

# EASTERN NEIGHBORHOODS REZONING AND AREA PLANS

## Final EIR

Planning Department Case No. 2004.0160E

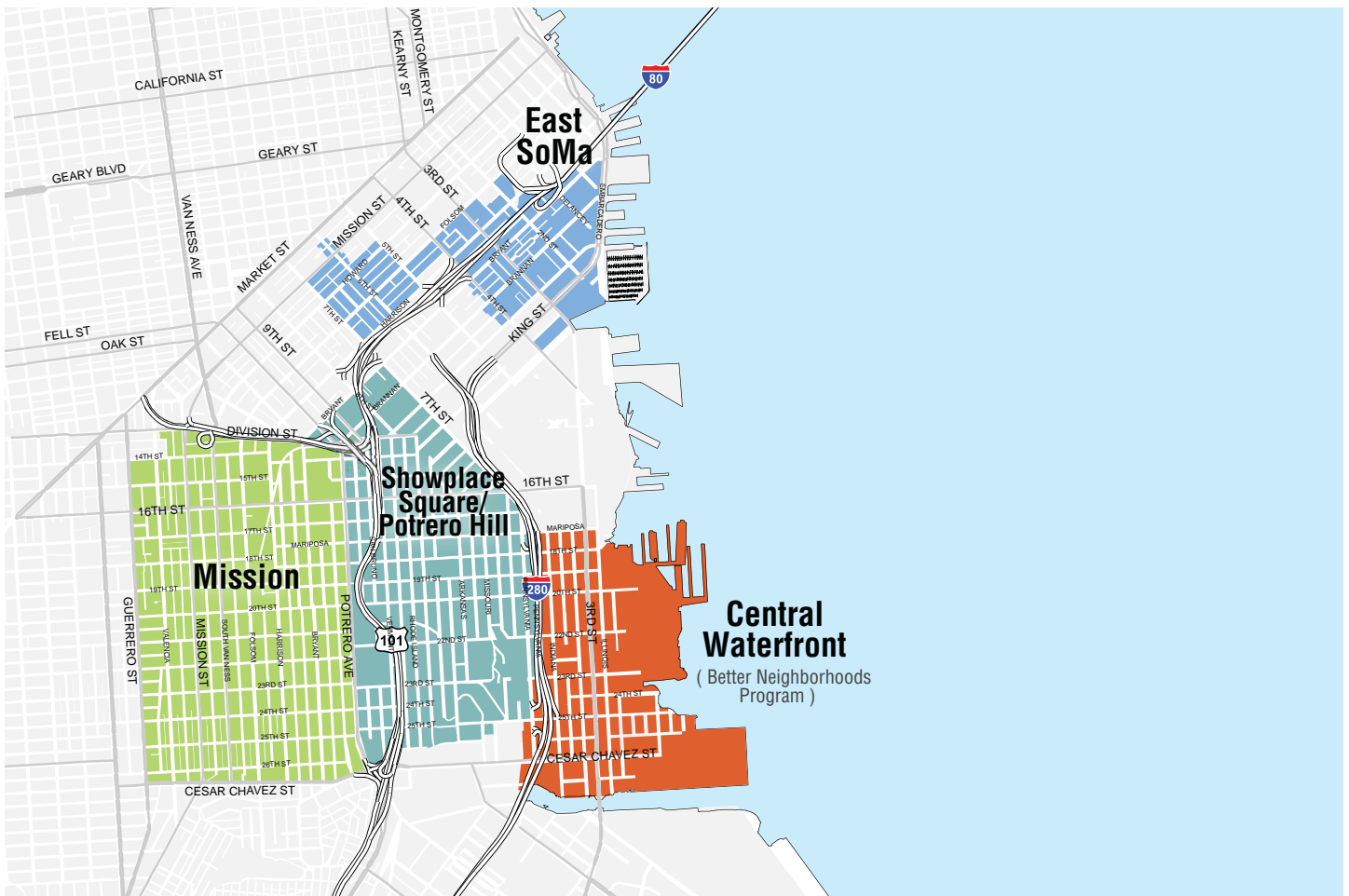
State Clearinghouse No. 2005032048

Draft EIR Publication Date: June 30, 2007

Draft EIR Public Hearing Date: August 9, 2007

Draft EIR Public Comment Period: June 30 – September 14, 2007

Final EIR Certification Date: August 7, 2008





# SAN FRANCISCO PLANNING DEPARTMENT

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## SAN FRANCISCO CITY PLANNING COMMISSION MOTION NO. 17659

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**CERTIFYING A FINAL ENVIRONMENTAL IMPACT REPORT FOR THE PROPOSED EASTERN NEIGHBORHOODS REZONING AND AREA PLANS PROJECT, AMENDMENTS TO THE SAN FRANCISCO PLANNING CODE AND ZONING MAPS, AMENDMENTS TO THE SAN FRANCISCO GENERAL PLAN, AND ADOPTION OF INTERIM HISTORIC PRESERVATION PROCEDURES. THE PLAN AREA GENERALLY INCLUDES THE EASTERN PORTION OF THE SOUTH OF MARKET AREA ("EAST SOMA"), THE MISSION, SHOWPLACE SQUARE/POTRERO HILL, AND THE CENTRAL WATERFRONT NEIGHBORHOODS OF SAN FRANCISCO AND MAKING OTHER RELATED FINDINGS.**

MOVED, that the San Francisco Planning Commission (hereinafter "Commission") hereby CERTIFIES the Final Environmental Impact Report identified as Case File No. 2004.0160E – Eastern Neighborhoods Rezoning and Area Plans Project (hereinafter "Project") based upon the following findings:

- 1) The City and County of San Francisco, acting through the Planning Department (hereinafter "Department") fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Sections 21000 et seq., hereinafter "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Sections 15000 et seq., (hereinafter "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").
  - a. The Citywide Group of the Department filed for environmental evaluation on February 19, 2004 and the Major Environmental Analysis section of the Department determined that an Environmental Impact Report (hereinafter "EIR") was required and provided public notice of that determination by publication in a newspaper of general circulation on March 9, 2005.
  - b. Notice of Completion was filed with the State Secretary of Resources via the State Clearinghouse on March 9, 2005.
  - c. On June 30, 2007, the Department published the Draft Environmental Impact Report ("DEIR") and provided public notice in a newspaper of general circulation of the availability of the document for public review and comment and of the date and time of the Planning Commission public hearing on the DEIR; this notice was mailed to the Department's list of persons requesting such notice.

- d. On June 30, 2007, copies of the DEIR were mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the DEIR, and to government agencies, the latter both directly and through the State Clearinghouse.
  - e. Notices of Availability of the DEIR and of the date and time of the public hearings were posted on the Planning Department's website and also in various locations in the project area by Department staff on June 30, 2007.
- 2) The Commission held a duly advertised public hearing on the DEIR on August 9, 2007 at which time opportunity for public comment was given, and public comment was received on the DEIR. The period for acceptance of written comments ended on September 14, 2007.
  - 3) The Department prepared responses to comments on environmental issues received at the public hearing and in writing on the DEIR, prepared revisions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, corrected errors in the DEIR, and prepared impact analysis for proposed revisions to the Area Plans. This material was presented in a Comments and Responses document, published on May 29, 2008, was distributed to the Commission and to all parties who commented on the DEIR, and was available to others upon request at Department offices and web site.
  - 4) A Final Environmental Impact Report has been prepared by the Department, consisting of the DEIR, any consultations and comments received during the review process, any additional information that became available, and the Summary of Comments and Responses all as required by law ("FEIR").
  - 5) Project environmental files have been made available for review by the Commission and the public. These files are available for public review at the Department offices at 1650 Mission Street, Suite 400, and are part of the record before the Commission.
  - 6) On August 7, 2008, the Commission reviewed and considered the FEIR and hereby does find that the contents of said report and the procedures through which the FEIR was prepared, publicized and reviewed comply with the provisions of CEQA, the CEQA Guidelines and Chapter 31 of the San Francisco Administrative Code.
  - 7) The Planning Commission hereby does find that the FEIR concerning Case File No. 2004.0160E – Eastern Neighborhoods Rezoning and Area Plans Project reflects the independent judgment and analysis of the City and County of San Francisco, is adequate, accurate and objective. The Commission also finds that since publication of the DEIR there has been no significant new information or

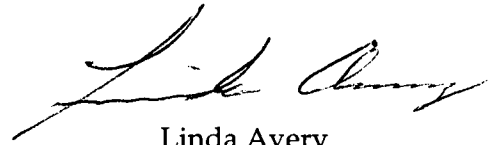
other factors that would require recirculation of the document pursuant to CEQA Guidelines Section 15088.5. Information to support this conclusion is found in the Final EIR document, which includes the Comments and Responses and in Department staff analysis. In furtherance of the above findings, the Planning Commission hereby does CERTIFY THE COMPLETION of said Final Environmental Impact Report in compliance with CEQA, the CEQA Guidelines, and Chapter 31.

The Commission, in certifying the completion of the FEIR, hereby does find that the proposed project described in the FEIR would have the following significant unavoidable environmental impacts, which could not be mitigated to a level of non-significance:

- a. The Preferred Project would result in a potentially significant, adverse cumulative land use impact related to the loss of Production, Distribution and Repair land supply and building space as identified for EIR Option C.
- b. The Preferred Project would result in a significant, adverse transit impact on Muni service affecting the following seven lines: 9-San Bruno, 22-Fillmore, 26-Valencia, 27-Bryant, 33-Stanyan, 48-Quintara, 49-Van Ness/Mission.
- c. A significant, adverse transportation impact to the following intersections would occur under Preferred Project conditions: 13th/Bryant, South Van Ness/Howard/13th, Seventh/Brannan, Seventh/Townsend, Eighth/Brannan, Eighth/Bryant, Eighth/Harrison, Third/César Chávez, and César Chávez/Evans.
- d. A significant, adverse environmental impact related to historical architectural resources would occur under Preferred Project conditions. Demolition or significant alteration of buildings that are identified as historical resources, potential resources or age-eligible properties could be anticipated to occur as a result of development secondary to project implementation. The EIR also identifies a significant, adverse cumulative impact related to the demolition, alteration, or other changes to one or more resources (including historic districts), such that the historical significance of those resources would be "materially impaired."
- e. A significant, adverse environmental impact related to potential shading of parks and public open spaces under the jurisdiction of the San Francisco Recreation and Parks Department would occur under Preferred Project conditions, because the feasibility of complete mitigation for potential new shadow impacts of currently unknown development proposals cannot be known at this time.

August 7, 2008  
File No: 2004.0160E  
Eastern Neighborhoods  
Rezoning & Area Plans  
Motion No. 17659

I hereby certify that the foregoing Motion was ADOPTED by the Planning Commission on August 7, 2008.



Linda Avery  
Planning Commission Secretary

AYES: Borden, More, Lee, Olague

NOES: None

ABSENT: None

EXCUSED: Antonini, Miguel, Sugaya

ACTION: Certification of the Eastern Neighborhoods Rezoning and Area Plans FEIR

# EASTERN NEIGHBORHOODS REZONING AND AREA PLANS

## Final EIR

Planning Department Case No. 2004.0160E  
State Clearinghouse No. 2005032048

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Changes from the Draft EIR text are indicated by a dot (•) in the left margin (adjacent to page number for added pages and figures; adjacent to table number for tables).

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# CHAPTER I

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## Introduction

This environmental impact report (EIR) analyzes potential environmental effects associated with a range of rezoning options proposed by the San Francisco Planning Department for East SoMa, the Mission, Showplace Square/Potrero Hill, and the Central Waterfront neighborhoods, collectively referred to as “the Eastern Neighborhoods,” and also referred to in this document as the “project area” and the “study area.” The rezoning options that form the basis for the EIR analysis are discussed in depth in Chapter III, Project Description.

These rezoning options (“Options A, B, and C”) are based on the options set forth in the Planning Department’s February 2003 publication entitled, *Community Planning in the Eastern Neighborhoods: Rezoning Options Workbook*. However, the options described and analyzed in this EIR reflect revisions and refinements developed by Planning staff through approximately spring 2006. Accordingly, some of the proposed zoning revisions vary from those presented in the Workbook. Since early 2006, Planning staff and the community have continued to refine the proposed rezoning and to develop area plans for the Eastern Neighborhoods. Because this effort has been aimed at achieving relative consensus on a single rezoning proposal for each neighborhood, there has been no further development of the three side-by-side options that are presented and analyzed in this EIR. It is assumed that the ultimate rezoning proposal would fall within the range of the options analyzed in this EIR.

### A. Environmental Review

The San Francisco Planning Department, serving as Lead Agency responsible for administering the environmental review for the proposed rezoning project, prepared an Initial Study and Environmental Review Checklist (“Initial Study”) and found that preparation of an environmental impact report (EIR) was needed.

The California Environmental Quality Act (CEQA) requires that before a decision can be made to approve a project that would pose potential adverse physical effects, an EIR must be prepared that fully describes the environmental effects of the project. The EIR is a public information document for use by governmental agencies and the public to identify and evaluate potential environmental impacts of a project, to recommend mitigation measures to lessen or eliminate significant adverse impacts, and to examine feasible alternatives to the project. The information

contained in the EIR is reviewed and considered by the Lead Agency prior to a decision to approve, disapprove, or modify the Eastern Neighborhoods Rezoning and Area Plans project.

CEQA requires that the Lead Agency shall neither approve nor implement a project unless the project's significant environmental effects have been reduced to a less-than-significant level, essentially "eliminating, avoiding, or substantially lessening" the expected impact, except when certain findings are made. If the Lead Agency approves a project that will result in the occurrence of significant adverse impacts that cannot be mitigated to less-than-significant levels, the agency must state the reasons for its action in writing, demonstrate that its action is based on the EIR or other information in the record, and adopt a Statement of Overriding Considerations.

The Eastern Neighborhoods Rezoning and Area Plans Initial Study prepared by the Planning Department identified the environmental issues that should be addressed in the EIR and environmental issues that could be excluded from further analysis. On December 17, 2005, the City sent a Notice of Preparation (NOP) to governmental agencies and organizations and persons interested in the project. The Initial Study and NOP are included as Appendix A of this EIR. The NOP requested agencies and interested parties to comment on environmental issues that should be addressed in the EIR. The comment letters received in response to the Initial Study and the NOP are available for review, by appointment, as part of Case File No. 2004.0160E.

During the approximately 60-day period that the Draft EIR is available for public review, written comments on the adequacy of the environmental analysis presented therein may be submitted to the Planning Department. Responses to all substantive comments received on the adequacy of the Draft EIR analysis and submitted within the specified review period will be included and responded to in the Final EIR. Prior to approval of the project, the Planning Commission must certify the Final EIR and adopt environmental findings and a mitigation monitoring and reporting program (MMRP) for mitigation measures identified in this Draft EIR or modified by the Final EIR.

## **B. Purpose of this EIR**

This EIR is intended as an informational document, that in and of itself does not determine whether a project will be approved, but aids the planning and decision-making process by disclosing the potential for significant and adverse impacts. In conformance with CEQA, California Public Resources Code, Section 21000 *et. seq.*, this EIR provides objective information addressing the environmental consequences of the project and identifies possible means of reducing or avoiding its potentially significant impacts.

Specific technical studies prepared for the environmental analysis of the Eastern Neighborhoods Rezoning and Area Plans project include a transportation study by CHS Consulting Group, Wilbur Smith Associates, and LCW Inc. (2006); a historical resources background report by

Carey & Co. Inc. (2006); a “Technical Memorandum: Eastern Neighborhoods Rezoning and Community Plans Archeological Context” by Randall Dean, San Francisco Planning Department (2006), and a hazardous materials environmental records search (2005). These technical studies are detailed data reports and are available for review, by appointment, with the San Francisco Planning Department, in Case File No. 2004.160E.

The CEQA *Guidelines* help define the role and expectations of this EIR as follows:

**Information Document.** An EIR is an informational document which will inform public agency decision-makers and the public generally of the significant environmental effect(s) of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project. The public agency shall consider the information in the EIR along with other information which may be presented to the agency (Section 15121(a)).

**Degree of Specificity.** An EIR on a project such as the adoption or amendment of a comprehensive zoning ordinance or a local general plan should focus on the secondary effects that can be expected to follow from the adoption or amendment, but the EIR need not be as detailed as an EIR on the specific construction projects that might follow (Section 15146(b)).

**Standards for Adequacy of an EIR.** An EIR should be prepared with a sufficient degree of analysis to provide decision-makers with information, which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure (Section 15151).

This EIR is a Program EIR. A Program EIR is appropriate for this project that will involve a series of actions that are 1) related geographically, 2) logical parts in a chain of contemplated actions, 3) connected as part of a continuing program, and 4) carried out under the same authorizing stature or regulatory authority and have similar environmental impacts that can be mitigated in similar ways (Section 15168 of the CEQA *Guidelines*). Accordingly, this EIR presents reasonable assumptions (as described in Chapter III, Project Description and Chapter IV, Environmental Setting and Impacts) about the overall types and levels of activities that the City anticipates under the project and describes their associated environmental impacts. Where necessary, the analysis is based on the most reasonably conservative assumptions so as to not understate the project’s environmental effects.

The CEQA *Guidelines*, Section 15382, define a significant effect on the environment as “a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project....” Therefore, in identifying the significant impacts of the

project, this EIR concentrates on its substantial physical effects and on mitigation measures to avoid, reduce, or otherwise alleviate those effects.

## C. Organization of the Draft EIR

Following this chapter, this Draft EIR has been organized as follows:

**Chapter II, Summary.** This chapter summarizes the EIR by providing a concise overview of the project, including the range of zoning options and project variants, the environmental impacts that would result from the project, the mitigation measures identified to reduce or eliminate these impacts.

**Chapter III, Project Description.** This chapter discusses the project objectives, provides background data on the project location, describes the operational and physical characteristics of the three proposed rezoning options, and identifies required project approvals. The project description also outlines two variants to the proposed project applicable to portions of the Mission District –the *People’s Plan*, prepared by the Mission Anti-Displacement Partnership (March 2005), and *An Alternative Future for the North East Mission Industrial Zone* (NEMIZ), prepared by the Mission Coalition for Economic Justice and Jobs (MCEJJ) (March 2003).

**Chapter IV, Environmental Setting and Impacts.** This chapter describes the project’s existing setting (generally, the year 2000 for quantified data), environmental impacts, and cumulative impacts. Each environmental topic is discussed in a separate section within this chapter. Unlike a typical EIR, this EIR presents the impacts of three potential rezoning options (project alternatives) at an equal level of detail, along with impacts of the No-Project Alternative (future (2025) scenario without implementation of the proposed rezoning and area plans). Accordingly, this EIR has no separate detailed Alternatives chapter.

**Chapter V, Mitigation and Improvement Measures.** This chapter presents mitigation measures to reduce or avoid significant impacts identified in Chapter IV. CEQA requires EIRs to include mitigation measures for identified significant impacts. Also included are applicable improvement measures that would reduce the severity of less-than-significant effects.

**Chapter VI, Significant Environmental Effects that Cannot Be Avoided if the Proposed Project is Implemented.** This chapter presents recapitulates the significant environmental effects that cannot be mitigated to a less-than-significant level.

**Chapter VII, Alternatives to the Proposed Project.** This chapter briefly summarizes the three project options (alternatives) analyzed in Chapter IV and identifies the environmentally superior alternative.

**Chapter VIII, Appendices.** Included as appendices are the Initial Study prepared for the project by the Planning Department in December 2005; a summary of the draft area plan policies as they were drafted at the time of DEIR publication; and an analysis by the San Francisco Department of Public Health of public health effects related to air quality.

**Chapter IX, EIR Authors and Consultants.** This chapter lists persons and affiliations of those persons who prepared this EIR.

The EIR distribution list is not included in the EIR, but is available for review, by appointment, at the Planning Department, 1650 Mission Street, Suite 500.

Unlike most EIRs, this EIR contains no separate chapter analyzing alternatives to the proposed project. This is because this EIR does not analyze a preferred project; instead, this EIR evaluates Rezoning Options A, B, and C, as well as a future No-Project scenario (i.e., the circumstance in which none of the rezoning options is adopted; also identified as the 2025 No-Project scenario), at an equal level of detail, as EIR alternatives, throughout this document. Chapter VII, Alternatives, identifies Option A as the Environmentally Superior Alternative, because Option A would result in a less-than-significant land use impact relative to land for PDR uses (as would Option B), would result in significant effects at fewer intersections than would Options B or C (or the No-Project Alternative), and would result in lesser transit impacts than would Options B or C (or the No-Project Alternative). Option A would also result in potentially significant impacts on fewer historical resources than Options B or C.

## D. Public Participation

The CEQA *Guidelines* and Chapter 31 of the San Francisco Municipal Code encourage public participation in the planning and environmental review processes. The City will provide opportunities for the public to present comments and concerns regarding the CEQA and planning process. These opportunities will occur during a public review and comment period and a public hearing before the San Francisco Planning Commission. Written public comments may be submitted to the Planning Department during the specified public review and comment period, and written and oral comments may be presented at public hearings concerning the project.

## E. Related Studies

Separate from this EIR, but as part of the Eastern Neighborhoods Rezoning and Area Plans planning process, the Planning Department is undertaking additional studies related to community facilities and improvements and to socioeconomic analysis of the proposed rezoning and area plans.

## Public Benefits Analysis

In conjunction with the development of neighborhood (or “area”) plans and proposed zoning changes, the Planning Department is also undertaking an assessment of existing deficiencies and projected needs for certain services and amenities in the Eastern Neighborhoods including, but not limited to, education, recreation, and library facilities, community services, neighborhood-serving retail and businesses, transit and childcare. This Public Benefits Analysis has resulted in

preparation of a needs matrix, based on public participation and input, depicting potential methods to meet identified community needs and implementation recommendations. The Public Benefits Analysis will lead to a quantification of existing and anticipated future needs for a variety of facilities and services and assessment of the ability of a number of different tools to meet the identified needs. Among the tools that could be evaluated and implemented to address community needs are planning policies, specific zoning requirements, taxes and impact fees, the establishment of service and/or assessment districts, and the direct provision of certain facilities by developers. This public benefits package will eventually be formulated into a Final Implementation Plan, containing a Public Improvements Program and a Funding Strategy to finance the identified improvements, which is intended to be incorporated into each of the area plans.

## Socioeconomic Studies

Two studies have been completed in advance of the EIR that address socioeconomic issues related to the Eastern Neighborhoods planning process.

### PDR Supply/Demand Study

In 2005, a report was prepared by Economic & Planning Systems (EPS) assessing the estimated future demand for land and building space to accommodate production, distribution and repair (PDR) businesses, which then compared that estimated demand to the anticipated future supply of land and building space where PDR businesses could be accommodated.<sup>1</sup> The EPS report concluded that the supply of both land and building space for PDR uses in San Francisco is likely to continue to decline if left to “unconstrained market forces and/or current zoning.” The EPS report cautioned that the term PDR as currently defined is overly broad, in that it encompasses “a wide variety of activities that have very different outlooks for employment growth, land demand, and supportable real estate prices,” making it difficult to draw generalizations about the ability of PDR uses to function effectively in the future economy of San Francisco. Having set forth the foregoing caveat, the report nevertheless found that Option B of the proposed Eastern Neighborhoods rezoning (which is among the options that are the subject of this EIR analysis) would provide for an adequate supply of land to meet the future demand for PDR uses, if the available land were to be used at somewhat greater intensity than under existing conditions. The report noted that the City would have to actively work to retain PDR uses in the future, by allowing certain PDR uses to remain in place despite not being in areas zoned for PDR use, by promoting the inclusion of PDR space in mixed-use areas or developments, and by allowing only PDR uses in certain zoning districts.

<sup>1</sup> Economic & Planning Systems, Inc., *Supply/Demand Study for Production, Distribution, and Repair (PDR) in San Francisco's Eastern Neighborhoods*, April 15, 2005; page 7. Available on the internet at: <http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/14158FinRpt1.pdf>.



## Socioeconomic Impacts Analysis

This report, published in 2007 and prepared by Hausrath Economics Group, presents the results of a socioeconomic impact analysis of the proposed rezoning for the Eastern Neighborhoods.<sup>2</sup> It presents baseline information for on-going community planning efforts, focusing on the residents, workers, and businesses that will be influenced by outcomes under either the proposed rezoning options or continuation of existing market trends and development patterns. The socioeconomic impacts analysis report is an assessment of the cumulative change expected under proposed rezoning, comparing those changes to what would otherwise be expected under a baseline in the absence of rezoning.

The socioeconomic impact analysis report found that, because the proposed rezoning would almost double the housing development potential in San Francisco, there would be less pressure in the Eastern Neighborhoods than would be expected in the absence of the project, giving existing residents and newcomers alike a greater choice of housing options. The report noted, however, that without affirmative programs to preserve potential affordable housing sites in the Eastern Neighborhoods, the proposed rezoning would reduce the number of such sites available. The report also found that, while some existing PDR uses would be displaced by new housing or other development (and displacement would also occur without the proposed rezoning), the project, by providing a stable, albeit smaller, supply of land for PDR uses, with restrictions that limit incompatible development, would also result in better long-term outcomes for many other PDR businesses. The socioeconomic report cautioned, however, that the proposed project would not resolve “the lingering tension between the need for incubator locations for emerging enterprises and the need to reserve a land supply for PDR where demand from higher-value uses and speculation do not disrupt traditional PDR clusters.” The report also found that land use regulation alone would not adequately address the wide range of community needs and planning goals, and that “new financial resources, new programs, and interagency coordination to better target existing programs and resources are required to complement the proposed land use regulations.”

## F. Concurrent Planning Efforts

A number of additional planning activities are being conducted separate from, but concurrent with the Eastern Neighborhoods Rezoning and Area Plans effort.

<sup>2</sup> Hausrath Economics Group, *San Francisco’s Eastern Neighborhoods Rezoning: Socioeconomic Impacts*, Draft for Public Review, March 2007. Available on the internet at: [http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/SEIA\\_DRAFT\\_for\\_Public\\_Review.pdf](http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/SEIA_DRAFT_for_Public_Review.pdf).

## Eastern Neighborhoods Community Health Impact Assessment

Separate from the Planning Department's efforts but also related to the Eastern Neighborhoods planning process, the San Francisco Department of Public Health (DPH), in collaboration with a representative multi-stakeholder community council composed of more than 20 diverse organizations, conducted an Eastern Neighborhoods Community Health Impact Assessment (ENCHIA), an 18-month-long study on how land use development can best promote conditions required for health.

Using a set of methods broadly referred to as "Health Impact Assessment," ENCHIA reflected growing scientific understanding that optimal health could not be achieved by health services and individual behaviors alone but through healthful neighborhood conditions including adequate housing; access to public transit, schools, parks and public spaces; safe routes for pedestrians and bicyclists; meaningful and productive employment; unpolluted air, soil, and water; and, cooperation, trust, and civic participation. ENCHIA was organized to explicitly call out the health relationships to these issues. Completed in May 2006, the study resulted, in part, in development of the Healthy Development Measurement Tool, which DPH indicates can be used "to evaluate a plan or project against broad set of health goals, measure progress towards those goals, and highlight where conflicts exist between goals."<sup>3</sup>

ENCHIA has also resulted in a number of process outcomes. These include achieving an increased understanding of the human health impacts of development; the use of public health rhetoric and evidence in public policy dialogues and debates; new working relationships among members of the community council with complementary interests; and, a broadening of the horizons of a government agency. The Healthy Development Measurement Tool represents the most significant product of this process. Participants in ENCHIA envision that the Healthy Development Measurement Tool might ultimately be used in a comprehensive way by many City agencies in planning, plan and project review, and agency-specific planning and budgeting. DPH is committed to developing and maintaining the Healthy Development Measurement Tool, supporting pilot applications in San Francisco, and monitoring the progress of community health indicators.

## Backstreets Business Advisory Board

Created by the Board of Supervisors in accordance with Ordinance No. 279-04, the Back Streets Business Advisory Board is charged with seeking ways to develop and implement focused policies and programs to retain and attract PDR businesses. This ordinance calls for a fourteen-member board: eight members appointed by the Board of Supervisors, and one member each representing the following agencies: Mayor's Office of Economic and Workforce Development;

<sup>3</sup> Information on ENCHIA can be found at the San Francisco Department of Public Health website, <http://www.sfdph.org/phes/ENCHIA.htm>, accessed November 22, 2006.

Mayor's Office of Community Development; Planning Department; Port of San Francisco; San Francisco Redevelopment Agency; and Small Business Commission. The effort is consistent with and furthers the Commerce and Industry Element of the *General Plan*, which calls for a balanced local economy where well-paying jobs are available to the widest breadth of the San Francisco labor force. The research phase of this study is complete and final conclusions, including a series of recommendations, are to be published in 2007.

## Biosciences Task Force

By Resolution 217-03, the San Francisco Board of Supervisors in 2003 charged the Bioscience Task Force with developing recommended policies for consideration by the Planning Commission and the Board of Supervisors on land use and zoning controls for bioscience industries in areas outside of the Mission Bay, Hunters Point Shipyard and Hunters Point Redevelopment Areas, including how to define a land use classification and zoning districts for the Planning Code that includes biosciences research and development, which allows any combination of bioscience office uses and laboratory used and bioscience manufacturing uses; and where to permit as of right (with size constraints), conditionally permit, or prohibit bioscience.

The task force issued its report in February 2005, recommending, among other things, that the Planning Code be amended to include specific bioscience land use classifications, with bioscience treated as a "mixed" use since it includes elements of research and development, office, warehouse, and animal care uses and that bioscience "overlay" zones be created in parts of Mission Bay, West SoMa, the Central Waterfront, the Northeast Mission, Showplace Square, and Bayview-Hunters Point. The task force also recommended that all bioscience companies meet minimum requirements for development of safety procedures and that they be assessed a fee to fund Department of Public Health oversight. The task force also set forth a series of economic development recommendations to assist biotechnology companies gain City approval and City residents who could work for those companies gain needed job training, as well as a series of recommendations aimed at increasing City oversight of the biotechnology industry to allay community concerns about health and safety.

## Arts Task Force

In December 2004, the Board of Supervisors passed legislation establishing the Arts Task Force to investigate the Arts in San Francisco, and to make recommendations to the Board of Supervisors and the Mayor "whether and how to update or restructure the various elements of the City's agencies, programs and policies concerning the Arts in San Francisco." The objectives of the Task Force were to better achieve the goals of sustaining community-based non-profit arts organizations, to build on the City's existing arts economy and increase employment, and to expand City resources for affordable housing and studio/workspaces to help retain artists in San Francisco.

The San Francisco Arts Task Force Report makes a number of recommendations concerning the arts in San Francisco related to land use and physical planning, which could be considered by decision-makers in the context of the proposed Eastern Neighborhoods Rezoning project. A summary of the Report's recommendations include: providing enhanced revenue to support for the arts in San Francisco; expanding arts resources in the City, programming and services to the arts and to the public; strengthening infrastructure and management for the arts in San Francisco, including establishing a Department of Arts and Culture and an Arts Planning Council; and, preparing a plan to implement recommendations contained in the Arts Task Force Report in the short and long-term.

All of the above reports, studies, and documentation will be taken into account by decision-makers, including the Planning Commission and the Board of Supervisors, as they consider the proposed Eastern Neighborhoods rezoning and the proposed area plans.

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# CHAPTER II

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## Summary

### A. Project Description (p. 1)

#### Introduction

To encourage new housing while preserving sufficient lands for necessary production distribution and repair (PDR) (generally, light industrial) businesses and activities, the San Francisco Planning Department proposes changes in the Planning Code (zoning) controls, as well as amendments to the General Plan, for an area of approximately 2,200 gross acres on the eastern side of San Francisco. The proposal would cover the eastern portion of the South of Market (“East SoMa”), the Mission, Showplace Square/Potrero Hill, and the Central Waterfront. In this EIR, these four subareas are referred to collectively as the “Eastern Neighborhoods” or the “project area.”

In 2002, the City had imposed temporary land use controls in response to conflicts between market-rate residential and other uses in the project area. In 2003, the Planning Department published a draft document entitled *Community Planning in the Eastern Neighborhoods: Rezoning Options Workbook*, which included some areas not part of the current project, such as the Bayview-Hunters Point neighborhood and Visitacion Valley, both now the subject of separate Redevelopment Agency planning, and the western portion of the South of Market Area (Western SoMa), which is undergoing a separate community-based planning process. Meanwhile, in December 2002, the Planning Department published the draft Central Waterfront Neighborhood Plan as part of the Better Neighborhoods 2002 planning process. Because many of the concerns that affect the Eastern Neighborhoods are also applicable to the Central Waterfront, and because of the Central Waterfront’s proximity to the Eastern Neighborhoods study area, the Planning Department has determined that a single EIR that will encompass planned rezoning and land use changes in both the remaining Eastern Neighborhoods and the Central Waterfront area. The Central Waterfront thus is considered one of the Eastern Neighborhoods for purposes of the EIR.

At present, the four Eastern Neighborhoods that are the subject of this EIR are governed by temporary zoning policies enacted by the Planning Commission. In general, the temporary zoning policies follow the spirit of the proposed rezoning project, in that they recognize the need for new housing opportunities and a mix of housing types, while acknowledging that a balanced economy requires retaining sufficient land for PDR businesses that provide business services to the City, as

well as relatively higher-wage employment. The resolutions outlining these interim controls and policies are summarized in Section IV.B., Plans and Policies.

Planning Department staff and the Planning Commission continue working to refine the proposed rezoning and area plans during preparation of this EIR. Because the intent of this EIR is to analyze a broad range of potential effects associated with the rezoning options in the *Rezoning Options Workbook* in order to provide adequate CEQA review for the proposal that eventually emerges as the preferred option. The analysis in this EIR is, therefore, generally based on the three options presented in the *Workbook*, with certain modifications made by Planning staff based on community input. This EIR does not evaluate any project-level proposals, but rather is programmatic in its analysis.

The project is intended to permit housing development in some areas currently zoned for industrial use while protecting an adequate supply of land and buildings for PDR employment and businesses. PDR uses are, generally, light industrial in nature. The Planning Department broad goals and objectives for the rezoning options and area plan project are to develop a rezoning proposal that reflects the land use needs and priorities of each neighborhoods' stakeholders and that meets citywide goals for residential and industrial land use; identify appropriate locations for housing in the City's industrially zoned land to meet a citywide need for more housing, and affordable housing in particular; retain an adequate supply of industrial land to meet the current and future needs of the City's production, distribution, and repair businesses and the city's economy; and improve the quality of the residential and nonresidential places that future development will create over that which would occur under the existing zoning. (See Appendix B for the draft objectives and policies from each of the four draft area plans.)

## Project Components

The project would involve the introduction of new use (zoning) districts, including districts that would permit at least some PDR uses in combination with commercial uses, districts mixing residential and commercial uses, residential and PDR uses, and new residential-only districts. The new districts would generally replace existing industrial, commercial, and residential single-use districts. In addition to zoning changes, the project would include revisions to the existing Central Waterfront and South of Market Area Plans within the San Francisco General Plan and the preparation and adoption of new area plans for East SoMa, the Mission, Showplace Square/Potrero Hill and the Central Waterfront. As well, there may be other changes to the General Plan to bring it in conformance with any proposed plans.

## Proposed Use Districts and Height Limits

For East SoMa, the Mission, and Showplace Square/Potrero Hill the Planning Department has developed three rezoning options, designated Options A, B, and C in the *Rezoning Options Workbook*. (The draft Central Waterfront neighborhood proposes a single rezoning option.)

Options A, B, and C vary by the degree to which they would permit lands currently zoned for industrial uses to be converted to residential and mixed-use districts: in general, Option A would permit the least amount of such conversion, while Option C would permit the greatest conversion. Under all three options, new single- and mixed-use zoning districts would be introduced to the Planning Code. Most of the existing Heavy Industrial (M-2) and Light Industrial (M-1) use districts in the Eastern Neighborhoods would be replaced with either mixed-use residential districts (MUR), new Urban Mixed-Use (UMU) Districts that would permit residential and PDR uses, or with new Employment and Business Development (EBD) Districts that would permit PDR uses only. These districts would encourage the retention and expansion of PDR uses while in some cases also allowing limited commercial or residential uses. Some existing commercial districts would be replaced, where commercial activity would continue to be permitted, with new mixed-use residential/commercial districts or with mixed-use PDR/commercial districts, although some areas would be designated neighborhood commercial as currently defined in the Planning Code. Finally, existing residential districts could be replaced, generally with new single-use residential districts. Proposed new zoning districts include:

- **Employment and Business Development (EBD)**, in which new construction would be limited to PDR space, housing would be prohibited, and only small office and retail uses would be allowed;
- **Residential-Transit Oriented (RTO)**, which would allow generally moderate-scale residential buildings, with no maximum permitted residential density and reduced parking requirements;
- **Mixed-Use Residential (MUR)**, to promote high-density housing and a flexible mix of smaller neighborhood-serving retail and commercial uses, including some PDR uses;
- **Neighborhood Commercial Transit (NC-T)**, similar to MUR, but would not permit most PDR uses;
- **Neighborhood Commercial (Moderate Scale)**, similar to the existing NC-3 (Neighborhood Commercial-Moderate Scale) district; and
- **Urban Mixed-Use (UMU)**, which would encourage transitional development patterns between EBD and predominantly residential districts, thereby buffering potentially incompatible land uses. Non-PDR development would be required to also provide PDR space, at specified ratio(s).

In addition, the Central Waterfront would include a **Heavy PDR** district, mostly covering land under Port of San Francisco Jurisdiction that is intended to remain in heavy commercial and industrial use, and a **Pier 70 Mixed-Use District**.

The *Rezoning Options Workbook* included a potential Design PDR Use Area overlay zone in the central portion of Showplace Square, where only design-related PDR uses would be permitted, to help preserve the existing cluster of design uses. Further, subsequent drafts of the Showplace Square/Potrero Hill plan delineated a separate Arts District in part of the Seventh Street corridor, near the California College of the Arts campus, to encourage compatible arts (PDR) activities.

Existing height limits are primarily 40 and 50 feet, with areas of East SoMa allowing buildings up to 220 feet tall. The proposed rezoning options would not substantially change existing height limits. However, some increases and decreases are proposed.

Planning staff and the community continue to refine the rezoning proposal and associated neighborhood area plans. It is assumed that the ultimate rezoning proposal would fall within the range of the three options analyzed herein.

## **Area Plans and Proposed Policies**

In conjunction with the proposed rezoning, the Planning Department is developing Area Plans for East SoMa, the Mission, Showplace Square/Potrero Hill, and the Central Waterfront for inclusion in the General Plan. (Included would be revisions to the existing Central Waterfront and South of Market Area Plans.) These plans go beyond establishing new use districts to address policy-level issues pertaining to transportation, urban design (including building heights and urban form), open space, historic preservation, housing and community facilities. While the retention of existing and establishment of new PDR uses is a critical aspect of the Eastern Neighborhoods Rezoning effort, a key goal of the rezoning process is to encourage the creation of cohesive neighborhoods, particularly where new housing is being encouraged. The plans also propose public benefits and other implementation programs to address physical impacts identified by this EIR and socioeconomic impacts addressed in related studies. Building on the community planning process to date, the Department has undertaken a public process to develop these plans.

In September 2006, Ordinance No. 265-06 amended the San Francisco Administrative Code by adding mechanisms to provide for inter-agency cooperation in implementing community improvements in the Eastern Neighborhoods. The amendment calls for the Planning Department, upon adoption of each Area Plan, to prepare a “Community Improvements Plan” and an “Implementation Program” based on findings from a separate Public Benefits analysis being undertaken for the project area. Each neighborhood-specific Implementation Program will summarize estimated costs, propose specific funding strategies and identify responsible agencies required to implement such strategies. Agencies identified in this program, for example the County Transportation Authority, the Municipal Transportation Agency (which includes Muni and the Department of Parking and Traffic), the Public Utilities Commission, and the Recreation and Park Department, would participate in a committee charged with preparation of a Progress Report which would be publicly heard and submitted to the Board of Supervisors annually. Ultimately, a consolidated version of this report would be incorporated into the City’s annual budget until full implementation of the community improvements is under way. Draft policies for each neighborhood are included in Appendix B.

This Program EIR embodies consideration of a number of potential physical changes that are anticipated under the range of proposed rezoning controls. However, in as much as the draft area plans and policies are evolving, the details of which could change, project-level analysis of



specific implementation programs is considered speculative at this time. Therefore, the EIR will not evaluate or serve as approval for any project-level proposals, or for any specific alterations of infrastructure such as changes in traffic lanes, bus routes, or bicycle lanes, or other changes to circulation patterns, development of new open spaces, or creation of new community facilities.

## Areas of Greatest Change

Within the study area, new residential development can reasonably be anticipated in certain areas, based on where the zoning would change to allow and/or encourage residential development that is currently discouraged or, in some cases, not allowed. Increases in height limits also would be expected to encourage development. For example, where the zoning designation of an area is proposed to change from M-1 (Heavy Industry) to MUR (Mixed-Use Residential), and especially if the height limit were to increase, the likelihood of new residential development would be relatively greater than elsewhere in the project area where these conditions are not present.

Thus, the areas of greatest change are anticipated to be within the seven-block area of the Seventh Street corridor, immediately to the east of Showplace Square and in a two- to three-block-wide strip along Illinois, Third, Tennessee, and Minnesota Streets, between Mariposa and 25th Streets in the Central Waterfront, where new residential and mixed-use development would be permitted under all three options. New residential and mixed-use development could also be anticipated in much of East SoMa under all three options, with the greatest change under Option C. Also under Option C, new residential and mixed-use development would be anticipated in the heart of Showplace Square itself and in the Northeast Mission. In contrast, minimal change in zoning is proposed in most of the Mission (other than in the NEMIZ and along the primary transit corridors such as Mission and Valencia Streets) and on Potrero Hill (from approximately Mariposa Street south), except along the former railroad right of way between Carolina and Arkansas streets and at the base of the hill at the southeast corner of that portion of the study area.

## Approvals Required

This Draft EIR will undergo an approximately 60-day public review period, including a public hearing before the Planning Commission, during which comments on the information presented herein will be accepted. Following the public review period, responses to written and oral comments received from the public and agencies will be prepared in a Comments and Responses document. The Comments and Responses document will also include any staff initiated changes to the Draft EIR. The Draft EIR, together with the Comments and Responses document, make up the Final EIR and will be taken together to the Planning Commission. The Commission will then consider certification of the Final EIR; no approvals may be issued before the city certifies the EIR as final. Certification of the Final EIR may be appealed to the Board of Supervisors.

Approval and implementation of the proposed Eastern Neighborhoods Rezoning and Area Plans would require the following actions, with acting bodies shown in italics:

- Adoption of new neighborhood-level Area Plans within the *San Francisco General Plan*, including amendment of the *General Plan* [various elements and Area Plans] to conform to the concepts of the proposed rezoning program (the project), as outlined above. *Planning Commission recommendation; Board of Supervisors Approval*
- Determination of consistency of the proposed rezoning with the General Plan and Planning Code Section 101.1 Priority Policies. *Planning Commission recommendation; Board of Supervisors Approval*
- Amendment of the Planning Code Zoning Maps to change mapped use districts and height limits throughout the Plan area. *Planning Commission recommendation; Board of Supervisors Approval*

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## B. Main Environmental Effects

### Land Use (p. 35)

Land use changes are expected in the Eastern Neighborhoods under all three rezoning options, as well as in the Future 2025 No-Project scenario. Changes in land use would not directly be caused by the zoning itself, but indirectly by subsequent projects—including changes in the use of existing buildings, additions, new construction, and demolition—that could occur on individual sites within the project area after a specific zoning option is adopted. However, because zoning establishes which land uses are permitted, prohibited, or limited in each district, and also establishes maximum heights and floor-area ratios, it determines how much land and potential building space is available in the city for each type of use. The amount of PDR space is expected to decrease under each of the three rezoning options as well as a No-Project scenario, although the declines would be less under Options A and B than under projected 2025 No-Project conditions. Overall decreases are due to projected losses in East SoMa, the Mission, and Showplace Square/Potrero Hill combined with less growth of PDR space in the Central Waterfront. On a citywide basis, PDR uses are expected to concentrate in three main areas: Western SoMa, Hunters Point, and the NEMIZ (within the project area).

In general, Option A would result in greater maintenance of land devoted to PDR uses and smaller increases in the number of housing units, compared to the other rezoning option, although the addition to Option A of potential residential reuse of the existing Potrero Power Plant site for housing dramatically increases the projected number of new housing units under Option A, to approximately 9,000 new units. A net decrease of PDR floor area would occur under Option A, but the decrease would be the least anticipated of all PDR decreases amongst the rezoning options analyzed in this EIR, including the future No-Project scenario. Under Option A, there would be a net decrease of approximately 525,000 square feet of PDR floor area, or only three percent of the 2000 total. By comparison, under the baseline No-Project scenario, there PDR floor area decreases of more than 4.5 million square feet, or 27 percent of the year 2000 total, are anticipated.

Under Option B, the Eastern Neighborhoods is expected to experience a net increase of 7,385 residential units, a 29 percent increase over the period from 2000 to 2025. A net decline of more than two million square feet, or 13 percent of PDR floor space, is projected under Option B, more than under Option A but less than Option C or a future scenario with no rezoning project.

Option C would permit the greatest potential increase in housing development in the Eastern Neighborhoods, with almost 9,900 additional units projected, an increase of 39 percent over year 2000, substantially more than the No-Project scenario. Option C would also result in the greatest decrease in PDR floor area— 4.9 million square feet, or a 29 percent, from the 2000 base.

The 2025 No-Project scenario for household growth is reflective of a lower growth assumption for citywide housing growth based on ABAG's *Projections 2002*. Therefore, the future No-Project scenario indicates less housing growth than the rezoning options, with a net of 2,871 additional units. The land use pattern under the 2025 No-Project scenario would be less cohesive (absent controls and area plans), with scattered, *ad hoc* residential development expected to occur within areas with PDR uses, rather than concentrating in defined residential or mixed-use neighborhoods that could be expected to provide localized services to area residents. Under a future No-Project scenario, the amount of floor space devoted to PDR uses is expected to decrease nearly as much as under Option C, with a net decline of 4.6 million square feet of floor area, or 27 percent, over the period from 2000 to 2025. Without districts that could act to stabilize land values for PDR uses by restricting higher-value uses such as office and retail, many existing PDR businesses in the project area would be subject to outbidding by these uses, thereby causing displacement either to other lower-priced areas within the city, region or elsewhere.

The proposed project is a regulatory program, not a physical development project. It would not create any new physical barriers in the Eastern Neighborhoods. There are no major planned roadways, such as freeways, that would disrupt or divide the project area or individual neighborhoods or subareas. Consequently, the project would not physically disrupt or divide an established community in any direct sense.

The project would indirectly affect established communities by altering the land use characteristics of the Eastern Neighborhoods. In general, it can be anticipated that future development under project conditions would result in more cohesive neighborhood subareas that would exhibit greater consistency in land use and building types, and would include more clearly defined residential neighborhoods and commercial corridors. By delineating EBD (PDR-focused), residential, and neighborhood commercial districts, the rezoning options would tend to concentrate these uses in designated areas and corridors to a greater degree than under the existing M-1 and M-2 zoning, which is spread across a broad geographic area and allows more variability in use. UMU and MUR districts would serve as a transition zones between PDR and non-PDR uses. Moreover, requirements to construct new PDR space in mixed-use districts and prohibitions on housing development in EBD districts would discourage the type of incompatible

residential development that has been the pattern throughout much of the Eastern Neighborhoods, reducing potential land use conflicts.

Alternately, under a future No-Project scenario, incremental, opportunistic residential development in industrial districts would be expected to continue. More large-scale retail or office uses would be likely on the edges of existing residential neighborhoods where site conditions were advantageous.

The character of historically industrial districts is likely to shift along with the changes in land use. Where residential and mixed-use buildings replace existing PDR uses, the activities that typically occur in the area, as well as the building styles, heights, and frontages may change. Areas with many PDR businesses tend to have more truck or utility vehicle movement and less pedestrian activity than do residential/mixed-use areas. Where ground-floor commercial space is included in new residential buildings, it is likely to include display windows and thus provide more transparency and visual interaction at the pedestrian level than is typical with buildings occupied by PDR uses, which often have solid walls and roll-up doors that accommodate vehicle rather than pedestrian access. Some neighborhoods would be expected to become more active in the evening hours, with shops and restaurants activating the street past PDR business hours.

While the expected land use changes may alter the existing character of many discrete areas in the Eastern Neighborhoods, the changes would not be detrimental or adverse, and in many instances, the rezoning options could serve to enhance the pedestrian realm and the overall character of the neighborhood, by attracting services and directing public improvements to address existing deficiencies as well as new neighborhood needs.

Under all options, the proposed Eastern Neighborhoods Rezoning would result in less land available for PDR use than is currently the case. However, unlike current conditions, in which industrial land can be devoted to nearly any use, including housing (with Conditional Use authorization), land designated for PDR use under the proposed project would be available almost exclusively to PDR uses, with housing not permitted and only relatively small non-PDR uses (such as office or retail space accessory to the PDR use) would be permitted. Thus, the range of rezoning options could provide clearer definition between land uses in PDR zones where such definition does not now exist. In addition, the proposed project would include UMU districts where new PDR space would be required to be built as part of new residential projects. However, the effect of the proposed project, to a greater or lesser degree among options, would be that a greater concentration of the City's PDR land than at present would be located in the Central Waterfront and Bayview-Hunters Point neighborhoods, because the project would convert some industrial and heavy commercial zoning districts to residential mixed-used districts in East SoMa, Showplace Square, and the Mission. As a result, a 2005 study for the Planning Department by Economic and Planning Systems (EPS) found that, under Option B, using current FAR (building density), while there would be adequate supply of *land* for PDR uses, only about 10.2 million

square feet of PDR *building space* would be available, whereas the future demand for PDR *building space* would be 16.7 million square feet. Thus, to accommodate the additional 6.5 million square feet of PDR building space, both PDR land in the Eastern Neighborhoods and PDR land in West SoMa and Bayview-Hunters Point, as well as at the former Hunters Point Shipyard and, to some extent, on Port of San Francisco land, would have to be used more intensively, meaning that new buildings would have to be constructed, in some cases replacing existing buildings used at a lower FAR. (Existing FAR for PDR uses in the Mission, Showplace Square/Potrero, and Central Waterfront is generally about 25 to 40 percent less than in the South of Market, while FAR in the Bayview-Hunters Point is about two-thirds less.)

Because the proposed project would reduce the land supply for PDR uses in parts of the Eastern Neighborhoods, it would likely result in the eventual displacement of some existing PDR business activity and employment from those areas proposed to be rezoned Mixed-Use Residential. While some existing PDR businesses on future non-PDR land (particularly those that own their buildings) could remain, and as would some others that could pay higher rents, many existing PDR businesses on land not zoned for PDR in the future would likely leave these areas due to competition from residential, retail, and other higher-value uses. Some PDR businesses would move elsewhere in San Francisco, while others would leave or go out of business. Higher density development is not always an option for PDR businesses that require adequate circulation space, truck parking, service/storage yards, and that depend on proximity to suppliers or customers and/or that may have some negative effects on neighboring uses (e.g., noise, fumes, dust). Once “industrial” land is given over to residential and mixed-use development, it can be very difficult to reclaim it for light industrial or some other PDR uses. Those businesses most likely to relocate outside the City include those that require large single-story warehouses or open yards, produce or distribute commodity products or provide services that have numerous low-cost substitutes, have relatively low transportation costs, serve a more regional market area, are not reliant on short delivery lead times, and those for whom proximity to customers and suppliers is not as important as other aspects of operations. However, some PDR businesses in PDR-only zones could gain advantages over existing conditions, as controls on the loss of PDR space and prohibitions on residential, large retail, and large office development, would result in more retention of existing PDR space and potentially more development of new PDR space.

Continuing decline in building space and land available to PDR businesses would further the loss of PDR businesses and jobs in San Francisco, contributing to what has been an ongoing trend. Depending on the rezoning option, relatively more or fewer PDR businesses and jobs could be displaced from the Eastern Neighborhoods, and from Western SoMa, depending on the outcome of a separate planning process now under way for that neighborhood. Continuing loss of PDR businesses and employment would decrease better-paying job opportunities for some Eastern Neighborhoods residents with limited formal education and/or language skills, some of whom would face longer commutes to retain their jobs. There would be losses in PDR activity under all three rezoning options, as well as under the No-Project scenario. The differences between options

can be characterized as a matter of degree and location, which, in turn, would affect which PDR businesses and clusters of businesses would be subject to displacement.

In general, “Economic or social effects of a project shall not be treated as significant effects on the environment” (California CEQA Guidelines, Sec. 15131(a)). However, “Economic or social effects of a project may be used to determine the significance of physical changes caused by the project” (CEQA Guidelines, Sec. 15131(b)). That is, a physical change brought about by a project may be determined to be significant if it results in substantial adverse social or economic changes.

In the case of the proposed Eastern Neighborhoods Rezoning and Area Plans project, no direct physical changes would occur with adoption of the rezoning and area plans. However, project implementation is anticipated to result in physical changes in the building stock in some heretofore industrial areas of San Francisco. The project would also indirectly result in changes in the potential to physically accommodate PDR uses, whether in existing or new buildings, in these neighborhoods because of the potential for land use conflicts due to restrictions on noise, air pollutant emissions, and truck traffic and parking that could be expected to result from development of new housing in these industrial areas.

Based on the EPS report, Option C, which would result in less PDR-only land than Options A or B and would rezone more existing PDR land and displace more existing PDR uses than the other two options, would result in a clear mismatch between the supply of and demand for PDR land and building space, with neither adequate land nor adequate building space being available without substantial changes in land use controls on Port land to allow non-maritime uses to be sited there. Option C would result in the loss of nearly 5 million square feet of PDR building space, compared to baseline conditions. This change would result in a decrease in PDR employment that could substantially affect, in an adverse manner, both the PDR businesses and segments of the employed population of San Francisco, and, potentially, the City’s economy. While the displacement of PDR businesses and the loss of PDR jobs would not, in themselves, be considered significant, this loss would occur as a result of the physical changes that would indirectly result from implementation of the proposed project. Therefore, it is concluded, in the interest of a conservative assessment, that the magnitude of economic and social changes engendered by Option C would mean that the physical loss of PDR land and building space under Option C would constitute a potentially significant impact on the cumulative supply of land for PDR uses. Given the magnitude of the loss of PDR building space, this impact would not be mitigable without, as stated, substantial change in use controls on land under Port control. Additionally, because Western SoMa is such an important component of the PDR land supply in San Francisco, the significant effect of Option C on the cumulative supply of land for PDR uses could be reduced, although not fully mitigated to a less-than-significant level, by the City developing and implementing a rezoning scheme for Western SoMa—as a separate project—that would ensure, insofar as possible, the long-term viability of PDR business in that neighborhood. However, because the outcome of the rezoning process for Western SoMa is not known, this EIR

takes the conservative approach of identifying the effect of Option C on the cumulative supply of land for PDR uses to be a significant, unavoidable impact.

This impact would result from the reduction in land (and, ultimately, building space) available to PDR uses. However, this significant impact could be avoided under rezoning Options A and B. The EPS study found that Option B would at least potentially provide for an adequate supply of PDR land, if land at the former Hunters Point Shipyard is considered and if some increased amount of Port land could be used for non-maritime PDR uses, and assuming that both the Bayview-Hunters Point and Western SoMa neighborhoods were to remain key sources of land for PDR uses. While Option B would result in the loss of 2.1 million square feet of PDR building space, compared to baseline conditions, this change would represent less than half the PDR loss of Option C. While an adequate supply of building space would be contingent on economic forces beyond the proposed rezoning or area plans, the Eastern Neighborhoods *Socioeconomic Impacts* report found that stabilization of PDR land supply would potentially result in more job opportunities in a more diverse range of activities than would otherwise be the case. The report found that without the rezoning and its potentially stabilizing effects on PDR land use supply, competition for land with no attendant regulation of PDR displacement would result in less PDR land and building space than would otherwise be the case. Moreover, the proposed rezoning includes measures in certain proposed zones, such as requiring replacement of displaced PDR building space and inclusion of PDR space in new projects, that could potentially increase the supply of PDR building space compared to what might exist without the proposed project. Further, ongoing planning for the Bayview-Hunters Point neighborhood would provide for a substantial amount of PDR land and building space in that district. Option B would result in the loss of more than 2.1 million square feet of PDR building space, compared to baseline conditions. Therefore, because Option B would provide an adequate supply of land for PDR uses, and because other ongoing planning efforts would assist in ensuring an adequate supply of PDR land and building space, Option B would result in a less-than-significant impact on the cumulative supply of land for PDR uses.

Option A would retain the most existing industrial land as PDR-only land, and would also result in a less-than-significant impact on the cumulative supply of land for PDR uses.

The No-Project scenario (No-Project alternative) would result in a significant impact on the cumulative supply of land for PDR uses, because, while it would avoid rezoning existing industrial and heavy commercial land to zones such as MUR and RTO that would permit housing as of right, it would also not create EBD districts that would be more protective of existing PDR uses than is the case for existing M and CM zones, which allow housing with Conditional Use authorization and where encroachment by housing and other “incompatible” uses would be expected to continue to adversely affect, in economic terms, PDR businesses. The loss of PDR building space, compared to baseline conditions, under the No-Project scenario would approach that under Option C. Moreover, the No-Project scenario would be expected to result in greater

land use conflicts between PDR and some non-PDR uses due to noise, air pollutant emissions, and truck traffic and parking (discussed in the applicable technical sections of this EIR) than would the proposed project, because the No-Project scenario would not include the project's provisions for exclusive use districts to accommodate PDR uses. Therefore, as with Option C, this impact is considered significant and unavoidable for the No-Project scenario, and even Mitigation Measure A-1 (Western SoMa rezoning) would not be anticipated to retain a sufficient supply of PDR land under the No-Project scenario.

As with Options B and C, Improvement Measures D-4 and D-5 (Support for PDR Businesses and Employees, respectively) in Chapter V would reduce the severity of the impact to some degree.

## Plans and Policies (p. 83)

Section IV. B of this EIR describes the major land use and development objectives, policies, and regulations embodied in the *San Francisco General Plan* and San Francisco Planning Code that pertain to the Eastern Neighborhoods Rezoning and Area Plans project. It includes a discussion of how the proposed zoning changes and adoption of new area plans relate to existing plans and policies. The project's relationship to applicable Redevelopment Area Plans that overlap the project area, as well as established planning areas immediately adjacent to the plan area is also discussed. The section also describes citywide planning initiatives and programs that continue to shape the proposed project's underlying goals and implementation strategies.

As part of the review and approval process, the proposed rezoning options and each of the neighborhood area plans would be reviewed by the Planning Commission, and the Board of Supervisors would make findings of consistency with objectives, policies and principles of the *General Plan* at the program level and/or to amend the *General Plan* (particularly existing area plans) to reflect the final zoning, policies and to incorporate the neighborhood area plans.

It is noted that conflict with a *General Plan* policy does not, in itself, indicate a significant effect on the environment within the meaning of CEQA. To the extent that physical environmental impacts may result from such conflicts, such impacts are analyzed in this EIR, in the applicable topic sections. The *General Plan* contains many policies that may address different goals. In addition to consideration of inconsistencies affecting environmental issues, other potential inconsistencies with the *General Plan* may be considered by the Planning Commission and other decision-makers, including the Board of Supervisors, independently of the environmental review process, as part of the decision to approve or disapprove a proposed project. Any potential conflict not identified in this environmental document would be considered in that context, and would not alter the physical environmental effects of the proposed project, which are analyzed in this EIR.



## Visual Quality and Urban Design (p. 129)

Under all rezoning options, the view angle to the sky could decrease in some street corridors. Most views from streets and publicly accessible parks within the project area are not panoramic; rather, they are urban views down developed corridors already flanked by buildings. While proposed height increases and use district changes could facilitate taller development in some locations, and thus decrease the view angle to the sky, taller buildings would not generally obstruct other currently visible elements. The rezoning project would not substantially degrade the views. New development up to the proposed height limits may even help define the street edge and better frame these urban views.

In a few locations adjacent to the San Francisco Bay—such as along the Embarcadero in East SoMa, and from Warm Water Cove in the Central Waterfront—there are relatively wide-angle views of the Bay. However, the project would not affect any development bayward of these vantage points and hence would not affect the openness of the bay views. On Potrero Hill, where there are sweeping views of the city and more distant landscape features, the existing use and height districts would not change; views would not be adversely affected by the rezoning project.

While individual development projects that occur under the proposed rezoning project could generate additional night lighting in the future, the project would not result in obtrusive light or glare that would adversely affect views or substantially affect other properties.

With implementation of the design policies proposed as part of the Eastern Neighborhoods area plans, none of the proposed re-zoning options would substantially degrade the visual character or quality of the area, have a substantial adverse effect on a scenic vista, substantially damage scenic resources that contribute to a scenic public setting, or create a new source of substantial light or glare which would adversely affect day or nighttime views in the area or which would substantially impact other people or properties. All of the proposed rezoning options, as well as the No-Project scenario, would result in visual changes over time. As noted, visual quality is subjective. With all options, the degree of change perceived by observers will vary. For example, some observers could be more keenly aware of any increase in building height or overall density, and these observers could find the changes to be substantially disruptive. On the other hand, it is likely that some observers would not consider the changes in the existing visual setting to be substantial, while still others would see a benefit in certain alteration of the built environment. No direct change in visual quality would occur under the proposed rezoning project, and all of the indirect visual effects of development that could occur through implementation of the proposed project are likely to occur over a fairly lengthy period time.

Given that aesthetic impacts are inherently subjective, and given that the changes would occur within a highly developed urban environment and would be guided by the urban design principles contained within the associated area plans, it cannot be concluded that the range of proposed

rezoning options or the No-Project Alternative would result in a significant adverse effect on visual quality and urban design.

## **Population, Housing, Business Activity, and Employment (Growth Inducement) (p. 175)**

The project would induce substantial growth and concentration of population in San Francisco. In fact, as stated in Chapter III, Project Description, one of the four citywide goals that serve as the “project sponsor’s objectives” for the proposed Eastern Neighborhood Rezoning and Area Plans project is:

*Increase Housing:* To identify appropriate locations for housing in the City’s industrially zoned land to meet a citywide need for more housing, and affordable housing in particular.

As is shown here and elsewhere in this EIR, the increase in population that would be expected to occur as a secondary effect of the proposed rezoning and adoption of the proposed area plans would not, in itself, result in adverse effects, and would serve to advance some key City policy objectives, such as decreasing the air quality impacts of development by coordination of land use and transportation decisions (*General Plan* Air Quality Element Objective 3); provision of new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand (Housing Element Objective 1); encouragement of higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to lower income households (Housing Element Policy 1.1); identification of opportunities for housing and mixed-use districts near downtown and former industrial portions of the City (Housing Element Policy 1.2); identification of opportunities for housing and mixed-use districts near downtown and former industrial portions of the City (Housing Element Policy 1.3); establishment of public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality (Transportation Element Objective 11); and giving first priority to improving transit service throughout the city, providing a convenient and efficient system as a preferable alternative to automobile use (Transportation Element Objective 20).

Moreover, implementation of any one of the proposed project options would result in more housing options and a broader range of housing prices and rents, compared to conditions under the No-Project scenario without implementation of the proposed rezoning and area plans, potentially resulting in a better match between housing supply and demand in San Francisco while potentially providing benefits such as a reduction in traffic and vehicle emissions if San Francisco workers could live closer to their jobs. Option C would provide the greatest number of additional housing units, and Option A, the least, with Option B in the middle of the

range. The proposed population increase could also generate economic growth by increasing demand for neighborhood-serving retail and personal services, although some existing businesses could be displaced by other businesses that might better serve new residents. Furthermore, the additional population would increase demand for other City services (parks, libraries, health care and human services, police and fire protection, schools, and child care), which are the subject of a separate community needs assessment and public benefits recommendations proposed to be included in the area plans.

None of the proposed project options would directly result in displacement of residents. As stated above, each of the proposed rezoning options would result in less displacement as a result of housing demand than otherwise expected under the No-Project scenario, because the addition of more new housing in the Eastern Neighborhoods would provide some relief for housing market pressures without directly affecting existing residents. Option C, with the most new housing units, would potentially provide the greatest such market relief, and Option A, the least, with Option B in the middle of the range.

However, residential displacement is not solely a function of housing supply, and the proposed project could result in indirect, secondary effects on neighborhood character—through gentrification—that could result in some displacement of existing residents over time. In particular, under Option C, which would add the most new housing and would also displace the greatest amount of PDR use, newly rezoned districts have the potential to evolve into higher-value housing areas than would be the case under Options A or B. The associated demand could result in gentrification of existing nearby residential areas and displacement of lower income households. Moreover, lower-income residents of the Eastern Neighborhoods, who also disproportionately live in crowded conditions and in rental units, are among the most vulnerable to displacement resulting from neighborhood change. The proposed rezoning project would, however, help to ameliorate the potential effects of residential displacement by, for example, a requirement that on-site affordable dwelling units, sized to accommodate families, be provided in new residential and mixed-use construction.

Likewise, none of the proposed project options would directly result in displacement of businesses or employment. However, all of the proposed rezoning options would reduce the land supply otherwise available under existing zoning and No-Project conditions for PDR uses, contributing to eventual displacement of some existing PDR business activity and employment. Option A would result in the least amount of this PDR business displacement, and Option C would result in the most, with Option B in the middle. Over time, the real estate market would favor residential, retail, and other higher-value uses, leading to PDR displacement, either to other locations in the City or outside San Francisco, and to some business closures. While this has been an existing trend, it would be expected to accelerate in areas rezoned for non-PDR uses. Some of PDR businesses, particularly those on land they own and those for whom proximity to

San Francisco customers is important, would continue to operate while development patterns changed around them.

Displacement of PDR businesses would, in turn, result in some San Franciscans, including Eastern Neighborhoods residents, with limited education, skills, and language abilities losing opportunities for local, higher wage jobs that offer good opportunities for advancement. Residents who lost their PDR jobs in PDR businesses would add to the need for lower-cost and affordable housing in San Francisco.

Over the longer term, rezoning under Options A or B would offer the possibility of more location advantages for PDR activity in parts of the Eastern Neighborhoods and therefore more PDR business activity and jobs than under the No-Project scenario, as EBD and UMU districts would be established where PDR use would be a priority. Option C, on the other hand, would not establish any such districts except in the Central Waterfront, and would be expected to result in substantially greater PDR displacement than Options A or B. Much existing PDR activity in the new EBD and UMU districts would be expected to remain, and possibly even increase under these options in the heart of the Northeast Mission Industrial Zone, the Central Waterfront south of 25th Street, and the Bayview (outside the Eastern Neighborhoods), which would be formalized as San Francisco's PDR business districts and, potentially along with Western SoMa (depending on the outcome of the community planning process there), would become more suitable locations for the City's PDR activity. Under the No-Project scenario, in contrast, competition for land, incompatible land uses, and no regulation of demolition and displacement of PDR activity would result in an even lesser supply of land and building space for PDR activities, as *ad hoc* conversion of industrial land to housing and other uses would be expected to continue in accordance with recent trends.

The project would not create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply. As stated above, the proposed project would not substantially increase the overall economic growth potential in San Francisco and would not result in substantially more primary employment growth than otherwise expected in the City or the region, because most of the employment growth that would result from new housing in the Eastern Neighborhoods would be in neighborhood-serving retail and services, which are employment categories that tend to respond to increased population, not employment that precedes or leads to population growth.

Instead, implementation of the proposed rezoning and area plans would increase the housing supply potential in the Eastern Neighborhoods and citywide, compared to conditions under the No-Project scenario without implementation of the proposed rezoning and area plans, resulting in more supply relative to demand, more housing choices, and more (relatively) affordable housing units developed than without the project, because the Inclusionary Affordable Housing Program would require below-market-rate units be developed in conjunction with market-rate projects of

five or more units. Therefore, housing prices and rents for both new and existing housing would generally be lower than would be the case with the more limited housing supply potential in these areas under existing zoning and continuation of existing market trends. Additionally, the project would reduce pressure to convert existing rental housing stock to relatively affordable for-sale housing (such as through condominium conversions and the tenants-in-common process), compared to No-Project conditions.

Still, for-sale housing in the Eastern Neighborhoods (and citywide) is likely to remain too expensive for most residents, underscoring the importance of providing and maintaining “affordable” (below-market-rate, or BMR) housing. A possible secondary impact of the proposed project would be a reduction in the number of sites where City-funded and other subsidized BMR housing units could be built, particularly in regard to new development sites. However, continuation of the existing less-restrictive zoning would result in continued increase in land values in the Eastern Neighborhoods, which would also result in elimination of potential BMR housing sites, albeit on a more *ad hoc* basis.

It is noted that the proposed area plans each include objectives and policies that would encourage the production of more affordable housing through means such as identification of appropriate sites, including publicly owned sites, for below-market-rate housing, requiring a certain percentage of residential units be family-sized, promoting alternative homeownership models, and taking specific steps to reduce the cost of housing production, such as through separating the cost of parking from that of housing by revising or eliminating parking requirements, encouraging accessory dwelling units in certain areas, and clarifying zoning rules to encourage housing production.

In summary, it is concluded that, on balance, the anticipated increase in population and density under each of the three proposed rezoning options would not result in significant adverse physical effects on the environment. This EIR identifies several Improvement Measures in Chapter V that could serve to further reduce the less-than-significant physical effects of the proposed project with regard to potential indirect displacement of local-serving businesses, production and retention of affordable housing, and support for PDR businesses in the Eastern Neighborhoods.

## Transportation (p. 253)

Traffic. Under 2025 No-Project conditions, 18 of the 40 study intersections would operate at LOS E or LOS F during the p.m. peak hour, including three of the four in East SoMa (compared with one under baseline conditions); three of 13 in the Mission (compared with two under baseline conditions); nine of 15 in Showplace Square/Potrero Hill (compared with two under baseline conditions); and three of four in the Central Waterfront (compared with none under baseline conditions). In general, the poor operating conditions would occur along the primary access routes to and from the I-80/U.S. 101 and I-280 ramps. As previously noted, intersections leading

to freeway ramps are congested during the evening commute hours, and this congestion is projected to increase in the future.

With the proposed project, 20 of 40 study intersections would operate at unacceptable conditions (LOS E or F) under Option A, 24 under Option B, and 23 under Option C. The three East SoMa intersections that would operate at LOS E or F under 2025 No-Project conditions would continue to operate at unacceptable LOS conditions under all three rezoning options. Of the 13 study intersections in the Mission, three intersections would operate at LOS E or F during the weekday p.m. peak hour under Option A (the same number as under 2025 No-Project conditions), five would operate at LOS E or F under Option B, and four would do so under Option C. In Showplace Square/Potrero Hill, 10 of 15 study intersections would operate at LOS E or F during the weekday p.m. peak hour under Option A, 11 intersections under Option B, and 12 intersections under Option C. And in the Central Waterfront, four of eight study intersections would operate at LOS E or F during the weekday p.m. peak hour under Option A, five intersections under Option B, and four intersections under Option C.

Mitigation measures for the above impacts would include implementation Intelligent Traffic Management Systems (“ITMS”) strategies, improvement and enhancement of streets, promotion of alternative means of travel, and parking management to discourage driving. However, it is not anticipated that the significant adverse effects at local intersections could be fully mitigated, and thus these impacts are considered significant and unavoidable.

Transit. By 2025, growth in Muni ridership Citywide, without implementation of the Eastern Neighborhoods project, would increase about 20 percent over baseline conditions. While some of this increase in transit demand would be accommodated within the existing service, additional service (greater frequency and line extensions and/or new lines) would be required, as would additional equipment (buses and light rail vehicles) and storage facilities. Under 2025 No-Project conditions, ridership demand at the four Muni screenlines is projected to increase by about 22 percent, while capacity is projected to increase by about 14 percent. While the Northeast screenline would operate below capacity levels, the Northwest, Southwest and Southeast screenlines would operate at more than capacity, and there would be significant transit impacts at these screenlines under 2025 No-Project conditions. In the Eastern Neighborhoods, without increases in peak-hour capacity, the majority of Muni lines would exceed Muni’s 85 percent threshold at their maximum load points. In particular, ten of the 11 lines serving the Mission, seven of the eight lines serving Showplace Square/Potrero Hill, and two of the three lines serving the Central Waterfront would operate at more than 85 percent capacity in the inbound and/or outbound directions. (While capacity would generally not exceed Muni’s standard within the Eastern Neighborhoods themselves, many of the Muni lines serving the Eastern Neighborhoods have maximum load points outside the study area, and capacity utilization would exceed Muni’s 85 percent threshold, as is the case under 2000 baseline conditions.) Lines where the 85 percent

threshold would be newly exceeded under 2025 No-Project conditions include the 10-Townsend, 26-Valencia, 33-Stanyan, 47-Van Ness, and 67-Bernal Heights.

Based upon the change from 2025 No-Project conditions, increases in transit ridership under each of the three rezoning options would result in significant cumulative impacts on Muni service affecting lines 9, 10, 12, 14, 22, 26, 27, 47, 49, and 67. Mitigation would necessitate the identification of new funding source(s), to supplement the City's Transit Impact Development Fee program for non-residential uses, to enable Muni to accommodate projected transit demand within the Eastern Neighborhoods and the remainder of the City, including meeting capital needs such as bus storage. Additionally, further mitigation identified in Chapter V would include additional and enhanced Muni service, transit priority on certain streets, improvement of transportation demand management, establishment of a coordinated planning process to link land use planning and development in the Eastern Neighborhoods to transit and other alternative transportation mode planning in the eastern portion of the City. However, it is not anticipated that the significant adverse effects on Muni service could be fully mitigated, and therefore the project's effect on Muni service is considered to be a potentially significant impact.

Pedestrian and Bicycle Conditions. Under 2025 No-Project conditions, the anticipated increase in pedestrian traffic would be accommodated by existing sidewalks. Some of the existing sidewalk deficiencies (e.g., Townsend Street in East SoMa, limited areas of the NEMIZ, some streets in Showplace Square that still reflect the earlier industrial nature of the area, and much of the Central Waterfront except the Dogpatch residential neighborhood and major streets like Third and 20th Streets) would be eliminated as a result of individual development projects and potentially as part of larger planned improvements such as the proposed extension of Caltrain to downtown, which would reconstruct the Townsend Street right-of-way. Further improvements to the pedestrian infrastructure (such as crosswalks and pedestrian signals) would be implemented in response to requirements part of individual development projects. Additionally, the City is currently developing a Better Streets Plan, including the Streetscape Master Plan and the Pedestrian Transportation Master Plan, with a goal of improving the pedestrian environment. Development under 2025 No-Project conditions would result in an increase in pedestrian, bicycle and vehicle trips in the four neighborhoods, with the potential for pedestrian-vehicle conflicts, and a resultant increase in pedestrian injury collisions. Community-supported planning efforts would need to occur to identify specific improvements to enhance pedestrian travel and safety in the Eastern Neighborhoods. The *Southeast Mission Pedestrian Safety Plan* is one example of such an effort conducted as part of Metropolitan Transportation Agency's Livable Streets program, and includes location-specific pedestrian improvements such as bulb outs, ladder crosswalks, pedestrian countdown signals, and red-light photo-enforcement cameras. Once a program of specific improvements within the four neighborhoods are identified, the City's Proposition K transportation sales tax funding, and regional and federal grant funding could be pursued by MTA to implement these projects. In addition, the draft *2005 Bicycle Plan* identifies 13 streets and corridors within the Eastern Neighborhoods where bicycle lanes are proposed.

Under the proposed Eastern Neighborhoods project, growth in pedestrian and bicycle trips would be greatest under Option C, and least under Option A, except in the Central Waterfront, where the growth assumptions from the Better Neighborhoods program would result in the greatest increase under Option A and the least under Option C. Of the four study neighborhoods, the Mission would experience the greatest increase in pedestrian activity due to the proposed project, although the overall increase from baseline conditions—primarily due to other, cumulative, development would be greatest in East SoMa. The addition of vehicle trips associated with development with each rezoning option would increase the potential for pedestrian-vehicle conflicts by the greatest degree in these two neighborhoods.

Site-specific pedestrian and bicycle impact analyses would be conducted for future development, and individual development projects would make localized sidewalk improvements and improvements to reduce pedestrian-vehicle and bicycle conflicts. However, such development projects would not typically be required to improve systemwide or areawide deficiencies. The San Francisco Department of Public Works and Metropolitan Transportation Agency (MTA) would be responsible for the systemwide or areawide deficiencies. Both of these departments have ongoing pedestrian improvements projects, such as installation of pedestrian signal heads and pedestrian countdown timers. Other improvements that could be implemented by these two agencies include crosswalk improvements, corner bulb-outs, pedestrian-scale lighting and decorative pavement. Additional funding for the systemwide or areawide improvements would likely be sought.

New bicycle trips resulting from development subsequent to implementation of the proposed rezoning and area plans would use the existing and planned system of bicycle routes. Individual development projects would be required to comply with provisions of the Planning Code pertaining to bicycle parking spaces in off-street parking facilities, and other support facilities, such as showers and lockers.

Increases in pedestrian, bicycle and vehicle trips associated with new development would result in an increase in the potential for pedestrian-bicycle-vehicle conflicts. Community-supported planning efforts would need to occur to identify specific improvements to enhance pedestrian travel and safety in the Eastern Neighborhoods. These planning efforts (e.g., the *Southeast Mission Pedestrian Safety Plan*) would include a combination of traffic engineering, pedestrian safety, and traffic calming strategies to enhance pedestrian travel and safety. Examples of measures could include bulbouts, ladder crosswalks, pedestrian signals, pedestrian countdown/audible signals, red-light enforcement cameras, intersection vehicle and pedestrian controls, intersection/roadway geometry changes (e.g., narrow travel lanes), and pedestrian scale lighting.

The individual plans for the four Eastern Neighborhoods include objectives and policies that would serve to encourage travel by public transit, and other non-auto modes, and would enhance



pedestrian travel and safety. In addition, all three rezoning options would include changes to the Planning Code parking requirements for residential and non-residential uses, to eliminate minimum parking supply requirements, and instead specify maximum permitted parking supply (the existing Planning Code requirements currently require the provision of car-sharing spaces). Chapter V identifies improvement measures for pedestrians, as well as mitigation and improvement measures for traffic and transit, which, if implemented, would be expected to improve pedestrian safety in the Eastern Neighborhoods.

The San Francisco Department of Public Health (“DPH”) has analyzed pedestrian injuries in traffic accidents a public health perspective. According to data prepared by DPH, the four Eastern Neighborhoods have a substantially greater rate of pedestrian injury collisions, on a population-weighted basis, than does the City as a whole: whereas the number of accidents involving pedestrian injury citywide is approximately 100 per 100,000 population, the comparable rates in the Eastern Neighborhoods range from approximately 150 per 100,000 population in the Mission District to approximately 415 per 100,000 population in East SoMa. The rate in the Central Waterfront is approximately 170 per 100,000 population, while in Showplace Square/Potrero Hill, it is about 240 per 100,000 population. San Francisco as a whole also has a substantially greater number of pedestrian injury accidents on a population-weighted basis than the national average, largely because there is much more pedestrian activity than most comparably-sized cities. Further, four of the five intersections in San Francisco where 10 or more vehicle-pedestrian collisions occurred during the period from 2001-2005 are in the study area.

There are a number of factors that contribute to increased pedestrian-vehicle collisions, and the number of collisions at an intersection is a function of the traffic volume, travel speeds, intersection configuration, traffic control, surrounding land uses, location, and number of pedestrians. DPH has developed a “pedestrian injury model” that attempts to predict the change in accidents involving pedestrian injury on the basis of a number of different factors, including vehicular traffic volume, resident population, proportion of occupied housing units without auto access, proportion of the population that uses transit to travel to and from work, proportion of arterial streets without Muni access in the neighborhood, and land area of the neighborhood. Based on this model, DPH projects that the number of pedestrian injury collisions in the project area could increase, from 2000 conditions, by 17 percent under Option B, about the same as the 16 percent increase in residential population. The DPH pedestrian injury model is one approach to evaluating pedestrian hazards, and is intended to compliment more traditional methods of pedestrian hazards analysis, which are focused more closely on specific locations; that is, traffic engineers tend to examine specific locations (generally, intersections) where a relatively large number of accidents are noted and to examine potential operational solutions (e.g., installation of new traffic signals, signal re-timing, sidewalk widening (bulbouts), and the like) in an effort to alleviate site-specific traffic hazards. Because the City has not established criterion of significance and has not thoroughly evaluated various analysis tools for pedestrian injury

collisions, it cannot be concluded that the proposed project would result in a significant effect with regard to pedestrian conditions.

In summary, pedestrian and bicycle impacts would be less than significant.

Parking. Under 2025 No-Project conditions, the number of residential units within the Eastern Neighborhoods are projected to increase (from 2000 baseline conditions) by 2,871 units, with the greatest amount of development projected to occur within East SoMa (1,581 units). The parking demand associated with these residential units would range from about 2,650 to about 4,300 spaces. Under the existing Planning Code provisions, most new residential developments would be required to provide a minimum of one parking space per unit. Assuming the existing Code requirement, new residential development would provide a minimum of 2,871 parking spaces, which would result in a residential parking shortfall of up to 1,436 parking spaces, depending on the actual demand. Non-residential development under No-Project conditions is projected to increase (from 2000 baseline conditions) by about 3.4 million square feet, with the greatest amount of growth projected to occur within Showplace Square/Potrero Hill (about 2.0 million square feet) and East SoMa (about 718,000 square feet). New development would likely provide off-street parking to meet the existing Planning Code minimum requirements for the various uses. However, it is anticipated that the new supply would not accommodate the entirety of the projected demand associated with the new development, and there would be a parking shortfall.

Under the proposed project, the increase in overall parking demand in the study area, compared to 2025 No-Project conditions, would range from about 6,000 to almost 8,800 spaces under Option A. Parking demand under Option B would be between about 4,400 and 6,700 spaces, while under Option C, demand would be between about 11,000 and 15,000 spaces. Under all three rezoning options, the residential parking demand would represent the majority of the parking demand, except under Option C in the Mission District, where a large amount of new office, retail/entertainment, and cultural/educational/institutional use is projected under this option. Because many of the new use districts would eliminate minimum parking requirements and instead impose parking maximums for both residential and non-residential uses, it is anticipated that there would be a substantially greater shortfall in parking supply versus demand under each of the proposed rezoning options, compared to the No-Project Alternative, which would not reduce parking requirements. However, parking supply is not considered to be a part of the permanent physical environment in San Francisco, as parking conditions are changeable. Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Therefore, the anticipated parking shortfall would be a less-than-significant effect.

## **Noise (p. 303)**

Based on traffic projections, baseline and future noise levels were estimated for several representative major streets within the project area. The greatest noise increases (up to 3 dBA)

would occur from future (2025) growth that would occur without the proposed rezoning (i.e., 2025 No-Project conditions). The proposed rezoning under all options would increase these future No-Project noise levels by 1 dBA or less. In general, traffic noise increases of less than 3 dBA are not perceptible to most people, while a 5-dBA increase is readily noticeable. Therefore, permanent increases in ambient noise levels of less than 3 dBA are considered to be less than significant, and implementation of the proposed Eastern Neighborhoods Rezoning and Area Plans would have a less-than-significant noise impact due to noise created by project-generated traffic. Cumulative noise levels, including other future development not related to the proposed project, would increase by up to 3.3 dBA under Option A, 3.5 dBA under Option B, and 3.6 dBA under Option C. Although the cumulative noise increase would be greater than the 3-dBA threshold, none of the proposed rezoning options' contributions would be "considerable" within the meaning of CEQA, because the cumulative peak-hour noise levels would, in each case where the cumulative increase would exceed 3 dBA, be less than 70 dBA, which is the exterior noise level at which it is typically possible to maintain acceptable residential interior noise levels without special noise attenuation features, and because the contribution under each of the proposed rezoning options would be less than 1 dBA in each case, which is not a perceptible change. Therefore, the cumulative noise increases are considered to be less than significant.

The *San Francisco General Plan* noise guidelines indicate that any new residential construction or development in areas with noise levels above 60 dBA (Ldn) should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. In areas where noise levels exceed 65 dBA (Ldn), new residential construction or development is generally discouraged, but if it does proceed, a detailed analysis of noise reduction requirements must be done and needed noise insulation features included in the design. Therefore, a detailed analysis of noise reduction requirements should be completed for all future residential and hotel uses proposed in areas subject to noise levels above 60 dBA (Ldn). Since noise measurements indicate noise levels exceed 60 dBA (Ldn) along almost all streets in the project area and in areas where most new residential development is expected to occur with implementation of the proposed rezoning, noise compatibility impacts would be potentially significant and a detailed noise analysis would be required for residential development proposed in the project area to reduce these impacts to a less-than-significant level.

However, because most new residential development that would be allowed within the project area by the proposed rezoning would be attached, multi-family residential units, most new residential development in the Eastern Neighborhoods would be subject to Title 24 Noise Insulation requirements. This state regulation requires meeting an interior standard of 45 dBA (Ldn) in any habitable room and, where such units are proposed in areas subject to noise levels greater than 60 dBA (Ldn), demonstrating how dwelling units have been designed to meet this interior standard. Therefore, compliance with the state noise standards would ensure consistency with the *General Plan* noise standards for most new residential development in the project area.

For residential development not subject to the California Noise Insulation Standards (e.g., single-family dwellings), traffic noise in the study area could potentially result in a significant effect if interior noise were not adequately reduced, consistent with the state standards for multi-family housing. Mitigation identified in this EIR would require that residential development not subject to the California Noise Insulation Standards would undergo appropriate noise analysis prior to approval and construction, thereby avoiding the potential significant impact of exposure to noise levels in excess of *General Plan* recommendations. It should be noted that in areas with noise levels up to 70 dBA (Ldn), conventional construction but with closed windows and fresh air supply systems or air conditioning will normally be adequate to maintain acceptable interior noise levels (45 dBA, Ldn). Additional noise attenuation features may need to be incorporated into the building design where noise levels exceed 70 dBA (Ldn) to ensure that acceptable interior noise levels can be achieved.

Other noise-sensitive land uses, such as schools, libraries, churches and hospitals, where the *General Plan*-recommended threshold for detailed noise reduction analysis is 65 dBA (Ldn), would be subject to this noise recommendation at many locations in the in the study area. Because such special-purpose uses are frequently subject to particular design and construction standards, it is similarly anticipated that consistency with the *General Plan* recommendations would occur as a matter of course, in many instances. To avoid the potential significant impact of exposure of such uses to noise levels in excess of *General Plan* recommendations, mitigation would ensure that such uses would undergo appropriate noise analysis prior to approval and construction. Likewise, mitigation would avoid potentially significant noise impacts to other new development in the project area by ensuring appropriate noise analysis, consistent with the *General Plan* noise guidelines for land use compatibility.

In general, the proposed rezoning and area plans would tend to rationalize the arrangement of land use in the Eastern Neighborhoods so that new residential uses would be less likely to locate in proximity to new noise-generating PDR uses than is the case under baseline conditions or under future No-Project conditions absent the proposed rezoning. This is because the rezoning would more clearly delineate Employment and Business Development (EBD), mixed-use residential, and neighborhood commercial districts and would tend to concentrate these uses in designated areas and corridors to a greater degree than under the existing M-1 and M-2 zoning, which is more permissive in that it allows all major land use categories. Because the proposed controls would more clearly define areas intended for residential and PDR uses, the rezoning would tend to result, over time, in fewer land use conflicts between noise generators and residential and other more noise-sensitive uses. The project would also create buffers between residential and non-residential areas through the UMU district. However, because the proposed rezoning would permit existing uses to remain where they are, existing PDR uses would remain, to a greater or lesser degree, in some areas newly zoned for mixed residential and other uses. Thus, particularly in the short term, the project would facilitate some residential development in proximity to a mix of uses including PDR uses that can generate operational noise, as well as

other non-residential uses such as retail and entertainment, cultural/institutional/educational uses, and offices. Sources of noise typically associated with such non-residential uses can include loading/unloading activities, truck noise, and noise from stationary sources, which during nighttime hours can result in noise conflicts between residential and commercial uses.

Residential development in proximity to existing noisy uses could result in health effects associated with exposure to chronic high levels of environmental noise and with exposure to short term accidents in noise occurring during the typical hours of sleep, including sleep disturbance, annoyance, impaired speech comprehension, and possible changes in cognitive function. Moreover, the interior noise protections required by Title 24 will not protect the entire population from the health effects (e.g. sleep disturbance) of short-term exceedances of ambient noise levels, because Title 24 standards are based on 24-hour noise levels and short-term noise sources often have little effect on these day-night average noise levels. Mitigation identified in this EIR would reduce such potential conflicts between existing noise-generating uses and new sensitive receptors by requiring evaluation of the noise environment around any site where a noise-sensitive use is proposed, in advance of the first approval of such use, as well as conflicts between new noise-generating uses and existing noise-sensitive uses, and would reduce noise impacts of potentially incompatible uses to a less-than-significant level.

## **Air Quality (p. 323)**

In accordance with Bay Area Air Quality Management District (BAAQMD) guidance, this EIR judges the significance of the overall impact of operational emissions of criteria air pollutants generated as a result of the proposed Eastern Neighborhood rezoning and area plans on the basis on the consistency of the proposed project with the *Bay Area 2005 Ozone Strategy*, which is the most recently adopted regional air quality plan. According to the BAAQMD, a planning document's consistency with the *2005 Ozone Strategy* is established through 1) a comparison of the plan's projections of population and vehicle use (vehicle miles traveled) with those upon which the *2005 Ozone Strategy* is based; 2) the extent to which the plan implements transportation control measures identified in the *2005 Ozone Strategy*; and 3) whether the plan provides buffer zones around sources of odors and toxics. Inasmuch as growth rates anticipated under the proposed Eastern Neighborhoods Rezoning and Area Plans would not exceed ABAG's projected growth rate for San Francisco or for the Eastern Neighborhoods study area, project implementation under all options would not result in a significant impact on regional air quality planning efforts. Another way of stating this conclusion is that the proposed Eastern Neighborhoods Rezoning and Area Planning Project would generally be consistent with the smart growth principles upon which ABAG's *Projections* have been based since 2003, in that the proposed project would encourage "smart growth." In addition, the number of daily vehicle trips would increase at a lesser rate than would the population, this suggests that the proposed Eastern Neighborhoods Rezoning and Area Plans project would be consistent with the goal of the *2005 Ozone Strategy* to reduce vehicle usage, relative to population, and thereby reduce VMT. It

should also be noted that projected growth in the Eastern Neighborhoods would occur in an urban area. Therefore, emissions increases from projected growth and development within the project area could be less than would result if the same amount of growth occurred in outlying areas of the air basin (where trip lengths would be longer, on average). Although the proposed rezoning does not include any specific traffic improvements, proposed transportation policies of the area plans would be consistent with pertinent TCMs outlined in the *Bay Area 2005 Ozone Strategy*.

Finally, in terms of toxic air contaminants, where DPM is the key TAC of concern, while the risk from DPM will decrease over time as cleaner technologies are phased into use, until there is sufficient fleet turnover and retrofitting of older trucks to reduce DPM emissions, sensitive land uses would be subject to cancer-related health risks associated with proximity to freeways and major roadways with large volumes of truck traffic within the Eastern Neighborhoods. DPM-related health risks to residents and employees of new development in the Eastern Neighborhoods could be minimized by provision of upgraded ventilation systems where modeling of DPM concentrations indicates such filtration is warranted. Along with regulations already in place to reduce DPM emissions, such interior air filtration, where warranted, would be required by mitigation identified in this EIR, and would be expected to reduce the impact to a less-than-significant level. In light of the above, the proposed project would be consistent with the *Bay Area 2005 Ozone Strategy*, and project impacts on air quality would be less than significant.

Certain other uses that could locate in the project area could result in emissions of DPM and other TACs. These include, for DPM, warehousing and distribution centers and commercial, industrial, or other uses that generate substantial truck traffic. For other TACs, uses would include, among others, dry cleaners, drive-through restaurants, gas stations, auto body shops, metal plating shops; photo processing, furniture upholstery, appliance repair, printing, hospitals and clinics, biotechnology research, warehousing and distribution centers, and processing of textiles and

- leather. Mitigation identified in this EIR would require that uses generating substantial DPM emissions be located no less than 1,000 feet from residential units and other sensitive receptors,
- and would require a site survey to identify existing residential or other sensitive uses where other new TAC-generating uses are proposed. This mitigation would reduce impacts of uses generating DPM and other TACs to a less-than-significant level.

The project's incremental increases in GHG emissions associated with traffic increases, residential and commercial space heating, and increased energy demand would contribute to regional and global increases in GHG emissions and associated climate change effects. Neither the BAAQMD nor any other agency has adopted significance criteria or methodologies for estimating a project's contribution of GHGs or evaluating its significance. However, the proposed rezoning would encourage use of transit and alternative transportation modes, which could help reduce transportation-related GHG emissions, relative to the same amount of population and employment growth elsewhere in the Bay Area, where transit service is generally less available than in the central city of San Francisco. In addition, GHG emissions increases from projected

growth and development within the project area could be less than would result if this growth occurred in outlying areas of the air basin, where trip lengths would be longer. Moreover, the project's emphasis on creating relatively higher-density, mixed-use neighborhoods would be expected to make walking and other non-vehicular travel more viable than would be the case for similar population and employment growth in lower-density, single use neighborhood. New construction within the project area will also be required to meet California Energy Efficiency Standards for Residential and Nonresidential Buildings, requirements of pertinent City ordinances such as the Residential Energy Conservation Ordinance, and emissions reduction actions included in the San Francisco Climate Action Plan, helping to reduce future energy demand as well as reduce the project's contribution to regional GHG emissions.

Thus, it can be fairly stated that GHG emissions related to the proposed Eastern Neighborhoods Rezoning and Area Plans would likely be of lesser intensity than for residential and commercial development of comparable magnitude in a less dense, more sprawling environment. It can be stated with equal clarity that enhancements to transit service in the project area and vicinity, provision of other alternatives to automobile travel, and measures to permit employees to live closer to their workplaces and to provide employment opportunities for nearby residents would all combine to reduce GHG emissions that would otherwise be generated by increased vehicle travel. Given all these factors to minimize vehicle trip lengths and energy demand increases, the proposed rezoning options would not conflict with the State's goals of reducing GHG emissions to 1990 levels by 2020, and the project's impact on GHG emissions would be less than significant.

## **Parks, Recreation and Open Space (p. 363)**

The *General Plan*'s guideline of 5.5 acres per 1,000 residents for city-serving spaces is currently met under existing conditions, and would continue to be met under each of the three rezoning options. The Eastern Neighborhoods are collectively served by about 50 acres of neighborhood parks and facilities (district- neighborhood- and subneighborhood-serving parks). With a baseline (2000) population of approximately 67,000 residents, the existing resources provided approximately 0.75 acres of neighborhood parks per 1,000 residents under baseline conditions, which is slightly less than the citywide average for park acreage (excluding the largest citywide parks) of approximately 1.1 acres per 1,000 residents. Each of the rezoning options would accommodate more residential development within the Eastern Neighborhoods, thereby increasing the demand for parks and recreational facilities. An unmet demand for parks and recreational resources, in itself, would not be considered a significant impact on the environment. Based on the CEQA significance criteria, the proposed project would have an adverse environmental impact if it were to cause the deterioration of existing recreational resources through increased use or require the construction or expansion of recreational facilities that may have an adverse effect on the environment. It can be anticipated that increases in the number of permanent residents without development of additional recreational resources could result in

proportionately greater use of parks and recreational facilities in and near portions of the Eastern Neighborhoods, which could may result in physical deterioration. In particular, the Mission District, with an existing shortfall in both neighborhood parks and recreational facilities, some physical degradation of both parks and recreational facilities may occur due to the cumulative demands on those facilities. However, the rate of deterioration depends on a number of factors including park design, age, infrastructure, how the park is being used, as well as whether adequate levels of upkeep are maintained.

Although the proposed area plans do not include specific parks or recreational facilities that would be developed as part of the rezoning effort, the draft area plans for each neighborhood seeks to address the potential future open space and recreational facility space needs through a set of goals, objectives and policies, including a proposal to convert to open space surplus rights-of-way on streets, alleys and sidewalks. The policies also provide guidance in terms of location, size, accessibility, landscape design and maintenance guidelines. The draft area plans encourage additional Planning Code requirements for new development including the provision of publicly accessible open space. All of the draft area plans include a policy to “identify [open space] sites for possible acquisition” and indicate in an illustrative manner, where future park, open space and recreational facilities should be developed based on neighborhood needs. The Planning Department has begun an effort with the Recreation and Parks Department as well as interested members of the public to further this policy by examining potential sites for future open space and/or recreation facility development.

The Planning Code requires a specified amount of new usable open space (either private or common) for each new residential unit. Draft area plan policies indicate that the code’s minimum of 36 square feet of private open space per unit (for most residential districts) could in some instances increase to a minimum of 80 square feet, thereby increasing the amount of on-site open space required as part of private development projects compared to existing conditions, which would offset some open space needs generated by the development of new residential uses. Future uses could also be required to provide privately owned, publicly accessible open spaces. While future private open spaces may not alleviate the existing deficiencies in each or any of the neighborhoods, proposed changes to the Planning Code would offset some of the additional need generated by increase population to the project area.

Although open space is not currently required for non-residential uses outside the existing South of Market mixed-use districts (and in downtown and Chinatown), it is anticipated that open space requirements for non-residential development could be adopted as part of the proposed Eastern Neighborhoods rezoning in certain new use districts so that new development would provide either on-site publicly accessible open space, or would contribute to an open space fund. This approach would be similar to that now employed in the South of Market mixed-use districts. The intent would be to compensate for the fact that portions of the project area proposed for new



residential or mixed-use (including residential) zoning have historically been in non-residential use and therefore were not expected to, and did not, provide substantial open space.

The draft area plans include policies which would “require minimum ecological standards for urban landscaping for all new development and provide incentives for existing development to meet these standards,” which would essentially function as a landscaping ordinance. This would be achieved through implementation of a “San Francisco Green Factor,” which is a flexible system that provides project sponsors with a range of options to meet minimum standards related to onsite landscaping that “incorporates rainwater retention and filtration through permeable surfaces, green roofs, semi-open surfaces and vertical greenery.” Implementation of such a program in the Eastern Neighborhoods would comport with the basic tenets of the City’s Sustainability Plan and could result in incremental, beneficial effects related to a reduction in stormwater runoff, increases in groundwater recharge, reductions in the urban heat island effect, increased carbon sequestration, as well as potential aesthetic benefits related to increases in neighborhood greenery.

Implementation of the aforementioned goals for new park and open space development, existing park renovation, and public realm improvements would require funding sources beyond what currently exist today. The separate Public Benefits Analysis includes a compilation of tools that could potentially meet some future community needs, including for recreational resources. Among the tools are planning policies, zoning requirements, taxes and impact fees, establishment of service and/or assessment districts, and direct provision of facilities by developers. Additionally, the planned update of the *General Plan*’s Recreation and Open Space Element will focus on identification of opportunity areas for the acquisition of new park and recreational facilities, to examine methods to acquire future and to maintain existing facilities, such as through the development of impact fees or through public/private partnerships as well as to link open space and recreation planning to ongoing greening efforts in other city departments along public streets and right-of-ways (“living streets”). It should be noted that future proposals for the development of park and/or recreational facilities would undergo site-specific environmental review.

The Implementation Plan and Funding Strategy produced from the Public Benefits Analysis, along with the product of the Recreation and Open Space Element update process, are anticipated to describe additional potential contributions to the City’s existing Open Space Fund and other bond measures supporting the Recreation and Park Department Capital Improvement Plan. Together, these efforts should establish a variety of tools to achieve the open space objectives set forth in each of the Eastern Neighborhoods draft area plans. Additionally, implementation of draft area plan policies geared toward amending Planning Code requirements of new development would implement the appropriate controls to ensure existing and future neighborhood workers, visitor and permanent residents would be served with parks and open spaces. In light of the above, it can be concluded that none of the proposed rezoning options, nor the No-Project scenario, would result in substantial or accelerated deterioration of existing recreational resources

or require the construction or expansion of recreational facilities that may have an adverse effect on the environment.

## **Shadow (p. 380)**

In some instances, existing development near publicly accessible parks and open space is not as tall as the current height limit would allow. The rezoning project itself would not directly lead to an increase in the height of, or the shadows cast by, existing buildings. However, in areas where the proposed rezoning would allow for changes to permitted land uses, additions to existing buildings and redevelopment of parcels may be more likely to occur, as the incentive for development would potentially be greater due to the additional permitted heights. New buildings could be constructed up to the applicable height limit, unless restrictions were imposed by Section 295 or other applicable controls under the Planning Code. (Section 295, the Sunlight Ordinance, generally prohibits buildings greater than 40 feet tall that would shade parks under the jurisdiction of the Recreation and Park Department, except during early morning and late afternoon hours, if the shadow would adversely affect use of the park, unless the Planning Commission determines that the effect would be insignificant.)

Of the 24 parks in the project area, nine are surrounded by parcels and blocks in which the existing height limits would remain the same or decrease under all three of the Eastern Neighborhoods rezoning options. The majority of these parks are also located in residential neighborhoods where the use regulations are not expected to substantively change, so the project would not likely to result in any development pressure on properties not currently built to the maximum height. These parks include: South Beach Park (East SoMa), Mission Center (Mission), Jose Coronado Playground (Mission), Parque Ninos Unidos (Mission), Juri Commons (Mission), Garfield Square (Mission), McKinley Square (Showplace Square/Potrero Hill), Potrero Hill Recreation Center (Showplace Square/Potrero Hill), and Tulare Park (Central Waterfront). Because no changes to the height limits surrounding these parks and open spaces are proposed, none of the rezoning options are expected to result in increases in the extent or duration of daily shadow cast on them. Additionally, no changes to existing height limits are proposed surrounding the non-Recreation and Park Department open spaces along the Embarcadero in East SoMa, and thus these spaces would not be adversely affected by the project.

Some of the above parks could be shaded by development pursuant to existing height limits (i.e., under the No-Project scenario). Those in the Mission District would have the greatest potential for new shadow under existing height limits, as many of these parks are relatively small and some are nestled within city blocks. In particular, Juri Commons, on the block bounded by 25th, 26th, Guerrero, and Valencia Streets, could be shaded by new buildings but within the current 40-foot height limit. However, the effect would be limited because the narrowness of the space means existing buildings already cast substantial shadows except at midday, and the park is heavily landscaped.

Increased height limits around 15 parks could result in additional shadow indirectly attributable to the proposed project, although two parks, Victoria Manalo Draves Park (East SoMa) and Esprit Park (Central Waterfront), are near elevated roadways that already cast shadow that would not change in the future. Twelve of the 15 parks are under the jurisdiction of the Recreation and Park Department and therefore subject to Planning Code Section 295. All future development greater than 40 feet in height would be subject to the Section 295 review process and the potential shadow impacts would be evaluated based on the guidelines of that code section.

All potential increases in the extent or duration of shadow would be somewhat ameliorated by the fact that all proposed development would be subject to site-specific environmental review and any additions or new development over 40 feet in height to the provisions of Planning Code Section 295. Under Section 295, the Planning Commission could not approve a project determined to have significant shadow impacts on the use of a park property.

Three parks within the project area—the Alice Street Community Gardens in East SoMa and the Warm Water Cove and Wood Yard Mini-Park in the Central Waterfront—are under the jurisdiction of other agencies and hence not subject to Section 295 of the Planning Code. However, the height limit around Alice Street Community Gardens is already up to 130 feet, and the proposed five-foot height limit increase would not noticeably increase the duration of shadow or detract from the use of the space. The extent and duration of shadows on Warm Water Cove could increase with the proposed 15-foot height limit increase on the park's western and southern sides, but the park would still experience substantial sunlight throughout the day, particularly along the shoreline, and its usability would not be significantly affected. Neither would the increase in shadow duration and extent on Woods Yard Mini-Park have a significant adverse impact on the use of the park as it would remain in full sun for most of the day.

The extent and duration of shadow on public sidewalks could increase along street corridors where the project includes an increase in the maximum building height. However, this new shadow would not be in excess of that which would be expected in a highly urban area.

None of the potential increases in shadow would alter temperatures in such a way to substantially affect public areas or change the climate in the community or region.

Nevertheless it cannot be stated with certainty that compliance with Section 295 would always mitigate any potential significant effects under CEQA. Moreover, sites surrounding many of these parks could be redeveloped with taller buildings without triggering Section 295. Therefore, under both existing height limits (the No-Project Alternative) and with implementation of the project, there could potentially be significant shadow impacts in the project area parks. It cannot be concluded that this impact would be less than significant because of the potential existing for new shadow, possibly in substantial amounts depending on subsequent individual proposal(s) that may be put forth, and because the feasibility of complete mitigation for potential new shadow impacts

of currently unknown development proposals cannot be determined at this time. Therefore the project impact with respect to shadow is judged to be significant and unavoidable for all three rezoning options and for the No-Project Alternative.

## **Archeological Resources (p. 419)**

Based on previous archeological research and historical documentation, various archeological resources are expected to be present within the project area. These include: prehistoric resources, Spanish/Mexican period adobe structures, early boat construction/repair yards, industrial facilities, deposits related both domestic and commercial uses and to such notable institutions and establishments as the original San Francisco County (now General) the original St. Luke's Hospital, Hospital, the Willows and Woodward's Gardens amusement parks, the Union Race Course, the Pacific Mail Steamship Co., the Magdalen Asylum and Female Industrial School, and remains associated with the early Butchertown district and the Mission Dolores Archeological District.

Under any of the proposed rezoning options, the proposed changes in Planning Code use and height controls and amendments to the General Plan for the project area would create a regulatory context for new private land improvements that could result in a greater potential for the disturbance of soils below the existing surface than exists under the current zoning, which could disturb archeological resources potentially eligible for the California Register. Major portions of the project area are within Liquefaction Hazard Zones in which new residential development or adaptation of industrial/commercial/institutional buildings for residential use would frequently require geotechnical support in the form of pilings or soils improvement techniques. Increased residential capacity would likely result in increased disturbance of soils over baseline conditions from residential project activities such as foundation support, excavation for sub-grade levels, and, in some cases, utilities installation. Since a wide range of potentially California Register-eligible archeological properties may be present within the project area, the proposed revision in land use regulations and policies would result in an increased level of soils disturbance and, thus, could adversely affect California Register-eligible archeological resources. In addition, soils-disturbing activities resulting from subgrade basement/garage excavation, foundation support, and utilities installation associated with the increase in residential and commercial development allowed under proposed land use policies of the Project could adversely affect California Register-eligible archeological resources within the Mission Dolores Archeological District.

Archeological research has been completed for portions of the project area. For subsequent development projects within these areas, mitigation in the form of preparation and implementation of an addendum to a previously prepared archeological research design and treatment plan (ARDTP) would reduce potential program-level effects of the proposed Plan on archeological resources to a less-than-significant level. Where no such ARDTP has been prepared, mitigation would require preparation of a site-specific Preliminary Archeological

Sensitivity Study and, where warranted, an ARDTP for subsequently proposed projects in the study area. This mitigation would reduce potential impacts to a less-than-significant level. Finally, for projects within the Mission Dolores Archeological District that would result in soils disturbance 2.5 feet or more below grade, mitigation that would involve pre-construction testing and, potentially, archeological monitoring during ground-disturbing activities would likewise reduce potential effects to a less-than-significant level.

## **Historic Architectural Resources (p. 441)**

As would be the case with archeological resources (discussed above), implementation of any of the three proposed rezoning options could indirectly result in increased development pressure on certain sites where Planning Code use and/or height controls could encourage redevelopment and new construction. In some instances, these sites are occupied by historical resources, potential resources, or age-eligible resources that could therefore be threatened with demolition or substantial alteration. Mitigation measures identified in this EIR could reduce the severity of potential effects on historical resources. However, it is likely that at least some future development proposals in the Eastern Neighborhoods would result in demolition, alteration, or other changes to one or more historical resources such that the historical significance of those resources would be “materially impaired.” Therefore, for purposes of a conservative analysis, and pending completion of historical resources surveys for the entire project area, each of the proposed rezoning options’ indirect effect on historical resources is judged to be significant and unavoidable.

The No-Project Alternative would not result in the kind of development pressure, described above, that would be brought about by each of the three rezoning options. However, given the loss of many potential historical resources and/or potential historic district contributors in the project area—particularly in East SoMa—and given the continuing development pressure in the Eastern Neighborhoods, it is unlikely that the No-Project scenario would see a halt in demolition of historical resources and potential resources. In light of these recent trends, it can be reasonably anticipated that other, future projects will be proposed in the Eastern Neighborhoods that could threaten additional historical resources and potential resources even under the No-Project Alternative. Although it could reasonably be expected that the impacts might be somewhat less substantial than with the proposed project, this impact is judged to be significant and unavoidable for the No-Project Alternative, as well.

Depending on the degree to which individual buildings and/or districts that are known historical resources are adversely affected, the proposed rezoning project would contribute to the above-described loss of historical resources and potential resources resulting from actions other than the proposed Eastern Neighborhoods Rezoning and Area Plans project, both within the study area, as well as elsewhere in San Francisco. Given the degree of change that can reasonably be anticipated in the study area and citywide over the period when the proposed project would be implemented,

and the concomitant anticipated loss of a certain number of historical resources, this cumulative impact would be significant and unavoidable.

## **Hazards (p. 475)**

Rezoning under the proposed project could result in a reduction in the amount of currently zoned industrial (PDR) land in the Mission, East SoMa and Showplace Square/Potrero Hill neighborhoods. In all areas, some land currently zoned for industrial purposes would no longer allow any PDR uses. In addition, the number of nonconforming businesses would be expected to gradually decline, potentially replaced by residential, commercial or open space uses.

These changes would ultimately involve the closure of some industrial business, the conversion of land uses and the introduction of new businesses and residential uses, with the effects varying by degree among the three rezoning options. Without measures to ensure adequate cleanup of closed facilities and cleanup of soil and groundwater to appropriate cleanup levels, future site occupants could be exposed to unacceptable levels of hazardous materials. In addition, at sites where remediation has been completed or in the cases where closure has been granted, regulatory agencies may have approved health-based cleanup levels that are based on current land uses and in some cases closure may have included containment controls such as a cap as adequate to prevent unacceptable exposure to hazardous materials for a given land use. (Such measures allow the site owner to leave hazardous materials in the soil and/or groundwater at concentrations higher than otherwise applicable cleanup levels.)

If land uses change to a more sensitive use as a result of implementation of the project, such as changing from an existing industrial use to new residential units, stricter cleanup levels would apply. Without additional remediation, new site occupants could be exposed to unacceptable levels of hazardous materials in the soil and/or groundwater. However, compliance with facility closure requirements specified in Article 21 of the San Francisco Health Code, and site assessment and remediation requirements that may be triggered by Article 22A or the California Land Reuse and Revitalization Act, would ensure that the potential for hazardous materials to be present is addressed and that further remediation would be conducted under the oversight of the appropriate regulatory agency, if required. Further, a deed restriction would be placed on any property where hazardous materials are left in place, and in accordance with this restriction, new site owners would be required to comply with any approved plans, such as a Risk Management Plan, Health and Safety Plan, or Cap Maintenance Plan, specifying procedures to be followed to prevent unacceptable exposure to hazardous materials left in place. Because of the well-established regulatory framework for site assessment and remediation, impacts related to exposure to hazardous materials due to land use changes are considered less than significant.

Portions of the project area are likely to have contaminated soil or groundwater and/or hazardous building materials (among them, asbestos, lead-based paint, PCBs) as a result of the placement of 1906 earthquake fill, previous and current land uses associated with the use of hazardous

materials, other known or suspected instances environmental contamination, such as leaking underground storage tanks, and the age of buildings in the project area. In general, compliance with existing laws and regulations, appropriate site-specific review and, where warranted, remediation, and guidance by appropriate regulatory authorities such as the San Francisco Department of Public Health, Regional Water Quality Control Board, and California Department of Toxic Substances Control, along with mitigation that would require proper removal and disposal of any equipment containing PCBs or DEPH, such as fluorescent light ballasts, would ensure protection of workers and public health and safety, and reduce any potentially significant effects to a less-than-significant level.

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## C. Mitigation Measures (p. 501)

### Land Use

#### Mitigation Measure A-1: Western SoMa Rezoning

The Planning Commission and Board of Supervisors could ensure that the community planning process currently under way in Western SoMa places a priority on the maintenance of land use to controls to accommodate PDR uses and restricts potentially incompatible uses, such as residential and office development, to minimize conflicts with existing and potential future PDR businesses. Specifically, the land use controls adopted for Western SoMa could incorporate, at a minimum, no net loss of land currently designated for PDR uses, restrict non-PDR uses on industrial (or other PDR-designated) land, and incorporate restrictions on potentially incompatible land uses proximate to PDR zones. (See also Improvement Measure D-4, p. 524.)

The above measure is judged to be infeasible, because the outcome of the community-based Western SoMa planning process cannot be known at this time. Moreover, the above measure could be seen to conflict with other City policy goals, including the provision of affordable housing.

### Transportation

#### *Traffic*

#### Mitigation Measure E-1: Traffic Signal Installation

**De Haro/Division/King.** To mitigate the 2025 No Project traffic impacts, a traffic signal would need to be installed. With a new signal, the average delays at the intersection would decrease, and the intersection would operate at LOS C.

**Rhode Island/16th Streets.** To mitigate the 2025 No Project impacts, a traffic signal would need to be installed. With this change, the average vehicle delay would decrease, and the intersection would operate at LOS A.

**Rhode Island/Division Streets.** To mitigate the 2025 No Project impacts, a traffic signal would need to be installed. With this change, the average vehicle delay would decrease, and the intersection would operate at LOS C. There are a number of proposed developments in the immediate vicinity of this intersection that would contribute to growth in future traffic volumes and increased delays, most noticeably the proposed 801 Brannan Street project, and the One Henry Adams Street project. Implementation of a signal at this intersection could be linked to these and other proposed development projects.

**25th/Indiana.** Installation of a traffic signal at this intersection would mitigate the 2025 No Project impacts. Weekday p.m. peak hour operating conditions would improve at this intersection to LOS B. It is anticipated that implementation of a signal at this intersection would be linked to development that is anticipated to occur within the Eastern Neighborhoods area, or would be signalized by the MTA when warranted if signalization is not required as mitigation for new development in the area.

## **Mitigation Measure E-2: Intelligent Traffic Management**

As a mitigation measure to reduce congestion with the Eastern Neighborhoods, particularly during peak periods, implement Intelligent Traffic Management Systems (“ITMS”) strategies. Examples of potential measures include:

- Prioritize and expand the implementation of San Francisco’s Integrated Transportation Management System (SFGO) program in critical Eastern Neighborhood corridors.
- Promote the use of smart parking technology to reduce excessive driving in search of parking spaces.
- Establish progressive metering of traffic through coordination of traffic lights and signals.

## **Mitigation Measure E-3: Enhanced Funding**

As a mitigation measure to adequately address the growth in automobile traffic generated by the Eastern Neighborhoods rezoning, ensure that sufficient operating and capital funding is secured for congestion management programs to make more efficient use of ramps, streets and parking, as well as funding to sustain alternative transportation (transit, bicycle, pedestrian) networks and programs that provide incentives for drivers to use these modes. Potential funding strategies are described in Mitigation Measure E-5.

## **Mitigation Measure E-4: Intelligent Traffic Management**

As a mitigation measure to reduce the incentive to drive to destinations within the Eastern Neighborhoods, manage parking programs and supply of on-street and off-street parking. Mitigation may be achieved through some or all of the following measures:

- Implement parking policies that favor short-term parking and progressive parking rate structures to discourage commuter and long-term parking.
- Manage on-street parking through a residential permit process to discourage long-term employee and visitor parking in residential areas of the Eastern Neighborhoods.



- Reduce the provision of off-street parking for commercial, institutional and recreational uses by addressing demand through cash-out parking programs, car-sharing, bike-sharing, station cars, emergency-ride-home programs, peak parking pricing, and unbundled commercial or institutional parking to facilitate and reduce the relative cost of using alternative modes of transportation.

Additional measures that would reduce traffic impacts are described below in mitigation measures for transit, including Mitigation Measures E-7, E-11, and E-12.

## ***Transit***

### **Mitigation Measure E-5: Enhanced Transit Funding**

As a mitigation measure to adequately serve increased transit demand generated by the Eastern Neighborhoods rezoning, ensure that sufficient operating and capital funding is secured. Mitigation may be achieved through some or all of the following measures:

- Establish an impact fee to supplement the current Transit Impact Development Fee on all new residential and non-residential development in the Eastern Neighborhoods.
- Establish other fee-based sources of revenue such as, for example, parking benefit districts.
- Establish a congestion-charge scheme for downtown San Francisco, with all or a portion of the revenue collected going to support improved transit service on lines that serve downtown and the Eastern Neighborhoods.
- Seek grant funding for specific capital improvements from regional, state and federal sources.

### **Mitigation Measure E-6: Transit Corridor Improvements**

As a mitigation measure to accommodate project transit demand, provide improved transit service in corridors that are affected by new transit trips generated by the Eastern Neighborhoods rezoning and area plans. Corridors may include Mission Street between 14th and Cesar Chavez Streets, 16th Street between Mission and Third Streets, Bryant Street or other parallel corridor between Third and Cesar Chavez Streets, a north-south corridor through portions of SoMa west of Fifth Street, and service connecting Potrero Hill with SoMa and downtown. Mitigation may be achieved through some or all of the following measures:

- Reduce headways on transit lines serving the Eastern Neighborhoods, so that capacity utilization factors meet Muni's capacity utilization standard of 85 percent. Candidate lines for changes to headways include those along the east-west corridors in the Mission District, especially where these corridors connect with BART and connect with the Showplace Square/Potrero Hill and Central Waterfront neighborhoods (such as the 22-Fillmore and 48-Quintara), along the north-south corridors that serve the eastern half of the Mission District and Showplace Square/Potrero Hill neighborhoods (such as the 9-San Bruno and the 27-Bryant), and lines linking the Market Street subway with East SoMa, with Mission Bay, and with Showplace Square. On some

lines where peak load demand would be the greatest, peak period headways may be reduced by half (for example, on the 22-Fillmore and 9-San Bruno).

- Decrease travel times and improve reliability on transit lines through a variety of means, including transit-only lanes, transit signal priority, transit “queue jumps,” lengthening of spacing between stops, and establishment of limited or express service.
- On key routes expected to carry a significant portion of new ridership generated by the Eastern Neighborhood rezoning and area plans (such as the 22-Fillmore between Market Street and the Central Waterfront, and the 9-San Bruno along Potrero Avenue) develop “premium” service such as a Bus Rapid Transit line or a corridor enhanced with high-level transit preferential treatments.

## **Mitigation Measure E-7: Transit Accessibility**

As a mitigation measure to enhance transit accessibility, establish a coordinated planning process to link land use planning and development in the Eastern Neighborhoods to transit and other alternative transportation mode planning in the eastern portion of the City.

Mitigation may be achieved through some or all of the following measures:

- Implement the service recommendations from the Transit Effectiveness Project (TEP), which is currently in progress. The TEP will focus on near-term and medium-term transit improvements.
- Implement recommendations of the Better Streets Plan that are designed to make the pedestrian environment safer and more comfortable for walk trips throughout the day, especially in areas where sidewalks, crosswalks and other realms of the pedestrian environment are notably unattractive and intimidating for pedestrians and discourage walking as a primary means of circulation. This includes traffic calming strategies in areas with fast-moving, one-way traffic, long blocks, narrow sidewalks and tow-away lanes, as may be found in much of South of Market.
- Implement building design features that promote primary access to buildings from transit stops and pedestrian areas, and discourage the location of primary access points to buildings through parking lots and other auto-oriented entryways.
- Implement key portions of the 2005 Bicycle Plan when it is ready for implementation, particularly along segments called out in the 2005 Bicycle Plan that close gaps in the bicycle network in the Eastern Neighborhoods.
- Develop Eastern Neighborhoods transportation implementation programs that manage and direct resources brought in through pricing programs and development-based fee assessments, as outlined above, to further the multimodal implementation and maintenance of these transportation networks.

## **Mitigation Measure E-8: Muni Storage and Maintenance**

As a mitigation measure to ensure that Muni is able to service additional transit vehicles needed to serve increase demand generated by development in the rezoned areas in the Eastern Neighborhoods, provide maintenance and storage facilities. Mitigation may be achieved through some or all of the following measures:

- Provide a portion of the cost of expanding or constructing a bus facility that may be linked to the increased demand created by land use development pursuant to the Eastern Neighborhoods rezoning and area plans.
- Employ transit-preferential treatments for non-revenue service where transit vehicle volumes are high, and where access to these facilities may be impaired by other traffic.

### **Mitigation Measure E-9: Rider Improvements**

As a mitigation measure to make it easy and comfortable to use transit service in the Eastern Neighborhoods, provide improved passenger information and amenities. Mitigation may be achieved through some or all of the following measures:

- Provide “Next Bus” type passenger information for all lines at key stops.
- Provide for facilities that allow cross-agency sharing of real time arrival information for transit vehicle operators where regional and local feeder transit agencies connect, but where operators do not have visual contact with each other or with the complete connection path that transferring passengers must make (for example, between BART and feeder buses, such as the 53-Southern Heights, which terminates at the 16th Street BART station and the 67-Bernal Heights, which terminates at the 24th Street BART station).
- Provide accurate and usable passenger information and maps.
- Provide adequate light, shelter and spaces to sit at all stops, with enhanced amenities at key stops.
- Encourage the consolidation of sheltered, well-lit, Next-Bus-served ground floor land uses open to the public for extended hours (e.g., cafes, bookstores and institutional building lobbies) within immediate sightline/walking distance of major surface transit stations and stops to allow waiting transit customers options to sit in sheltered comfort, and to increase pedestrian activity and casual monitoring around the transit stations.

### **Mitigation Measure E-10: Transit Enhancement**

As a mitigation measure to minimize delays to transit vehicles due to projected traffic congestion, provide improved transit service in corridors that are subject to traffic congestion induced at least in part by the land use growth due to Eastern Neighborhoods rezoning and area plans. Mitigation may be achieved through some or all of the following measures:

- Reduce headways on transit lines serving Eastern Neighborhoods, including those corridors that connect with BART, AC Transit, SamTrans, Golden Gate Transit and Caltrain, to reduce the overall transit travel time for regional trips that when made by automobiles add to the congestion in the street grid and freeway ramp system in the Eastern Neighborhoods.
- Prioritize and expand the use of Transit Preferential Street technologies to prioritize transit circulation in the Eastern Neighborhoods.

- Improve and expand the use of programs that increase transit rider awareness, real-time connectivity and transfer reliability, such as Next Bus, and the display of schedules and maps.

### **Mitigation Measure E-11: Transportation Demand Management**

As a mitigation measure to minimize delays to transit vehicles due to projected traffic congestion and to encourage use of alternative modes of travel, including transit, implement collaborative management of workplace facilities, work hours, and transportation resources. Mitigation may be achieved through some or all of the following measures:

- Establish a Transportation Demand Management (TDM) program in the Eastern Neighborhoods that could be designed to expand citywide, and that would coordinate programs promoting alternative means of transportation and reducing dependence on the automobile. Such a TDM program could support growth in transit usage where capacity is available and/or existing service appears to be underused, such as in the Folsom Street, Valencia Street, and South Van Ness Avenue corridors, and in the Mission Bay North area. A TDM program could include one or more of the following strategies:
  - Require cash-out policies for all employers who are providing on-site parking or subscribe to a parking facility to provide employee parking.
  - Require car-sharing and bike-sharing in developments near transit centers as a means of increasing incentives for residents and employees not to own or depend on automobiles.
- Promote the creation of on-site Transportation Management Associations at work sites to restrict employee parking, facilitate and encourage the use of transit passes, emergency-ride-home policies, and other promotions for alternative means of commuting, and to promote alternative work schedules for drivers that focus on making better use of off-peak roadway capacity.

## **Noise**

### **Mitigation Measure F-1: Construction Noise (from Initial Study)**

For subsequent development projects within proximity to noise-sensitive uses that would include pile-driving, individual project sponsors shall ensure that piles be pre-drilled wherever feasible to reduce construction-related noise and vibration. No impact pile drivers shall be used unless absolutely necessary. Contractors would be required to use pile-driving

equipment with state-of-the-art noise shielding and muffling devices. To reduce noise and vibration impacts, sonic or vibratory sheetpile drivers, rather than impact drivers, shall be used wherever sheetpiles are needed. Individual project sponsors shall also require that contractors schedule pile-driving activity for times of the day that would minimize disturbance to neighbors.

### **Mitigation Measure F-2: Construction Noise (from Initial Study)**

Where environmental review of a development project undertaken subsequent to the adoption of the proposed zoning controls determines that construction noise controls are necessary due to the nature of planned construction practices and the sensitivity of proximate uses, the Planning Director shall require that the sponsors of the subsequent development project develop a set of site-specific noise attenuation measures under the supervision of a qualified acoustical consultant. Prior to commencing construction, a plan for such measures shall be submitted to the Department of Building Inspection to ensure that maximum feasible noise attenuation will be achieved. These attenuation measures shall include as many of the following control strategies as feasible:

- Erect temporary plywood noise barriers around a construction site, particularly where a site adjoins noise-sensitive uses;
- Utilize noise control blankets on a building structure as the building is erected to reduce noise emission from the site;
- Evaluate the feasibility of noise control at the receivers by temporarily improving the noise reduction capability of adjacent buildings housing sensitive uses;
- Monitor the effectiveness of noise attenuation measures by taking noise measurements; and
- Post signs on-site pertaining to permitted construction days and hours and complaint procedures and who to notify in the event of a problem, with telephone numbers listed.

Implementation of Mitigation Measures F-1 and F-2 would reduce construction noise effects to a less-than-significant level.

### **Mitigation Measure F-3: Interior Noise Levels**

- For new development including noise-sensitive uses located along streets with noise levels above 60 dBA (Ldn), as shown in Figure 18, where such development is not already subject to the California Noise Insulation Standards in Title 24 of the California Code of Regulations, the project sponsor shall conduct a detailed analysis of noise reduction requirements. Such analysis shall be conducted by person(s) qualified in acoustical analysis and/or engineering. Noise insulation features identified and recommended by the analysis shall be included in the design, as specified in the *San Francisco General Plan Land Use Compatibility Guidelines for Community Noise* to reduce potential interior noise levels to the maximum extent feasible.

### **Mitigation Measure F-4: Siting of Noise-Sensitive Uses**

- To reduce potential conflicts between existing noise-generating uses and new sensitive receptors, for new development including noise-sensitive uses, the Planning Department shall require the preparation of an analysis that includes, at a minimum, a site survey to
- identify potential noise-generating uses within 900 feet of, and that have a direct line-of-sight to, the project site, and including at least one 24-hour noise measurement (with maximum noise level readings taken at least every 15 minutes), prior to the first project approval
  - action. The analysis shall be prepared by persons qualified in acoustical analysis and/or engineering and shall demonstrate with reasonable certainty that Title 24 standards, where applicable, can be met, and that there are no particular circumstances about the proposed project site that appear to warrant heightened concern about noise levels in the vicinity. Should such concerns be present, the Department may require the completion of a detailed noise assessment by person(s) qualified in acoustical analysis and/or engineering prior to the first project approval action, in order to demonstrate that acceptable interior noise levels consistent with those in the Title 24 standards can be attained.

### **Mitigation Measure F-5: Siting of Noise-Generating Uses**

- To reduce potential conflicts between existing sensitive receptors and new noise-generating uses, for new development including commercial, industrial or other uses that would be
- expected to generate noise levels in excess of ambient noise, either short-term, at nighttime, or as a 24-hour average, in the proposed project site vicinity, the Planning Department shall require the preparation of an analysis that includes, at a minimum, a site survey to identify potential noise-sensitive uses within 900 feet of, and that have a direct line-of-sight to, the project site, and including at least one 24-hour noise measurement (with maximum noise level readings taken at least every 15 minutes), prior to the first project approval action. The analysis shall be prepared by persons qualified in acoustical analysis and/or engineering and shall demonstrate with reasonable certainty that the proposed use would comply with the use compatibility requirements in the general plan and Police Code 2909, would not adversely affect nearby noise-sensitive uses, and that there are no particular circumstances about the proposed project site that appear to warrant heightened concern about noise levels that would be generated by the proposed use. Should such concerns be present, the Department may require the completion of a detailed noise assessment by person(s) qualified in acoustical analysis and/or engineering prior to the first project approval action.

### **Mitigation Measure F-6: Open Space in Noisy Environments**

To minimize effects on development in noisy areas, for new development including noise-sensitive uses, the Planning Department shall, through its building permit review process, in conjunction with noise analysis required pursuant to Mitigation Measure F-4, require that open space required under the Planning Code for such uses be protected, to the maximum feasible extent, from existing ambient noise levels that could prove annoying or disruptive to users of the open space. Implementation of this measure could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources, construction of noise barriers between noise sources and open space, and appropriate use of both common and private open space in multi-family dwellings, and implementation would also be undertaken consistent with other principles of urban design.

Implementation of Mitigation Measures F-3 through F-6 would reduce noise effects of project traffic and potential noise-related incompatibility impacts to a less-than-significant level.

## Air Quality

### Mitigation Measure G-1: Construction Air Quality (from Initial Study)

The City shall condition approval of individual development proposals under the proposed project upon implementation of an appropriate dust abatement program, patterned after the Bay Area Air Quality Management District (BAAQMD) approach described below.

The BAAQMD approach to dust abatement, as put forth in the BAAQMD CEQA Guidelines, calls for “basic” control measures that should be implemented at all construction sites, “enhanced” control measures that should be implemented at construction sites greater than four acres in area, and “optional” control measures that should be implemented on a case-by-case basis at construction sites that are large in area, located near sensitive receptors or which, for any other reason, may warrant additional emissions reductions.

Elements of the “basic” dust control program for project components that disturb less than four acres shall include, but not necessarily be limited to the following:

- Water all active construction areas at least twice daily. Watering should be sufficient to prevent airborne dust from leaving the site. Increased watering frequency may be necessary whenever wind speeds exceed 15 miles per hour. Reclaimed water should be used whenever possible.
- Cover all trucks hauling soil, sand, and other loose materials or require all trucks to maintain at least two feet of freeboard (i.e., the minimum required space between the top of the load and the top of the trailer).
- Pave, apply water (reclaimed if possible) three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas and staging areas at construction sites.
- Sweep streets (with water sweepers using reclaimed water if possible) at the end of each day if visible soil material is carried onto adjacent paved roads.

Elements of the “enhanced” dust abatement program for project components that disturb four or more acres are unlikely to be required, in that no sites anticipated for development in the Plan area are as large as four acres. Should a site this size be proposed for development, dust control shall include all of the “basic” measures in addition to the following measures to be implemented by the construction contractor(s):

- Hydroseed or apply (non-toxic) soil stabilizers to inactive construction areas (previously graded areas inactive for one month or more).
- Enclose, cover, water twice daily or apply (non-toxic) soil stabilizers to exposed stockpiles (dirt, sand, etc.).
- Limit traffic speeds on unpaved roads to 15 miles per hour.
- Limit the amount of the disturbed area at any one time, where possible.
- Pave all roadways, driveways, sidewalks, etc. as soon as possible. In addition, building pads should be laid as soon as possible after grading unless seeding or soil binders are used.

- Replant vegetation in disturbed areas as quickly as possible.
- Designate a person or persons to monitor the dust control program and to order increased watering, as necessary, to prevent transport of dust offsite. Their duties shall include holidays and weekend periods when work may not be in progress. The name and telephone number of such persons shall be provided to the BAAQMD prior to the start of construction.

The “optional” dust-control measures supplement the “basic” and “enhanced” programs to address site-specific issues. They include:

- Install wheel washers where vehicles enter and exit unpaved roads onto streets, or wash off trucks and equipment leaving the site.
- Install windbreaks, or plant tree/vegetative wind breaks at windward side(s) of construction areas.
- Suspend excavation and grading activity when winds (instantaneous gusts) exceed 25 mph.

Ordinance 175-91, passed by the San Francisco Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, project sponsors would require that construction contractors obtain reclaimed water from the Clean Water Program for this purpose.

The City would also condition project approval such that each subsequent project sponsor would require the contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Implementation of Mitigation Measure G-1 would reduce construction-related air quality effects to a less-than-significant level.

## **Mitigation Measure G-2: Air Quality for Sensitive Land Uses**

- Within the Eastern Neighborhoods, new residential development that is proposed within 500 feet of the I-80, US 101, and I-280 freeways, or at any other location where total daily traffic volumes from all roadways within 500 feet of such location exceed 100,000 vehicles, shall, as part of its CEQA review, include an analysis of PM<sub>2.5</sub> and shall, if warranted based on the results, incorporate upgraded ventilation systems to minimize exposure of future residents to PM<sub>2.5</sub> (which includes DPM and other pollutant emissions, as well as odors. The analysis shall employ either site-specific modeling of PM<sub>2.5</sub> concentrations or other acceptable methodology to determine whether the average annual concentration of PM<sub>2.5</sub> from the roadway sources within 500 feet would exceed the threshold, or action level, of 0.2 micrograms per cubic meter. For the purpose of this mitigation measure, PM<sub>2.5</sub> serves as a proxy for pollutant exposures



from roadway vehicles that is amenable to both exposure analysis and the setting of a significance threshold. According to the Department of Public Health, this threshold, or action level, has been shown to result in an increase of approximately 0.28 percent in non-injury mortality, or an increase of approximately 20 “excess deaths” per year (e.g., deaths that would occur sooner than otherwise expected) per one million population in San Francisco. If the incremental

- annual average concentration of  $PM_{2.5}$  (from roadway sources only) were to exceed
- 0.2 micrograms per cubic meter at the project site, the project sponsor shall be required to install a filtered air supply system to maintain all residential units under positive pressure when windows are closed. The ventilation system, whether a central HVAC (heating, ventilation and possibly air conditioning) or a unit-by-unit filtration system, shall include high-efficiency filters meeting minimum efficiency reporting value (MERV) 13, per American Society of Heating, Refrigerating and Air-Conditioning Engineers (ASHRAE) Standard 52.2 (equivalent to approximately ASHRAE Standard 52.1 Dust Spot 85%). Air intake systems for HVAC shall be placed based on exposure modeling to minimize roadway air pollution sources. The ventilation system shall be designed by an engineer certified by ASHRAE, who shall provide a written report documenting that the system offers the best available technology to minimize outdoor to indoor transmission of air pollution. In addition to installation of air filtration, the project sponsor shall present a plan that ensures ongoing maintenance plan for the ventilation and filtration systems. The project sponsor shall also ensure the disclosure to buyers and renters regarding the findings of the analysis and consequent and inform occupant’s proper use of any installed air filtration. If active recreation areas such as playgrounds are proposed as part of any future residential development, such areas shall be located at least 500 feet from freeways, if feasible.

- Within the Eastern Neighborhoods, new residential development that is proposed within 1,000 feet of warehousing and distribution centers or other uses served by at least 100 trucks per day or 40 refrigerated trucks per day, or uses that generate toxic air contaminants (TACs) as part of everyday operations, the Planning Department shall require a screening-level health risk assessment or other comparable analysis prior to approval of such new residential development to ensure that the lifetime cancer risk from DPM or other TACs emitted from the uses described above is less than 10 in one million, or that the risk can be reduced to less than 10 in one million through mitigation, such as air filtration described above.
- The above standard shall also apply to other sensitive uses such as schools, daycare facilities, and medical facilities. (It is noted that such facilities are somewhat more likely to employ central air systems than are residential developments.)

### **Mitigation Measure G-3: Siting of Uses that Emit DPM**

To minimize potential exposure of sensitive receptors to diesel particulate matter (DPM), for new development including warehousing and distribution centers, commercial, industrial, or other uses that would be expected to be served by at least 100 trucks per day or 40 refrigerated trucks per day, based on the ARB *Air Quality and Land Use Handbook*, the Planning Department shall require that such uses be located no less than 1,000 feet from residential units and other sensitive receptors, including schools, children's day care centers, parks and playgrounds, hospitals, nursing and convalescent homes, and like uses.

### **Mitigation Measure G-4: Siting of Uses that Emit Other TACs**

- For new development including commercial, industrial or other uses that would be expected to generate toxic air contaminants (TACs) as part of everyday operations, the Planning Department shall require the preparation of an analysis that includes, at a
- minimum, a site survey to identify residential or other sensitive uses within 1,000 feet of the project site, prior to the first project approval action. This measure shall be applicable, at a minimum, to the following uses: dry cleaners; drive-through restaurants; gas dispensing facilities; auto body shops; metal plating shops; photographic processing shops; textiles; apparel and furniture upholstery; leather and leather products; appliance repair shops; mechanical assembly cleaning; printing shops; hospitals and medical clinics; biotechnology research facilities; warehousing and distribution centers; and any use served by at least 100 trucks per day.

Implementation of Mitigation Measures G-2 through G-4 would reduce operational air quality impacts to a less-than-significant level, both with respect to diesel particulate and to other fine particulate matter (PM<sub>2.5</sub>).

## **Archeological Resources**

Based on prior archeological documentation and the results of yet unpublished archeological field projects, it can be concluded that archeological resources eligible for the California Register of

Historical Resources may be present within the study area and that the proposed project and its implementing regulations have a substantially greater potential to result in adverse effects to these resources than would be possible under the existing land use regulations. Implementation of the following mitigation measures can reduce the potential adverse effect on archeological resources of the project area to a less-than-significant level. Since this programmatic EIR does not analyze specific development projects in the project area, specific physical project evaluations would undergo individual environmental review in accord with these proposed mitigation measures.

The three archeological mitigation measures are described below together with the portion of the study area where they would be applicable.

### **Mitigation Measure J-1: Properties With Previous Studies**

This measure would apply to those properties within the project area for which a final archeological research design and treatment plan (ARDTP) is on file at the Northwest Information Center and the Planning Department (Archeological Mitigation Zone A as shown in Figure 29 in Chapter IV). Properties (listed by Assessor Block) within the project area subject to this measure include the following:

#### **East SoMa**

- 3749 (bounded by Folsom, Harrison, Essex, Second Streets)
- 3762 (bounded by Harrison, Bryant, Fourth, Third Streets)
- 3763 (bounded by Harrison, Bryant, Third, Second Streets)
- 3764 (bounded by Harrison, Bryant, Second, First Streets)
- 3765 (bounded by Harrison, Bryant, First, Fremont Streets)
- 3766 (bounded by Harrison, Bryant, Beale, Fremont Streets)

#### **Mission District**

- 3531 (bounded by Division, 14th, Mission Street, South Van Ness Ave.)

#### **Showplace Square/Potrero Hill**

- 3780 (bounded by Seventh, Bryant, Brannan, Eighth Streets)
- 3781 (bounded by Eighth, Bryant, Brannan, Ninth Streets)
- 3782 (bounded by Ninth, Brannan, Division, Eighth Streets)
- 3783 (bounded by Eighth, Brannan, Townsend, Seventh Streets)
- 3910 (bounded by San Bruno, Division, Alameda Avenues, Vermont Street)
- 3915 (bounded by San Bruno, Alameda Avenues, Vermont, 15th Streets)
- 3935 (bounded by San Bruno Avenue, Vermont, 15th, 16th Streets)

Any project resulting in soils-disturbance of 2.5 feet or greater below existing grade proposed within the AMM-A shall be required to submit to the Environmental Review Officer (ERO) for review and approval an addendum to the respective ARD/TP prepared by a qualified archeological consultant with expertise in California prehistoric and urban historical archeology. The addendum to the ARD/TP shall evaluate the potential effects of the project on CEQA-significant archeological resources with respect to the site- and project-specific information absent in the ARD/TP. The addendum report to the ARD/TP should have the following content:

- 1) Summary: Description of subsurface effect of the proposed project and of previous soils-disturbing activities;
- 2) Historical Development: If demographic data for the project site is absent in the discussion in the ARD/TP, the addendum shall include new demographic data regarding former site occupants;
- 3) Identification of potential archeological resources: Discussion of any identified potential prehistoric or historical archeological resources;
- 4) Integrity and Significance: Eligibility of identified expected resources for listing to the CRHR; Identification of applicable Research Themes/Questions (in the ARD/TP) that would be addressed by the expected archeological resources that are identified;
- 5) Impacts of Proposed Project;
- 6) Potential Soils Hazards: Update discussion for proposed project;
- 7) Archeological Testing Plan (if archeological testing is determined warranted): the Archeological Testing Plan (ATP) shall include:
  - A) Proposed archeological testing strategies and their justification
  - B) Expected archeological resources
  - C) For historic archeological resources
    - a) Historic address or other location identification
    - b) Archeological property type
  - D) For all archeological resources
    - a) Estimate depth below the surface
    - b) Expected integrity
    - c) Preliminary assessment of eligibility to the CRHR
  - E) ATP Map
    - a) Location of expected archeological resources
    - b) Location of expected project sub-grade impacts
    - c) Areas of prior soils disturbance
    - d) Archeological testing locations by type of testing
    - e) Base map: 1886/7 Sanborn Fire Insurance Co. map

## Mitigation Measure J-2: Properties With No Previous Studies

This measure would apply to those properties within the project area for which no archeological assessment report has been prepared or for which the archeological documentation is incomplete or inadequate to serve as an evaluation of potential effects on archeological resources under CEQA (CEQA Guidelines § 15064.5(a)(1)(3) and (c)(1)(2)),<sup>4</sup> with the exception of those properties within Archeological Mitigation Zone B as shown in Figure 29 in Chapter IV, for which Mitigation Measure J-3, below, is applicable). That is, this measure would apply to the entirety of the study area outside of Archeological Mitigation Zones A and B.

For projects proposed outside Archeological Mitigation Zones A and B, a Preliminary Archeological Sensitivity Study must be prepared by an archeological consultant with expertise in California prehistoric and urban historical archeology. The Sensitivity Study should contain the following:

<sup>4</sup>Incomplete archeological documentation may lack site-specific identification of potential archeological resources, a historical context or site history discussion, an assessment of prior soils disturbance, an evaluation of eligibility to the California Register of Historical Resources (CRHR) of potential archeological resources, or specific information about site occupants.

- 1) Determine the historical uses of the project site based on any previous archeological documentation and Sanborn maps;
- 2) Determine types of archeological resources/properties that may have been located within the project site and whether the archeological resources/property types would potentially be eligible for listing in the CRHR;
- 3) Determine if 19th or 20th century soils-disturbing activities may adversely affected the identified potential archeological resources;
- 4) Assess potential project effects in relation to the depth of any identified potential archeological resource;
- 5) Conclusion: assessment of whether any CRHP-eligible archeological resources could be adversely affected by the proposed project and recommendation as to appropriate further action.

Based on the Sensitivity Study, the Environmental Review Officer (ERO) shall determine if an Archeological Research Design/Treatment Plan (ARD/TP) shall be required to more definitively identify the potential for CRHP-eligible archeological resources to be present within the project site and determine the appropriate action necessary to reduce the potential effect of the project on archeological resources to a less than significant level. The scope of the ARD/TP shall be determined in consultation with the ERO and consistent with the standards for archeological documentation established by the Office of Historic Preservation for purposes of compliance with CEQA, in Preservation Planning Bulletin No. 5).

### **Mitigation Measure J-3: Mission Dolores Archeological District**

This measure would apply to any project within the Mission Dolores Archeological District (Archeological Mitigation Zone B as shown in Figure 29 in Chapter IV) involving installation of foundations, construction of a sub-grade or partial sub-grade structure including garage, basement, etc, grading, soils remediation, installation of utilities, or any other activities resulting in soils disturbance of 2.5 feet or greater below existing grade.

Based on the presence of archeological properties of a high level of historical, ethnic, and scientific significance within the Mission Dolores Archeological District, the following measure shall be undertaken to avoid any significant adverse effect from soils disturbing activities on buried archeological resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. At the direction of the ERO, the archeology consultant may be required to have acceptable documented expertise in California Mission archeology. The scope of the archeological services to be provided may include preparation of an ARD/TP. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of

the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

*Archeological Testing Program.* The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- B) A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

*Archeological Monitoring Program.* If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils- disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;

- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

*Archeological Data Recovery Program.* The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.

- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

*Human Remains and Associated or Unassociated Funerary Objects.* The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects. If non-Native American human remains are encountered, the archeological consultant, the ERO, and the Office of the Coroner shall consult on the development of a plan for appropriate analysis and recordation of the remains and associated burial items since human remains, both Native American and non-Native American, associated with the Mission Dolores complex (1776-1850s) are of significant archeological research value and would be eligible to the CRHR.

*Final Archeological Resources Report.* The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

Implementation of one of the above mitigation measures, as applicable to a particular subsequent development project, would ensure that any potential effects on subsurface archeological resources would be reduced to a less-than-significant level.



## Historical Resources

### Mitigation Measure K-1: Interim Procedures for Permit Review in the Eastern Neighborhoods Plan Area

Below is a set of proposed interim building permit review policies developed to provide additional protection for potential historic resources within the Plan Area while the historic resources survey is being completed. Once the historic resources survey is endorsed and the Plan is amended to incorporate the results these policies described below will expire and the Preservation Policies in the Area Plan would become effective. These policies are intended to outline how the Neighborhood Planning Unit of the Planning Department will review building permit applications and other permit applications reviewed by the Planning Department and/or Commission for projects within the Plan Area during this interim period.

- A. All proposed new construction within the entire Plan Area over 50 feet, or 10 feet taller than adjacent buildings, built before 1963 shall be forwarded to the Landmarks Preservation Advisory Board for review and comment.

This applies to all construction that will result in an increased building envelope with a height that is equal to or exceeds 50 feet or an increased building envelope with a height 10 feet taller than adjacent age-eligible buildings as measured by the Planning Code. The Landmarks Board will review proposals at their regularly scheduled public hearings occurring on the first and third Wednesday of every month. The Board's comments will be forwarded to Planning Department for incorporation into the project's final submittal and in advance of any required final hearing before the Planning Commission.

- B. All cases for properties constructed prior to 1963 that propose demolition or major alteration within the Plan Area shall be forwarded to the Landmarks Board.

When a proposed building permit application may affect a potential or known historic resource, the Department requires the applicant to file an Environmental Evaluation Application or an Environmental Exemption Evaluation. The purpose of said evaluation is to comply with the California Environmental Quality Act (CEQA). For the purpose of implementing this provision, a "major alteration" is defined as one for which the Department requires the applicant to file either an Environmental Exemption Evaluation or an Environmental Evaluation Application. A summary of the process is found in the Planning Department's *Preservation Bulletin 16*. When an application is filed with the Major Environmental Analysis Unit of the Planning Department (MEA), the supporting Historic Resource Evaluation (HRE) prepared by a qualified professional consultant is forwarded to a Preservation Technical Specialist within the Neighborhood Planning Unit for review. At that time copies of the application and HRE will be forwarded to the members of the Landmarks Board for comment. The Board's comments will be forwarded to Planning Department for incorporation into the project's final environmental evaluation document.

- C. All permit applications that propose exterior modifications to the street facade(s) of historic resources (as defined in *Preservation Bulletin 16*) within the Plan Area will be presented to the Landmarks Preservation Advisory Board.

All building permit applications for exterior modifications to historic resources (exclusive of maintenance or repair permits as defined in Planning Code Section 1005(e)(3), meaning: “any work, the sole purpose and effect of which is to correct deterioration, decay or damage, including repair of damage caused by fire or other disaster”), such as re-roofing, or replacement front stairs) within the Plan Area will be reviewed by a Preservation Technical Specialist, or will be reviewed and approved under their supervision. Depending on the amount of the proposed change some permits might be able to be approved at the Planning Information Center (PIC) by a Preservation Technical Specialist. Commercial storefront alterations are included in this requirement.

- D.** A Preservation Technical Specialist shall review or be consulted on all applications for proposed alterations to buildings constructed before 1963 within the Plan Area.

In cases where major alterations are proposed for age-eligible structures within the Plan Area, review by a Preservation Technical Specialist will be required. Review will take into consideration policies of the Plan Area, as well as the preservation of significant architectural features, significant trees, as well as other code-mandated regulations.

- E.** Neighborhood Association Block Book Notations (BBN) for all building permit activities reviewed by Planning Department.

The Planning Department will register all of the neighborhood associations affected by the Area Plan for Block Book Notations (BBN). Each association will be asked to select the block(s) of their interest within the plan area, and the Department will notify them by mail or phone when a permit application is submitted to the Department for review. The Department will hold the building permit application for a period of 10 days for review by all interested parties.

## **Mitigation Measure K-2: Amendments to Article 10 of the Planning Code Pertaining to Vertical Additions in the South End Historic District (East SoMa)**

The proposed amendments to Appendix I to Article 10 of the Planning Code would reduce potential adverse effects to contributory structures within the South End Historic District.

Vertical additions proposed for individual buildings within the South End Historic District must reflect an understanding of the relationship of the buildings with the other contributing buildings within the District. Where allowable, vertical additions should be compatible with the historic building, yet not imitate or replicate existing features. Every effort should be made to minimize the visibility of any addition proposed on a structure within the District and property owners should consult early in the process with a Planning Department Historic Preservation Technical Specialist when developing a proposal.

- Additions will be reviewed on a case-by-case basis and any proposed addition should be located in an inconspicuous location and not result in a substantial change to the form or character of the historic building. A vertical addition may be approved, depending on how the addition impacts the building and its relative visibility from the surrounding public rights-of-way within the District. The Planning Department evaluates all proposals for properties identified under Article 10 of the Planning Code for compliance with the

Secretary of the Interior's *Standards*. Based on these Standards, Department staff uses the following criteria when reviewing proposals for vertical additions:

The structure respects the general size, shape, and scale of the features associated with the property and the district and the structure is connected to the property in a manner that does not alter, change, obscure, damage, or destroy any of the character-defining features of the property and the district.

- The design respects the general historic and architectural characteristics associated with the property and the district without replicating historic styles or elements that will result in creating a false sense of history. For more information regarding the character-defining
- features of the South End historic District, please refer to Appendix I of Article 10, Section 6 (Features) of the Planning Code.

The materials are compatible with the property or district in general character, color and texture.

As part of the Planning Department review process the project sponsor should conduct and submit an analysis that illustrates the relative visibility of a proposed vertical addition from within the District. As part of this analysis, sightline cross-sections and perspective drawings illustrating the proportionality and scale, as well as the visible extent of the addition from prescribed locations should be submitted.

When a district provides an opportunity for new construction through existing vacant parcels or by replacing non-contributing buildings, a sensitive design is of critical importance. Designers should look to the historic buildings within the district for design context. Contemporary design that respects the District's existing character-defining features without replicating historic designs is encouraged. The Department uses the following criteria when reviewing proposals for infill construction:

The structure respects the general size, shape, and scale of the character-defining features associated with the district and its relationship to the character-defining features of the immediate neighbors and the district.

The site plan respects the general site characteristics associated with the district.

The design respects the general character-defining features associated with the district  
The materials are compatible with the district in general character, color, and texture.

### **Mitigation Measure K-3: Amendments to Article 10 of the Planning Code Pertaining to Alterations and Infill Development in the Dogpatch Historic District (Central Waterfront)**

The proposed amendments to Appendix L to Article 10 of the Planning Code would reduce potential adverse effects to contributory structures within the Dogpatch Historic District.

Additions to existing buildings and new infill construction proposed within the Dogpatch Historic District must reflect an understanding of the relationship of the buildings with the contributing buildings within the District. Where allowable, additions and infill

construction should be compatible with the historic building(s), yet not imitate or replicate existing features. For additions, every effort should be made to minimize the visibility of the new structure within the District. Infill construction should reflect the character of the district, including the prevailing heights of contributing buildings without creating a false sense of history. Property owners should consult early in the process with a Planning Department Historic Preservation Technical Specialist when developing a proposal.

- Additions will be reviewed on a case-by-case basis and any proposed addition should be located in an inconspicuous location and not result in a substantial change to the form or character of the historic building. A vertical addition may be approved, depending on how the addition impacts the building and its relative visibility from the surrounding public rights-of-way within the District. The Planning Department evaluates all proposals for properties identified under Article 10 of the Planning Code for compliance with the Secretary of the Interior's *Standards*. Based on these Standards, Department staff uses the following criteria when reviewing proposals for vertical additions:

The structure respects the general size, shape, and scale of the features associated with the property and the district and the structure is connected to the property in a manner that does not alter, change, obscure, damage, or destroy any of the character-defining features of the property and the district.

- The design respects the general historic and architectural characteristics associated with the property and the district without replicating historic styles or elements that will result in creating a false sense of history. For more information regarding the character-defining features of the Dogpatch Historic District, please refer to Appendix I of Article 10, Section 6 (Features) of the Planning Code.
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The materials are compatible with the property or district in general character, color and texture.

As part of the Planning Department review process the project sponsor should conduct and submit an analysis that illustrates the relative visibility of a proposed vertical addition from within the District. As part of this analysis, sightline cross-sections and perspective drawings illustrating the proportionality and scale, as well as the visible extent of the addition from prescribed locations should be submitted.

When a district provides an opportunity for new construction through existing vacant parcels or by replacing non-contributing buildings, a sensitive design is of critical importance. Designers should look to the historic buildings within the district for design context. Contemporary design that respects the District's existing character-defining features without replicating historic designs is encouraged. The Department uses the following criteria when reviewing proposals for infill construction:

The structure respects the general size, shape, and scale of the character-defining features associated with the district and its relationship to the character-defining features of the immediate neighbors and the district.

The site plan respects the general site characteristics associated with the district.

The design respects the general character-defining features associated with the district.

The materials are compatible with the district in general character, color, and texture.

The only instance where a replication of an original design may be appropriate is the replacement of a missing structure in a row of identical houses.

While the preceding mitigation measures may reduce some potential impacts to historic resources implementation of these measures would not reduce the significant adverse impacts of the proposed Eastern Neighborhoods Rezoning and Area Plans project to a less-than-significant level. CEQA Guidelines Section 15126.4 states that, “In some circumstances, documentation of an historical resource, by of historic narrative, photographs or architectural drawings, as mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur.”

## **Hazardous Materials**

### ● **Mitigation Measure L-1—Hazardous Building Materials**

The City shall condition future development approvals to require that the subsequent project sponsors ensure that any equipment containing PCBs or DEPH, such as fluorescent light ballasts, are removed and properly disposed of according to applicable federal, state, and local laws prior to the start of renovation, and that any fluorescent light tubes, which could contain mercury, are similarly removed and properly disposed of. Any other hazardous materials identified, either before or during work, shall be abated according to applicable federal, state, and local laws.

Implementation of Mitigation Measure K-1 would reduce effects related to hazardous building materials to a less-than-significant level.

## ***Improvement Measures***

### **Population, Housing, Business Activity, and Employment**

#### **Improvement Measure D-1: Support for Local, Neighborhood-Serving Businesses**

To help meet the housing needs of businesses in the Eastern Neighborhoods due to changing economic conditions brought about as a result of the proposed project and to offset changes in neighborhood character that contribute to gentrification and resultant displacement of existing residents, the City could develop programs to support locally owned or operated businesses, businesses that contribute to the cultural character of the area, and organizations and businesses that serve the needs of lower-income households may be required as part of a complementary plan—outside of land use regulations—to manage neighborhood economic development without a loss in valued neighborhood character in the Eastern Neighborhoods.

## **Improvement Measure D-2: Affordable Housing Production and Retention**

To help offset the potential displacement of Eastern Neighborhoods residents who could sustain loss of employment as PDR businesses are displaced as an indirect effect of the proposed project, the City could undertake measures that require public investment to prioritize the City's response to affordable housing needs: identifying sites for permanently affordable housing and providing financial resources to acquire and develop that housing; increasing financial resources for subsidizing low and very low income housing in San Francisco.

Additional efforts to contend with potential residential displacement impacts would focus on increasing the housing supply for those such as larger households and families whose needs are not adequately met by the private market. Measures to be implemented as part of the proposed rezoning or new area plans could include: targeting new units, especially below-market-rate units, to families and larger households by requiring a minimum number of bedrooms for a percentage of units in larger housing development projects; identifying areas where only affordable housing would be allowed; where new zoning regulations would increase density or height, requiring a higher percentage of affordable housing than otherwise required through the City's Inclusionary Affordable Housing Program; requiring off-site inclusionary affordable housing to be built within the same plan area in areas designated for housing; and increasing the incentives to build affordable housing on-site.

## **Improvement Measure D-3: Affordable Housing Sites**

To help avoid the loss of potential sites in the Eastern Neighborhoods that could be feasible locations for future development of below-market-rate (BMR) housing, the Planning Commission could direct the creation of a process of regular reporting to the Planning Commission concerning such sites. Such a process could involve the Planning Department and the Mayor's Office of Housing, along with the Redevelopment Agency, presenting a quarterly report to the Planning Commission identifying a current inventory of locations within the Eastern Neighborhoods (and elsewhere in San Francisco, if feasible) that are under active consideration, with the agreement of the site owner, for development of affordable housing with City subsidy, either directly by a City agency or by a for-profit or non-profit housing developer. Based on the reported information, the Planning Commission could institute a policy under which the sponsor of any private development proposed on such a site would be requested to confer with the Mayor's Office of Housing (or other applicable City entity) to determine the feasibility of the City proceeding with the publicly subsidized BMR housing project, including through purchase or exchange of the site, and to report the results of such discussions to the Planning Commission. Implementation of this measure could lead to a reduction in the loss of sites on which development of City-subsidized BMR dwelling units would be feasible, while also providing some level of certainty that sites not listed on the current inventory were not likely candidates for City-funded BMR housing development.

## **Improvement Measure D-4: Support for PDR Businesses**

To reduce potential PDR displacement from the Eastern Neighborhoods, the City could ensure that planning efforts are undertaken to establish PDR use as a priority in other parts of the City: making land and affordable PDR building space part of the development plan

for the Hunters Point Shipyard; securing surplus Port backlands for long-term PDR use; retaining PDR land and building supply in Western SoMa.

Other efforts to support PDR businesses and jobs in San Francisco would involve the Mayor's Office of Economic and Workforce Development and other appropriate partners. Recommendations of the Back Streets Advisory Board for methods of providing affordable PDR building space and other tools to retain PDR business activity in San Francisco would be important components of a business support plan. Outreach efforts could be targeted to businesses in locations proposed for rezoning.

## **Improvement Measure D-5: Support for PDR Workers**

To reduce the effects of job loss on PDR employees displaced as a result of the project indirectly causing displacement of PDR businesses, the City could undertake efforts under the coordination of the Mayor's Office of Economic and Workforce Development, working with appropriate state agencies and local community-based service providers. The intent of these efforts would be to identify and increase resources for workforce development that focus on appropriate job search, education, and training for displaced PDR workers. Because the locations of rezoning would be known, specific workforce development outreach efforts could be targeted to PDR businesses and workers in areas designated for rezoning.

## **Transportation**

### **Improvement Measure E-1: Pedestrian Circulation**

**E.1.a.**As an improvement measure to improve pedestrian conditions in the Eastern Neighborhoods, community-supported planning efforts as part of MTA's Livable Streets program should be conducted to identify specific improvements to enhance pedestrian travel and safety in each neighborhood.

**E.1.b.**As an improvement measure to facilitate completion of the sidewalk network in areas where substantial new development is projected to occur, property owners should be encouraged to develop improvement or assessment districts to fund improvements to the sidewalk network adjacent to parcels where new development is not anticipated to occur.

## **Noise**

### **Improvement Measure F-1: Revision of City Noise Ordinance**

To ensure congruency between the proposed mixed-use zoning districts that would permit residential uses alongside commercial and PDR uses, the City could update and revise its existing noise ordinance (Chapter 29 of the San Francisco Police Code) to encompass the proposed (and existing) mixed-use, neighborhood commercial, and Residential Transit-Oriented use districts, as well as the proposed Employment and Business Development (EBD) use district. Consistent with the provisions of the 1972 noise ordinance, the revisions might include a phase-in period for more stringent noise standards in districts being rezoned from industrial and heavy commercial to mixed-use districts. As part of the amendments to the noise ordinance, the City could evaluate whether receiving noise levels

additional to or different than those currently included in the noise ordinance should be incorporated. The intent of this measure is not to lessen or weaken regulatory protections for environmental noise for new residential areas.

## ● **Improvement Measure F-2: Pre-Occupancy Noise Measurements**

- To ensure that noise assessment of new residential projects is adequately completed and, where applicable, noise attenuation features incorporated into project design are sufficient to reduce ambient noise to acceptable indoor noise levels, the City could develop a protocol to require sponsors/developers of residential projects to conduct pre-occupancy noise level measurements that would be submitted to the City for review and approval prior to issuance of a certificate of occupancy. This protocol would apply, at a minimum, to development of noise-sensitive uses along streets with noise levels above 60 dBA (Ldn), as shown in DEIR Figure 18, where such development is not already subject to the California Noise Insulation Standards in Title 24 of the California Code of Regulations, and to new development that includes noise-sensitive uses where noise-generating uses are within 900 feet of, and have a direct line-of-sight to, the site of the noise-sensitive use. The protocol could be developed cooperatively by the Planning Department, Department of Building Inspection, and Department of Public Health, with review and/or enforcement, as appropriate, to be the responsibility of one or more of these departments.

## ● **Parks, Recreation and Open Space**

### ● **Improvement Measure H-1: Support for Upgrades to Existing Recreation Facilities**

- To help offset the potential for an accelerated deterioration of existing park and recreation facilities in Eastern Neighborhoods due to projected increases in population, the City should undertake measures to implement funding mechanisms for an ongoing program to repair, upgrade and adequately maintain park and recreation facilities to ensure the safety of the users.

### ● **Improvement Measure H-2: Support for New Open Space**

- To avoid the effects of overcrowding, overuse, and conflicts in recreational uses to existing park and recreation facilities in Eastern Neighborhoods, the City should set concrete goals for the purchase of sufficient land for public open space use in Eastern Neighborhoods. The City should set a goal of purchasing one neighborhood park in each Eastern Neighborhood.

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## **D. Alternatives (p. 531)**

Unlike most EIRs, this EIR contains no separate chapter analyzing alternatives to the proposed project. This is because this EIR does not analyze a preferred project; instead, this EIR evaluates Rezoning Options A, B, and C, as well as a future No-Project scenario (i.e., the circumstance in



which none of the rezoning options is adopted), at an equal level of detail, as EIR alternatives, throughout this document.

Additional alternatives were considered and rejected during development of the rezoning options. As discussed further in Section III.B, Background (in Chapter III, Project Description), the *Rezoning Options Workbook* when published in 2003 included portions of the original Eastern Neighborhoods area that have been removed from the project as currently proposed. Both the western part of SoMa and the Bayview-Hunters Point neighborhood were part of this larger area. However, Western SoMa was removed from the project area by the Planning Commission in 2004, at the request of some members of that community, and is currently undergoing a separate planning process. Meanwhile, a separate planning effort was undertaken by the San Francisco Redevelopment Agency for the Bayview-Hunters Point neighborhood, which culminated in the adoption by the Board of Supervisors in 2006 of the Bayview Hunters Point Area B Redevelopment Plan, following certification of an EIR on that plan. Accordingly, these areas are not included in the project area.<sup>5</sup>

These areas removed from consideration essentially constitute the alternatives considered during the planning process and rejected from further consideration.

As described in Chapter IV, the three rezoning options would have similar impacts, generally varying by degree. As identified in Chapter VI, Significant Unavoidable Effects, the key impact for which different significance conclusions are drawn is the issue of the supply of land for PDR uses. This EIR identifies a significant unavoidable land use impact relative to land supply for PDR uses for Option C and for the No-Project Alternative, while Options A and B are found to have a less-than-significant land use impact in this regard. In terms of other significant unavoidable impacts, Option A would result in significant effects at fewer intersections than would Options B or C (or the No-Project Alternative), and would result in lesser transit impacts than would Options B or C (or the No-Project Alternative). Option A would also result in potentially significant impacts on fewer historical resources than Options B or C.

As required by CEQA Guidelines Section 15126.6(e)(2), Option A is therefore identified as the Environmentally Superior Alternative.

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<sup>5</sup> Information on Western SoMa is provided separately in Section IV.C, Population, Housing, Business Activity, and Employment because planning for this neighborhood is still under way.