GRIFFITH PUBLIC HOUSING SITE EXISTING CONDITIONS**



None of the buildings located at Candlestick Point is identified as a scenic resource or a feature of the built environment that contributes to a scenic public setting; however, they are visible and may provide a visual point of reference. Scenic resources at or near Candlestick Point include the CPSRA, Bayview Hill, Yosemite Slough, and the shoreline, as further described below under Analytic Method.

### **Hunters Point Shipyard Phase II**

The HPS Phase II site appears as an abandoned and deteriorated waterfront industrial setting, with large industrial and administrative buildings, piers, drydocks, and the prominent structure of the Re-Gunning crane,<sup>129</sup> which is located at the end of the Re-gunning Pier. Much of the area is currently in a degraded condition. The scale of the structures contrasts with the slopes of Hunters Point Hill to the west and surrounding waters of the Bay. Most of the structures are in various states of disrepair and a large portion of the shipyard consists of vacant parcels. There are piles of debris in some areas. Vegetation is sparse, consisting primarily of ruderal grasses and shrubs, with a small number of trees, generally located near the former offices, training centers, and barracks in the north. Large expanses of asphalt paving are visible.

The northernmost cluster of development includes a number of single-story sheds and warehouses characterized by simple architecture, corrugated metal or wooden facades, and gabled or flat roofs. Buildings include a number of two- to three-story barracks, training facilities, and office buildings; other Shipyard buildings range from one up to six to nine stories. Between Drydocks 2 and 3, there are a number of pre-War buildings, including Building 205, a former pump house/substation dating to 1901. The architectural character of Building 205 stands out from other structures on site due to the age of the building, its prominent waterfront location, and its red brick façade. This building includes characteristic architectural details such as large arched windows, ornamental overhangs, and a gabled roof. The first building built by the Navy in World War II was Building 231 (1942–1945), the Inside Machine Shop, which was constructed in 1942 by the San Francisco-based firm of Barrett & Hilp and situated adjacent to Drydock 2. Building 211 was also one of the first erected by the Navy. The building was the original Shipfitters Shop and is a good representation of the typical semi-permanent, monitor-roof shop building constructed throughout the Shipyard during the World War II era. Building 224, a concrete air raid/bomb shelter building built in 1944, and later used as an annex for the NRDL, is a unique representative of its type at the Shipyard. The only building within the district completed after World War II is the Optical, Electronics and Ordnance Building, Building 253, finished in 1947 and attached to the west elevation of Building 211. This concrete frame curtain-wall building, designed for the Navy by local architect Ernest J. Kump, was a highly specific repair and research facility. Refer to Figure III.J-1 (HPS Phase II Structures) for the location of the various buildings located on the HPS Phase II site and Figure III.J-3 (Potential Historic Structures) for a photograph of Buildings 211, 231, and 253. Both of these figures are contained in Section III.J (Cultural Resources and Paleontological Resources). Other wood and concrete framed structures range from one to four stories in height. These structures do not possess any unique distinguishing characteristics, save for varied massing and rooftop appurtenances. Most of the site remains fenced off, prohibiting public access from surrounding neighborhoods for public safety reasons. As with Candlestick Point, the HPS Phase II site lacks pedestrian amenities, such

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<sup>129</sup> Re-gunning cranes are a type of cranes used in shipbuilding and repair that are particularly suited to lift heavy objects such as ship engines.

as sidewalks. Figure III.E-7A (HPS Phase II Existing Conditions) and Figure III.E-7B (HPS Phase II Existing Conditions) illustrate the existing conditions at Hunters Point.

None of the buildings or structures located at HPS Phase II is designated as a scenic resource or a feature of the built environment that contributes to a scenic public setting; however, they are visible and may provide a visual point of reference, and, in some cases, may be considered historic (refer to Section III.J for a discussion of historic buildings). Scenic resources at or near Hunters Point Phase II include the Yosemite Slough, the Re-gunning crane, and the shoreline, as further described below under Analytic Method.

The topography of the HPS Phase II site is generally flat, except for the area around Building 101. The Bay is visible between and beyond structures throughout the site. HPS Phase I, now under development, occupies higher ground west of the HPS Phase II site.

Drydocks and piers, many of which are in disrepair, create a pattern of inlets along the Bay. On the 405-foot-wide Re-gunning Pier, the Re-gunning crane supported on four towers straddles the pier and rises to 182 feet. Much of the HPS shoreline is armored by a concrete seawall. The seawall does not rise above the existing shoreline.

### Yosemite Slough

The Yosemite Slough is a slow-moving tidal channel that winds through a marsh between Hunters Point and Candlestick Point. The Slough is not within the Project site. The Slough contains narrow patches of salt marsh habitat, varying in length from 20 to 100 feet,<sup>130</sup> as well as mud flats that are exposed at low tides once or twice a day along its shorelines. The Slough is habitat and feeding grounds for adult fish and invertebrates, water and shorebirds, and some mammals. The Slough operates to bring in fresh nutrients at high tide and flush out pollution and detritus at low tide. Ruderal vegetation occurs on both sides of the Slough. There are also some areas with dirt and debris piles, old fencing, and riprap along the shoreline. Figure III.E-8 (Yosemite Slough Existing Conditions) contains photographs of the Slough.

### Shoreline

The Candlestick Point shoreline is characterized by slopes protected by riprap or concrete debris and beach-fronted, unprotected slopes (refer to Figure III.E-9 [Existing Shoreline Conditions]). The top of the bank in this area ranges from a localized low spot of four feet to as much as 22 feet above sea level. Active erosion was observed in higher portions of the embankment.<sup>131</sup> The existing shoreline on the HPS Phase II site is characterized by a combination of riprap-protected slopes, unprotected embankments fronted by a beach, concrete submarine drydocks, pile-supported wharf, dilapidated piers, quay-wall structures, unprotected natural shoreline with debris (broken concrete, broken bricks, and random pieces of rock) lining the edges, and beach-fronted, unprotected slopes. The shoreline shows areas of erosion as well as areas of vegetation and habitat growth within the intertidal zone.<sup>132</sup>

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<sup>130</sup> H.T. Harvey & Associates, *Hunters Point Shipyard and Candlestick Point State Recreation Area Final Delineation of Wetlands and Other Waters*, San Francisco, California, February 2009 and revised July 13, 2009.

<sup>131</sup> Moffatt & Nichol, *Proposed Shoreline Improvements*, September 2009.

<sup>132</sup> Moffatt & Nichol, *Proposed Shoreline Improvements*, September 2009.



Viewpoint M: View Southeast from HPS Phase I Hilltop Park



Viewpoint N: View Southwest from HPS Building 253

SOURCE: PBS&J, 2009.

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**FIGURE III.E-7A**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**HPS PHASE II EXISTING CONDITIONS**





Viewpoint O: View East from HPS Phase I



Viewpoint P: View East from Jerrold Avenue

SOURCE: PBS&J, 2009.

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**FIGURE III.E-7B**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**HPS PHASE II EXISTING CONDITIONS**



Viewpoint Q: View of Yosemite Slough from CPSRA



Viewpoint R: View of Yosemite Slough from HPS Parcel E-2

SOURCE: PBS&J, 2009.

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**FIGURE III.E-8**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**YOSEMITE SLOUGH EXISTING CONDITIONS**





Viewpoint S: Candlestick Point Shoreline



Viewpoint T: HPS Phase II Parcel B Shoreline

SOURCE: PBS&J, 2009.

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**FIGURE III.E-9**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**EXISTING SHORELINE CONDITIONS**



## ■ Existing Light and Glare Conditions

Existing light and glare conditions at the Project site and in the vicinity are typical of urban areas, with street lighting and exterior lighting at residential, public, and commercial structures. Lighting is seen during night periods along street corridors and on buildings throughout the area. Night parking lot lighting is also visible at the occupied portions of the Project site. The night lighting patterns are visible from residential neighborhoods on hillside areas such as Jamestown Avenue or Hunters Point Hill.

Candlestick Park stadium lighting is operated during evening or night events. Depending upon time of day and weather conditions, stadium lighting operates for up to eleven San Francisco 49ers home football games per year. Stadium lighting typically does not operate after 10:00 P.M. for night games. The stadium light is visible from nearby areas, including residential uses at Executive Park, the Bayview Hunters Point neighborhood west of Candlestick Park, and Hunters Point Hill. Parking lots associated with the stadium are lighted during night events, which adds to the ambient light from the stadium area during those periods.

## ■ Public Viewpoints

To determine the potential changes to the visual character in the Project vicinity, PBS&J photographed the site from various important public viewpoints, determined in coordination with City staff. Figure III.E-10 (Viewpoint Locations) is a key map illustrating viewpoint locations. Important public viewpoints toward the Project site include vantage points such as the following:

- Twin Peaks (Figure III.E-11 [View 1: Southeast from Twin Peaks])
- Bernal Heights Park (Figure III.E-12 [View 2: Southeast from Bernal Heights])
- McLaren Park (Figure III.E-13 [View 3: East from McLaren Park])
- Potrero Hill (Figure III.E-14 [View 4: South from Potrero Hill])
- San Bruno Mountain (Figure III.E-17 [View 7: Northeast from San Bruno Mountain])
- Oyster Point (Figure III.E-18 [View 8: North from Oyster Point])
- the CPSRA (Figure III.E-19 [View 9: North from CPSRA South of Harney Way], Figure III.E-21 [View 11: Northwest from CPSRA], and Figure III.E-23 [View 13: West from CPSRA])
- Bayview Hill (Figure III.E-20 [View 10: Northeast from Bayview Hill])
- Hunters Point Hill (Figure III.E-28 [View 18: South from Hilltop Open Space] and Figure III.E-29 [View 19: East from Hunters Point Hill Open Space])
- Heron's Head Park (Figure III.E-30 [View 20: Southeast from Heron's Head Park])

Because significant views of the Project site from neighboring residential and commercial areas would change, views from adjacent neighborhoods are also documented in photographs in Figure III.E-22 (View 12: Southeast from Gilman Avenue) and Figure III.E-26 (View 16: Southwest from Mariner Village). It should be noted that the “existing” views do not include already approved projects that have not yet been completed (HPS Phase I, Executive Park) but would be built by the time the Project is built out. The following describes existing views of the Project site as seen from these viewpoints.

## **Prominent Features**

There are several features and landmarks within the Project site that are visible from distant viewpoints. These features are summarized to assist the reader in identifying the location of the HPS and Candlestick Point portions of the Project site in the photos and simulations:

- The location of HPS is marked by the 182-foot-tall Re-gunning crane and former Navy buildings up to nine stories in height. Prominent structures include the six-story Building 253 in the eastern portion of the site and the nine-story officer's quarters in the south of the site.
- Candlestick Park is a notable feature from many viewpoints. The height of the stadium is 120 feet. The stadium's light towers reach heights of 240 feet. Bayview Hill, while not part of the site, is immediately west of Candlestick Park and can be used in the photos to locate the Candlestick Point site.

### **View 1: Southeast from Twin Peaks (Figure III.E-11)**

This viewpoint provides a long-range view of the Project site facing southeast from a position on Twin Peaks, approximately 4 miles northwest of the Project site. Low-rise, medium-density urban development that is characteristic of the southeastern portion of San Francisco is visible in the foreground. Major topographical features that are visible from this viewpoint include Bernal Heights (elevation 433 feet) in the foreground and Hunters Point Hill (elevation 275 feet) and Bayview Hill (elevation 413 feet) near the shoreline.

Views of the Project site are visible along the shoreline between Hunters Point Hill and Bayview Hill. At this distance, the Re-gunning crane at HPS and Candlestick Park is only faintly visible. The Bay and the East Bay hills are visible in the distance.

### **View 2: Southeast from Bernal Heights (Figure III.E-12)**

This viewpoint provides a long-range view of the Project site facing southeast from about 2 miles northwest of the Project site. From this viewpoint, low-rise, medium-density residential, commercial, and industrial development characteristic of the BVHP neighborhood is visible. Interstate 280 (I-280), which crosses the northern portion of the BVHP neighborhood, and US-101, which provides the western boundary of the BVHP neighborhood, are also prominently visible in the mid-ground. The Project site is visible along the shoreline between Hunters Point Hill and Bayview Hill. Candlestick Park is faintly visible from this viewpoint, while HPS is partially obstructed by Hunters Point Hill. Yosemite Slough and the South Basin, which bisect the Project site, are also visible. (Figure E.III-12 illustrates the location of the Yosemite Slough and the South Basin relative to Candlestick Point and HPS Phase II.) The Bay and the East Bay hills are visible in the distance.

### **View 3: East from McLaren Park (Figure III.E-13)**

This viewpoint provides a long-range view of the Project site facing east from approximately 1 mile west of the Project site. From this viewpoint, low-rise, medium-density residential development characteristic of the Bayview Hunters Point neighborhood is visible. HPS is visible from this viewpoint, although somewhat obscured by intervening development and Bayview Hill. Candlestick Point is not directly visible from this line of sight. The Bay and the East Bay hills are visible in the distance.

#### ***View 4: South from Potrero Hill (Figure III.E-14)***

This viewpoint provides a long-range view of the Project site facing south from a position about 1 mile north of the Project site. From this viewpoint, low-rise, medium-density residential, commercial, and industrial development, characteristic of the Bayview Hunters Point neighborhood is visible, as is a large stretch of US-101. The Re-gunning crane and buildings at HPS are visible to the east of Hunters Point Hill. Views of Candlestick Point are obscured by intervening development, with the exception of Candlestick Park, which is visible. The Bay and the East Bay hills are visible in the distance.

#### ***View 5: Northeast from Northbound US-101 (Figure III.E-15)***

This viewpoint provides a long-range view of the Project site facing northeast from approximately 1 mile to the southwest, with the Bay as the major foreground. From this viewpoint, the Project site is visible along the shoreline of Candlestick Cove. Candlestick Point, Bayview Hill, and Candlestick Park are prominently visible in the mid-ground. Residential and commercial development to the west of Candlestick Park is also visible. Views of HPS, marked by the Re-gunning crane, are further in the distance. The continuing Bay and the East Bay hills are visible in the distance.

#### ***View 6: Northeast from US-101 at Harney Way Off-Ramp (Figure III.E-16)***

This viewpoint provides a closer view of the Project site facing northeast from about a half mile to the southwest. From this viewpoint, Bayview Hill appears in the background, with residential and commercial development at Executive Park at the base of hill. The heights of the residential structures are five stories, while the heights of the commercial structures vary from three to eight stories. Views of grassland and vegetation that are a part of the CPSRA are also visible from this viewpoint, along with a partial view of Candlestick Park. The Bay and the East Bay hills are visible in the distance.

#### ***View 7: Northeast from San Bruno Mountain (Figure III.E-17)***

This viewpoint provides a long-range view of the Project site facing northeast from approximately 3 miles to the southwest. The structures within HPS, including wharfs and docks, storage and maintenance facilities, administrative and support facilities, and base housing, are visible to the northeast of Bayview Hill. Similarly, a prominent view of Candlestick Point, including residential and office development at Executive Park, a partial view of Candlestick Park and lands within the CPSRA are also available. The Bay and the East Bay hills are visible in the distance.

#### ***View 8: North from Oyster Point (Figure III.E-18)***

This viewpoint provides a view of the Project site from approximately 2 miles to the south. The view north from the Oyster Point peninsula in the City of South San Francisco provides a view of the Bay in the foreground, with Bayview Hill, Candlestick Point (including Candlestick Park stadium), and the Shipyard visible in the background. The East Bay hills are visible in the distance. Existing development in San Francisco west of Bayview Hill, at Executive Park, and on Hunters Point Hill are also visible. The upper portions of structures in downtown San Francisco are visible to the east of Bayview Hill. The location of Candlestick Point is marked by Candlestick Park stadium; the location of HPS is marked by the Re-gunning crane. Other facilities within HPS are also visible.



### ***View 9: North from CPSRA South of Harney Way (Figure III.E-19)***

This viewpoint provides a prominent southern upslope view of Candlestick Park from the CPSRA. The upper tier of the reinforced concrete structure, along with four light towers, is visible from this viewpoint. Residential development at Executive Park to the west of the stadium is also visible along with grassland and vegetation that is part of the CPSRA. No long-distance views to the north are available from this vantage point.

### ***View 10: Northeast from Bayview Hill (Figure III.E-20)***

This viewpoint provides a view of the Project site from public open space on Bayview Hill, between existing trees in the foreground, and includes Jamestown Avenue at the base of the Bayview Hill, areas south of Yosemite Slough within the CPSRA, currently operated as parking for Candlestick Park stadium, and, north of the Slough, the Shipyard and the approved HPS Phase I development area. The Bay is visible in the distance.

### ***View 11: Northwest from CPSRA (Figure III.E-21)***

This viewpoint provides a view of Candlestick Park and its vicinity looking northwest from the CPSRA. Candlestick Park and Bayview Hill across South Basin are visible. A view of grassland and vegetation in the CPSRA is also available along the shoreline. A partial view of Bernal Heights is visible in the distance.

### ***View 12: Southeast from Gilman Avenue (Figure III.E-22)***

This viewpoint provides a view of the Project site looking southeast down Gilman Avenue towards Candlestick Point. Views of the streetscape dominate the foreground. The most prominent views are of single-family residential development consisting of two-story blockhouses of various architectural styles. Utility poles (about 40 feet high) connecting overhead wires and parked cars along the street are also visually prominent. Medium-range views consist of additional residential development and an overhead pedestrian bridge. The Bay and the East Bay hills are visible in the distance.

### ***View 13: West from CPSRA (Figure III.E-23)***

This viewpoint provides a view from the east corner of Candlestick Point looking west towards Bayview Hill. Views of an unpaved parking area (within the CPSRA), parking barriers, and utility poles dominate the foreground. There are views of the two-story residential buildings that are a part of the Alice Griffith Public Housing site to the northwest. Medium-range views encompass other two- to three-story apartment buildings at the base of Bayview Hill. There are limited long-range views of development to the northwest in the distance.

### ***View 14: Southeast from CPSRA (Figure III.E-24)***

This viewpoint faces southeast along Yosemite Slough, which is between Candlestick Point and HPS. The inlet to Yosemite Slough and grassland dominate the foreground. Medium-range views consist of various structures associated with the shipyard, including storage and maintenance facilities and the Re-gunning crane. Views of the former Naval Radiological Defense Laboratory building and the former Officer's Quarters building are present. To the east, the East Bay hills are visible in the distance.

### ***View 15: Southeast from Palou Avenue (Figure III.E-25)***

This viewpoint provides a view southeast down Palou Avenue towards HPS. Views of the streetscape dominate the foreground. The most prominent views are of two-story, single-family residential homes. Medium-range views are of structures within the shipyard, including storage and maintenance facilities and the former Officer's Quarters building. The Bay and the East Bay hills are visible in the distance.

### ***View 16: Southwest from Mariner Village (Figure III.E-26)***

This viewpoint provides a view southwest across the Project site from the Mariner's Village area on Hunters Point Hill north of the Shipyard. Foreground views consist of a grass field and ancillary structures associated with HPS. Medium-range views consist of the South Basin, the CPSRA, and Candlestick Park. Medium-range views also consist of residential development located at the base of Bayview Hill. San Francisco Bay shoreline and San Bruno Mountain are visible in the background.

### ***View 17: Northeast from CPSRA (Figure III.E-27)***

This viewpoint provides a view of the HPS Phase II site north from the eastern tip of Candlestick Point. Structures within HPS, including storage and maintenance facilities and the Re-gunning crane, are visible. The most prominent on-site structure visible from this viewpoint is the nine-story officer's quarters. To the west is the seven-story, former Naval Radiological Defense Laboratory Headquarters. The Bay and the East Bay hills are visible in the distance.

### ***View 18: South from Hilltop Open Space (Figure III.E-28)***

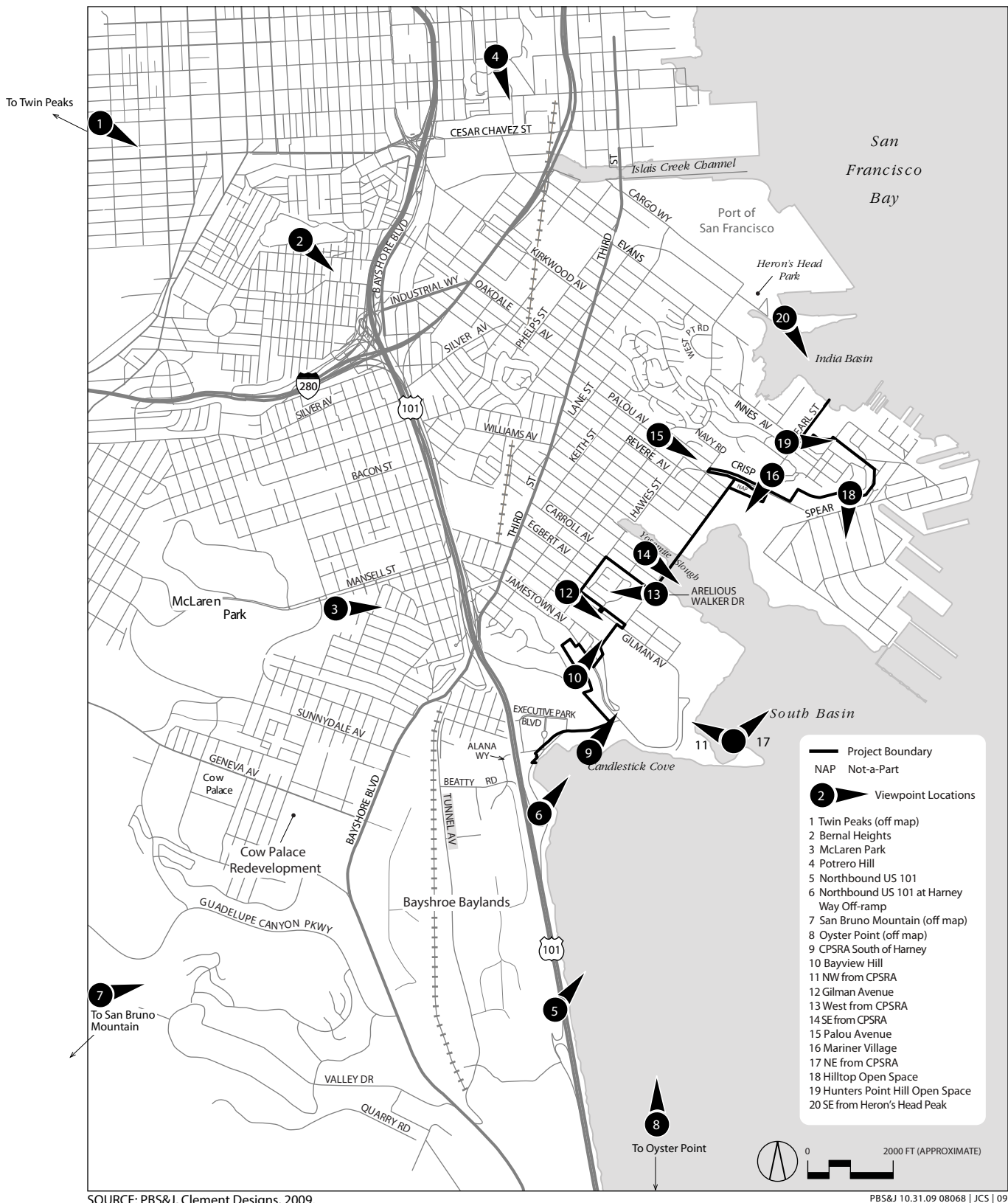
This viewpoint provides a view south across the southern portion of HPS, from open space that would be completed as part of HPS Phase I. Close-range views consist of abandoned storage and maintenance facilities that range from one to five stories in height. The Re-gunning crane is prominently visible from this viewpoint. Views of paved roadways/lots, fences, and utility poles in various stages of disrepair are also present from this viewpoint. Medium-range views consist of wharfs and docks at the southeastern point of HPS. The Santa Cruz Mountains along the San Francisco Peninsula are visible in the distance.

### ***View 19: East from Hunters Point Hill Open Space (Figure III.E-29)***

This viewpoint provides a view east across the northern portion of HPS. The foreground includes a large paved lot, storage buildings, and abandoned HPS buildings, which range from one to four stories in height, within the shipyard. Views of paved roadways, fences, and utility poles in various stages of disrepair are present from this viewpoint, as well as a view of a wharf along the shoreline. A prominent stand of trees approximately 30 to 50 feet tall is in the center of the shipyard. The Bay and the East Bay hills are visible in the distance.

### ***View 20: Southeast from Heron's Head Park (Figure III.E-30)***

This viewpoint provides a view southeast from Heron's Head Park across India Basin towards HPS. Views consist of structures in the shipyard, including storage and maintenance facilities and the Re-gunning crane. Low-rise residential development (approximately three stories) is visible on Hunters Point Hill to the west. San Francisco Bay and the East Bay hills are visible in the distance.

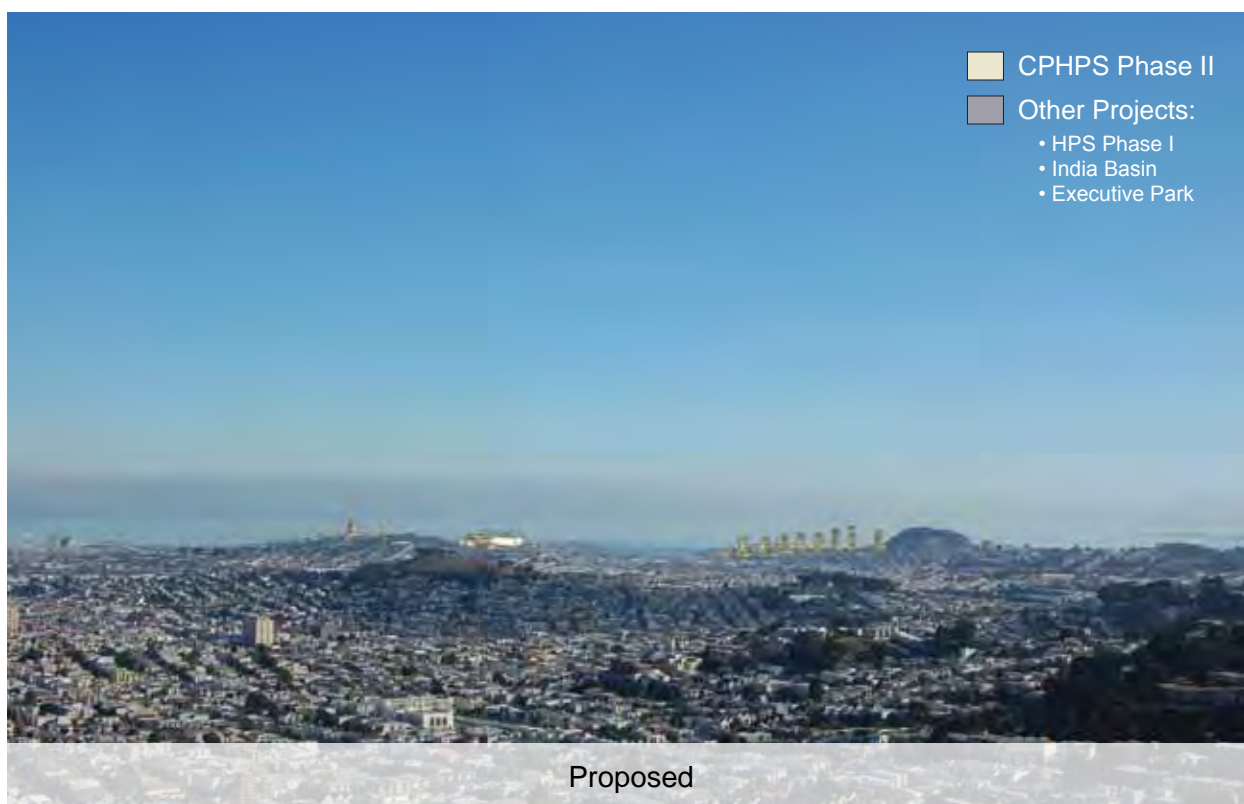
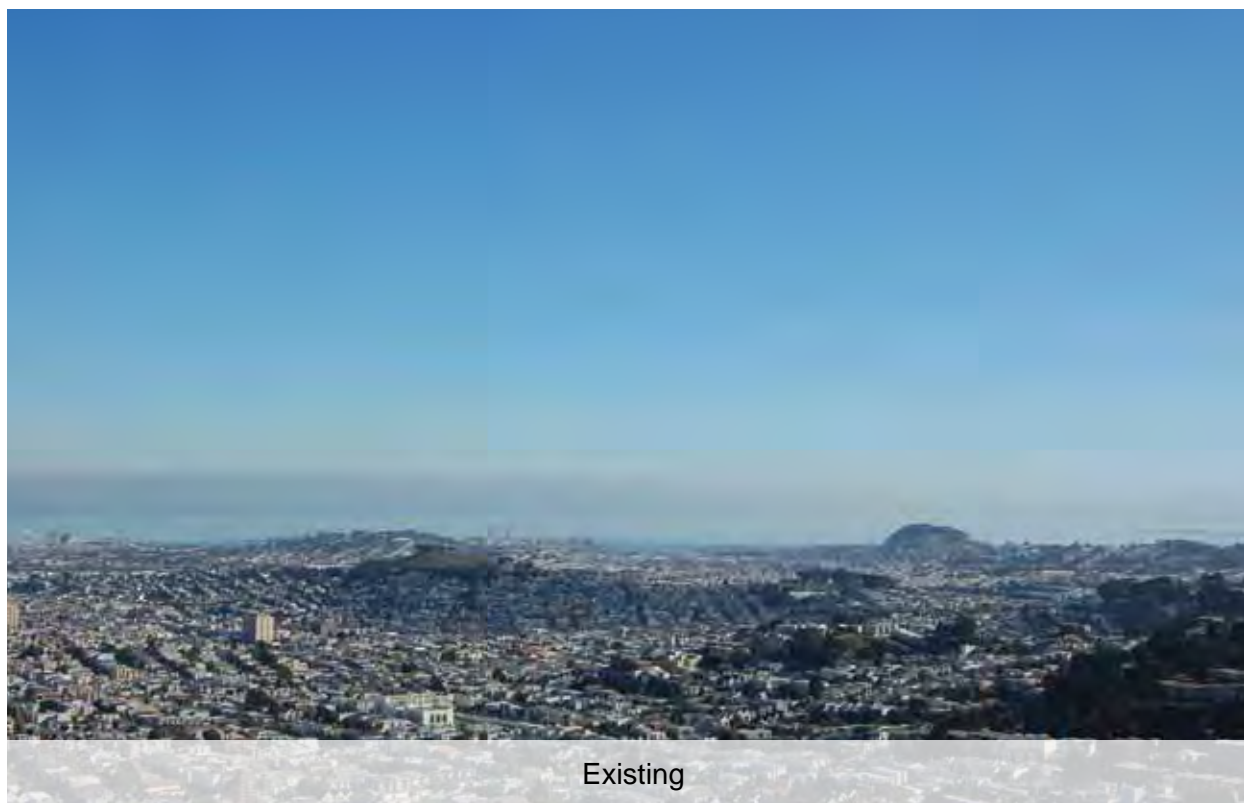


SOURCE: PBS&J, Clement Designs, 2009.

PBS&J 10.31.09 08068 | JCS | 09

**FIGURE III.E-10**

## Candlestick Point — Hunters Point Shipyard Phase II EIR VIEWPOINT LOCATIONS



SOURCE: Lennar Urban, 2009.

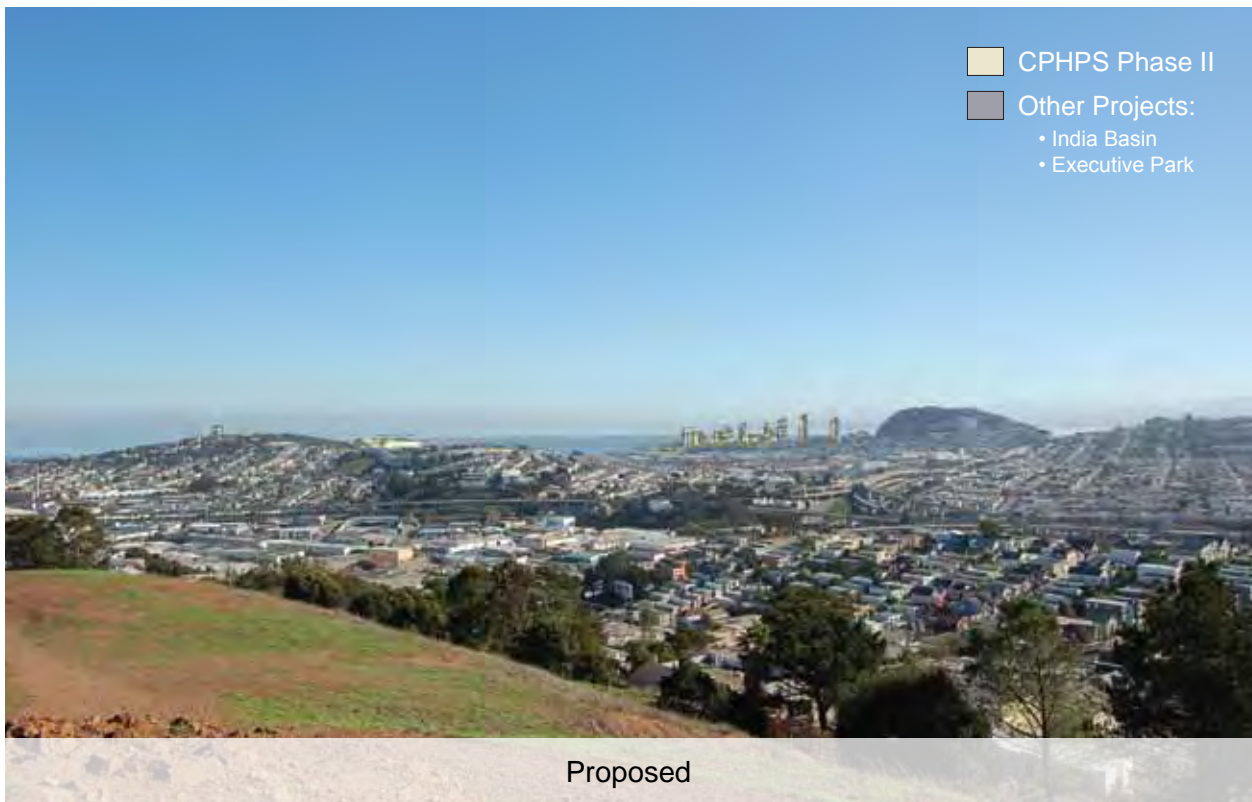
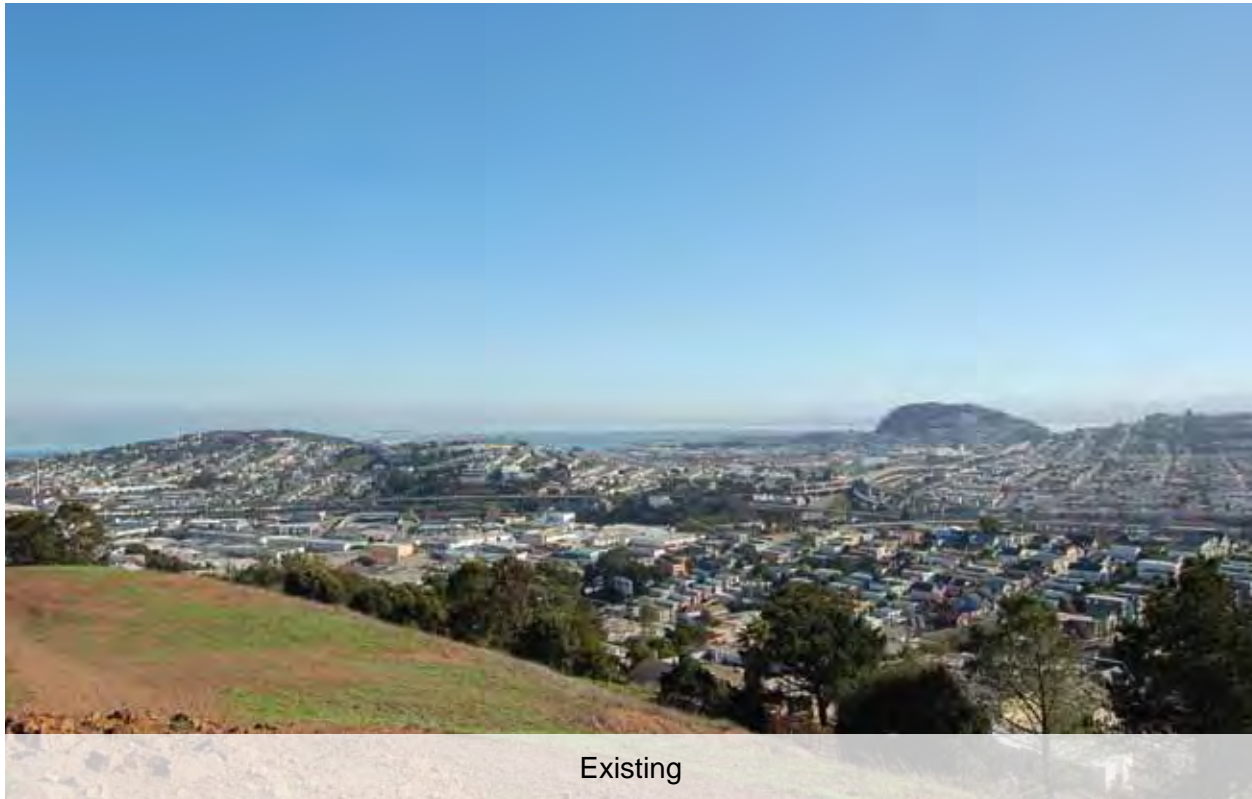
PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-11**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 1: SOUTHEAST FROM TWIN PEAKS**





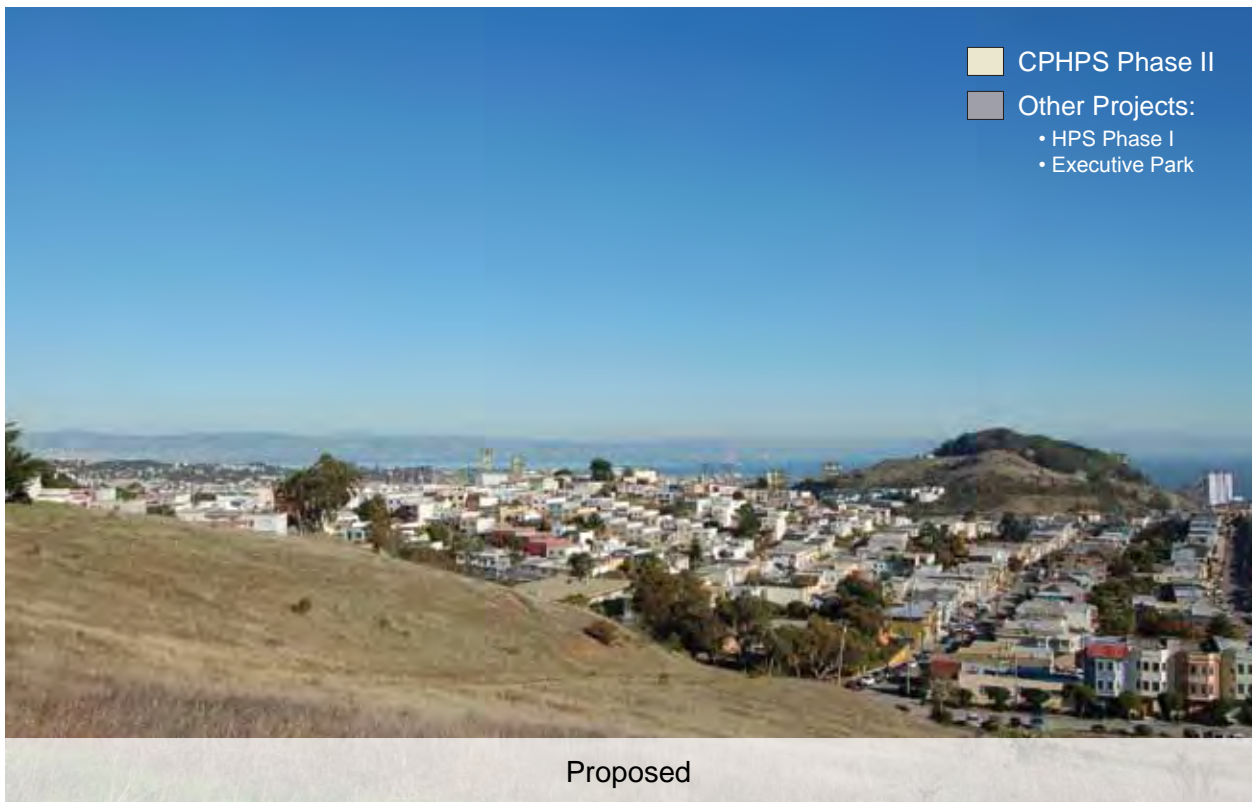
SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-12**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 2: SOUTHEAST FROM BERNAL HEIGHTS**



SOURCE: Lennar Urban, 2009.

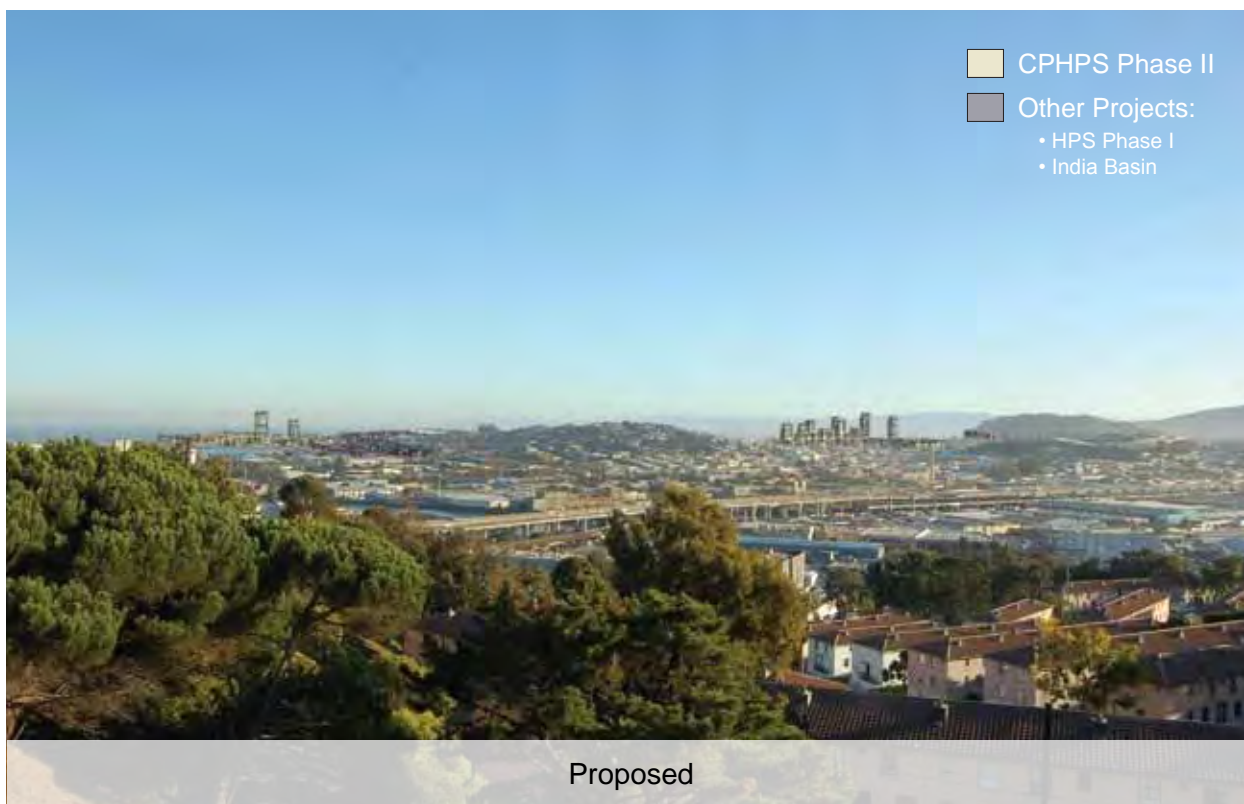
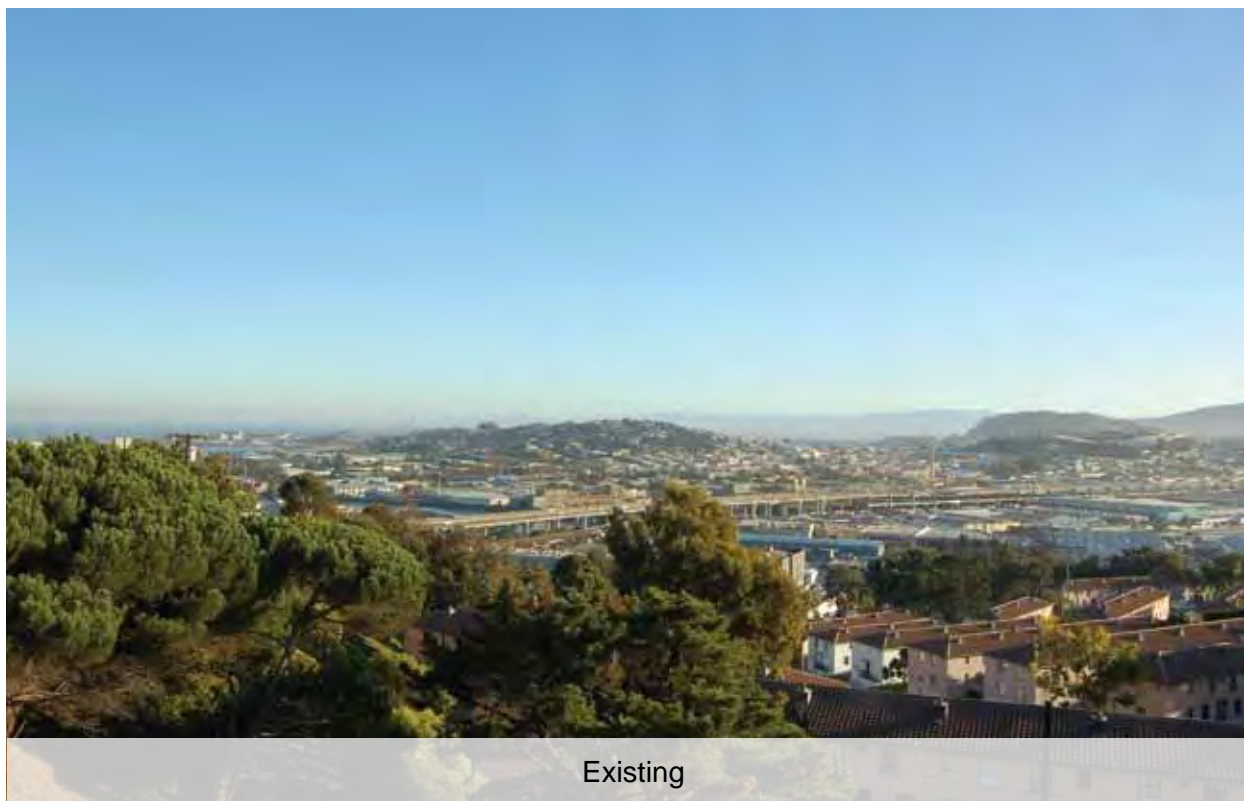
PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-13**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 3: EAST FROM McLAREN PARK**



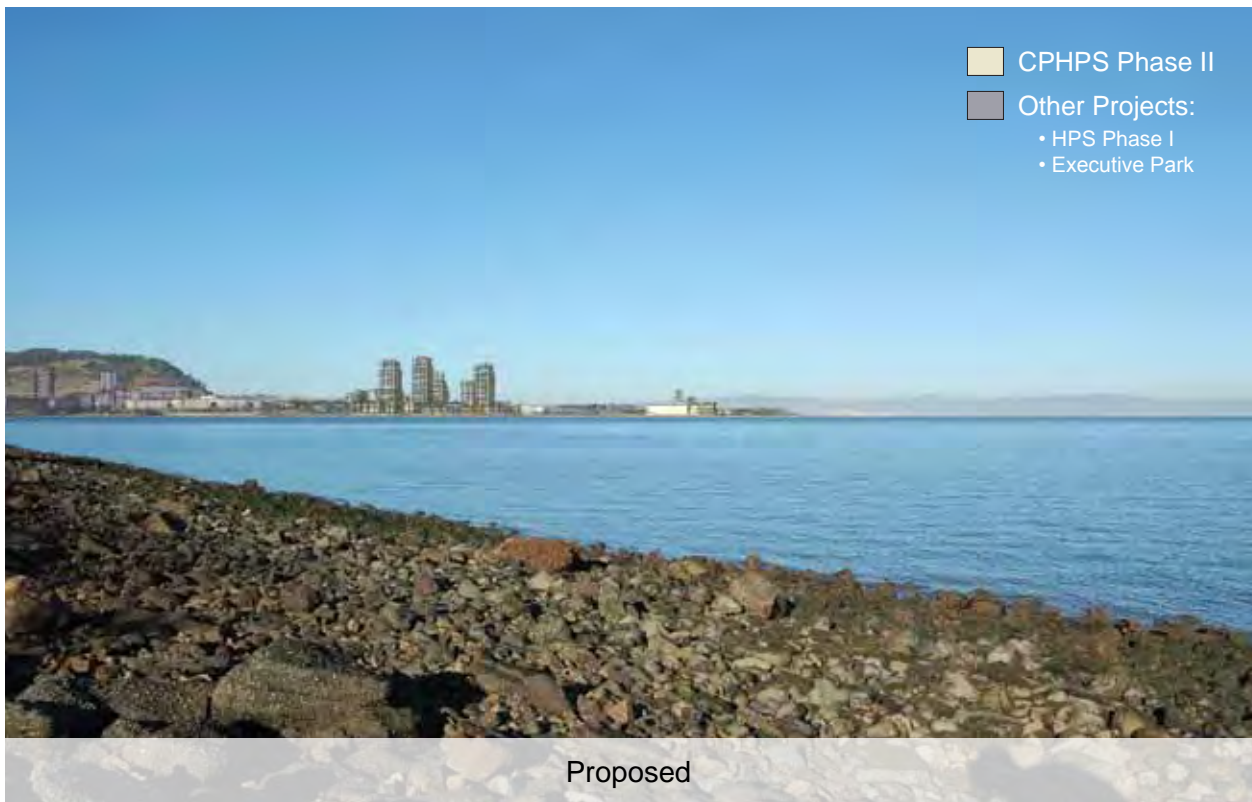


SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-14**

Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 4: SOUTH FROM POTRERO HILL**



SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-15**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 5: NORTHEAST FROM NORTHBOUND US 101**





SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-16**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 6: NORTHEAST FROM US 101 AT HARNEY WAY OFF-RAMP**



SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

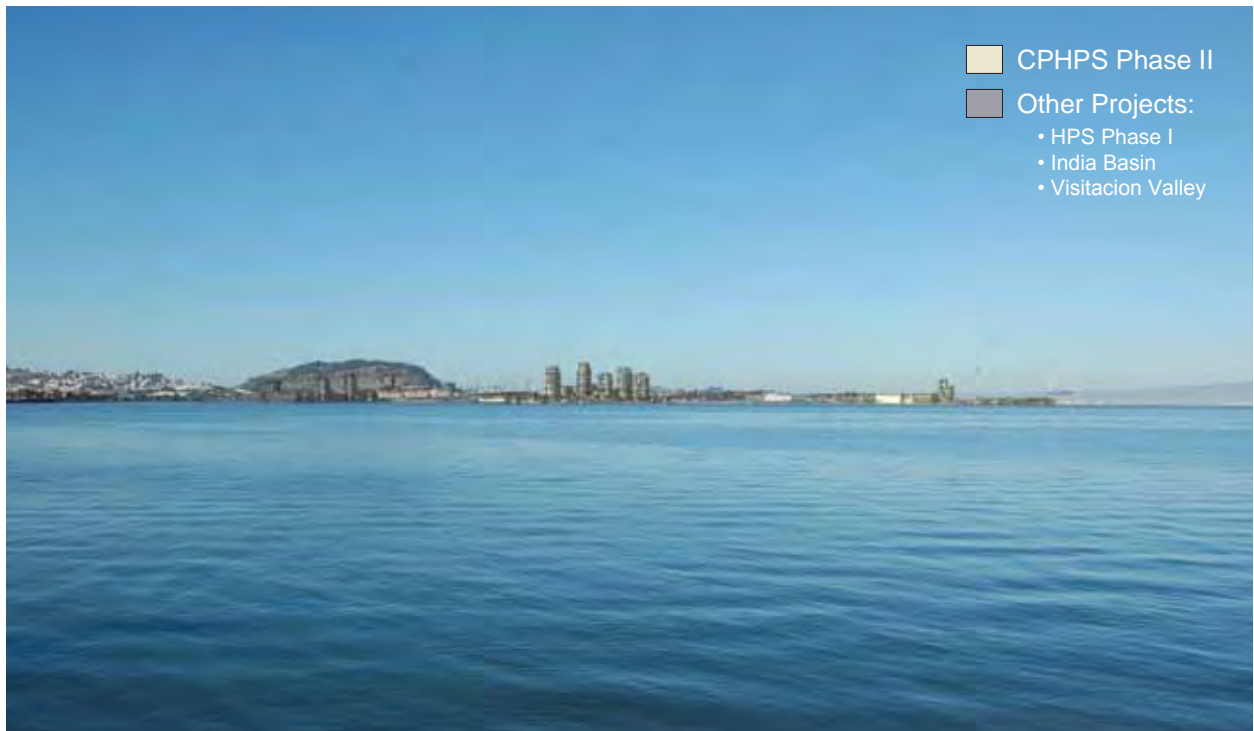
**FIGURE III.E-17**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 7: NORTHEAST FROM SAN BRUNO MOUNTAIN**



Existing



Proposed

SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-18**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 8: NORTH FROM OYSTER POINT**





Existing



Proposed

SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-19**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 9: NORTH FROM CPSRA SOUTH OF HARNEY WAY**





Existing



Proposed

SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-20**

**Candlestick Point — Hunters Point Shipyard Phase II EIR**  
**VIEW 10: NORTHEAST FROM BAYVIEW HILL**



Existing



Proposed

SOURCE: Lennar Urban, 2009.

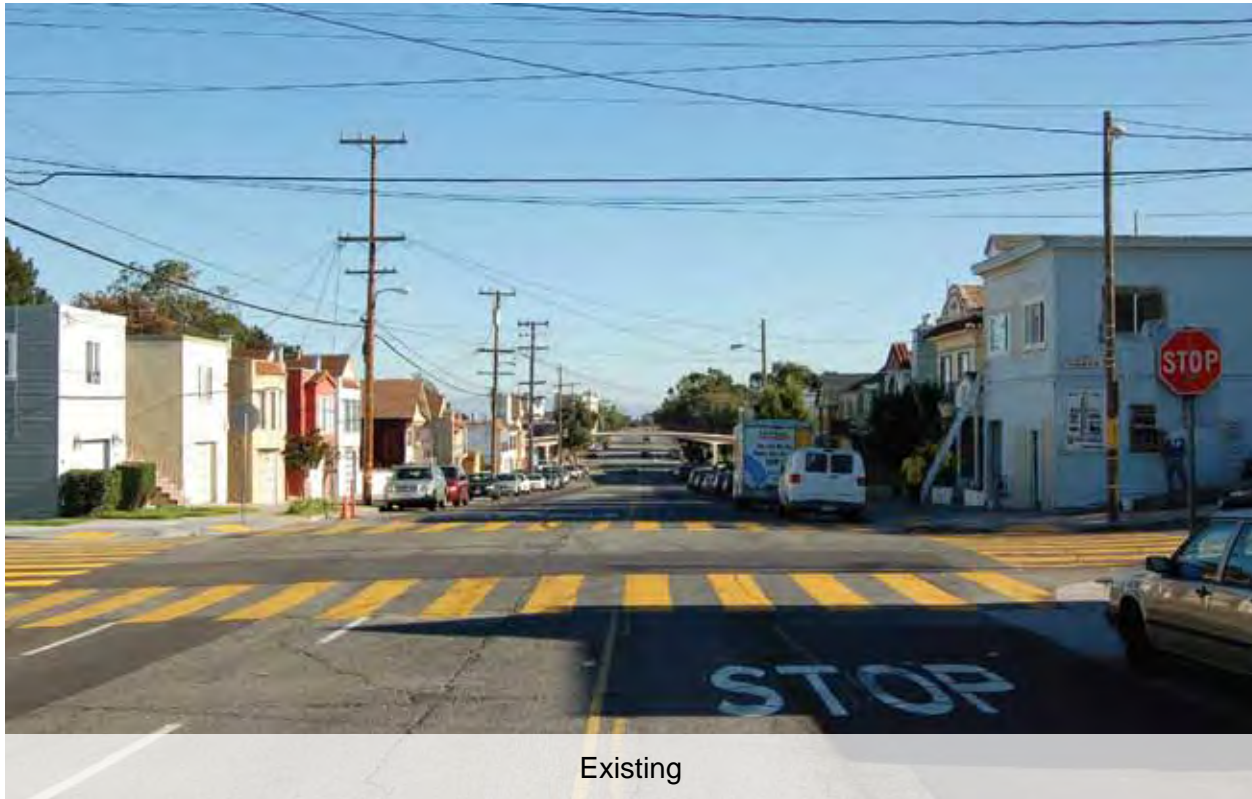
PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-21**

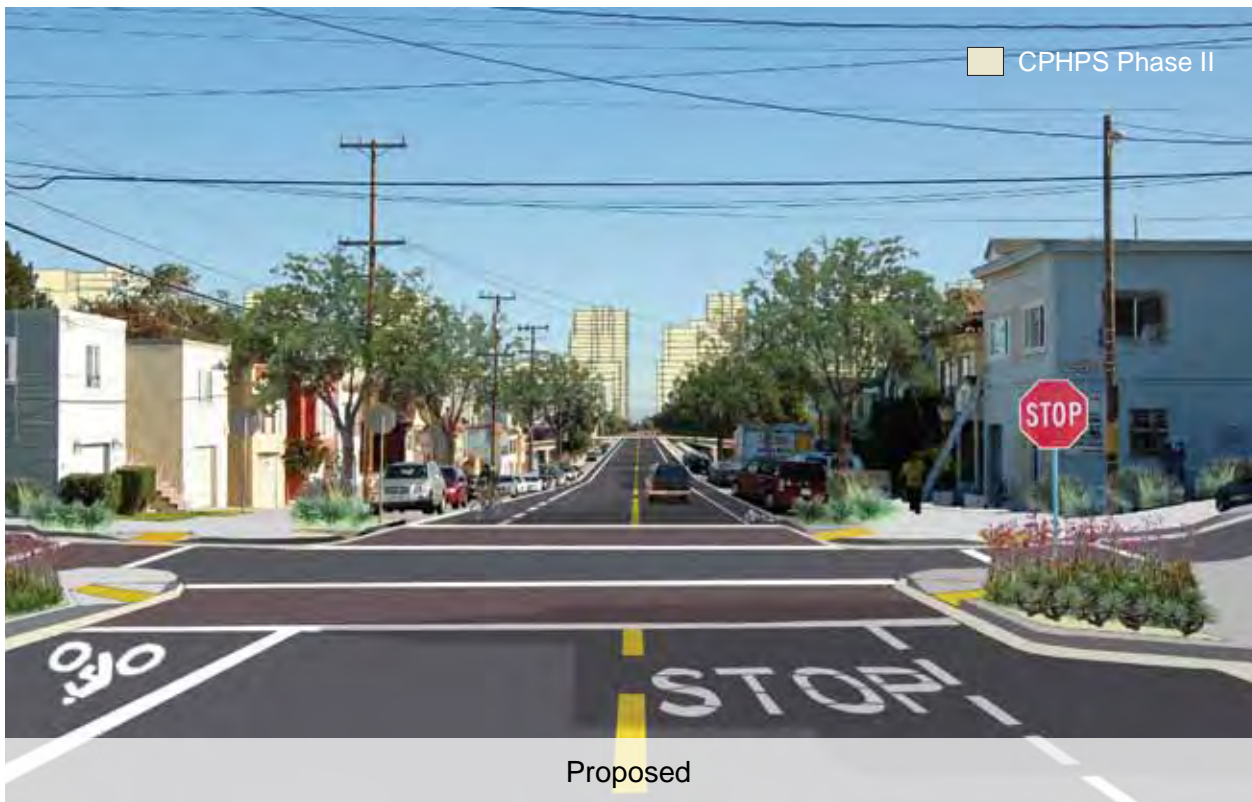


Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 11: NORTHWEST FROM CPSRA**





Existing



Proposed

SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-22**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 12: SOUTHEAST FROM GILMAN AVENUE**



Existing



Proposed

SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-23**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 13: WEST FROM CPSRA**





Existing



Proposed

SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-24**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 14: SOUTHEAST FROM CPSRA**



Existing



Proposed

SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-25**

Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 15: SOUTHEAST FROM PALOU AVENUE**





SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

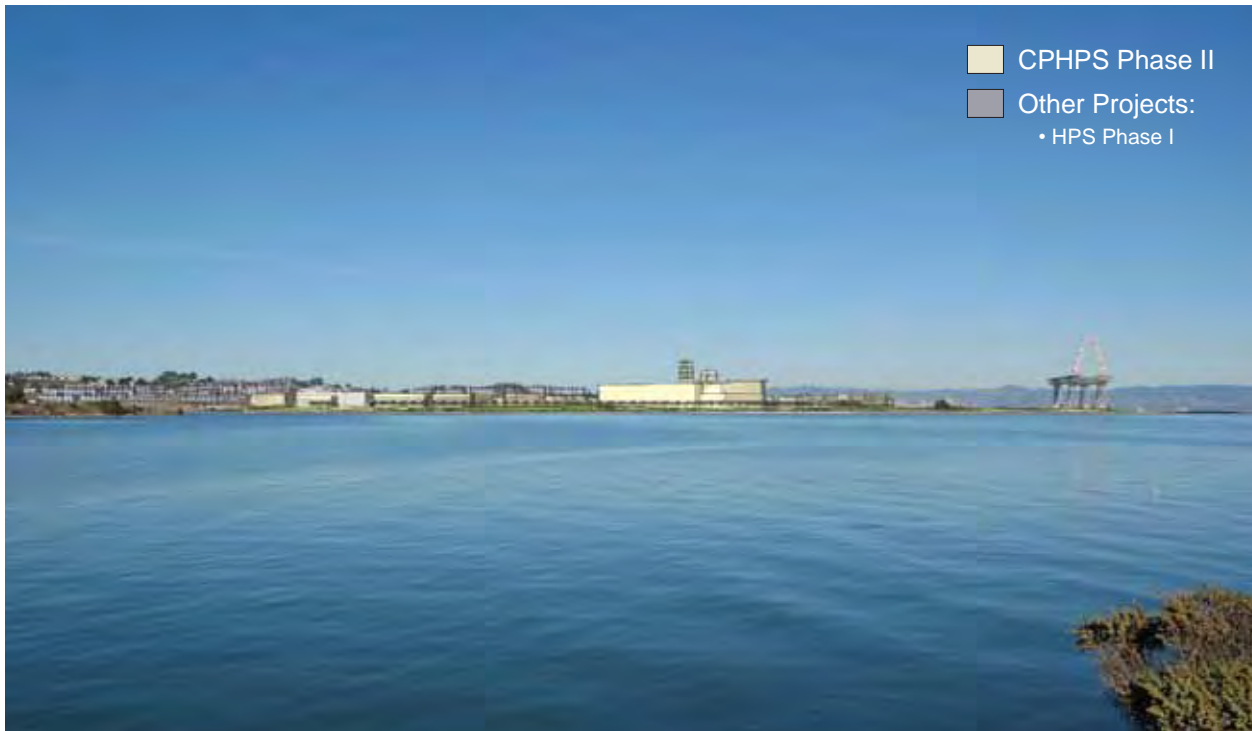
**FIGURE III.E-26**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 16: SOUTHWEST FROM MARINER VILLAGE**



Existing



Proposed

SOURCE: Lennar Urban, 2009.

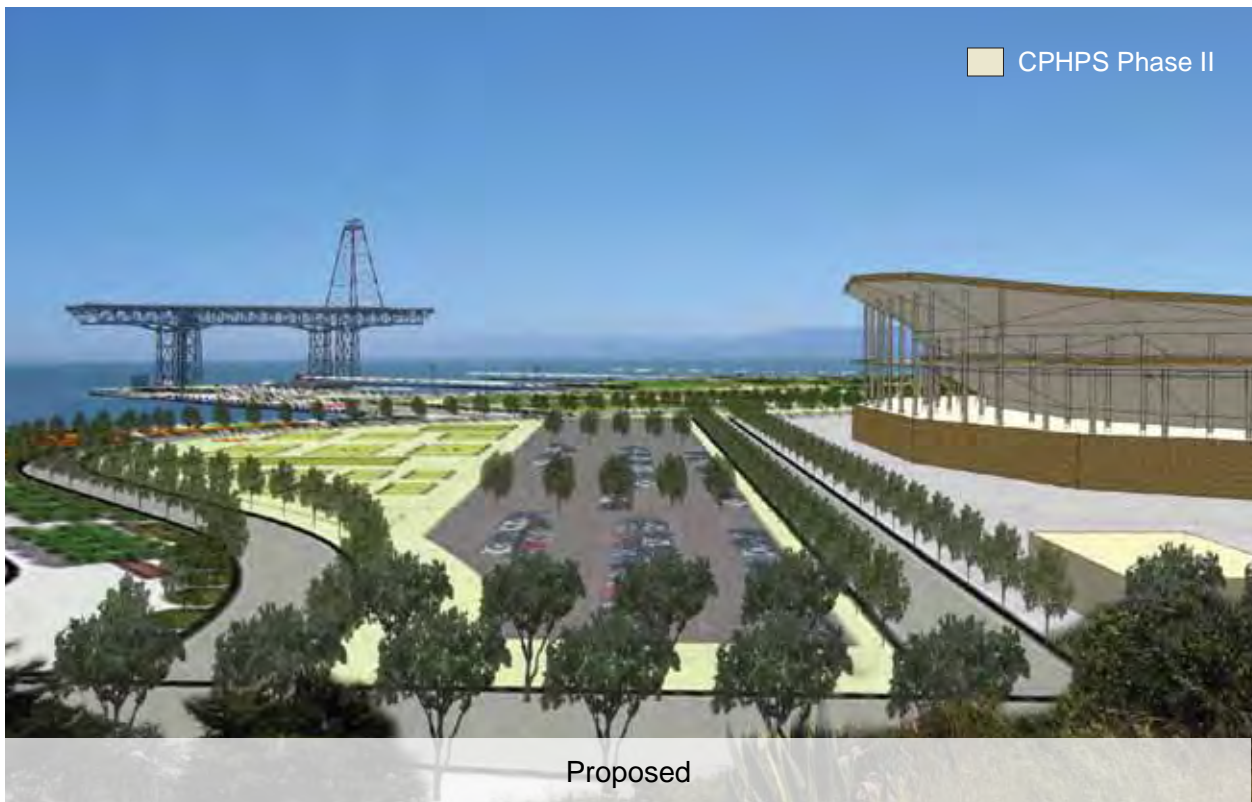
PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-27**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 17: NORTHEAST FROM CPSRA**





SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-28**

Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 18: SOUTH FROM HILLTOP OPEN SPACE**



Existing



- CPHPS Phase II
- Other Projects:
  - HPS Phase I

Proposed

SOURCE: Lennar Urban, 2009.

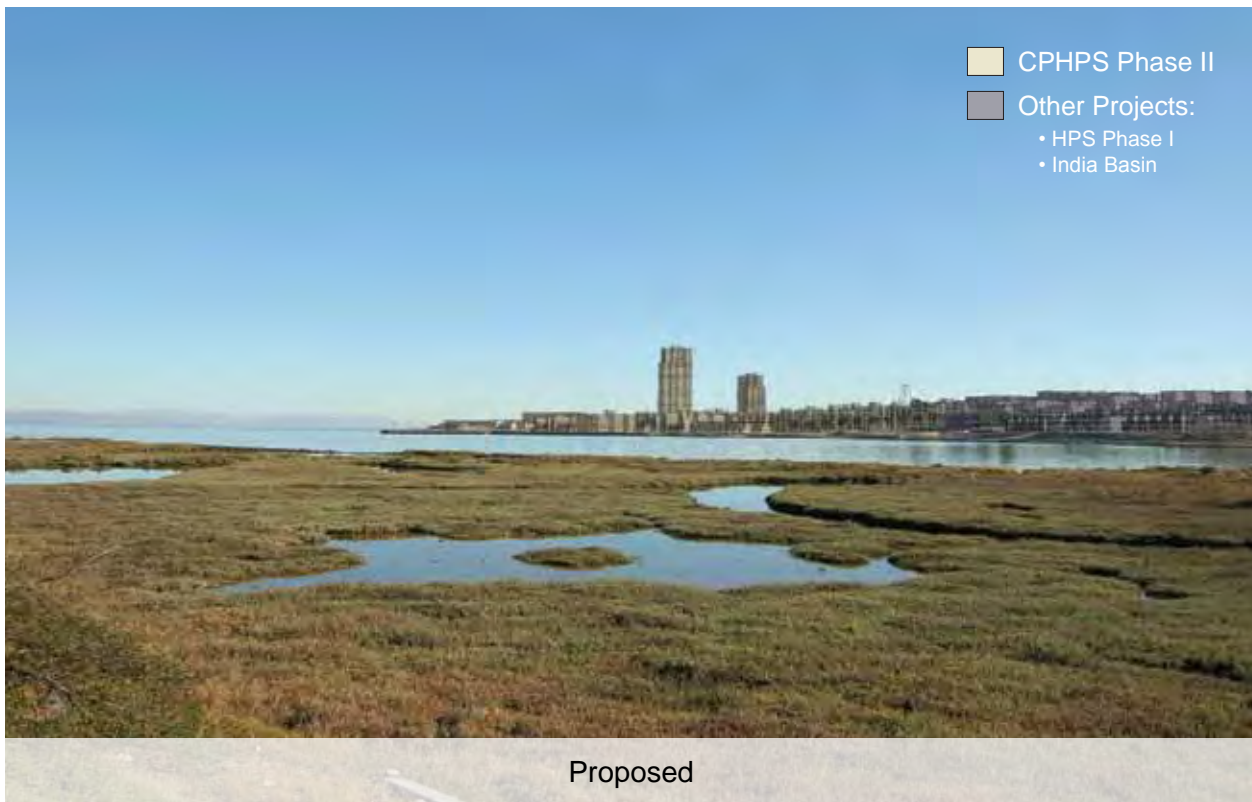
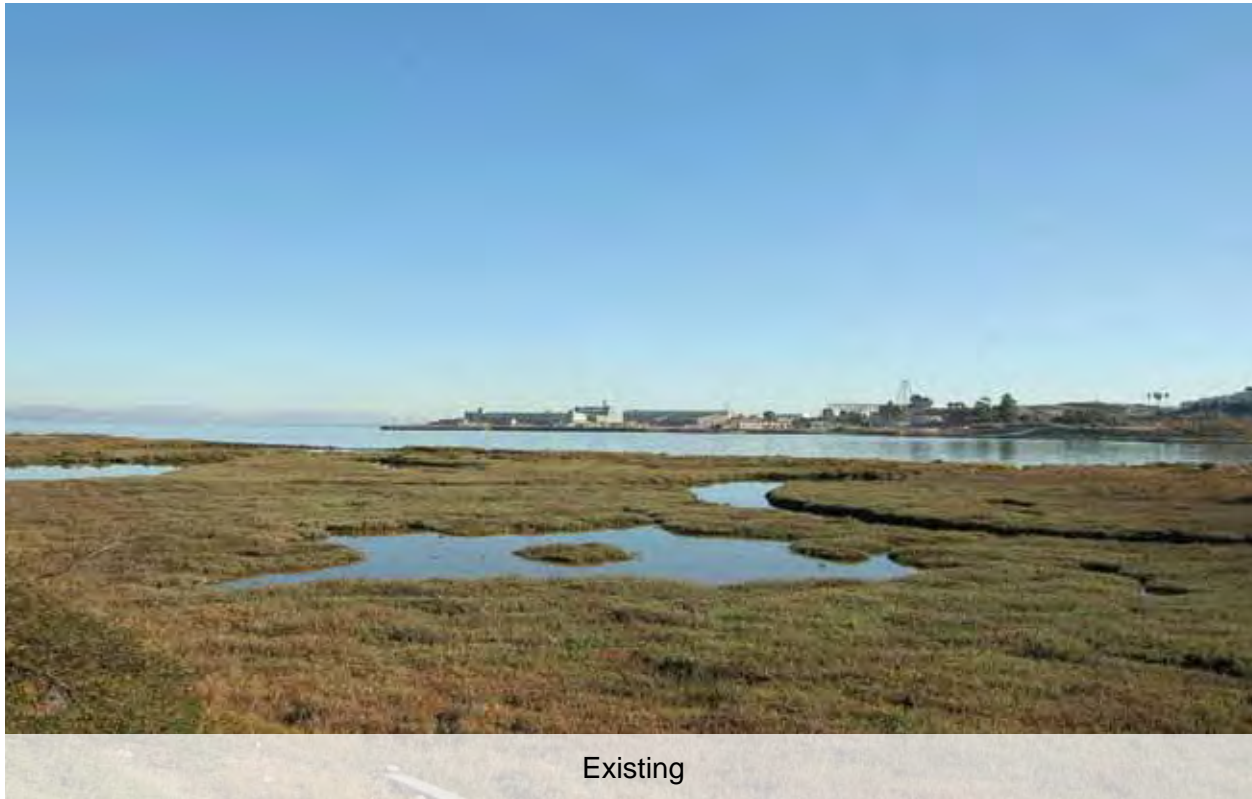
PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-29**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 19: EAST FROM HUNTERS POINT HILL OPEN SPACE**





SOURCE: Lennar Urban, 2009.

PBS&J 10.30.09 08068 | JCS | 09

**FIGURE III.E-30**



Candlestick Point — Hunters Point Shipyard Phase II EIR  
**VIEW 20: SOUTHEAST FROM HERON'S HEAD PARK**

### III.E.3 Regulatory Framework

#### ■ Federal

There are no federal regulations, plans, or policies applicable to the aesthetics issues of the Project.

#### ■ State

##### ***Candlestick Point State Recreation Area General Plan***

The CPSRA General Plan provides general guidelines and identifies conceptual land uses, facilities, and park improvements within the CPSRA area. The CPSRA General Plan addresses enhanced appreciation of the natural resources of the Bay. The Plan seeks to manage the resources of the CPSRA in conformity with maintaining a desirable physical setting on the Bay shore. Design guidelines for proposed land uses and SRA improvements were established to “create an environment that supports the physical, social, psychological, economic, and aesthetic needs of humanity.” The design criteria further guide development for compatibility with the land form. Refer to Section III.B (Land Use and Plans) for a full description of these policies and objectives.

#### ■ Local

##### ***San Francisco General Plan***

The *San Francisco General Plan* Urban Design Element is concerned with the physical character and environment of the City with respect to development and preservation. The Urban Design Element addresses issues related to City pattern, guidelines for major new development, and neighborhood environment. This element also promotes the preservation of landmarks, structures, and natural features with notable historic, architectural, or aesthetic value. The following policies would be relevant to the Project.

- |             |  |
|-------------|--|
| Objective 1 | Emphasis of the characteristic pattern which gives to the city and its neighborhoods an image, a sense of purpose, and a means of orientation. |
| Policy 1.1  | Recognize and protect major views in the city, with particular attention to those of open space and water.                                     |
| Policy 1.2  | Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.                                       |
| Policy 1.3  | Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.                            |
| Policy 1.4  | Protect and promote large-scale landscaping and open spaces that define districts and topography.  |
| Policy 1.5  | Emphasize the special nature of each district through distinctive landscaping and other features.  |
| Policy 1.6  | Make centers of activity more prominent through design of street features and by other means.  |



	Policy 1.7	Recognize the natural boundaries of districts, and promote connections between districts.
Objective 2		Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.
	Policy 2.1	Preserve in their natural state the few remaining areas that have not been developed by man.
	Policy 2.2	Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of the open space.
	Policy 2.3	Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.
	Policy 2.4	Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
	Policy 2.6	Respect the character of older development nearby in the design of new buildings.
	Policy 2.7	Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.
Objective 3		Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment.
	Policy 3.1	Promote harmony in the visual relationships and transitions between new and older buildings.
	Policy 3.2	Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.
	Policy 3.3	Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.
	Policy 3.4	Promote building forms that will respect and improve the integrity of open spaces and other public areas.
	Policy 3.5	Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.
	Policy 3.6	Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.
	Policy 3.8	Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.

- Objective 4 Improvement of the neighborhood environment to increase personal safety, comfort, pride, and opportunity.
- Policy 4.5 Provide adequate maintenance for public areas.
- Policy 4.6 Emphasize the importance of local centers providing commercial and government services.
- Policy 4.12 Install, promote, and maintain landscaping in public and private areas.
- Policy 4.13 Improve pedestrian areas by providing human scale and interest.
- Policy 4.14 Remove and obscure distracting and cluttering elements.
- Policy 4.15 Protect the livability and character of residential properties from the intrusion of incompatible new buildings.

### ***San Francisco Bay Conservation and Development Commission (BCDC) Public Access Design Guidelines for the San Francisco Bay***

Along the Bay shoreline, BCDC's land use authority relates primarily to public access; however, some of the public access objectives specifically seek to provide, maintain, and enhance visual access to the Bay and shoreline, and maintain and enhance the visual quality of the Bay, shoreline, and adjacent development. In addition, Chapter IV (Site-Specific Public Access Improvements) of BCDC's Design Guidelines contain specific strategies for development to enhance the visual experience along the Shoreline. Refer to Section III.B (Land Use and Plans) for a full description of these Design Guidelines.

### ***Bayview Hunters Point Area Plan***

The *Bayview Hunters Point Area Plan* (BVHP Area Plan) is an adopted component of the *San Francisco General Plan* that serves as a guide to the future development of the BVHP community.<sup>133</sup> It includes sections on Land Use, Transportation, Housing, Industry, Urban Design, Recreation and Open Space, Community Facilities and Services, and Public Safety. The BVHP Area Plan excludes HPS. BVHP Area Plan objectives and policies are designed to preserve and enhance existing residential neighborhoods, enhance the distinctive and positive features of Bayview Hunters Point, and improve the definition of the overall urban pattern of Bayview Hunters Point.

Specific BVHP Area Plan objectives and policies that pertain to visual resources include the following:

- Objective 5 Preserve and enhance existing residential neighborhoods.
- Policy 5.1 Preserve and enhance the existing character of residential neighborhoods.
- Objective 10 Enhance the distinctive and positive features of Bayview Hunters Point.

---

<sup>133</sup> San Francisco Planning Department, *San Francisco General Plan, Bayview Hunters Point Area Plan*, March 2006. The Area Plan, formerly named the *South Bayshore Area Plan*, was adopted in February 1970 (Board of Supervisors Resolution No. 6486). Subsequently, the Area Plan was updated in July 1995 (Resolution No.13917). The current 2006 Area Plan was renamed the *Bayview Hunters Point Area Plan* at the community's request to reflect its historic name for itself.

- |              |             |   |
|--------------|-------------|---|
|              | Policy 10.1 | Better define Bayview's designated open space areas by enabling appropriate, quality development in surrounding areas.      |
| Objective 11 |             | Improve definition of the overall urban pattern of Bayview Hunters Point.   |
|              | Policy 11.1 | Recognize and enhance the distinctive features of Bayview Hunters Point as an interlocking system of diverse neighborhoods. |

Refer to Section III.B (Land Use and Plans) for a full description of these policies and objectives.

### ***San Francisco Bay Plan***

The *San Francisco Bay Plan* contains policies and objectives designed to enhance the visual quality of development around the Bay, to enhance the pleasure of the viewer, and to take maximum advantage of the attractive setting it provides. The San Francisco Bay Plan contains policies regarding appearance, design, and scenic views, applicable to the Project as follows:

- |          |   |
|----------|---|
| Policy 1 | To enhance the visual quality of development around the Bay and to take maximum advantage of the attractive setting it provides, the shores of the Bay should be developed in accordance with the Public Access Design Guidelines.  |
| Policy 2 | All bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay. Maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore. To this end, planning of waterfront development should include participation by professionals who are knowledgeable of the (Planning) Commission's concerns, such as landscape architects, urban designers, or architects, working in conjunction with engineers and professionals in other fields. |
| Policy 3 | In some areas, a small amount of fill may be allowed if the fill is necessary—and is the minimum absolutely required—to develop the project in accordance with the Commission's design recommendations.   |
| Policy 4 | Structures and facilities that do not take advantage of or visually complement the Bay should be located and designed so as not to impact visually on the Bay and shoreline. In particular, parking areas should be located away from the shoreline. However, some small parking areas for fishing access and Bay viewing may be allowed in exposed locations.  |
| Policy 8 | Shoreline developments should be built in clusters, leaving open area around them to permit more frequent views of the Bay. Developments along the shores of tributary waterways should be Bay-related and should be designed to preserve and enhance views along the waterway, so as to provide maximum visual contact with the Bay.   |



- Policy 9 “Unnatural” debris should be removed from sloughs, marshes, and mudflats that are retained as part of the ecological system. Sloughs marshes, and mudflats should be restored to their former natural state if they have been despoiled by human activities.
- Policy 10 Towers, bridges, or other structures near or over the Bay should be designed as landmarks that suggest the location of the waterfront when it is not visible, especially in flat areas. But such landmarks should be low enough to assure the continued visual dominance of the hills around the Bay.
- Policy 12 In order to achieve a high level of design quality, the Commission’s Design Review Board, composed of design and planning professionals, should review, evaluate, and advise the Commission on the proposed design of developments that affect the appearance of the Bay in accordance with the Bay Plan findings and policies on Public Access; on Appearance, Design, and Scenic Views; and the Public Access Design Guidelines. City, county, regional, state, and federal agencies should be guided in their evaluation of bayfront projects by the above guidelines.
- Policy 14 Views of the Bay from vista points and from roads should be maintained by appropriate arrangements and heights of all developments and landscaping between the view areas and the water. In this regard, particular attention should be given to all waterfront locations, areas below vista points, and areas along roads that provide good views of the Bay for travelers, particularly areas below roads below roads coming over ridges and providing a “first view” of the Bay (shown in Bay Plan Map No. 8, Natural Resources of the Bay).

Refer to Section III.B (Land Use and Plans) for a full description of these policies and objectives.

## III.E.4 Impacts

### ■ Significance Criteria

The City and Agency have not formally adopted significance standards for impacts related to aesthetics, but generally consider that implementation of the Project would have significant impacts if it were to:

- E.a Have a substantial adverse effect on a scenic vista
- E.b Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment that contribute to a scenic public setting
- E.c Substantially degrade the existing visual character or quality of the site and its surroundings
- E.d Create a new source of substantial light or glare that would adversely affect day or night views in the area or that would substantially impact other people or properties

## ■ Analytic Method

Aesthetics in an urban setting is described by elements such as building scale, height, architectural features and materials, patterns of buildings along street frontages, and views of public open space or plazas or of more distant landscape features such as hills, the Bay, or built landmarks, such as bridges. In general, individual responses to aesthetics and changes in aesthetics are subjective. The analysis of visual impacts in this section focuses on the nature and magnitude of changes in the visual character of the Project site and identifies Project impacts on scenic views. This section also evaluates whether the Project would result in damage to scenic resources or substantially degrade the existing visual character or quality of the site, or result in impacts from increased light and glare.

Visual character refers to the aesthetic character or quality of a streetscape, building, group of buildings, or other manmade or natural feature that creates an overall impression of an area. The Project would be considered to degrade the existing visual character if it would result in substantial, demonstrable, negative aesthetic effects on a site or its surroundings. In this analysis, the discussion of visual character addresses the visual compatibility of the Project with surrounding land uses, as reflected by short- and mid-range views of the Project site.

Scenic vistas may be generally described as panoramic views of a large geographic area, for which the field of view can be wide, extend into the distance, and associated with vantage points that provide an orientation not commonly available. Examples of scenic vistas include urban skylines, valleys, mountain ranges, or large bodies of water. Significant impacts on a scenic vista would occur if the Project would substantially degrade or obstruct important scenic views from public areas. Scenic vistas are defined in the introduction to Impact AE-4, below.

Damage to scenic resources would occur if a project would directly affect environmental features, such as topographic features, landscaping, or a built landmark that contribute to a scenic public setting. In this analysis, scenic resources include the CPSRA, the Re-gunning crane, Yosemite Slough, the shoreline, the Bay, San Bruno Mountain, and Bayview Hill. Lastly, impacts from increased light and glare would be considered significant if they were to interfere with daytime or night views in the area or substantially impact other people or property.

To demonstrate the changes in visual character that would result with implementation of the Project, visual simulations of the Project from each of the viewpoints identified in Section III.E.2 (Setting) in Figure III.E-10 through Figure III.E-30 as well as other photographs contained in this section were used to evaluate changes in both views and visual character based on height, bulk, massing, and type of development when compared to existing conditions. Where appropriate, the simulations also include views of the approved HPS Phase I development, currently under construction, and the approved Visitacion Valley Redevelopment Plan. For the purpose of analyzing cumulative impacts, the simulations also include potential development under the proposed India Basin Shoreline Plan and the Executive Park Sub Area Plan.

The visual simulations are distinguished as long-range views (Figure III.E-11 through Figure III.E-18), and short- and mid-range (Figure III.E-19 through Figure III.E-30) depictions. The visual simulations include development with the Project and with other development noted, above. The analysis determines

whether the Project would result in substantial blockage of or other substantial negative changes to existing views from the public viewpoints identified in Figure III.E-11 through Figure III.E-18, particularly to views of scenic open space and water, as well as whether the Project would result in degradation of the visual character or quality of the setting (refer to Figure III.E-19 through Figure III.E-30). The simulations are taken from fixed viewpoints and do not show all possible views of the Project site. For example, they do not provide the dynamic views that would be experienced while driving, walking, or cycling in the Project vicinity. In addition, the simulations depict the overall location, height, and dimension of development, with general exterior features or materials, window patterns, landscaping, or other details. The new buildings shown in views of Candlestick Point and HPS Phase II represent building types, heights, and dimensions that would reflect the Project land use plan and urban design guidelines. The simulations do not represent final architectural design that would occur with the Project. However, the simulations are sufficient for an adequate analysis of changes in scenic vistas, scenic resources, and visual character.

## ■ Construction Impacts

### ***Impact AE-1: Effect on a Scenic Vista or Scenic Resources***

**Impact AE-1**      **Construction activities associated with the Project would not have a substantial adverse effect on a scenic vista or scenic resources. (Less than Significant) [*Criteria E.a and E.b*]**

Construction activities would occur throughout the 702-acre Project site over the 19-year build-out period of the Project (ending in 2029). During construction, four basic types of activities would be expected, and some activities could occur simultaneously.

Demolition of existing structures would occur. The site would be prepared, excavated, and graded to accommodate the new building foundations. Over-excavation and recompaction of near-surface soils would occur during grading to provide appropriate soil characteristics for the support of structures. The proposed development would then be constructed, including buildings, the stadium, parking structures, surface parking, and project-related infrastructure. New landscaping would also be planted around the new facilities and the development would be readied for use, including the application of architectural coatings and paving (although these two activities would not occur simultaneously).

Construction activities associated with infrastructure improvements would also occur on site and in areas adjacent to the Project site, such as at roadway intersections or to provide utility infrastructure. Specific activities would generally include demolition (scraping and/or cutting) of existing asphalt and concrete, grading to establish a new base for roadways, actual median and sidewalk elements, and replacement of signals and other infrastructure. In the case of water line and sewer connections, trenching would also be necessary to access the existing line to which the Project infrastructure would connect. Shoreline improvements would include grading in some areas, planting where appropriate, renovation of some existing shoreline structures, including addition of riprap, and removal of debris.

Construction workers and equipment would be parked and staged within the 702-acre Project construction site. Visual impacts associated with construction activities would include exposed pads and staging areas for grading, excavation, and construction equipment. In addition, temporary structures



could be located in the Project site during various stages of demolition or construction, within materials storage areas, or associated with construction debris piles on and off site. Also, exposed trenches, roadway bedding (soil and gravel), spoils/debris piles, and possibly steel plates would be visible for the proposed utilities and infrastructure improvements, as well as for roadway improvements.

Although these activities would take place primarily within the Project site, they would be visible to surrounding land uses. However, these visual conditions would be temporary visual distractions typically associated with construction activities and commonly encountered in developed areas. Further, temporary conditions (e.g., bulldozers, trenching equipment, generators, trucks, etc.) associated with Project construction would not result in obstruction of a scenic vista, as construction equipment is not tall enough to interfere with views of the Bay, the East Bay hills, or the San Francisco downtown skyline. The only scenic or potential scenic resources on or near the Project site would be the Re-gunning crane, the CPSRA, and Yosemite Slough. There are no rock outcroppings or major areas of landscaping on the site, although some ruderal vegetation would be removed. Construction of the Project would not affect the Re-gunning crane, which would remain intact after implementation of the Project. The Project would retain structures at the identified Drydock Historic District. Construction of the Yosemite Slough bridge would change the appearance of the Slough as the bridge structure was constructed; however, this would not be considered a significant impact, as the overall view of the Slough would remain as a scenic resource. Therefore, construction activities would have a less-than-significant impact on scenic vistas and scenic resources. No mitigation is required.

#### ***Impact AE-2: Degradation of Visual Character or Quality***

**Impact AE-2      Construction activities associated with the Project would not result in temporary degradation of the visual character or quality of the site. (Less than Significant with Mitigation) [*Criterion E.c*]**

As previously stated, visual impacts associated with construction activities would include exposed pads and staging areas for grading, excavation, and construction equipment. In addition, temporary structures could be located on the Project site during various stages of construction, within materials storage areas, or associated with construction debris piles on site. Exposed trenches, roadway bedding (soil and gravel), spoils/debris piles, and possibly steel plates would be visible during construction of the utility infrastructure improvements.

Although these activities would take place primarily on site, these visual impacts could affect surrounding land uses. Automobiles traveling along US-101, Harney Way, Arelious Walker Drive, Innes Avenue, and other streets in the immediate vicinity of the Project site would have short-term views of the Project site and adjacent street areas during construction activities and infrastructure improvements. Adverse visual impacts arising from construction activity would be temporary. Although the Project would be constructed through the year 2029, construction activity would not occur all at once and would be phased, as described Chapter II. Temporary screening of a particular construction or staging site (usually consisting of fabric screening stretched over temporary construction fencing) as required by mitigation measure MM AE-2 would serve to partially relieve the visual distractions typically associated with construction activities and commonly encountered in developed areas, particularly during excavation and

foundation construction. Moreover, areas of construction would vary within the Project area such that areas of temporary visual distraction would change throughout the implementation phase of the Project.

Additional temporary visual impacts could occur from construction equipment traveling along local roadways and inadvertently depositing dirt and debris on the streets. Mitigation measure MM AE-2 would require the Applicant to stage all construction equipment on the Project site and to keep all construction equipment leaving the site free of mud. In addition, the Applicant would be required to sweep area streets of mud and debris caused by construction vehicles during the construction period.

The following mitigation measure shall be implemented:

**MM AE-2**      *Mitigation for Visual Character/Quality Impacts During Construction. Construction documents shall require all construction contractors to strictly control the staging of construction equipment and the cleanliness of construction equipment stored or driven beyond the limits of the construction work area. Construction equipment shall be parked and staged on the Project site. Staging areas shall be screened from view at street level with solid wood fencing or green fence. Prior to the issuance of building permits, the Applicant (through the construction contractor[s]) shall submit a construction staging, access, and parking plan to the San Francisco Department of Building Inspection for review and approval. On-street parking of construction worker vehicles shall be prohibited. Vehicles shall be kept clean and free of mud and dust before leaving the Project site. Project contractors shall be required to sweep surrounding streets used for construction access daily and maintain them free of dirt and debris.*

Mitigation measure MM AE-2, which would be incorporated as part of the Project's construction documents, would ensure that this impact is less than significant by requiring the Applicant to screen construction sites from public view at street level and provide for appropriate staging of construction equipment, keep the surrounding streets clean and free from construction debris, and maintain the cleanliness of construction equipment. Compliance with this mitigation measure would ensure that construction equipment would be confined to the Project site and ensure routine cleaning of construction equipment so mud and dirt are not spread onto adjacent streets when equipment exits the Project site to minimize adverse visual impacts from construction activities. This impact would, therefore, be considered less than significant.

### **Impact AE-3: Effect of Light or Glare on Day or Night Views**

**Impact AE-3**      **Construction activities associated with the Project would not create a new source of substantial light or glare that would adversely affect day or night views in the area or that would substantially impact other people or properties. (Less than Significant) [Criterion E.d]**

Construction would occur during daylight hours, generally between 7:00 A.M. and 8:00 P.M. or as otherwise allowed by the City (*San Francisco Police Code*, Article 29, Section 2908). A minimal amount of glare could result from reflection of sunlight off windows of trucks, but this would be negligible and would not affect daytime views in the area. Security lighting would be provided after hours on all construction sites, but this lighting would be minimal, restricted to the Project site, and would not exceed the level of existing night lighting levels in urban areas. Therefore, the Project's construction activities would have less-than-significant light and glare impacts. No mitigation is required.

## ■ Operational Impacts

### ***Impact AE-4: Effects on Scenic Vistas***

Scenic vistas, which have been defined as panoramic views of a large geographic area, for which the field of view can be wide, extend into the distance, and which are associated with vantage points that provide an orientation not commonly available, include views of the Bay, the East Bay hills, San Bruno Mountain, and the San Francisco downtown skyline, as well as views of the Re-gunning crane, Bayview Hill, the Yosemite Slough, and the CPSRA. Figure III.E-11 through Figure III.E-18 depict long-range scenic views from Twin Peaks, Bernal Heights, McLaren Park, Potrero Hill, the northbound US-101, San Bruno Mountain, and Oyster Point. Mid-range views would be views of about one-half mile; short-range views would be less than one-half mile to adjacent streets or viewpoints. The focus of this discussion is on impacts to scenic vistas/views across the Project site. Mid-range and short-range views (as illustrated on Figure III.E-19 through Figure III.E-30) are related to the visual character of the site, rather than scenic vistas, and are discussed in Impacts AE-6a, AE-6b, and AE-6, below. Impact AE-6 also discusses the relationship of the Project's proposed towers to the rest of the on-site development.

**Impact AE-4                      Implementation of the Project would not have a substantial adverse effect on a scenic vista. (Less than Significant) [*Criterion E.a*]**

#### **View 1: Southeast from Twin Peaks (Figure III.E-11)**

As shown in Figure III.E-11, the long-range view from Twin Peaks to the south and the Bay beyond would include residential towers at Candlestick Point between Hunters Point Hill and Bayview Hill. The towers, ranging from 240 feet to a maximum 420 feet in height, would replace distant views of existing Candlestick Park stadium, surrounding parking areas, and some views of CPSRA lands. The towers would appear relatively separated, with building heights descending from Bayview Hill to the east. The new 49ers stadium would be distantly visible at the HPS Phase II site, south of Hunters Point Hill, and beyond Bernal Heights. In this view, the stadium would partially block the existing distant view of the Re-gunning crane. Other approved projects would be seen in this view and the HPS Phase I development would be visible at the north end of the Shipyard. Although the Project would also be visible from this location, against the Bay as a background, the Project would not substantially obstruct the views of the Bay or the East Bay hills. The Project would not substantially alter or degrade the scenic quality of the view, which already includes the urban setting of San Francisco as the foreground to the Bay. Bayview Hill, Hunters Point Hill, and Bernal Heights would continue as landmarks in this view.

#### **View 2: Southeast from Bernal Heights (Figure III.E-12)**

As shown in Figure III.E-12, the long-range view from Bernal Heights to the south and the Bay beyond would include residential towers at Candlestick Point, ranging from 240 feet to a maximum 420 feet in height, between Hunters Point Hill and Bayview Hill. The towers would replace distant views of existing Candlestick Park stadium, surrounding parking areas, and some views of CPSRA lands. The towers would appear relatively separated, with building heights descending from Bayview Hill to the east. The new 49ers stadium would be distantly visible at HPS Phase II, south of Hunters Point Hill. In this view, the stadium would partially block the existing distant view of the Re-gunning crane.



Although the Project would be visible from this location against San Francisco Bay as a background, the Project would not substantially obstruct the views of the Bay or the East Bay hills. The Project would not substantially alter or degrade the scenic quality of the view, as the view already includes the urban setting of San Francisco as the foreground to the Bay. Bayview Hill and Hunters Point Hill would continue as landmarks in this view.

### **View 3: East from McLaren Park (Figure III.E-13)**

As shown in Figure III.E-13, from this location in McLaren Park, Bayview Hill would block most views of development at Candlestick Point; the upper stories of the residential towers would be distantly visible, but would not substantially change the existing views of the Bay and the East Bay hills. The upper stories of two towers at HPS Phase II would also be distantly visible. Other approved projects would be seen in the distance in this view and the HPS Phase I development would be distantly visible at the north end of the Shipyard.

Although the Project would be visible from this location against San Francisco Bay as a background, the Project would not substantially obstruct views of the Bay or the East Bay hills. The Project would not substantially alter or degrade the scenic quality of the view, as the view already includes the urban setting of San Francisco as the foreground to the Bay. Bayview Hill would continue as a landmark in this view.

### **View 4: South from Potrero Hill (Figure III.E-14)**

As shown in Figure III.E-14, the long-range view from Potrero Hill to the south and the Bay beyond would include residential towers at Candlestick Point, ranging from 240 feet to a maximum 420 feet in height, between Hunters Point Hill and Bayview Hill. The towers would replace distant existing views of Candlestick Park stadium and surrounding parking areas. The towers would appear relatively separated, with building heights descending from Bayview Hill to the east. Development of HPS Phase II, including two towers, would be distantly visible east of Hunters Point Hill. The Project would be visible from this location, against San Francisco Bay as a background, and the residential towers at Candlestick Point would be a new built element between Bayview Hill and Hunters Point Hill. The views of the Bay or the East Bay hills would be partially blocked, but a substantial portion of the view would remain. HPS Phase II would also be a new element seen against the Bay and the East Bay hills.

The Project would not substantially alter or degrade the scenic quality of the view, as the view already includes the urban setting of San Francisco as the foreground to the Bay and East Bay hills. Bayview Hill and Hunters Point Hill would continue as landmarks in this view.

### **View 5: Northeast from Northbound US 101 (Figure III.E-15)**

As shown in Figure III.E-15 from northbound US-101 south of the Project site, the Project would introduce high-rise structures that would be visible on the Candlestick Point portion of the site, ranging from 240 feet to a maximum 420 feet in height, with lower-scale development to the west. The high-rise buildings would be prominent, but would not obstruct views of Bayview Hill. The easterly towers in this view would be on land that was formerly part of the CPSRA. The shoreline of CPSRA would be visible as the foreground. Development of HPS Phase II would be visible to the east, including the new 49ers Stadium and the proposed marina, as would the approved HPS Phase I development that is currently

under construction. Bayview Hill would continue as a landmark and the Bay would continue as foreground in this view.

Although the Project would be visible from this location, the Project would not substantially obstruct existing views of Bayview Hill and the Bay. The Project would not substantially alter or degrade the scenic quality of the view, for the same reason.

#### **View 6: Northeast from US 101 at Harney Way Off-Ramp (Figure III.E-16)**

As shown in Figure III.E-16, from northbound US-101, at Harney Way, the Project would introduce high-rise structures that would be visible on the Candlestick Point portion of the site, ranging from 240 feet to a maximum 420 feet in height, with lower-scale development to the west. The high-rise buildings would be prominent, but would not obstruct views of Bayview Hill. The easterly towers in this view would be on part of the land exchanged with the CPSRA. The shoreline of CPSRA would be visible as the foreground. Development of HPS Phase II, including the new 49ers Stadium, would be visible to the east. The proposed residential development at Executive Park (not a part of the Project), west of Candlestick Point, would be visible against the background of Bayview Hill. The Bay would continue to be visible in the foreground. Bayview Hill would continue as a key visual feature in this view.

Although the Project would be visible from this location, the Project would not substantially obstruct existing views of Bayview Hill and the Bay. The Project would not substantially alter or degrade the scenic quality of the view, for the same reason.

#### **View 7: Northeast from San Bruno Mountain (Figure III.E-17)**

As shown in Figure III.E-17, the view from the upper slopes of San Bruno Mountain provides a panoramic view of the Bay and the East Bay hills beyond. Public open space on San Bruno Mountain and on Bayview Hill is visible in the foreground, and existing residential and office development in the City of Brisbane and the Visitacion Valley neighborhood of San Francisco can be seen. The Project would introduce new structures, including high-rise buildings, ranging from 240 feet to a maximum 420 feet in height, at Candlestick Point, and the 49ers Stadium, new marina, and two towers, up to 240 feet to 370 feet high, at HPS Phase II. Some of the towers in this view would be on land that was formerly part of the CPSRA. From this viewpoint, the towers on Candlestick Point appear to cluster, and would block a portion of the view of the small area of water between Candlestick Point and Hunter Point. However, this obstruction is relatively small when compared to the sweeping panoramic view of the Bay that would still be held from this viewpoint. The shoreline of CPSRA would be visible as the foreground. West of US-101, and development under the approved Visitacion Valley Redevelopment Plan would remain visible.

With the Project, the Candlestick Point area would appear more intensely urbanized. However, the Project would not substantially obstruct, alter or degrade the scenic quality of the view. The CPSRA shoreline and the Bay would continue as the foreground. The view of the Re-gunning crane would remain a key visual feature.

### **View 8: North from Oyster Point (Figure III.E-18)**

As shown in Figure III.E-18, the view north from the Oyster Point peninsula in the City of South San Francisco provides a view of the Bay in the foreground, with Bayview Hill, Candlestick Point (including Candlestick Park stadium), and the Shipyard visible in the background. The East Bay hills are visible in the distance. Existing development in San Francisco west of Bayview Hill at Executive Park and on Hunters Point Hill is visible. The upper portions of structures in downtown San Francisco are visible to the east of Bayview Hill. The Project would introduce new structures, including high-rise buildings, ranging from 240 feet to a maximum 420 feet in height, at Candlestick Point. The easterly towers in this view would be on part of the land exchanged with the CPSRA. The shoreline of CPSRA would be visible in the foreground. The view includes the 49ers Stadium and other new structures at the Shipyard. To the north, the approved HPS Phase I development (not part of this Project), currently under construction, would be visible. West of US-101, development under the approved Visitacion Valley Redevelopment Plan would also be visible. The open space in the CPSRA would continue as the foreground.

Although the Project would be visible from this location, the Project would not substantially obstruct existing views of Bayview Hill and the Bay or the distant view of downtown San Francisco. The Project would not substantially alter or degrade the scenic quality of the view, for the same reason.

### **Other Views**

Views of the Project site are also available from Alameda and Oakland, across the Bay. Daytime views of the site would change from a relatively low-level or vacant condition to more intense urban development. However, because of the intervening distance, individual characteristics of the Project site are not readily distinguishable to the naked eye, except Bayview Hill, Hunters Point Hill, and the Re-gunning crane, and these three visual features would not be disturbed by Project implementation. Views of Bayview Hill and Hunters Point Hill would be partially obstructed from Alameda and the Oakland area by Project structures; however, the obstruction would not be so great as to be considered to be significant. Views of the Bay and the CPSRA shoreline would remain. The Project would not obstruct or degrade the quality of views held from the East Bay.

### **Summary**

As shown by Figure III.E-11 through Figure III.E-18 and the accompanying discussions, above, development of the Project would change views from public viewpoints, but would not substantially obstruct, alter, or degrade the quality of any scenic vistas. With development of Candlestick Point, residential towers would be predominant in the views from and to the north and would represent a substantial change in the existing low-scale pattern on the site. The scale of development would be similar to other areas of San Francisco, such as parts of downtown or Rincon Hill. The existing low-rise structures and open space (including parking lots) would be replaced with development of varying heights, but none of the new development would substantially obstruct existing long-range views across the site. Views of the Bay and the CPSRA shoreline would remain. Project development at Jamestown would have maximum heights of 65 and 85 feet, below the crest of Bayview Hill, and would not substantially obstruct, alter, or degrade the quality of views of Bayview Hill.



Overall, development of the Project would not block publicly accessible views of the Bay or other scenic vistas. The Project would provide a continuation of the existing street grid, thereby maintaining existing view corridors to the Bay and East Bay hills. Public access areas, both City and State parks, would maintain views from the Project site toward the East Bay and the Bay. While development of the Project would include several high-rise towers, these towers are not clustered, and would not substantially obstruct, alter, or degrade the quality of views of the Bay or beyond from any long-range viewpoints. Views of Bayview Hill and Hunters Point Hill from the East Bay would be partially obstructed from Alameda and the Oakland area by Project structures; however, the amount of the obstruction would be minimal and not considered to be significant because of the distance across the Bay. Project development would not obstruct, alter, or degrade the quality of any existing views of the site from these locations.

The Project would be consistent with General Plan policies that promote enhanced access to the San Francisco Bay shoreline, a distinctive feature at the Candlestick Point site, and protect major views of open space and water by providing expanses of open space that preserve these views as well as providing increased connectivity to the shoreline. As the Project would not substantially obstruct any scenic vistas, this impact would be less than significant. No mitigation is required.

#### ***Impact AE-5: Effects on Scenic Resources***

##### **Impact of Candlestick Point**

**Impact AE-5a      Implementation of the Project at Candlestick Point would not substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment that contribute to a scenic public setting. (Less than Significant) [Criterion E.b]**

As shown by the various photographs and simulations depicted in Figure III.E-2 through Figure III.E-9, and Figure III.E-11 through Figure III.E-18, development at Candlestick Point would include redevelopment of Candlestick Park stadium and associated paved and unpaved parking lots by replacing degraded urban areas and outdated residential development with new, well-designed urban development and with integrated public parks. The Project would include new housing and replacement of existing housing on undeveloped parcels on the Alice Griffith Public Housing site and remove other existing uses, such as the Candlestick RV Park. Most of these sites include ruderal vegetation and little landscaping, and are visually unappealing or degraded.

The Project proposes a reconfiguration of CPSRA, coupled with improvements within the park and the provision of an ongoing source of park operation and maintenance funding. The CPSRA would be improved on 91 acres, increased by 5.7 new acres, and reduced by net 23.5 acres on Candlestick Point. (refer to Figure II-8 [Existing and Approved Parks and Open Space] and Figure II-9 [Proposed Parks and Open Space] in Chapter II). The acres to be removed include CPSRA land primarily in gravel and paved areas, leased for parking at Candlestick Park stadium, and some acreage in non-native vegetation contiguous with other open space at the CPSRA. (Figure III.E-5A and Figure III.E-5B illustrate existing conditions, including paved areas and typical vegetation conditions found in other areas of the CPSRA.) Removal of the parking areas at the CPSRA would not be an adverse effect on a scenic resource, because 91 acres of the CPSRA would be improved. Removal of other planted CPSRA areas would reduce the open space between the new development in Candlestick Point and the CPSRA shoreline, compared to

the current boundaries of the CPSRA. However, other CPSRA areas would be maintained or improved. The CPSRA would continue as publicly accessible shoreline around Candlestick Point. Because of the improvements planned for the CPSRA under the Project, the loss of all or a part of the degraded portion of the CPSRA would not substantially damage a resource that contributes to a scenic public setting.

The Yosemite Slough bridge would change the appearance of a portion of the Slough, with the addition of a bridge structure and roadway approaches (refer to Figure III.E-8). The bridge would replace some views of open water as seen from nearby locations. The bridge would contain “green” auto lanes, with plantings in the middle providing a green boardwalk. The bridge would be low profile and integrated into the open space on either side of the Slough, and would contain piers and lookout points for a pedestrian viewing experience. Yosemite Slough would continue as a waterway bordered by open space opening from a narrow channel to the west to the wider South Basin to the east and would remain a scenic resource on the site. Overall, the bridge would not substantially damage a resource that contributes to a scenic public setting.

The proposed shoreline improvements would improve the aesthetic quality of the shoreline along Candlestick Point, reducing erosion, including marsh plantings where appropriate, and removing debris. These improvements would represent a beneficial impact of the development, improving the overall visual character of the shoreline.

Therefore, Project development at Candlestick Point would not have significant adverse impacts on scenic resources or other features that contribute to a scenic public setting and the impact would be less than significant. No mitigation is required.

### **Impact of Hunters Point Shipyard Phase II**

**Impact AE-5b      Implementation of the Project at HPS Phase II would not substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment that contribute to a scenic public setting. (Less than Significant) [Criterion E.b]**

As shown by the various photographs and simulations depicted in Figure III.E-2 through Figure III.E-9, and Figure III.E-11 through Figure III.E-18, the Project would include redevelopment of HPS and would remove old, deteriorating structures associated with ship repair, piers, dry-docks, storage, and administrative uses.

Currently, HPS contains limited landscaping and is primarily a degraded industrial setting. Hunters Point Hill is a prominent scenic resource west of the HPS Phase II site and would remain intact with Project development. Views of Bayview Hill would not be significantly obstructed by Project development in HPS Phase II except from close-in vantage points. The Project would demolish Building 253, a highly visible structure, but this structure is not identified as a scenic resource, even though some viewers might use the building as a visual orientation. The Project would retain structures at the potential HPS Drydock Historic District, as well as the Re-gunning crane, a highly visible feature. Development of the HPS Phase II site would also include about 240 acres of new and renovated parkland with improved public access, thereby improving the scenic quality of the area. The proposed shoreline improvements and construction of the new marina would improve the aesthetic quality of the shoreline along HPS Phase II,

reducing erosion, including marsh plantings where appropriate, and removing debris. These improvements would represent a beneficial impact of the development, improving the overall visual character of the shoreline. Therefore, development at the HPS Phase II site would not have significant adverse impacts on scenic resources or other features that contribute to a scenic public setting, and the impact would be less than significant. No mitigation is required.

### **Combined Impact of Candlestick Point and Hunters Point Shipyard Phase II**

**Impact AE-5**            **Implementation of the Project would not substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment that contribute to a scenic public setting. (Less than Significant) [Criterion E.b]**

As shown by the various photographs and simulations and the discussions provided in Impact AE-5(a) and Impact AE-5b, above, development of the Project would not damage or remove any identified scenic resources that contribute to a scenic public setting. The Project's impact would be less than significant. No mitigation is required.

#### ***Impact AE-6: Effects on Visual Character***

For the purposes of the analysis of the Project's potential to substantially degrade the existing visual character of the site and its surroundings, Figure III.E-19 through Figure III.E-30 illustrate mid- and short-range views of the Project site from various vantage points. These figures depict the before-and-after conditions with regard to the visual character of the Project site. The impact analysis is structured to convey the before and after conditions represented by the visual simulations. However, in addition, refer to Figure III.E-2 through Figure III.E-9 for photographs of existing conditions on the Project site and surrounding neighborhoods. It should be noted that these figures do not include already approved development, including HPS Phase I (not part of the Project), which would increase the amount of development even more compared to that depicted in the photographs. The discussion provided in the analysis of the Project's consistency with the Urban Design Element of the City's General Plan supplements this impact analysis by providing a narrative discussion of visual character of each of the Project's districts with respect to design patterns, connectivity, neighborhood image, and visual compatibility with existing development.

### **Impact of Candlestick Point**

**Impact AE-6a**            **Implementation of the Project at Candlestick Point would not substantially degrade the existing visual character or quality of the site or its surroundings. (Less than Significant) [Criterion E.c]**

#### ***View 9: North from CPSRA South of Harney Way (Figure III.E-19)***

Figure III.E-19 represents a short-range view from CPSRA towards Candlestick Park stadium, the upper sections of which are visible. The planted areas in the foreground are within the CPSRA. With the Project, Candlestick Park stadium would be demolished and residential towers would be visible to the east of the stadium site. Existing CPSRA planting would limit views of other new Candlestick Park structures from this location in the CPSRA. Short- and mid-range views of the stadium would be



replaced with Project development and landscaping. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

*View 10: Northeast from Bayview Hill (Figure III.E-20)*

As shown in Figure III.E-20, the view from public open space on Bayview Hill, between existing trees in the foreground, includes Jamestown Avenue at the base of the Bayview Hill, areas south of Yosemite Slough within the CPSRA, currently operated as parking for Candlestick Park stadium, and, north of the Slough, the Shipyard and the approved HPS Phase I development area. From this location, residential uses on Jamestown Avenue, and, with the proposed CPSRA land agreement relative to sites south of the Slough, would be visible in the foreground, replacing views of paved parking lots. Shoreline open space would be developed north of the residential uses. To the east, residential towers at Candlestick Point would be visible. The view would include improved Arellous Walker Drive leading to the Yosemite Slough bridge, which is proposed as a Bus Rapid Transit (BRT), pedestrian and bicycle route, and a vehicle route on game days at the new stadium. North of Yosemite Slough proposed open space at the Shipyard would front the shoreline. Other Shipyard development would be visible beyond the open space. To the north, the approved HPS Phase I development (not part of the Project), currently under construction, would be visible. West of the proposed bridge, the view would include restored open space at the CPSRA. Short- and mid-range views of degraded and unmaintained areas would be replaced with well-designed development. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

*View 11: Northwest from CPSRA (Figure III.E-21)*

Figure III.E-21, from the easterly area of CPSRA, includes an expanse of the Bay, Bayview Hill, and Candlestick Point stadium. The Project would introduce residential towers and other structures at Candlestick Point, as seen beyond the shoreline of the CPSRA, and would obstruct the view of portions of Bayview Hill. West of Candlestick Point, existing and approved residential development at Executive Park would be visible.

The Candlestick Point towers, ranging from 240 feet to a maximum 420 feet in height, would be a substantial change in the existing low-scale pattern in this view, and would block distant views of neighborhoods to the north. The shoreline of CPSRA would be visible as the foreground.

Views of the Bay and the CPSRA shoreline and partial views of Bayview Hill would remain. The scale of development would be similar to other areas of San Francisco, such as parts of downtown, or Rincon Hill. The Project would replace deteriorating structures, vacant parcels, expanses of asphalt and dirt, and piles of rubble and debris with a high-quality environment that would include a variety of architectural styles and open space. Short- and mid-range views of degraded and unmaintained areas would be replaced with well-designed development. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

*View 12: Southeast from Gilman Avenue (Figure III.E-22)*

Figure III.E-22 shows the residential streetscape on Gilman Avenue looking southeast toward the Project site. The Project would introduce mid- and high-rise buildings up to 320 feet in height visible in the distance at Candlestick Point. The Project would include roadway and streetscape improvements, also

illustrated in Figure III.E-22. Short- and mid-range views of degraded and unmaintained areas would be replaced with well-designed development. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

*View 13: West from CPSRA (Figure III.E-23)*

Figure III.E-23 shows a view of an open expanse of unpaved parking area looking west from the CPSRA toward the Alice Griffith Public Housing site, with residential uses and Bayview Hill beyond. The existing Alice Griffith Public Housing is seen to the west. The foreground parking area is within the CPSRA and is currently operated as parking for Candlestick Park stadium. The Alice Griffith Public Housing site would be redeveloped and would be visible from this location, replacing views of parking lots and other undeveloped areas (with the proposed CPSRA land agreement). The Project would include improvement of CPSRA lands remaining at this location, as conceptually illustrated in Figure III.E-23. The Alice Griffith redevelopment, with buildings up to 65 feet high, would limit the views of Bayview Hill and existing residential development. Short- and mid-range views of degraded and unmaintained areas and older residential development would be replaced with well-designed development. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

*View 14: Southeast from CPSRA (Figure III.E-24)*

Figure III.E-24 shows grasslands of the CPSRA and Yosemite Slough in the foreground, with shipyard structures in the background, from a location on CPSRA outside the Project site looking northeast. The East Bay hills are visible in the long-range view. The Project would introduce new structures at HPS Phase II, including the 49ers Stadium and residential towers up to 370 feet. The Yosemite Slough bridge would be visible, crossing from Candlestick Point to the Shipyard, as well as the new marina. Figure III.E-24 also illustrates potential landscaping along roadways at the Shipyard. To the north, the approved HPS Phase I development (not part of the Project), currently under construction, would be visible. The new structures would not obstruct existing views of the distant East Bay hills. The Yosemite Slough bridge would limit some foreground views of the Slough; however, overall views of the Bay would remain. Short- and mid-range views of the Slough would be somewhat altered with the inclusion of the proposed bridge. However, short- and mid-range views of the remainder of the Slough would remain as under current conditions. Building 253, a prominent visual feature in this view, would be demolished with the Project. Building 253 does not make a substantial contribution to the public scenic setting, and would not be considered an individual scenic resource. The Re-gunning crane would remain prominent in this view. The Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

*View 15: Southeast from Palou Avenue (Figure III.E-25)*

Figure III.E-25 shows the residential streetscape on Palou Avenue near Ingalls Street, looking southeast toward the Shipyard. There are distant views of the Bay and the East Bay hills. With the Project, a part of the 49ers Stadium would be visible in the distance. Figure III.E-25 illustrates streetscape improvements proposed on Palou Avenue, including parking, bicycle lanes, pavement treatments, and street trees, and would be considered to improve the visual character of the Palou corridor. Only a small portion of the

Project development would be visible at the end of this view, which would not substantially obstruct, alter, or otherwise degrade the existing visual character or quality of the site or its surroundings.

#### *View 16: Southwest from Mariner Village (Figure III.E-26)*

Figure III.E-26 shows a view south from Mariner Village on LaSalle Avenue on Hunters Point Hill. The foreground includes undeveloped areas of the Shipyard south of Crisp Road. The existing buildings south of Crisp are UCSF facilities that are not part of the HPS Phase II site. South Basin, CPSRA, residential development at the base of Bayview Hill, and Candlestick Park stadium are visible to the south. The Bay shoreline and San Bruno Mountain are in the background.

With the Project, Candlestick Point towers, ranging from 240 feet to a maximum 420 feet in height, would be a substantial change in the existing low-scale pattern in this view. The shoreline of CPSRA would be visible as the foreground. Other Candlestick Park development would be visible to the north and on Jamestown Avenue at the base of Bayview Hill. The view would also include the Yosemite Slough bridge, improved open space at HPS Phase II, and buildings on Crisp Road. Mid-range views of degraded and unmaintained areas would be replaced with well-designed development. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

#### *Other Views*

Views of the Project site are also held from Alameda and Oakland, across the Bay. Daytime views of the site would change from a relatively low-level or vacant condition to more intense urban development. However, because of the intervening distance, individual characteristics of the Project site are not readily distinguishable to the naked eye, except Bayview Hill, Hunters Point Hill, and the Re-gunning crane, and these three site features would not be disturbed by Project implementation. The increased density of development as a result of the Project would be consistent with the pattern of development in San Francisco, even along the shoreline. The scale of development would be similar to other areas of San Francisco, such as parts of downtown, or Rincon Hill. While the Project would change the character of the site, it would not be considered a significant adverse change in the visual character of the setting.

#### *Summary*

Under current conditions, Bayview Hill, Candlestick Park, residential buildings up to five stories, and three- to eight-story commercial structures are visible from mid-range viewpoints. As shown by the various photographs and simulations and the accompanying discussions, above, development at Candlestick Point, including the residential towers ranging from 240 feet to 420 feet in height, would change the visual character of the Project site. Some of these towers would be similar to the height of Bayview Hill. Candlestick Park stadium would be demolished and buildings ranging from 40 feet to 420 feet would occupy the site.

Although the Project would change the visual character of the site, it would be designed to be compatible with existing neighborhoods. New uses would be consistent with other development occurring in the Project vicinity. For example, development at Candlestick Point would be similar in character to the proposed mixed-use commercial and high-density residential development at Executive Park and development along Jamestown Avenue. Project buildings proposed on Jamestown Avenue would be

approximately three stories tall and would be similar in scale to structures in the Jamestown and Candlestick Point South districts. Development would be compatible with the type, scale, and form of nearby land uses in the Bayview Hunters Point neighborhood. Although residential densities in the Alice Griffith Public Housing district would be higher than the density of existing off-site residential uses to the west and south, there would be a gradual transition in density and massing from existing to proposed uses. Future building heights would be limited to 65 feet, and building façades would feature articulated massing that would feature vertical and horizontal setbacks to break up the mass of the building and minimize view obstruction from comparably smaller buildings. The Project would transition from existing adjoining neighborhoods primarily through the use of building scale and compatibility of uses, providing the lowest building height at existing neighborhood edges, stepping up in height as one travels into the development.

Future uses in the Candlestick Point North district would include residential uses, although densities would be higher, ranging from 50 to 175 units per net acre. The Candlestick Point North district would contain up to three residential towers with heights of up to 270 feet. This district, which would include some of the tallest proposed structures at Candlestick Point, would be separated from existing off-site residential uses by the Alice Griffith district. Lower-density uses at Alice Griffith would provide a transition between existing development and the high-density residential uses in this district. The towers would be spaced to preserve views and a sense of openness from existing residential areas. Therefore, the heights and massing of the proposed towers would not overwhelm existing uses.

The Jamestown district would include two-story townhomes and low-rise flats, similar to existing two-story and three-story units currently being constructed to the west, also on Jamestown Avenue. Maximum heights would range from 65 feet (about five stories) at the north end of the district to 85 feet (about six stories) at the south end. Thus, the proposed development in this district would be similar in scale and type to the surrounding land use pattern of multi-family development.

Candlestick Point Center would include 275 residential units at 15 to 75 units per net acre along the perimeter of the blocks, above base floors containing commercial uses and parking areas. The 150,000 gsf, 220-room hotel would be at the western edge of the district. Candlestick Point Center would include buildings up to 65 and 85 feet in height. Parking structures would be interior to blocks and consist of up to four floors, including up to one sub-grade level.

These uses would generally be compatible with moderate- and high-density residential uses. Parking along Arellous Walker Street would provide a large setback between the Candlestick Point Center district and existing uses on Bayview Hill.

The Candlestick Point South district would include residential uses similar in scale to uses proposed in the Alice Griffith Public Housing district, with the exception of residential towers, with heights generally limited to 65 feet (five to seven stories tall). Two residential towers on the south half of this district would have maximum heights of up to 370 feet (approximately 40 stories) and one tower on the south end of the district would have a maximum height of 420 feet (approximately 42 stories). The north half of the district would have five residential towers, one with maximum height up to 220 feet, two with maximum heights up to 270 feet and two with maximum heights up to 320 feet. This area would not be adjacent to any existing adjacent neighborhoods. The scale and type of development in this area would



be designed to be compatible with the reconfigured CPSRA, along the shoreline of Candlestick Point. A row of townhomes two blocks deep would line the open space area along the San Francisco Bay. Thus, building scale would be moderate and would provide a gradual transition between the open space area and the denser core of the site.

The BVHP neighborhood to the northeast of Candlestick Point is characterized by two-story, single-family row houses and some taller multi-family structures of various architectural styles, fronting relatively wide streets. Development at the Alice Griffith Public Housing site would have a similar land use as adjoining areas. The taller and higher density uses would be sited at a greater distance from the lower scale neighborhood to the north. Public open space within Candlestick Point districts would be a visual amenity, and would connect to existing and reconfigured open space at CPSRA. Larger-scale uses at the regional retail center and the arena would be located near the current site of Candlestick Park stadium, an existing large structure. The new street grid would extend the existing block pattern of the BVHP neighborhood, and would include streetscape features such as street trees, sidewalk plantings, furnishing, and paving treatments.

The Yosemite Slough bridge would change the open water character along the bridge route across a relatively narrow portion of the Slough. This would not be considered a substantial adverse change in the overall visual character of Yosemite Slough, as the bridge would occupy only a small footprint relative to the entire Slough. The remainder of the Slough would remain visible as an open area.

The Project would alter the scenic nature of the Project site in that it would create a dense urbanized setting where one does not currently exist. However, this change in character would not represent a degradation of scenic quality. Tall Project structures would be located so that views of sky, topography, the Bay, and shoreline would be maintained. The towers are designed to create a scenic skyline, with the tallest towers toward the center of the development. The composition of the towers would be shaped into a pyramid form to shape the skyline. Key gateways would have taller, more distinct profiles, and important views and open spaces would be around and shaped by the towers.

The Project would replace degraded urban areas, vacant parcels, expanses of asphalt and dirt, and outdated residential development with new, well-designed urban development. The Project would improve the existing quality of the site by providing new areas of open space, enhanced connectivity to the shoreline, and pedestrian amenities such as outdoor plazas, walking paths, outdoor eating areas, sidewalks, street-side landscapes, and improved lighting. Urban design policies would ensure that there is appropriate transition from the existing neighborhoods to the Project's new neighborhoods. Therefore, the Project would not substantially degrade the visual character or quality of the Candlestick Point area or its surroundings. The Project would improve the visual quality of the Candlestick Point area, which contains vacant properties, expanses of parking lot, deteriorated structures, and piles of rubble. Therefore, the Project's overall impact on visual character at Candlestick Point would be less than significant. No mitigation is required.

## Impact of Hunters Point Shipyard Phase II

**Impact AE-6b**      **Implementation of the Project at HPS Phase II would not substantially degrade the visual character or quality of the site or its surroundings. (Less than Significant) [Criterion E.a]**

### *View 17: Northeast from CPSRA (Figure III.E-27)*

Figure III.E-27, from the easterly area of CPSRA looking northeast to the Shipyard, includes the Bay in the foreground and existing buildings at the Shipyard. Views of Project development at the Shipyard would include 49ers Stadium, the new marina, and Research & Development buildings. A residential tower, up to 370 feet in height, would be visible beyond the stadium. The Re-gunning crane would continue as a highly visible landmark, although Building 253, also a prominent structural feature, would be demolished. However, Building 253 is not considered a scenic resource, as noted, above, and its removal would not substantially degrade the existing visual character of the site. To the north, the approved HPS Phase I development, not part of the Project and currently under construction, would be visible. Mid-range views of degraded, vacant, and unmaintained areas would be replaced with well-designed development. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

### *View 18: South from Hilltop Open Space (Figure III.E-28)*

Figure III.E-28 shows a view from hilltop open space to be completed as part of HPS Phase I (not a part of this Project). Existing structures are visible in the mid-ground, with the Re-gunning crane prominent to the south. The Bay and the Santa Cruz Mountains on the San Francisco Peninsula are in the distance.

With the Project, this view would include the 49ers Stadium, and surrounding parking areas and dual-use playfields, serving as parking during stadium events. During football events, the parking area and dual-use fields seen from the open space would be generally filled with vehicles. The new stadium would be taller than the existing structures. The stadium would partially obstruct the long-range view of the Santa Cruz Mountains. The waterfront area near the Re-gunning crane would become a recreation area. The view of the Re-gunning crane would continue as a landmark and the new marina would be visible. Mid-range views of degraded and unmaintained areas would be replaced with well-designed development. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

### *View 19: East from Hunters Point Hill Open Space (Figure III.E-29)*

Figure III.E-29 shows a view from open space on Northridge Road on Hunters Point Hill towards the Project looking southeast. Structures and cleared areas at HPS Phase I are visible. The Project would replace the existing structures in the mid ground with mid-rise and two residential towers, up to 370 feet in height. New open space at the Shipyard would be visible at the base of the hill. To the south, the approved HPS Phase I development, not part of the Project and currently under construction, would be visible. Mid-range views of degraded and unmaintained areas would be replaced with well-designed development. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

### *View 20: Southeast from Heron's Head Park (Figure III.E-30)*

Figure III.E-30 shows a view from Heron's Head Park, north of India Basin, towards the Shipyard. This view includes wetlands at Heron's Head Park, Shipyard structures in the middle ground, and long-range views of the Bay and the East Bay hills. The Project would replace existing development on HPS with new low-, mid-, and high-rise development up to 370 feet in height. The approved HPS Phase I development, not part of the Project and currently under construction, would be visible above India Basin. Building 253, a structural landmark in this view, would be demolished; however, the Re-gunning crane would remain as a landmark in this view. Building 253 is not considered a scenic resource, as noted, above, and its removal would not substantially degrade the existing visual character of the site. Mid-range views of degraded, vacant, and unmaintained areas would be replaced with well-designed development. Therefore, the Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

### *Summary*

As shown by the various photographs and simulations, the Project would alter the visual character at HPS Phase II, with new development of residential uses, R&D, neighborhood retail, the 49ers Stadium, and parking facilities, including dual-use parking and athletic fields, and other public open space. The Project would demolish all existing industrial structures at the Shipyard, with the exception of the potential HPS Drydock Historic District and the Re-gunning Crane. The Project would extend a street grid and block pattern into the HPS Phase II North, Village Center, and R&D districts. The Project would include an open space network from India Basin to the north along the waterfront to Yosemite Slough, and open space proposed to be added to the CPSRA as part of the land agreement. HPS Phase II would also include a new marina.

The proposed HPS Phase II development would be compatible with the type, scale, form, and location of nearby land uses in the Bayview Hunters Point neighborhood. The Project would include Redevelopment Plan documents that would specify development standards for setbacks, heights, massing, hillside development, and other building features at HPS Phase II. These standards would prevent juxtaposition of incompatible uses, ensure a gradual transition of density and bulk, and provide connectivity between existing and proposed uses and between each of the districts.

Design elements would enhance the identity of the Project districts. This would be accomplished through visual elements, such as compatible architectural styles, that would provide a transition from existing development into the Project. Other elements would be included to create a distinct sense of place, such as landscaping, transit shelters, street trees, sidewalk plantings, and pedestrian amenities, such as outdoor eating areas, plazas, and seating areas. Street-side plantings and distinctive pavement treatments would be extensive throughout the Project and designed to enhance building architecture and emphasize public and commercial areas. Continuous and well-appointed shop windows and arcades would be designed to act as invitations to movement and providing human scale at lower levels through use of texture and details. Parks and open space areas would be extensively landscaped to provide a visually pleasing recreational experience.

Uses in the HPS Phase II North district would generally consist of residential uses, ranging from densities of 15 to 175 units per net acre, with maximum heights ranging from 35 to 85 feet. Moderate-

density townhomes and apartment blocks, with maximum heights ranging from 40 to 65 feet (three to seven stories tall), would line a proposed open space corridor along the San Francisco Bay shoreline. These uses would be adjacent to, and similar in scale and character, to adjacent residential uses at the HPS Phase I site, which would have heights ranging from 35 to 65 feet (three to six stories). One residential tower with a maximum height up to 370 feet (approximately 40 stories) would be at the southeast corner of the HPS Phase II North district, adjacent to the Village Center district. That tower would have approximately 15,000 gsf of neighborhood retail uses on the lower floors, continuing the neighborhood retail pattern in the Village Center district. While this tower would be taller than adjacent development, the uses it would contain—neighborhood retail—would be consistent with adjacent retail and residential land uses.

The HPS Phase II Village Center district would include neighborhood retail and upper-story residential units in five-story buildings. New buildings would have height limits of up to 65 feet (up to seven stories tall). Those uses would be similar in type and scale to surrounding mixed-use and residential development at the adjacent HPS Phase I. Building heights and massing would be similar, and uses would gradually transition from residential uses in the HPS Phase II Village Center to mixed residential and commercial/Research & Development (R&D) uses in the HPS Phase II and R&D districts.

Uses in the R&D district would have a small area of mixed residential and neighborhood retail uses bordering on the HPS Phase II North district to the north, which, as stated above, would contain residential buildings ranging from three to eight stories tall, and the HPS Phase II Center district to the west, which would contain mixed retail and residential uses. Structures in the center of this district would range from 85 to 105 feet tall. The R&D district would not be adjacent to existing developed land uses.

The HPS Phase II South district would contain a new 69,000-seat 49ers stadium, as well as dual-use fields that would serve as stadium parking and athletic fields. The top row of stadium seating would be at an elevation of approximately 156 feet (about 15 stories) above the playing field. This would be similar to the scale of the existing Candlestick Park stadium. While the stadium site would be substantially changed with the Project, the stadium site would include landscaping and open space/turf areas and, therefore, would represent an improvement over the existing stadium. The change from an industrial appearance to a stadium use would not be considered adverse. The HPS Phase II South district would be surrounded by new open space to the west, south, and east, and by new R&D uses to the north, replacing waterfront industrial facilities and vacant lots. With respect to adjacent neighborhoods, the HPS Phase II North district would be south of the mixed-use India Basin neighborhood.

The HPS Phase II North district, near existing neighborhoods of India Basin, Hunters Point Hill, and HPS Phase I, would provide a new residential area with buildings heights up to 65 feet. Proposed open space would also separate HPS Phase II North from India Basin. Up to two residential towers in HPS Phase II Village Center would range from 220 feet to 270 feet in height. The R&D uses would range from 65 feet to 105 feet in height.

Public open space within HPS Phase II would be a visual amenity and would connect to reconfigured open space at CPSRA. The new street grid would include streetscape features such as street trees, sidewalk plantings, furnishing, and paving treatments.



As identified in the BVHP Area Plan (of the City's General Plan), there are a number of somewhat incompatible existing uses adjacent or in close proximity to one another at the eastern edge of the Project site, including the Yosemite Canal, the CPSRA, Bayview residential neighborhoods, the Alice Griffith Public Housing site, industrial uses, and the Candlestick Park stadium. The Project has been designed to remove most of these conflicts and to provide for a walkable, pedestrian-friendly community of compatible uses. Height, massing, and setback restrictions at the areas where the new development would connect with existing development would provide for a transition zone that would maximize compatibility with existing uses. Residents of existing neighborhoods would be directly connected to the new development and would be anticipated to utilize the Project's commercial and open space uses. The architecture of the new stadium would be designed to be visually pleasing and landscaping would be utilized to help soften the structure's appearance. Relocating the stadium, redeveloping vacant and underutilized parcels, and removing the deteriorating conditions on the Project site would eliminate the incompatibility of the existing industrial and residential uses. The new stadium would be placed on the site in a more compatible location than the existing stadium, located adjacent to large open space areas and away from residential uses.

The BVHP Redevelopment Plan seeks to alleviate blight throughout the Project area and promote inclusion of affordable housing, economic development, and community enhancements. The Project would revitalize and redevelop deteriorated, vacant, and underutilized parcels into a vibrant, connected complex of districts that would connect to each other and to existing area neighborhoods. Heights and massing of Project structures that are adjacent to existing neighborhoods would be limited to provide a pleasing visual transition from the existing neighborhoods through the Project by concentrating taller and more massive structures nearer the interior of the Project site. The project would provide extensive areas of open space integrated with new development and existing open space that would enhance the positive features of Bayview Hunters Point, with its immediate proximity to the shoreline, and would not substantially obstruct views of the Bay, the East Bay hills, and the San Bruno Mountains from adjacent neighborhoods. Overall, the Project would improve the visual appearance of the Project site by removing deteriorated conditions and replacing them with vibrant, mixed uses that would enhance neighborhood connectivity and access to the shoreline and provide neighborhood- and regional-serving amenities. The existing street grid would be extended and expanded, preserving the overall urban pattern of Bayview Hunters Point.

The Project would replace deteriorating structures, vacant parcels, expanses of asphalt and dirt, and piles of rubble and debris with a high-quality environment that would include a variety of architectural styles and open space. Therefore, the Project, in replacing existing uses and structures, and in light of the analysis of changes in visual conditions presented throughout this section, would not substantially degrade the visual quality or character of the HPS Phase II site or its surroundings and the impact would be less than significant. No mitigation is required.

## Combined Impact of Candlestick Point and Hunters Point Shipyard Phase II

**Impact AE-6**      **Implementation of the Project would not substantially degrade the existing visual character or quality of the site or its surroundings. (Less than Significant) [Criterion E.c]**

As shown by the various photographs and simulations and the accompanying discussions, above, the Project, in replacing existing uses and deteriorating structures, and in light of the analysis of changes in visual conditions presented throughout this section, would not substantially degrade the visual character or quality of the Project site area or its surroundings. In fact, the Project would improve the degraded and deteriorated condition of much of the Project site. The Project would revitalize and redevelop deteriorated, vacant, and underutilized parcels into a vibrant, connected complex of districts that would connect to each other and to existing area neighborhoods. Heights and massing of Project structures that are adjacent to existing neighborhoods would be limited to provide a pleasing visual transition from the existing neighborhoods through the Project by concentrating taller and more massive structures nearer the interior of the Project site. The project would provide extensive areas of open space integrated with new development and existing open space that would enhance the positive features of Bayview Hunters Point, with its immediate proximity to the shoreline, and would not substantially obstruct views of the Bay, the East Bay hills, and the San Bruno Mountains from adjacent neighborhoods. Although the Project would replace the existing conditions with a more dense urban setting, this would not represent an adverse change. The proposed shoreline improvements and new marina would improve the aesthetic quality of the shoreline along the Project frontage, reducing erosion, including marsh plantings where appropriate, and removing debris. These improvements would represent a beneficial impact of the development, improving the overall visual character of the shoreline. The Project would not substantially degrade the visual character or quality of the Project site or its surroundings. The impact would be less than significant. No mitigation is required.

### ***Impact AE-7: Effects of Light and Glare***

This analysis assesses spill light and obtrusive light and glare that might be associated with Project lighting for security and parking and from lighting at the 49ers Stadium. As the lighting design has not yet been formulated, it is not possible to calculate the actual output that would be generated by Project lighting. Therefore, this analysis is qualitative, and further lighting analysis may be required when the final design of the Project is completed.

The following terms are used in this discussion:

- *Spill light*—The light emitted from an installation that falls outside the boundaries of the property on which the lighting system is installed
- *Obtrusive light*—Spill light that causes annoyance, discomfort, distraction, or a reduction in the ability to see essential information such as traffic signals
- *Foot-candle*—The recognized international unit for the measure of light (luminance) falling onto a surface

Spill light can be accurately calculated and the effects of spill light can be measured for general understanding and comparison. The effects of obtrusive light are, however, the subject of debate and

technical discussion. Attempts have been made to quantify obtrusive light, but this has proven to be difficult, as individuals have a range of reactions to the perceived effects of lighting on the environment. Typical night street lighting requirements are 1 to 3 foot-candles, which is considered to be unobtrusive.

A typical example of glare effects is the car headlight. When viewed directly in front of a vehicle with the headlights on full beam, vision is impaired, resulting in disabling glare. However, when viewed from the side, the same headlights would not impair vision.

The following are examples of light levels, expressed in foot-candles:

- Bright and sunny day: 3,000 foot-candles
- Professional sports field lighting: 300 foot-candles
- Office: 50 to 75 foot-candles
- Residential lighting at night: 7 to 10 foot-candles
- Main road junction street lighting: 2.5 to 3 foot-candles
- Bright moonlight: 0.1 foot-candle

Night illumination of outdoor areas can affect people in several ways. For example, where intense lighting is viewed against a dark background, the contrast attracts the attention of the viewer and could be considered annoying. Under low-light conditions, the human eye adjusts to the brightest light within the field of view. If the range of light intensity to which the eye is exposed is large, the eye will be relatively insensitive to the more dimly lighted areas within the field of view. In addition, increased illumination can affect the suitability of sleeping areas, use of outdoor areas at natural light levels, and privacy. The degree of impacts may be related to the degree of change from the illumination levels to which people have become accustomed.

### **Impact of Candlestick Point**

**Impact AE-7a      Implementation of the Project at Candlestick Point would not create a new source of substantial light or glare that would adversely affect day or night views in the area or that would substantially impact other people or properties. (Less than Significant with Mitigation) [Criterion E.d]**

The Project would eliminate light associated with night events at the existing Candlestick Park stadium, but would include new sources of light associated with regional retail and arena use during the evening and from residential uses at night. Street lighting and lighting for public areas would increase ambient light, as would security lighting and lighting for parking areas. The new sources of light would be typical of urban development elsewhere in San Francisco and would not generate obtrusive lighting that would adversely affect day or night views or negatively affect other neighborhoods.

There is currently some night lighting on the site from Candlestick Park during night events and from existing uses on the site. Night lighting in the immediate area is produced by street lights and vehicular headlights along US-101, Harney Way, Hawes Street, Innes Avenue, Carroll Avenue, Gilman Avenue, and other local streets, as well as exterior lighting from the residential and commercial/industrial uses on and adjacent to Candlestick Point. In particular, there are existing moderate to high lighting levels from the Alice Griffith Public Housing site. Thus, moderate lighting levels characterize the existing ambient night lighting in the Project area and on Candlestick Point.

Project lighting would be used to highlight architectural elements, landscaping, and building tenant and Project signage. Project signage would be regulated by the Agency through the permit and plan review process and applicable City codes. The types of signs that could contribute to an increase in lighting would generally be restricted to entrance signage and marquee building signs in the commercial areas. In addition, security and safety lighting would be provided, as necessary, in parking areas, service passages, and common areas of the Project utilized by employees and visitors. Further, increased vehicular traffic resulting from the Project could result in more opportunities for vehicular headlights to affect adjacent residences.

Final lighting design has not been completed. As the Project proceeds through the design process, a lighting plan would include the types and locations of all fixtures. The intent of the lighting design would be to provide varied ambiance to the night appearance while providing a general overall level of illumination consistent with customary municipal safety standards. Lighting structures need to be in scale with the surrounding buildings. Also, while on-site lighting needs to be bright enough to promote the general safety of new uses, great care must be taken to prevent “spillage” of lighting and glare into nearby residential neighborhoods. Area lighting sources would be subject to fixture height requirements, oriented toward the ground, or screened to minimize illumination into off-site areas and to prevent glare or interference with vehicular traffic. Very limited and low-level lighting would be provided in open space areas. In these areas, lighting would be limited to decorative lighting along walkways.

Area lighting would illuminate larger areas that are well-traveled so as to promote way-finding and provide for a safe environment. In addition to area lighting, building lighting would be provided. Building lighting would be angled towards building surfaces for aesthetic purposes and/or to illuminate signs. Both types of lighting would be designed to avoid direct visibility of the light source. Because much of Candlestick Point is open space and currently minimally lighted, the transition to a more intense urban environment as a result of the Project would in some areas of the site substantially increase ambient lighting from Project structures and vehicle headlights. However, this increase in ambient light would be consistent with the urban character and associated ambient lighting of the City as a whole. Because the Project site is located immediately adjacent to a developed urban area, existing views of the night sky are diminished as is typical in all urban areas, and the light and glare as a result of the Project would not substantially interfere with these currently limited views.

Long-range views of a partial downtown skyline are available from various vantage points at Candlestick Point and Bayview Hunters Point (refer to Figure III.E-18). At night, some downtown illumination is visible against the dark waters of the Bay. Project development at Candlestick Point could somewhat diminish the visual effect of downtown illumination by providing a new source of lighting in the foreground. However, because only a very small portion of an illuminated downtown skyline is seen at night and because it is already substantially blocked by intervening topography, any reduction in the visibility of the downtown night skyline from south of the Project site would be less than significant.

Views of the Project site are also available from Alameda and Oakland, across the Bay. Night views would change from a relatively unlighted or moderately lighted condition to a high level of illumination. However, because of the intervening distance of at least 5 miles, the increased lighting from the Project would not interfere with any existing views of the night sky from these locations, nor would glare affect those viewers.



The following mitigation measures would be implemented to reduce any potential significant lighting impacts to a less-than-significant level:

- MM AE-7a.1 Lighting Direction/Fixtures and Screening Walls to Minimize Glare and Light Spill. *The Applicant shall ensure that all parking lot and other security lighting shall be directed away from surrounding land uses and towards the specific location intended for illumination. State-of-the-art fixtures shall be used, and all lighting shall be shielded to minimize the production of glare and light spill onto surrounding use. All parking structures shall be constructed with screening walls of sufficient height to block spill light from vehicle headlights.*
- MM AE-7a.2 Low-level/Unobtrusive Light Fixtures. *The Applicant shall ensure that landscape illumination and exterior sign lighting shall be accomplished with low-level, unobtrusive fixtures.*
- MM AE-7a.3 Lighting Plan. *The Applicant shall prepare a lighting plan for each phase of the Project and submit it for review and approval to the San Francisco Police Department and the Agency prior to the issuance of building permits. Outdoor lighting shall maintain a minimum required illumination, as determined appropriate by the San Francisco Police Department and the Planning Department, for all parking and pedestrian areas. In addition, the plan shall include details such as beam spreads and/or photometric calculation, location and type of fixtures, exterior colors, details on foundations, and arrangement of exterior lighting such that it does not create glare, hazardous interference on adjacent streets, or properties or result in spill light that would adversely impact sensitive receptors in the project area.*

Glare is considered the discomfort or impairment of vision experienced when the image is excessively bright in relation to the general surroundings. Implementation of the Project would create new sources of daytime glare if new building surfaces include the use of reflective materials. These new sources of glare could affect sensitive uses in adjacent residential neighborhoods as well as residents of the Project itself.

Numerous sources of daytime glare currently exist in the Project area from building surfaces and windows. Some additional glare could be produced by the increased amount of surface area of the proposed structures, which could reflect or concentrate sunlight and result in a potentially significant impact. Exterior building surfaces and windows can be a source of glare, particularly if highly reflective surfaces are utilized. City Resolution 9212 prohibits the use of highly reflective or mirrored glass in new construction. The Project would use finish materials such as stucco and wood framing. Glass surfaces would not be mirrored, highly reflective, or densely tinted glass, as directed by planning guidelines. In addition, landscaping adjacent to the structures would soften and diffuse glare from the structure surfaces and windows. Use of nonreflective textured surfaces on building exteriors, as well as avoidance of the use of reflective glass, would reduce impacts related to daytime glare to a less-than-significant level.

The following mitigation measure would be implemented to reduce any potential significant glare impacts to a less-than significant-level.

- MM AE-7a.4 Non-reflective Exterior Surfaces to Minimize Glare Impacts. *The Applicant shall ensure that design of the proposed structures shall include the use of textured or other nonreflective exterior surfaces and nonreflective glass.*

Implementation of the identified mitigation measures and compliance with Resolution 9212 would reduce impacts from light and glare to a less-than-significant level by shielding lighting fixtures, minimizing spill light from Project lighting, screening vehicle headlights to the maximum extent feasible, and eliminating or minimizing increased glare through the use of nonreflective glass and nonreflective textured surfaces in the proposed development.

## **Impact of Hunters Point Shipyard Phase II**

**Impact AE-7b      Implementation of the Project at HPS Phase II would not create a new source of substantial light or glare that would adversely affect day or night views in the area or that would substantially impact other people or properties. (Less than Significant with Mitigation) [*Criterion E.d*]**

HPS Phase II would include new sources of light associated with neighborhood retail use during the evening and from residential uses at night. Although the new stadium would be included in this area, the light effects from the new stadium would be similar to the existing lighting effects from Candlestick Park stadium. Street lighting and lighting for public areas would increase the ambient light, as would security lighting and lighting for parking areas. The new sources of light would be typical of urban development elsewhere in San Francisco and would not generate obtrusive lighting that would adversely affect day or night views or negatively affect other neighborhoods.

Views of the Project site are also available from Alameda and Oakland, across the Bay. Night views would change from a relatively unlighted or moderately lighted condition to a high level of illumination. However, because of the intervening distance, the increased lighting from the Project would not interfere with any existing views of the night sky from these locations, nor would glare affect those viewers.

Like the current stadium at Candlestick Point, the San Francisco 49ers stadium would be used primarily for professional football games, but could also be used for other events, such as concerts, festivals, international soccer games, or other sporting events. The National Football League schedule includes four preseason games and 16 regular-season games generally beginning in August and running through December. Post-season play occurs in January. In one season, the San Francisco 49ers would play up to three pre-season and eight regular season games at home.<sup>134</sup> The majority of NFL games would occur during the day, beginning at 1:00 P.M., but some night games, typically on Thursday, Sunday, or Monday nights, could occur. Other events could be held during the day or night, but as with football games, day events would be more common. It is estimated that there would up to 20 evening or night events at the stadium.

Lighting for the stadium would be required to be consistent with NFL Sports Lighting Design Criteria. Lighting would consist of event field lighting, exterior stadium lighting (i.e., building perimeter lighting and parking lot lighting), and emergency lighting. The exact type and quantity of light bulbs and fixtures would be determined by the manufacturer's ability to achieve the performance criteria required for players, spectators, and television broadcasts, which would apply to the entire playing field including an additional 15 feet beyond the end zones and sidelines. Lighting levels in the stands would gradually taper

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<sup>134</sup> Each NFL team typically plays four preseason games. The NFL has a 17-week regular season. Each season, all NFL teams have one bye week where the team does not play. Therefore, each team plays 16 regular season games during the 17-week period.

off from the maximum light intensity levels on the playing field. Field lighting would only be required for large events during evening hours such as a late afternoon or evening sporting events or a concert. Modern field lights are designed for specific directional light and reduction of spill light. Data have shown that less than three foot-candles can be achieved one block away from the stadium and less than one foot-candle of illumination two blocks away from the stadium.<sup>135</sup> Three and one foot-candles are comparable to normal street lighting in most residential streets. While the overall ambient light levels on the site would noticeably increase when the field lights are in use, the lighting would not spill over or directly impact residences in the neighborhoods west and northwest of the HPS Phase II site, or the residences within the Project itself.

The top row of stadium seating would be at an elevation of approximately 156 feet above the playing field; the top of the stadium light towers would be at an approximate elevation of 192 feet. As noted, the lighting system for the stadium has not been designed at this time. The stadium lighting would meet criteria for lighting for players, spectators and television broadcasts, and would likely provide 250 foot-candles to 300 foot-candles at the field level. The 192-foot tall lighting units would allow the light to be angled downward and would use fixtures that focus light on the field and reduce glare. In addition, because the stadium would height would reach 156 feet above the playing field, the illuminated portion of the playing field would not be visible from adjacent areas. Scoreboards and lighted signage would also be a source of night illumination.

Parking area lighting would be closest to the proposed R&D development, which would not be considered sensitive to evening lighting from the parking lots. The nearest residential uses would be in HPS Phase I, approximately 500 feet north of the northernmost parking area. Those residences would be approximately 50 to 200 feet above the grade of the parking facilities for the stadium and, although the lighted parking areas would be visible from HPS Phase I, the residents would not be exposed to direct lighting from the parking areas. This would be a less-than-significant impact.

Information on lighting effects for the San Francisco Giants Ballpark provides a comparison of potential of off-site light effects. The EIR for the San Francisco Giants Ballpark<sup>136</sup> analyzed the effects of stadium lighting on off-site receptors at varying distances from the stadium. For example, computer modeling of light generated by stadium lighting resulted in light levels of 1.0 foot-candle<sup>137</sup> at 300 feet, 0.2 foot-candle at 800 feet, and 0.0 foot-candle at 1,500 feet.<sup>138</sup> As noted above, the nearest residential use to the proposed 49ers Stadium would be HPS Phase I residential uses, approximately 650 feet north of the stadium. Based on the light levels for the Giants Ballpark, light levels at this location would be between 0.2 and 1.0 foot-candle. Such a change in the light level at this location would be less than that associated with typical street lighting, which would not be substantial. Light levels from the stadium at other locations, such as Mariner Village, approximately 1,250 feet away, and the proposed HPS Phase I

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<sup>135</sup> ME Engineers of Wheatridge, Colorado, December 16, 2004.

<sup>136</sup> *San Francisco Giants Ballpark at China Basin Final Environmental Impact Report*, 96.176E, certified June 26, 1997.

<sup>137</sup> A foot-candle is a unit of light intensity that represents the illumination given off by a single candle at a distance of one foot. For comparison, the light level of a bright sunny day would be approximately 3,000 foot-candles, lighting at a professional stadium would be 300 foot-candles, street lighting on a main road junction would be 2.5 to 3.0 foot-candles, and bright moonlight would be 0.1 foot-candle.

<sup>138</sup> *San Francisco Giants Ballpark at China Basin Final Environmental Impact Report*, 96.176E, certified June 26, 1997, pp. IV.36 to IV.41.

development along Crisp Road, and residential development within HPS Phase II, each approximately 1,500 feet away, also would not be substantial. Nonetheless, the light fixtures themselves would be directly visible from some locations, and could diminish night views from these areas, which some residents could find obtrusive. However, night events would occur up to about 20-25 days per year (including night football games and other events that might be held at the stadium), and the impact, if any, would be intermittent and infrequent.

To reduce impacts from light and glare from the San Francisco 49ers stadium, the following mitigation measures would be implemented:

- MM AE-7b.1      Testing of the Field-Lighting System. Prior to opening the stadium, the Stadium Operator shall test the installed field-lighting system to ensure that lighting meets operating requirements in the stadium and minimizes obtrusive spill lighting in the ballpark facility. Testing shall include light-meter measurements at selected locations in the vicinity to measure spill lighting from stadium field-lighting fixtures, permit adjustment of lighting fixtures, and confirm that spill-lighting effects shall be within an acceptable range and compatible with typical street lighting fixtures.*
- MM AE-7b.2      Stadium Lighting Orientation and Cut-Off Shields. Prior to opening the stadium, the Stadium Operator shall ensure that stadium lighting is oriented in such a manner to reduce the amount of light shed onto sensitive receptors and incorporate “cut-off” shields as appropriate to minimize any increase in lighting at adjacent properties, providing that it still meets the standard of lighting for football operations.*

Implementation of the identified mitigation measures would reduce impacts from light and glare to a less-than-significant level by shielding lighting fixtures, minimizing spill light from Project lighting, screening vehicle headlights to the maximum extent feasible, and eliminating or minimizing increased glare by the use of nonreflective glass and nonreflective textured surfaces in the proposed development. Mitigation measures MM AE-7b.1 and MM AE-7b.2 would ensure that the impact of stadium lighting would be less than significant by requiring that the stadium operator test the installed field-lighting system to ensure that lighting meets the operating requirements in the stadium and minimizes obtrusive spill lighting from the facility.

### **Combined Impact of Candlestick Point and Hunters Point Shipyard Phase II**

**Impact AE-7      Implementation of the Project would not create a new source of substantial light or glare that would adversely affect day or night views in the area or that would substantially impact other people or properties. (Less than Significant with Mitigation) [Criterion E.d]**

The Project would include new sources of light associated with neighborhood retail use during the evening and from residential uses at night and would change an area of low- to moderate-level illumination to an area of moderate to high illumination. Project lighting would be used to highlight architectural elements, landscaping, and building tenant and project signage. In addition, the new San Francisco 49ers stadium on HPS Phase II would provide a source of illumination in a different location from the existing Candlestick Park stadium.

Area lighting would illuminate larger areas that are well traveled so as to promote way finding and provide for a safe environment. In addition to area lighting, building lighting would be provided.



Building lighting would be angled towards building surfaces for aesthetic purposes and/or to illuminate signs. Both types of lighting would be designed to avoid direct visibility of the light source. Because a large portion of the Project site is open space or vacant parcels and currently minimally lighted, the transition to a more intense urban environment as a result of the Project would in some areas of the site substantially increase ambient lighting from Project structures and vehicle headlights. However, this increase in ambient light would be consistent with the urban character and associated ambient lighting of the City as a whole. Because the Project site is located immediately adjacent to an intensively developed urban area, views of the night sky are diminished as they are in all urban areas, and the light and glare as a result of the Project would not substantially interfere with these currently limited views.

Long-range views of a partial downtown skyline are held from various vantage points at Candlestick Point and Bayview Hunters Point (refer to Figure III.E-18). At night, downtown illumination is visible against the dark waters of the Bay. Project development would somewhat diminish the visual effect of the downtown illumination by providing a new source of lighting in the foreground. However, because only a small portion of an illuminated downtown skyline is seen at night, and because it is already blocked by intervening topography, any reduction in the view of downtown illumination would be less than significant.

Views of the Project site are also held from Alameda and Oakland, across the Bay. Night views would change from a relatively unlighted or moderately lighted condition to a high level of illumination. However, because of the intervening distance, the increased lighting from the Project would not interfere with any existing views of the night sky from these locations, nor would glare affect those viewers.

Increased lighting on the site relative to existing outdoor lighting and new building surfaces would increase the level of illumination in the area. Implementation of mitigation measures MM AE-7a.1 through MM AE-7a.4 would reduce impacts from light and glare to a less-than-significant level by shielding lighting fixtures, minimizing spill light from Project lighting, screening vehicle headlights to the maximum extent feasible, and eliminating or minimizing increased glare by the use of nonreflective glass and nonreflective textured surfaces in the proposed development. Mitigation measures MM AE-7b.1 and MM AE-7b.2 would ensure that the impact of stadium lighting would be less than significant by requiring that the stadium developer test the installed field-lighting system to ensure that lighting meets the operating requirements in the stadium and minimizes obtrusive spill lighting from the facility.

## ■ Cumulative Impacts

The geographic context for the analysis of visual impacts varies depending on the threshold analyzed. For example, the context for an analysis of scenic vistas would necessarily encompass a broader geographic area than an analysis of visual character or light and glare. For each threshold analyzed, below, the applicable geographic context is described.

### **Construction Impacts**

The geographic context for an analysis of construction impacts is the same limited geographic area as the Project, as visual construction impacts are generally site-specific. The past and present development in the City is described in the Setting section of this chapter, representing the baseline conditions for evaluation of cumulative impacts. Reasonably foreseeable future development includes existing

development at Candlestick Point and Hunters Point, extending generally to the east of US-101 between Candlestick Cove and India Basin, which includes Executive Park.

Construction impacts on aesthetics are site-specific, as construction activities are temporary. Therefore, the geographic context for an analysis of cumulative construction impacts to aesthetics would be limited to projects in the immediate vicinity of the Project that could be seen together with the Project, assuming that construction activities were to be concurrent. These projects would include Executive Park and HPS Phase I, which have been approved and/or are under construction.

Construction activities associated with development of cumulative projects in the defined area would not obstruct any scenic vistas, such as views of the Bay or the San Bruno Mountains, as most construction equipment is not tall or wide enough to physically interfere with views. Other visual impacts associated with construction of related projects, such as exposed pads and staging areas for grading, excavation, and construction equipment, would occur. In addition, temporary structures could be located on the construction sites during various stages of construction, within materials storage areas, or associated with construction debris piles on site. Exposed trenches, roadway bedding (soil and gravel), spoils/debris piles, and possibly steel plates would be visible during construction of utility infrastructure improvements. As part of the environmental review process, most or all of the cumulative projects would be required to temporarily screen, to the maximum extent feasible, any unsightly views during construction to minimize the impact on scenic vistas and on visual character. Because these visual intrusions are temporary, they would not be considered significant.

Construction would occur during daylight hours, generally between 7:00 A.M. and 8:00 P.M. or as otherwise allowed by the City. A minimal amount of glare could result from reflection of sunlight off windows of trucks, but this would be negligible and would not affect daytime views in the area. Security lighting would be provided after hours on all construction sites, but this lighting would be minimal, restricted to the Project site, and would not exceed the level of existing night lighting levels in urban areas. Therefore, the Project's construction activities would have less-than-significant light and glare impacts.

The Project would result in less-than-significant construction-related impacts to visual character and light and glare, and would not have any construction-related impacts on scenic vistas. Therefore, the Project would not contribute to any potentially significant impact on visual resources that could result from development of the cumulative projects, and the Project's construction-related cumulative impact on visual resources would be less than significant.

## **Operational Impacts**

### **Effects on Scenic Vistas**

The geographic context for an analysis of cumulative impacts on scenic vistas is the area covered by the BVHP Redevelopment Plan, the HPS Redevelopment Plan, and the BVHP Area Plan (of the City's General Plan), as development in these Plan areas could affect the same scenic vistas analyzed for the Project as identified in Figure III.E-11 through Figure III.E-18. The past and present development in the City is described in the Setting section of this chapter, representing the baseline conditions for evaluation of cumulative impacts. Reasonably foreseeable future development includes existing development at

Candlestick Point and Hunters Point, extending generally to the east of US-101 between Candlestick Cove and India Basin, which includes Executive Park, Jamestown, Hunters Point Shipyard Phase I, Hunters View, and India Basin Shoreline Area C.

The areas described by these plans contain a mixture of land uses, including residential, commercial, and industrial. The past and present development in these areas is described in Section III.E.2 (Setting) of this section, representing the baseline conditions for evaluation of cumulative impacts to scenic vistas. Scenic vistas may be generally described as panoramic views of a large geographic area, for which the field of view can be wide, extend into the distance, and associated with vantage points that provide an orientation not commonly available. Examples of scenic vistas include urban skylines, valleys, mountain ranges, or large bodies of water. For the Project, the scenic vistas that could be affected are of the downtown skyline, the San Francisco Bay, the East Bay hills, and San Bruno Mountains. Significant impacts on a scenic vista would occur if a project would substantially degrade or obstruct important scenic views from public areas.

Policy 1.1 in the Urban Design Element of the San Francisco General Plan emphasizes the City's desire to recognize and protect major views in the City, with particular attention to those of open space and water. While each cumulative project would be required to comply with design review requirements, development of one or more cumulative projects could result in obstruction of scenic vistas held from various vantage points in the City toward the Bay, the East Bay hills, and San Bruno Mountains, depending on the height, massing, and density of future development in the Plan areas. This is a potentially significant impact.

Overall, development of the Project would not block publicly accessible views of the Bay or other scenic areas. The Project would provide a continuation of the existing street grid, thereby maintaining existing view corridors to the Bay and East Bay hills. The Project would also provide new parks and open space facilities. Public access areas (City and State parks) would provide views from the Project site toward the East Bay and the Bay. The General Plan Urban Design Element contains policies that guide development in order to protect scenic views and promote visual harmony. The cumulative projects would conform to these guiding principles, the same as the Project, and all projects are subject to design review by the Planning Department to ensure consistency with the General Plan. Since development of cumulative projects within the defined geographic context would not likely result in an adverse impact on scenic vistas, there would be no cumulative impact to which the Project could contribute. Even if there were an adverse impact on scenic vistas due to the cumulative development, however, the Project's incremental contribution would not be cumulatively considerable, as the Project would not result in an adverse impact on any scenic vista. Therefore, the Project's cumulative impact would be less than significant.

### **Effects on Scenic Resources**

The geographic context for an analysis of cumulative impacts on scenic resources is the area covered by the BVHP Redevelopment Plan, the HPS Redevelopment Plan, and the BVHP Area Plan (of the City's General Plan), as development in these Plan areas could affect the same scenic vistas analyzed for the Project as identified in Figure III.E-11 through Figure III.E-18. The past and present development in the City is described in the Setting section of this chapter, representing the baseline conditions for evaluation of cumulative impacts. Reasonably foreseeable future development includes existing development at

Candlestick Point and Hunters Point, extending generally to the east of US-101 between Candlestick Cove and India Basin, which includes Executive Park, Jamestown, Hunters Point Shipyard Phase I, Hunters View, and India Basin Shoreline Area C.

Damage to scenic resources would occur if a project would directly affect environmental features, such as topographic features, landscaping, or a built landmark, that contribute to a scenic public setting. There are no identified built landmarks topographic features, or landscaping that contributes to a scenic public setting in the Plan area except for Bayview Hill, Hunters Point Hill, the Re-gunning crane, CPSRA, and the Yosemite Slough. The General Plan Urban Design Element contains policies that guide development near major topographic features such as substantial hills to prevent development from overwhelming the land form and adversely affecting these features. The cumulative projects would conform to these guiding principles, the same as the Project. The Project would include redevelopment of Candlestick Park stadium and associated paved and unpaved parking lots; the Project would also include new housing and replacement of existing housing on undeveloped parcels on the Alice Griffith Public Housing site, and remove other existing uses, such as the Candlestick RV Park. The majority of these sites include limited landscaping. Those areas of Candlestick Point do not contain natural or built features that would be considered scenic resources or other features that contribute to the scenic public setting. The Yosemite Slough bridge would change the setting of the Slough, with the bridge structure and roadway approaches, and the bridge would replace some views of open water as seen from nearby locations. Yosemite Slough would continue to be a scenic resource as a waterway bordered by open space opening from a narrow channel to the west to the wider South Basin to the east. Overall, the bridge would not substantially damage a resource that contributes to a scenic public setting. The Project would retain structures at the identified Drydock Historic District and the Re-gunning crane, a landmark visible from short and long-range views. The HPS Phase II site does not contain other features that would be considered scenic resources that contribute to the scenic public setting. The proposed shoreline improvements would improve the aesthetic quality of the shoreline along the Project frontage, reducing erosion, including marsh plantings where appropriate, and removing debris. These improvements would represent a beneficial impact of the development, improving the overall visual character of the shoreline.

Since development of cumulative projects within the defined geographic context would not likely result in an adverse impact on scenic resources, there would be no cumulative impact to which the Project could contribute. Even if there were an adverse impact on scenic resources due to the cumulative development, however, the Project's incremental contribution would not be cumulatively considerable, as the Project would not result in an adverse impact on any scenic resource. Therefore, the Project's cumulative impact would be less than significant.

### **Effects on Visual Character**

The geographic context for an analysis of cumulative impacts on visual character is the area covered by the BVHP Redevelopment Plan, the HPS Redevelopment Plan, and the BVHP Area Plan (of the City's General Plan), as development in these Plan areas could affect the same scenic vistas analyzed for the Project as identified in Figure III.E-11 through Figure III.E-18. The past and present development in the City is described in the Setting section of this chapter, representing the baseline conditions for evaluation of cumulative impacts. Reasonably foreseeable future development includes existing development at Candlestick Point and Hunters Point, extending generally to the east of US-101 between Candlestick

Cove and India Basin, which includes Executive Park, Jamestown, Hunters Point Shipyard Phase I, Hunters View, and India Basin Shoreline Area C.

Visual character refers to the aesthetic character or quality of a streetscape, building, group of buildings, or other manmade or natural feature that creates an overall impression of an area. A project would be considered to degrade the existing visual character if it would result in substantial, demonstrable, negative aesthetic effects on a site or its surroundings.

It is anticipated that future development within the defined geographic area would result in changes to the existing land use environment through conversion of vacant land to developed uses or through conversions of existing land uses (e.g., from residential to commercial or industrial to residential) that could result in a change in visual character.

The goals and objectives of the BVHP Redevelopment Plan are to improve land use conditions. The HPS Redevelopment Plan contemplates development of a range of uses under the broad categories of industrial, research and development, mixed use, cultural and educational, residential, and open space. The BVHP Area Plan is an adopted component of the San Francisco General Plan that serves as a guide the future development of the BVHP community.

Each of these plans contains guidelines for urban design that would ensure compatibility with adjacent land uses and a pleasing visual character. While development in these geographic areas would likely change the existing land use character, the existing condition in many parts of these Plan areas is deteriorated. Change in visual character in and of itself is not adverse and can, in fact, be beneficial. A change from a blighted industrial development to mixed uses, with new housing and commercial areas, would likely be perceived as a positive change in the visual character of the area, as these uses would help implement the objectives of the applicable land use plans and offer increased landscaping, visual integration of structures, and coordinated design schemes. It is anticipated that all future projects proposed in these areas would be consistent with the adopted goals, policies, and objectives of the area Plans and would improve rather than degrade the existing visual character of the land uses.

The Project would result in a substantially different built environment compared to the existing character of the site and vicinity, but would develop new uses that would be well designed and consistent with other development occurring in the Project vicinity. Development patterns would include transitions from low-density residential uses to higher density residential and commercial uses. As noted, above, the Project would increase residential and non-residential densities at the Project site, which would be compatible with existing land uses, in that the Project would eliminate less compatible uses such as industrial and replace them with mixed uses, including residential. The Project would provide connectivity between the existing neighborhoods and the shoreline. Project edges would be designed with lower building heights adjacent to existing neighborhoods and open spaces, stepping up toward the middle of the development. Consistent with the objectives and policies for major new development, the Project would relate new buildings to existing and new open space. The height and bulk of new buildings would range in scale to relate to existing nearby development. The Project would develop a large property intended to be carefully designed with respect to impacts on surrounding areas.

The proposed shoreline improvements would improve the aesthetic quality of the shoreline along the Project frontage, reducing erosion, including marsh plantings where appropriate, and removing debris.



These improvements would represent a beneficial impact of the development, improving the overall visual character of the shoreline.

The transition in scale between adjacent neighborhoods and the Project and the varied range of proposed uses would not result in a substantial adverse change in the existing land use character. Since development of cumulative projects within the defined geographic context would not likely result in an adverse impact on existing visual character, there would be no cumulative impact to which the Project could contribute. Even if there were an adverse change in existing visual character due to the cumulative development, however, the Project's incremental contribution would not be cumulatively considerable, as the Project would not result in an adverse change in visual character. Therefore, the cumulative impact would be less than significant.

### **Effects of Light and Glare**

The geographic context for an analysis of cumulative impacts on light and glare is the area covered by the BVHP Redevelopment Plan, the HPS Redevelopment Plan, and the BVHP Area Plan (of the City's General Plan), as development in these Plan areas could affect the same scenic vistas analyzed for the Project as identified in Figure III.E-11 through Figure III.E-18. The past and present development in the City is described in the Setting section of this chapter, representing the baseline conditions for evaluation of cumulative impacts. Reasonably foreseeable future development includes existing development at Candlestick Point and Hunters Point, extending generally to the east of US-101 between Candlestick Cove and India Basin, which includes Executive Park, Jamestown, Hunters Point Shipyard Phase I, Hunters View, and India Basin Shoreline Area C.

Development of cumulative projects in the identified Plan areas would result in increased sources of light and glare from building and street lighting, parking lot lighting, vehicle headlights, and increased building surfaces. The new sources of light would be typical of urban development elsewhere in San Francisco, but could generate obtrusive lighting that could adversely affect day or night views or negatively affect other neighborhoods, depending on location and project design. For example, if project driveways were oriented such that vehicle lights would shine on adjacent sensitive receptors, this could be considered an adverse effect. The addition of more numerous sources of illumination would also change the night views onto the Project site from various vantage points, including Oakland and Alameda across the Bay. However, as noted in the Project-level analysis, the intervening distance would mean that this increased illumination would not result in adverse effects on sensitive receptors or interfere with views of the night sky.

Moreover, like the Project, all new development would conform to the guidelines and policies contained in the *Planning Code*, the applicable land use plans and the applicable Redevelopment Plans, which would result in implementation of lighting design and use of non-reflective building surfaces to the maximum extent feasible so as to avoid any adverse light and glare impacts on sensitive receptors. Therefore, as the geographic area is located within an urban context, and projects would conform to the design guidelines contained in the applicable planning documents, there would not be a significant adverse cumulative effect with regard to light and glare from development of cumulative projects. Even if the cumulative projects would result in an adverse light and glare impact, however, the Project's incremental effect would not be cumulatively considerable, as mitigation measures have been included in the Project to

avoid spillover light and reduce impacts on sensitive receptors to a less-than-significant level. The Project's cumulative impact with regard to light and glare would be less than significant.