
# DRAFT ENVIRONMENTAL IMPACT REPORT

# 25-35 Dolores Street Residential Project

PLANNING DEPARTMENT
CASE NO. 2006.0848E

STATE CLEARINGHOUSE NO. 2009042012

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|---|---|
| Draft EIR Publication Date: | JULY 14, 2010 |
| Draft EIR Public Hearing Date: | SEPTEMBER 2, 2010 |
| Draft EIR Public Comment Period: | JULY 14, 2010 – SEPTEMBER 7, 2010 |

SAN FRANCISCO
PLANNING
DEPARTMENT

*Written comments should be sent to:*
Environmental Review Officer | 1650 Mission Street, Suite 400 | San Francisco, CA 94103

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**DATE:** July 14, 2010

**TO:** Distribution List for the 25-35 Dolores Street Residential Project

**FROM:** Bill Wycko, Environmental Review Officer

**SUBJECT:** Request for the Final Environmental Impact Report for the 25-35 Dolores Street Residential Project (Planning Department Case No. 2006.0848E)

This is the Draft of the Environmental Impact Report (EIR) for the 25-35 Dolores Street Residential Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Comments and Responses" that will contain a summary of all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Those who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive a copy of the Comments and Responses and notice by request or by visiting our office. This Draft EIR together with the Comments and Responses document will be considered by the Planning Commission in an advertised public meeting and will be certified as a Final EIR if deemed adequate.

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

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

Thank you for your interest in this project.

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City and County of San Francisco
Planning Department

# 25-35 Dolores Street Residential Project

# DRAFT ENVIRONMENTAL IMPACT REPORT

## Planning Department Case No. 2006.0848E

State Clearinghouse No. 2009042012

EIR Publication Date: July 14, 2010
EIR Public Hearing Date: September 2, 2010
EIR Public Comment Period: July 14, 2010 to September 7, 2010

Send written comments on this document to:

Environmental Review Officer
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# 25-35 Dolores Street Residential Project
# Draft Environmental Impact Report

## TABLE OF CONTENTS

*Page*

*Page*



## LIST OF FIGURES



## LIST OF TABLES

## List of Abbreviations and Acronyms

| | |
|---|---|
| -sq.ft. | -square-foot |
| ABAG | Association of Bay Area Governments |
| BAAQMD | Bay Area Air Quality Management District |
| BCDC | San Francisco Bay Conservation and Development Commission |
| bgs | below ground surface |
| BMR | below market rate |
| BTEX | xylenes |
| BUF | Bureau of Urban Forestry |
| CA DPR | California Department of Public Resources |
| CAP | Clean Air Plan |
| CCR | California Code of Regulations |
| CEQA | California Environmental Quality Act |
| DBI | Department of Building Inspection |
| DPW | Department of Public Works |
| DTSC | California Department of Toxic Substances Control |
| EHS-HVVU | Environmental Health – Hazardous Waste Unit |
| EIR | Environmental Impact Report |
| ERO | Environmental Review Officer |
| ESA | Environmental Site Assessment |
| FAR | floor area ratio |
| FARR | Final Archeological Resources Report |
| HABS | Historic American Building Survey |
| HSP | health and safety plan |
| HPC | Historic Preservation Commission |
| MEA | Major Environmental Analysis |
| MTBE | methyl tertiary butyl ether |
| ND | not detected |
| NRHP | National Register of Historic Places |
| NOP | Notice of Preparation |
| NWIC | California Archeological Site Survey Northwest Information Center |
| PCB | polychlorinated biphenyl |
| RTO | Residential, Transit-Oriented |
| RWQCB | Regional Water Quality Control Board |
| sq.ft. | square feet |
| SFDPH | San Francisco Department of Public Health |
| SFPD | San Francisco Police Department |
| SMP | Site Mitigation Plan |
| SHPO | State Historic Preservation Officer |
| TPHd | diesel |
| TPHg | gasoline |
| TPHmo | motor oil |
| TPZ | Tree Protection Zone |
| UMB | Unreinforced Masonry Building |
| VOC | volatile organic compounds |
| VRAP | Voluntary Remedial Action Program |

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# I. SUMMARY

This Environmental Impact Report (EIR) chapter summarizes the proposed 25-35 Dolores Street Residential Project ("proposed project") and its potential environmental consequences. This chapter includes a summary description of the proposed project, a summary of potential environmental impacts and proposed mitigation measures, a summary of alternatives to the proposed project and their comparative significant environmental effects, and a summary of environmental issues to be resolved.

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

## A. PROJECT SYNOPSIS

The 25-35 Dolores Street Residential project site is on the east side of Dolores Street between Clinton Park and 14th Street in San Francisco's Mission neighborhood across the street from the Castro/Upper Market neighborhood (Assessor's Block 3534, Lot 069). The rectangular site is on the block bound by Clinton Park to the north, Rosemont Place to the east, 14th Street to the south, and Dolores Street to the west (see Project Location: Figure 1, page 8). The project site is located within a Residential, Transit-Oriented (RTO) Use district and 40-X Height and Bulk district. The approximately 19,600-square-foot (0.45 acre) project site measures 140 feet by 140 feet and contains two contiguous one-story, 25-foot-tall commercial garages. The 25 Dolores Street building, constructed in 1917, is located on the northern portion of the site, and is 140 ft. long and 70 feet wide. The 35 Dolores Street building, constructed in 1918, is located on the southern portion of the site, and is approximately 120 feet long and 70 feet wide. Total building area is about 19,037 square feet (sq.ft.). Both garages are currently vacant and have been vacant for approximately the past three years (since about July 2006).

The proposed project would demolish the two existing garages and construct a four-story, 40-foot-tall, approximately 62,030-sq.ft. residential building with 47 residential units and a one-level, below-grade parking garage containing 40 independently accessible parking spaces (see Figures 2 to 8, pages 9 to 20). The proposed project's approximately 51,130 gross sq.ft. of residential space, located on the first through

fourth floors, would be a mix of 7 studios, 18 one-bedroom, 18 two-bedroom, and four three-bedroom units, ranging in size from approximately 488 to 1,306 sq.ft.

The ground floor of the building would contain a residential lobby and ramp to the below-grade parking garage facing Dolores Street, 11 dwelling units, and a light court (open to the sky) in the middle of the building.

Open space for the dwelling units would be provided through a common rear yard (4,900 sq.ft.) and private decks (1,161 sq.ft.). The project sponsor would comply with the Affordable Housing Program for below market rate (BMR) units by constructing six BMR units on site (12 percent). The main residential entrance, and the entrance to the basement parking level, would be from Dolores Street.

There are no trees on the site; the proposed project would include street trees every 20 feet along the Dolores Street frontage in compliance with City requirements, subject to Department of Public Works (DPW) approval.

The proposed project would require excavation to a depth of approximately 17 feet for the one-level parking garage and mat foundation, and removal of approximately 13,333 cubic yards of soil.

Project construction is estimated to take approximately 15 months with a construction cost of about $10 million.

## B. SUMMARY OF IMPACTS AND MITIGATION MEASURES

This EIR provides information on potential impacts of the proposed project on historical architectural resources and hazards and hazardous materials. The Initial Study (Appendix A) provides information on all other potential impacts in the areas of land use and land use planning, aesthetics, population and housing, cultural resources, transportation and circulation, noise, air quality, wind and shadow, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, hazards and hazardous materials, mineral and energy resources, and agricultural resources. This Draft EIR identifies one significant and unavoidable historical architectural resource impact and one less-than-significant hazardous materials impact. The Initial Study identifies four potentially significant impacts (archeological resources, construction air quality-asbestos, landmark trees, and hazardous building materials) and proposes mitigation measures that would reduce those impacts to less than significant as described below in Table S-1, Summary of Impacts and Mitigation Measures, beginning on page S-3.

**Table S-1**
**Summary of Impacts and Mitigation Measures**

| Impacts | Impact Significance Without Mitigation | Mitigation Measures | Impact Significance With Mitigation |
|---|---|---|---|
| **From the EIR:** | | | |
| **CP-1: Historical Architectural Resources.** The proposed project's demolition of the two 25-35 Dolores Street buildings would diminish substantially and adversely their character defining features and would be a significant historical resource impact. | **Significant** | **M-CP-1 (HABS):** Implementation of this mitigation measure would reduce the impact to historical architectural resources, but not to a less-than-significant level. Therefore, impacts related to the demolition of the 25-35 Dolores Street buildings would remain significant and unavoidable.<br><br>However, to offset partially the loss of the project site buildings, the project sponsor shall, at a minimum, ensure that a complete survey meeting the standards of the Historic American Building Survey (HABS) is undertaken prior to demolition. This survey shall be completed in accordance with HABS level II documentation standards as follows.<br><br>• Prior to demolition, the project sponsor shall provide adequate documentation of the existing building. The documentation shall be submitted to the City and County of San Francisco Planning Department and found to be adequate prior to authorization of any permit that may be required for demolition of the building. In addition, the project sponsor shall prepare and transmit the photographs and descriptions of the property to the History Room of the San Francisco Public Library and the NWIC of the California Historic Information Resource System. The documentation shall include:<br>o A video documentary of the property.<br>o Photo-documentation of the property to HABS Standards. The standard size of negatives and transparencies (and accompanying prints) is 5-by-7 inches. Other large-format sizes such as 4-by-5 inches and 8-by-10 inches are also acceptable for formal documentation. Roll film, film packs, and electronic manipulation of images are not acceptable. Images must be fully identified with the name and location of the structure, a description of the feature or view being photographed, and the direction in which the photograph was taken, as well as the name of the photographer and the date created.<br>o Black and white, 35 millimeter photographs of the interior and exterior of the building. Negatives and 5-by-7 inch prints should be processed to meet archival requirements (i.e., negatives must be on safety film only; resin-coated paper is not accepted).<br>o As-built drawings of the building, produced to HABS and Historic American Engi- | **Significant and Unavoidable** |

**Table S-1**
**Summary of Impacts and Mitigation Measures**

| Impacts | Impact Significance Without Mitigation | Mitigation Measures | Impact Significance With Mitigation |
|---|---|---|---|
| | | neering Record Standards.<br>o The available original plans of the building shall be included as part of the documentation. All drawings and site plans shall be appropriate conserved at the site or at a qualified repository.<br>• Prior to demolition, the project sponsor shall salvage the character-defining elements of the existing building that are considered to be historically significant, as determined by a qualified architectural historian (and can feasibly be salvaged), and shall seek to donate those elements to an organization such as a local historical society. The features to be salvaged shall be determined by the City following consultation with a qualified historical resources firm. Features to be salvaged should include primary character-defining features. Donation of the materials to the historical society or other entity approved by the City shall be confirmed by the City prior to the issuance of demolition permits. | |
| **HZ-2: Contaminated Soil or Groundwater.** Soil analysis identified elevated levels of total lead at concentrations that warrant special handling and waste profiling prior to excavation and disposal. Thus, project excavation would have a significant hazardous materials soil conta- | **Potentially Significant** | **M-HZ-2: Hazards (Handling of Contaminated Soil).** Based on the potential for encountering contaminated soils during site excavation, the San Francisco Department of Public Health (SFDPH) has determined that the preparation of a Site Mitigation Plan (SMP) is warranted. The Site Mitigation Plan shall include a discussion of the level of contamination of soils on the project site and mitigation measures for managing contaminated soils on the site, including, but not limited to: 1) the alternatives for managing contaminated soils on the site (e.g., encapsulation, partial or complete removal, treatment, recycling for reuse, or a combination); 2) the preferred alternative for managing contaminated soils on the site and a brief justification; and 3) the specific practices to be used to handle, haul, and dispose of contaminated soils on the site. The SMP shall be submitted to the SFDPH for review and approval. A copy of the SMP shall be submitted to the Planning Department to become part of the case file.<br>Both the SFDPH and California Department of Toxic Substances Control (DTSC) concluded that the preparation of the Site Mitigation Plan, including confirmatory sampling at the bottom of the | **Less Than Significant** |

**Table S-1**
**Summary of Impacts and Mitigation Measures**

| Impacts | Impact Significance Without Mitigation | Mitigation Measures | Impact Significance With Mitigation |
|---|---|---|---|
| mination impact. | | excavation area, along with the garage ventilation, would remove and address any potential source of soil vapors or related hazards to potentially contaminated soils.[1]<br><br>*Step 1: Handling, Hauling, and Disposal of Contaminated Soils*<br><br>Specific Work Practices: Based on the results of the soil tests conducted, the SFDPH determined that the soils on the project site are contaminated at or above potentially hazardous levels. The construction contractor shall be alert for the presence of such soils during excavation of the building slab on the project site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e., characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations) when such soils are encountered on the site.<br><br>(a) Dust Suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.<br><br>(b) Surface Water Runoff Control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.<br><br>(c) Soils Replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where contaminated soils have been excavated and removed, up to construction grade.<br><br>(d) Hauling and Disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California. | |

[1] Rajiv Bhatia, MD, MPH, Director, Occupational and Environmental Health, City and County of San Francisco Department of Public Health, Letter to Chelsea Fordham, Major Environmental Assessments, San Francisco City Planning, October 19, 2009.

**Table S-1**
**Summary of Impacts and Mitigation Measures**

| Impacts | Impact Significance Without Mitigation | Mitigation Measures | Impact Significance With Mitigation |
|---|---|---|---|
| | | *Step 2: Preparation of Closure/Certification Report*<br><br>After excavation for the garage for the project, the project sponsor shall prepare and submit a closure/certification report to the SFDPH for review and approval. The closure/certification report to the SFDPH will require additional soil and groundwater sampling to be submitted at the time excavation is conducted in order to receive final site closure and clearance for redevelopment. Additionally, the closure/certification report shall include the mitigation measures in the Site Mitigation Plan for handling and removing contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures. In addition, the project sponsor shall install the required garage ventilation for potential air contaminants. | |
| **From the Initial Study (Appendix A):** | | | |
| **CP-2: Archeological Resources.** Construction of the proposed project could potentially damage or disturb unknown subsurface archaeological resources. | **Potentially Significant** | **M-CP-2 (Accidental Discovery):** The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in *CEQA Guidelines* Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department archeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the "ALERT" sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.<br><br>Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken. | **Less Than Significant** |

**Table S-1**
**Summary of Impacts and Mitigation Measures**

| Impacts | Impact Significance Without Mitigation | Mitigation Measures | Impact Significance With Mitigation |
|---|---|---|---|
| | | If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.<br><br>Measures might include preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.<br><br>The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.<br><br>Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: 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 or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above. | |

**Table S-1**
**Summary of Impacts and Mitigation Measures**

| Impacts | Impact Significance Without Mitigation | Mitigation Measures | Impact Significance With Mitigation |
|---|---|---|---|
| **AQ-1: Construction Air Quality (Natural Asbestos).** Excavation of serpentine rock could release naturally occurring asbestos as dust in the air. | **Potentially Significant** | **M-AQ-1. A Soil Management Plan** shall be developed to address asbestos exposure to the construction workers, nearby residents, pedestrians, and future users of the site. Dust control measures are to be implemented to reduce exposure during excavation, grading, loading, and transporting of excavated materials. Soil/rock excavated and removed from the site will require appropriate disposal, additional sampling may be necessary. These measures are to include:<br>• Site fencing.<br>• Wetting exposed soil/rock — exposed soil/rock will be watered at least twice a day to prevent visible dust from migrating off-site.<br>• Covering exposed soil/rock. In particular, stockpiles will be covered and trucks transporting contaminated soil/rock will be covered with a tarpaulin or other cover.<br>• Preventing distribution of dust and soil/rock off-site by decontamination and other measures to prevent soil/rock from being tracked off the site by vehicles or carried off-site on clothes. Measures to achieve this include: water being misted or sprayed during the loading of soil/rock onto trucks for off-haul; wheels being cleaned prior to entering public streets; public streets will be swept daily if soil/rock is visible and excavation and loading activities will be suspended if winds exceed 20 miles per hour.<br>• Instituting a site-specific health and safety plan (HSP) developed by a certified industrial hygienist that represents the site contractors, which includes that air sampling and monitoring be conducted to evaluate the amount of airborne particles generated during excavation, grading, loading and transportation.<br>• Contacting BAAQMD and completion of an Asbestos Dust Mitigation Plan permit application with BAAQMD prior to any excavation activities.<br>In order to control potential exposure during soil/rock disturbance, the soil/rock are to be moisture conditioned using dust suppressants, covering exposed soil/rock and stockpiles with weighed down plastic sheeting or capping the site with buildings asphalt or at least two feet of clean imported fill.<br>Excavated soil is to be disposed off-site after proper profiling for disposal. Excavated soil/rock material will either be loaded directly into trucks and removed from the site or stockpiled on- | **Less Than Significant** |

**Table S-1**
**Summary of Impacts and Mitigation Measures**

| Impacts | Impact Significance Without Mitigation | Mitigation Measures | Impact Significance With Mitigation |
|---|---|---|---|
| | | site. If stockpiled, the soil/rock will be placed on visqueen, bermed and tarped at all times.<br><br>Direct contact to the underlying soil/rock by future site users will be mitigated by encapsulation with the concrete foundation system and buildings. It is not anticipated that groundwater will be encountered during construction.<br><br>The Site Mitigation Plan (SMP) recommends that if unanticipated hazardous materials are encountered, the work is to stop; the site superintendent and project contractor are to be notified to conduct and inspection.<br><br>After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to Environmental Health – Hazardous Waste Unit (EHS-HVVU) at the San Francisco Department of Public Health (SFDPH) for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures. | |
| **BI-1: Biological Resources (Landmark Tree).** Construction of the proposed project could damage the root system of the landmark tree located on the adjacent property. | **Potentially Significant** | **M-BI-1 (Tree Protection Plan).** A Tree Protection Plan was prepared for the proposed project to state specific measures, which if applied before construction, can reasonably be expected to preserve the health of the adjacent landmark tree and the other six trees. Below is a summary of measures outlined in the Tree Protection Plan:<br><br>• Establish a Tree Protection Zone (TPZ) that would be a 17-foot-wide area at the rear or east end of the project site.<br>• Demolition procedures within the TPZ should follow these measures outlined below:<br>– Excavator is to be operated only from on top of the existing concrete floor; and<br>– Use an excavator with a small enough arm to clear overhead limbs; and<br>– Use an excavator with a large enough arm to pull out masonry, concrete and footing without needing to use open soil; and<br>– Have a Project Arborist on site to direct footing pulling; and | **Less Than Significant** |

**Table S-1**
**Summary of Impacts and Mitigation Measures**

| Impacts | Impact Significance Without Mitigation | Mitigation Measures | Impact Significance With Mitigation |
|---|---|---|---|
| | | – If a significant root is discovered, use the Project Arborist to determine whether a section of the footing should be abandoned; and<br>– In the event that either limb or root damage occurs, use the Project Arborist to correct or repair the damage, if possible, and to provide a written report; and<br>– Clean exposed soil by hand; and<br>– Upon completion of demolition, immediately install chain link fencing at the perimeter of the TPZ to protect the exposed soil from possible compaction.<br>• Construction-phase impacts should be managed within the TPZ as follows:<br>– Install and maintain construction fencing to prevent entry to the TPZ; and<br>– Install 4-inch depth wood chip mulch over all exposed soil areas within the TPZ; and<br>– Prohibit placement of any vehicle within the TPZ; and<br>– Do not store materials, excavation tailing or debris within the TPZ, unless placed on 3/4 inch or thicker plywood root buffer; and<br>– If trenching or grading takes place within the TPZ, use the Project Arborist to review what is proposed and to be on site during that aspect of the work.<br>• Landscape design and installation should be managed within the TPZ as follows:<br>– Allow the Project Arborist to work cooperatively in landscape design and design review to insure that tree impacts are minimized; and<br>– Allow the Project Arborist to be present when fence construction is taking place; and<br>– Allow the Project Arborist to be on site during landscape construction grading, trenching and any other excavation or new plant installation within the TPZ.<br>The Arborist Report and Tree Protection Plan would be reviewed by the Bureau of Urban Forestry (BUF) in the Department of Public Works to verify that the specified protections would be adequate to protect the landmark tree and the other six adjacent trees. The Bureau of Urban Forestry (BUF) would also monitor the project site during demolition, excavation, and construction activities in order to ensure that the protection measures outlined in the Tree Protection Plan are being implemented and adequate, and that the landmark tree and other adjacent trees are not | |

**Table S-1**
**Summary of Impacts and Mitigation Measures**

| Impacts | Impact Significance Without Mitigation | Mitigation Measures | Impact Significance With Mitigation |
|---|---|---|---|
| | | damaged. | |
| **HZ-1: Hazardous Building Materials (PCB, Mercury, Lead, and others).** Demolition of the existing buildings could expose project residents, employees, visitors, or construction workers to potential hazardous building materials such as PCB-containing electrical equipment. | **Potentially Significant** | **M-HZ-1 (Building Surveys):** The project sponsor shall ensure that pre-construction building surveys for polychlorinated biphenyl- (PCB-) and mercury-containing equipment, fluorescent lights, lead, mercury and other potentially toxic building materials are performed prior to the start of demolition. The survey shall include potentially toxic material remaining from the previous auto body and painting use of the site, including any paints, lacquer thinner, and waste solvent, and the unlabelled, plastic five-gallon bucket containing an unidentified sludge material that was observed in the rear (east) of the northern (25 Dolores Street) building. The survey shall also include the floor drains located throughout both buildings on the site, including the stain around a floor drain along the southern wall in the central section of the northern (25 Dolores Street) building. The unidentified sludge material, the stain around the floor drain in the 25 Dolores Street building, any hazardous materials in the floor drains, and any other hazardous building materials so discovered shall be abated according to federal, State, and local laws and regulations. The floor drains shall be removed or sealed before construction of the proposed project. | **Less Than Significant** |

# C. ALTERNATIVES

Three alternatives are evaluated in this EIR: Alternative A: No Project, Alternative B: Preservation Alternative, and Alternative C: Partial Preservation Alternative.

## ALERNATIVE A: NO PROJECT

Under the CEQA-required ***No-Project Alternative***, there would be no change on the project site, and the proposed 47 dwelling units in a 40-foot high building would not be constructed. The ***No Project Alternative*** would avoid all impacts of the proposed project, the Preservation Alternative, and the Partial Preservation Alternative. The No Project Alternative would not preclude future proposals for development of the project site.

## ALTERNATIVE B: PRESERVATION ALTERNATIVE

The ***Preservation Alternative*** would not demolish the 25-35 Dolores Street commercial garage buildings, would restore it to the Secretary of Interior's Standards, and adaptively reuse the space. This adaptive reuse alternative would have approximately 18 one-bedroom, approximately 1,000-sq.ft. loft residential units, and 18 below-grade parking spaces (or 14 if provided at a ratio of 0.75 spaces per unit) in the 140- x 140-foot, brick-walled, wood truss-roofed garage buildings. There would be approximately 17,800 sq.ft. of residential space. The rear yard open space would be similar to the proposed project, because the rear brick walls would be removed to provide 25 percent (35 feet) of the lot depth for rear yard. No addition would be constructed. This alternative would have no impact on historical architectural resources, thereby avoiding the proposed project's significant and unavoidable impact. It would have the same impacts as the proposed project relating to archeological resources, construction air quality, hazards (contaminated soils) and landmark trees, which would be less than significant with mitigation incorporated. All other impacts would remain less than significant.

## ALTERNATIVE C: PARTIAL PRESERVATION ALTERNATIVE

The ***Partial Preservation Alternative*** would demolish the 25-35 Dolores Street buildings, except for the front 20 feet of the 25 Dolores and 35 Dolores Street building façades, and would construct a four-story residential vertical addition behind it. The front façade and its character-defining features and the remaining portion of the 25 and 35 Dolores Street buildings would be restored to the Secretary of Interior's Standards. The Partial Preservation Alternative would eliminate 24 units of the proposed project's 47 units for a total of 23 units. This alternative would have a one-level, 23-stall (or 17 if provided at a ratio of

0.75 spaces per unit), underground garage. This alternative would be consistent with the Secretary of the Interior's Standards and have a less-than-significant impact on historical architectural resources, thereby reducing the proposed project's significant and unavoidable impact. It would have the same impacts as the proposed project relating to archeological resources, construction air quality, hazards (contaminated soils) and landmark trees, which would be less than significant with mitigation incorporated. All other impacts would remain less than significant.

Table S-2, page S-14, compares the significant impacts between the proposed project and the alternatives. The No Project Alternative is not included in this table.

Both the Partial Preservation and the Preservation Alternative would avoid the proposed project's significant and unavoidable historical architectural impact; however the Preservation Alternative would have less of an impact on historical resources, archeological resources, construction air quality, hazards (contaminated soils), and landmark trees than the Partial Preservation Alternative and would be the environmentally superior alternative.

*Text continues on page 15*

**Table S-2**

**Comparison of Significant Impacts – Proposed Project and Alternatives**

| | Proposed Project | Preservation Alternative | Partial Preservation Alternative |
|---|---|---|---|
| **Description:** | | | |
| ***-Building(s)*** | Demolish 2; build 1 | Retain/adaptively reuse 2 | Retain 20' of 25 and 35 Dolores, build vertical addition |
| ***-Height*** | 40 feet, 4 stories | 25 feet, partial use of a 2nd story | 25 feet; 40 ft., 4 stories vertical addition |
| ***- Street Façade Setback*** | No | No | 20-foot for vertical addition |
| ***- Rear Yard Setback*** | 25% (35-foot) | 25% (35-foot) | 25% (35-foot) |
| ***-Land Use*** | 47 residential units | 18 residential units | 23 residential units |
| ***-Parking*** | 40 spaces, 1-level underground | 18/14 spaces, 1 level underground | 23/17 spaces, 1 level underground |
| ***-Building GSF (w/o parking)*** | 51,130 sq.ft. | 17,800 sq.ft. | 36,600 sq.ft. |
| **Impacts** (Significance level after mitigation): | | | |
| ***Historical Resources*** | Significant and Unavoidable | Less Than Significant | Less Than Significant |
| ***Archeological Resources*** | Less Than Significant | Less Than Significant | Less Than Significant |
| ***Construction Air Quality*** *(asbestos)* | Less Than Significant | Less Than Significant | Less Than Significant |
| ***Trees*** *(Landmark tree on adjacent property)* | Less Than Significant | Less Than Significant | Less Than Significant |
| ***Hazardous Materials*** *(PCB, Mercury, Lead, and others in existing building material)* | Less Than Significant | Less Than Significant | Less Than Significant |
| ***Hazardous Materials*** *(Contaminated Soils)* | Less Than Significant | Less Than Significant | Less Than Significant |

# D. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

The City distributed a Notice of Preparation (NOP) on April 1, 2009, announcing its intent to prepare and distribute an EIR. Individuals and agencies that received these notices included owners of properties within 300 feet of the project site, tenants of properties adjacent to the project site, and other potentially interested parties, including various regional and state agencies.

Concerns and issues raised by the public regarding the environmental review include the following: (1) density; (2) need for a traffic impact study; (3) pedestrian safety, on-street parking congestion, and eliminating on-street parking to accommodate the garage entry/exit; (4) loss of an important historical architectural resource for the neighborhood; (5) soil and groundwater contamination and the need for soil and groundwater sampling and a soil gas survey; (6) excavation of serpentine rock releasing airborne, naturally-occurring asbestos dust and the need for mitigation.

These concerns were addressed and incorporated into this EIR or the Initial Study (Appendix A) where appropriate.

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# II. INTRODUCTION

## A. PROJECT SUMMARY

The project sponsor, the 35 Dolores, LLC, proposes to construct a 62,030-sq.ft., 40-foot-tall, four-story residential building containing 47 units on an approximately 19,600-sq.ft. site located on the east side of Dolores Street between Clinton Park, Rosemount Place, and 14th Street in the Mission neighborhood of San Francisco.

## B. PURPOSE OF THIS ENVIRONMENTAL IMPACT REPORT

This project EIR has been prepared by the City of San Francisco Planning Department, the Lead Agency for the proposed project, in conformance with the provisions of *CEQA Guidelines*.[2] The lead agency is the public agency that has the principal responsibility for carrying out or approving a project. As a project EIR, once certified, CEQA requires no further environmental review unless the proposed project were to change or environmental conditions were to change substantially prior to project construction.

As stated in the *CEQA Guidelines*, an EIR is an "informational document" intended to inform public agency decision-makers and the public of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project. As defined in the *CEQA Guidelines* Section 15382, a "significant effect on the environment" is:

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

This project EIR assesses potentially significant impacts concerning historical architectural resources, less-than-significant impacts to hazards and hazardous materials, and presents the less-than-significant land

[2] CEQA, California Environmental Quality Act, Statutes and Guidelines, Guidelines as amended January 1, 2005, published by the Governor's Office of Planning and Research.

use effects already analyzed in the Initial Study (Appendix A) for informational purposes only. The Initial Study (Appendix A) evaluated the proposed project's potential impacts on land use and land use planning, aesthetics, population and housing, cultural resources, transportation and circulation, noise, air quality, wind and shadow, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, hazards and hazardous materials, mineral and energy resources, and agricultural resources. This project EIR, in combination with the Initial Study (Appendix A), provides an analysis of the proposed project's physical environmental impacts, including those from construction and operation.

CEQA provides that public agencies should not approve projects until all feasible means available have been employed to lessen substantially the significant environmental effects of such projects. "Feasible" means capable of being accomplished in a successful manner within a reasonable period taking into account economic, environmental, social, and technological factors.[3]

Although this project EIR does not control the ultimate decision on the proposed project, the City of San Francisco (City) must consider the information in this EIR in its deliberations over project approval and respond to each significant effect identified in this EIR. The City will use the certified EIR, along with other information and public processes, to determine whether to approve, modify, or disapprove the proposed project, and to specify any applicable environmental conditions as part of the project approvals.

## C. ENVIRONMENTAL REVIEW PROCESS AND PUBLIC COMMENTS

The filing of the Environmental Evaluation (EE) application initiates the environmental review process that is generally composed of the following components: (1) a preliminary assessment of potential environmental impacts contained in an Initial Study that is distributed to the public with an NOP; (2) preparation of a Draft EIR; (3) public comments on the adequacy of the Draft EIR; (4) preparation of responses to the comments in a Comments and Response Document; and (5) preparation of a Final EIR consisting of the revised Draft EIR and the Comments and Response Document.

The project sponsor submitted an EE application for the proposed 25-35 Dolores project to the Planning Department on July 17, 2006. The Planning Department distributed a NOP and an Initial Study on April 1, 2009 announcing its intent to prepare and distribute an EIR. In response to the NOP, comment letters were submitted to the Planning Department by both public agencies and individuals. The NOP is included in Appendix A of this EIR.

[3] *Public Resources Code* Section 21061.1.

Public agencies that submitted comment letters included the following:

- **The State Department of Transportation (CalTrans)** provided comments requesting preparation of a traffic impact analysis of the proposed project on state highway facilities in the vicinity.
- **The State Department of Toxic Substances Control (DTSC)** provided comments on the potential for soils and groundwater contamination and requesting a soil and groundwater sample and soil gas survey, along with appropriate mitigation measures as required.
- **The San Francisco Fire Department (SFPD)** provided comments regarding guidelines for fire prevention facilities for new buildings (hydrants, fire flow, connections, access).

**Private groups and individuals** commented on the following issues:

- Development density.
- Pedestrian safety and on-street parking congestion.
- Reduction of on-street parking to accommodate the garage entry/exit.
- Demolition of an important historical architectural resource.
- Construction impacts.
- Airborne naturally occurring asbestos dust during excavation of serpentine rock.
- Changes in private views and light at the building adjacent to 35 Dolores Street.

The Initial Study (Appendix A) found that the proposed project would only have a significant impact on historical architectural resources related to demolition of the existing 25-35 Dolores Street buildings. The historical architectural resource evaluation is in Chapter V of this EIR.

After reviewing the Initial Study, the DTSC recommended that soil and groundwater be sampled on the site. The EIR addresses this matter in the section on hazardous materials and identifies a Site Mitigation Plan that would be prepared for the project.

The Initial Study found that the proposed project would have potentially significant impacts on archeological resources, construction air quality (asbestos), landmark tree, and hazardous building materials, and proposed mitigation measures that would reduce the impact to less than significant. All other impacts assessed in the Initial Study would be less than significant.

## DRAFT EIR AND PUBLIC COMMENT

Following publication of this Draft EIR, there will be a 55-day public review and comment period, including a public hearing, to solicit public comment on the adequacy and accuracy of information presented in this Draft EIR, as described in more detail in the next section.

# D. LOCATION OF DRAFT EIR AND REFERENCE MATERIALS

A copy of the Draft EIR is available for public review and comment at the Planning Department's Planning Information Counter at 1660 Mission Street, 1st Floor, or at the Department's website, http://mea.planning.org, under General CEQA Projects.

The distribution list for the Draft EIR and referenced materials are available for review at the Planning Department's office at 1650 Mission Street, 4th Floor.

# E. DRAFT EIR COMMENT PERIOD

During the 55-day public review and comment period on the adequacy and accuracy of information presented in this Draft EIR (from July 14, 2010 to September 7, 2010), readers are invited to submit oral comments at the public hearing or written comments on the adequacy and accuracy of the Draft EIR.

Oral comments on this Draft EIR can be made at the public hearing before the Planning Commission scheduled for September 2, 2010 in Room 400 City Hall, Dr. Carlton B. Goodlett Place, beginning at 1:30 p.m. or later (call 558-6422 the week of the hearing for a recorded message giving a more specific time).

Written comments should be received no later than 5:00 p.m., September 7, 2010. Mail to:

Bill Wycko, Environmental Review Officer
25-35 Dolores Street Residential Project (2006.0848E)
San Francisco Planning Department
1650 Mission Street, Suite 400
San Francisco, CA 94103

*CEQA Guidelines* Section 15096(d) calls for responsible agencies to provide comments on those project activities within those agencies' areas of expertise and to support those comments with either oral or written documentation.[4]

## FINAL EIR

Following the close of the public review and comment period, the Planning Department will prepare and publish a document titled "Comments and Responses." It will contain (1) a summary of all relevant comments on this Draft EIR received in writing or during the public hearing, (2) the City's responses to

[4] CEQA Section 21069 defines a responsible agency as a public agency, other than the lead agency, which has responsibility for carrying out or approving a project.

those comments, and (3) copies of the letters received and a transcript of the Planning Commission public hearing.

This Draft EIR, together with the Comments and Responses document, will be considered by the Planning Commission in an advertised public meeting, and then certified as a Final EIR if deemed adequate.

Following consideration of the environmental information in a certified Final EIR, and after consideration of community concerns expressed in a subsequent Conditional Use public hearing regarding approval for the proposed project, the San Francisco Planning Commission (or the Board of Supervisors on appeal) will decide whether to approve the proposed project.

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# III. PROJECT DESCRIPTION

This chapter describes the proposed 25-35 Dolores Street Residential project (proposed project), which is evaluated in this EIR. A description of the proposed project's regional and local context and objectives is also provided, in addition to required project approvals and entitlements. For the purposes of this EIR, 35 Dolores, LLC, is considered the project sponsor and project developer. As noted previously, the San Francisco Planning Department is the Lead Agency for this EIR. The project architect is Levy Design Partners, Inc.

## A. PROJECT OBJECTIVES

The objectives of the project sponsor include the following:

- In response to San Francisco's housing demand, construct a high quality, cost-effective residential building and associated parking in the Mission neighborhood.
- Design a project that enhances the existing urban character of the area.
- Develop a project with minimal environmental disruption.
- Construct a high-quality residential development that produces a reasonable return on investment for the project sponsor and its investors and is able to attract both equity investors and construction financing
- Complete the project on schedule and within budget.

## B. PROJECT LOCATION

The rectangular 19,600-sq.ft. project site is located on the east side of Dolores Street between Clinton Park, Rosemont Place, and 14th Street about 150 feet south of Market Street and about three blocks southwest of the Market/Octavia Street freeway touchdown (Assessor's Block 3534, Lot 069) in the Mission neighborhood of San Francisco (see Figures 1, 2, and 3, pages 8 to 10). The project block is bound by Clinton Park to the north, Rosemont Place to the east, 14th Street to the south, and Dolores Street to the west.


Source: During Associates

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Project Location Figure 1


35 Dolores Street

25 Dolores Street

Source: Frederic Knapp 2006

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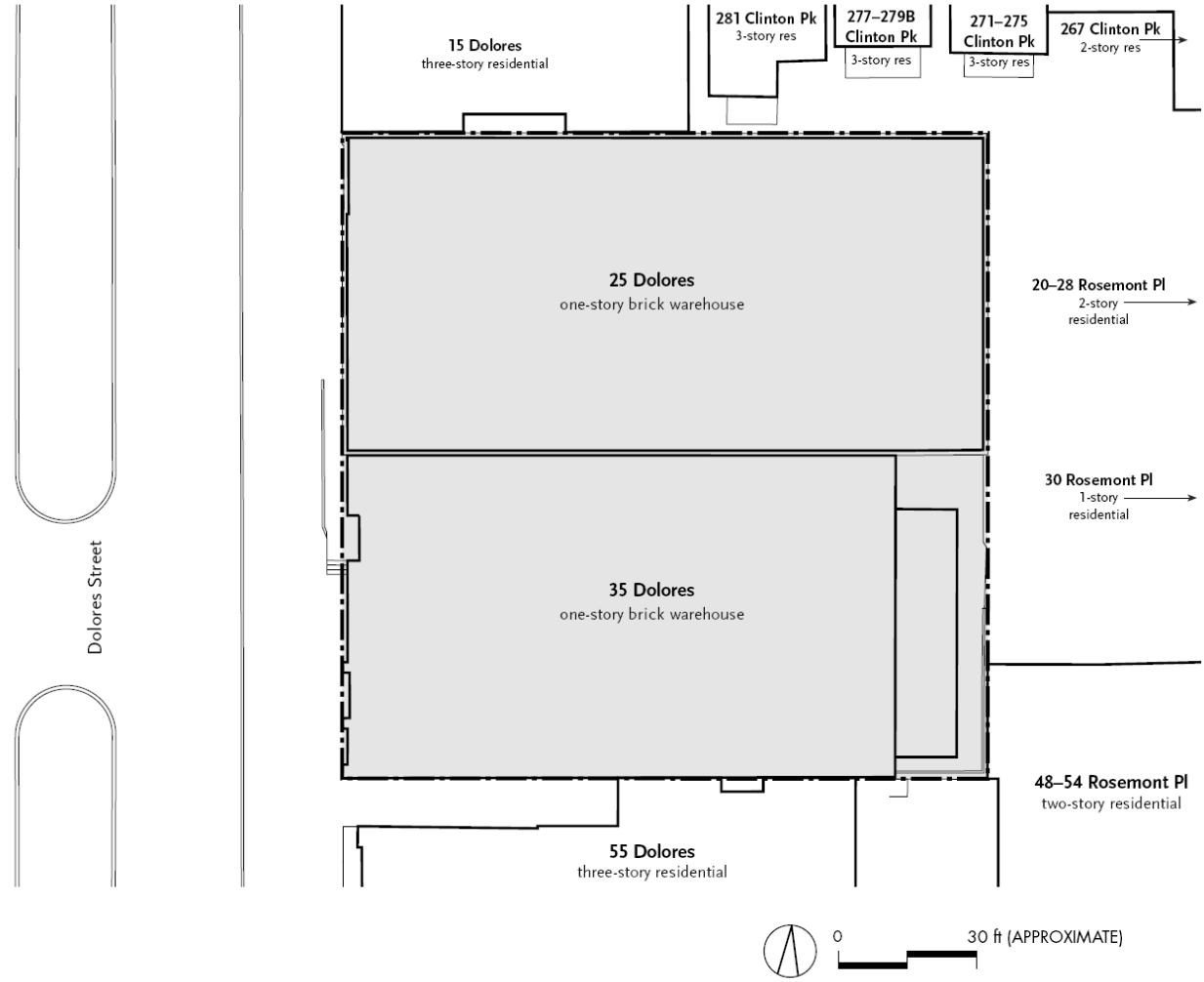
Photos of Project Site Figure 2




Source: Levy Design Partners, Inc.

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Existing Site Plan Figure 3

The project site is at an elevation of approximately 103.5 feet above Mean Sea Level (MSL). The project site is located within a Residential Transit-Oriented (RTO) Use district, the 40-X Height and Bulk district, and the Market and Octavia Plan area.[5] As described in *Planning Code* Section 206, RTO districts are intended to recognize and conserve areas characterized by a mixture of houses and apartment buildings, covering a range of densities and building forms. RTO districts are well served with transit and neighborhood commercial areas within walking distance. The proposed project's residential use is a principally permitted use in a RTO district. The RTO district in which the project site is situated generally extends east and south along Dolores Street, where it is the predominant zoning district. West and north of the project site is a NCT-3 (Moderate-Scale Neighborhood Commercial Transit) district that flanks Market Street. Although the 40-X Height and Bulk district predominates, an 85-X district stretches along Market Street near the project site and a 50-X district begins to the north and east along both sides of Duboce Avenue and Valencia Street.

Two existing contiguous commercial buildings (25-35 Dolores Street), which contain a total of approximately 19,037 sq.ft., occupy the entire site, are currently vacant (since about 2006) and have been used for automotive repair/service and parking. The floor area ratio (FAR) for the project site is approximately 0.97 to 1. Residential density of one unit per 600 sq.ft. of lot area is permitted by right in the RTO district (33 units maximum). Residential density of one unit per 400 sq.ft. is allowable through Conditional Use authorization (49 units maximum). The residential unit mix requirement in the RTO district under *Planning Code* Section 207.6 is 40 percent of total units being two bedrooms or larger or 30 percent being three bedrooms or larger.

The 25 Dolores Street building, constructed in 1917, is a one-story, 25-foot-tall commercial garage located on the northern portion of the site and covers the entire northern portion of the site. The 35 Dolores Street building, constructed in 1918, is located on the southern portion of the site and built to the property lines on the west, north, and south, with a ten-foot-wide open area to the rear (east). The building at 25 Dolores Street replaced a wooden livery stable that had been there since 1906. Both buildings are good examples of early-20th Century garages, and of industrial buildings more generally. They were used almost continuously since their construction for motor vehicle repairs and storage.[6] The site has no vegetation except for three elevated planter boxes on the Dolores Street façade of the 35 Dolores Street building.

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[5] The San Francisco *General Plan* was amended on October 24, 2007 via Ordinance 0246-07, which adopted and incorporated the *Market and Octavia Neighborhood Plan* into the *General Plan*. The UR for the plan area was adopted via Motion M07-75 on June 19, 2007. The *General Plan* has been amended and the *Planning Code* has been updated to reflect the Market and Octavia Neighborhood Plan; the rezoning was adopted by the Board of Supervisors on April 16, 2008 and became effective May 30, 2008.

[6] Frederic Knapp Architect, Historical Resource Evaluation Report For 25-35 Dolores Street, San Francisco, California, May 21, 2007, p. 3.

Adjacent to the project site to the north is a three-story, approximately 30-foot-tall multi-family residential building (15 Dolores Street). Further north, on the southeast corner of Dolores Street and Clinton Park, is the Dolmark Apartments at 11 Dolores Street, a four-story, approximately 40-foot-tall multi-family residential building. Adjacent to the project site, to the south at 55 Dolores Street, is a three- to four-story, approximately 40-foot-tall multi-family residential building. Further south at 75 Dolores Street is a four-story, approximately 40-foot-tall multi-family residential building, and, at 87 Dolores Street on the northeast corner of Dolores and 14th Streets, is a six-story, approximately 60-foot-tall multi-family residential building. On Rosemont Place east of the project site are one- and two-story single- and multi-family buildings (20 – 90 Rosemont Place); and along Clinton Park north of the project site are primarily two- and three-story multi-family residential buildings (213 – 281 Clinton Park).

Clinton Park, a one-way, one-lane eastbound street, extends eastward from its western terminus at Dolores Street, with parking on the south side. Dolores Street begins at San Jose Avenue near Glen Park and the outer Mission, terminates at Market Street. Market Street runs northeast and southwest between the Twin Peaks vicinity and the Embarcadero, and passes near the project site just north of the intersection of Dolores Street and Clinton Park. Fourteenth Street is a one-way, eastbound street with two travel lanes, a bicycle lane on the south side, and parking on both sides of the street. Rosemont Place is a two-way, north-south cul-de-sac, with one travel lane and parking on both sides of the street, which begins at 14th Street and terminates just south of Clinton Park.

Dolores Street, a two-way, north-south roadway with two travel lanes in each direction, a landscaped median, and parking on both sides of the street, is a grand boulevard with a gracious center median landscaped with large palm trees.[7] Across Dolores Street from the project site, a one- to two-story, approximately 20-foot-tall vacant commercial building, formerly containing an automobile dealership (S&C Ford, 2001 Market Street), occupies the entire west side of Dolores Street between Market and 14th Streets. An application for development of 2001 Market Street (2008.0550E) has been received at the Planning Department. The proposed development would include the construction of an eight-story mixed-use building with up to 75 residential units, 29,715 sq.ft. of retail (supermarket), and approximately 121 parking spaces.

[7] Michael Smith, San Francisco Planning Department, Historic Resource Evaluation Response, 25-35 Dolores Street, January 31, 2008, p. 1. This document is available for public review as part of Project File No. 2006.0848E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

# C. PROJECT CHARACTERISTICS

The proposed project would include the demolition of the two existing one-story garages at the site, and construction of a four-story, 40-foot-tall, approximately 62,030-sq.ft. residential building with 47 residential units and a one-level, below-grade parking garage with 40 independently accessible parking spaces (see Table 1 and Figures 4 to 9, pages 16 to 21). The project would be built to the lot lines on the Dolores Street frontage and sides, and would have 75 percent lot coverage with a 35-foot rear yard. The approximately 51,130 sq.ft. of proposed residential space, located on the first through fourth floors, would be a mix of 7 studios, 18 one-bedroom, 18 two-bedroom, and four three-bedroom units, ranging in size from approximately 488 to 1,306 sq.ft.

Residential density of the proposed 47 residential units on the 19,600-sq.ft. site would be one residential unit per 417 sq.ft. of lot area, and would require a Conditional Use authorization under *Planning Code* Section 209.1 and Section 121.5.

**Table 1**
**Project Characteristics**

| Building Uses | Quantity |
|---|---|
| Number of Buildings | 1 |
| Building Height | 40 feet |
| Number of Stories | 4 |
| Residential | 51,130 sq.ft. |
| Parking | 10,900 sq.ft. |
| **Total** | **62,030** sq.ft. |
| Common Open Space | 4,900 sq.ft. |
| Dwelling Units | 47 |
| Parking Spaces | 40 |
| Bicycle Spaces | 8 |

The Affordable Housing Program (*Planning Code*, Section 315.4) would require 12 percent, or six of the 47 residential units to be below market rate (BMR) units distributed throughout the proposed project.[8] The project would comply with the City's Affordable Housing Program, by constructing those six affordable units on-site.

The ground floor of the building would contain a residential lobby and ramp to the below-grade parking garage facing Dolores Street, 11 dwelling units, and a light court (open to the sky) in the middle of the building.

The one-level, below-grade parking garage would comprise 10,900 sq.ft. with 40 independently accessible spaces, of which 24 would be standard (including two handicapped-accessible spaces) and 16 would be compact. In RTO districts, Section 151(1) of the *Planning Code* permits up to three cars for each four dwelling units (or 0.75 spaces per unit) and up to one car for each dwelling unit under Conditional Use authorization.

No off-street loading spaces would be provided for the proposed residential project, and the *Planning Code* does not require them in RTO districts. Twenty-three bicycle spaces would also be provided in the below-grade garage. The proposed project, with 47 residential units, would therefore comply with *Planning Code* Section 155.5, which requires one Class 1 bicycle parking space for every two residential units.

Approximately 4,900 sq.ft. of common usable open space would be provided in the rear yard on the ground floor for the private use of residents. Thirty-seven of the 47 dwelling units would have access to private open space in the form of private decks ranging in size from 19 to 65 sq.ft., totaling approximately 1,661 sq.ft. The Zoning Administrator determined that the project provide 35 percent of the property area for rear yard.[9] The project would request a variance from this requirement to allow for 25 percent rear yard, totaling 7,200 sq.ft. (see page 16).

[8] On August 1, 2006, the Board of Supervisors amended *Planning Code* Section 315 and increased the affordable housing unit requirement to 15 percent on-site or 20 percent offsite. However, the increase under *Planning Code* Section 315.3(b)(2) is not applicable to projects for which an environmental evaluation application was filed prior to July 18, 2006 and which do not require zoning map amendments or *Planning Code* text amendments that would increase the net number of permissible residential units or square feet. The proposed project's environmental July 16, 2006 evaluation application would not amend zoning maps or *Planning Code* text to increase permissible density or residential square footage and would, therefore, be required to provide 12 percent (or 6) affordable units. In addition, the proposed project would not be subject to the extra affordable housing fee in the Market Octavia Plan area pursuant to *Planning Code* Section 315.4(a)(1)(A)(i) because it is in an RTO Use district with a $0.00 fee levy.

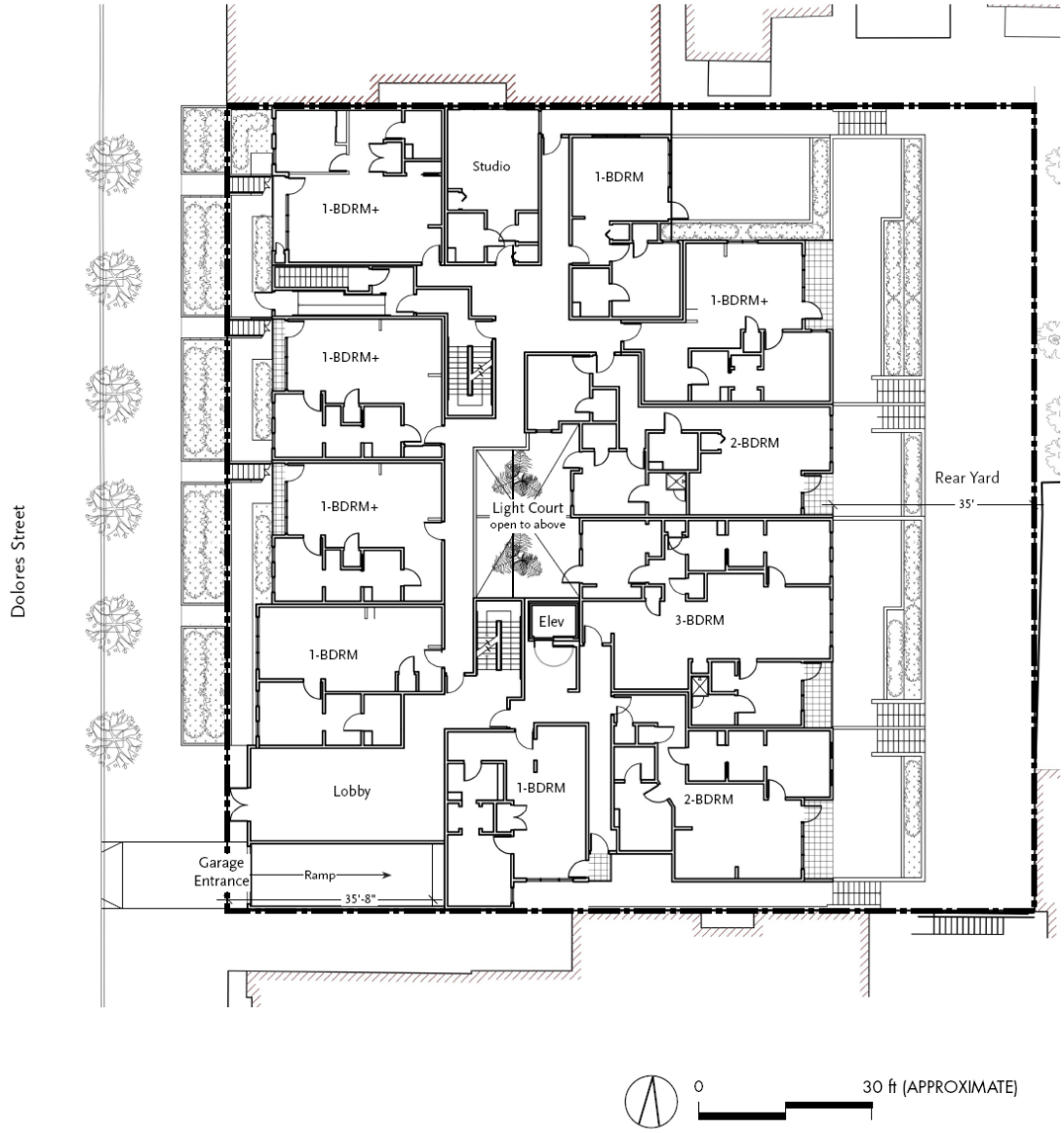
[9] Lawrence Badiner, Zoning Administrator, Letter of Determination to David Silverman, Project Attorney, August 13, 2007. This document is available for public review as part of Project File No. 2006.0848E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

There are no trees on-site; the proposed project would include street trees every 20 feet along the Dolores Street frontage in compliance with City requirements, subject to the DPW's approval.

The proposed project would require excavation to a depth of approximately 17 feet for the one-level parking garage and mat foundation, and removal of approximately 13,333 cubic yards of soil.

Project construction is estimated to take approximately 15 months with a construction cost of approximately $10 million. The project architect is Levy Design Partners, Inc.

*Text continues on page 22*




Source: Levy Design Partners, Inc.

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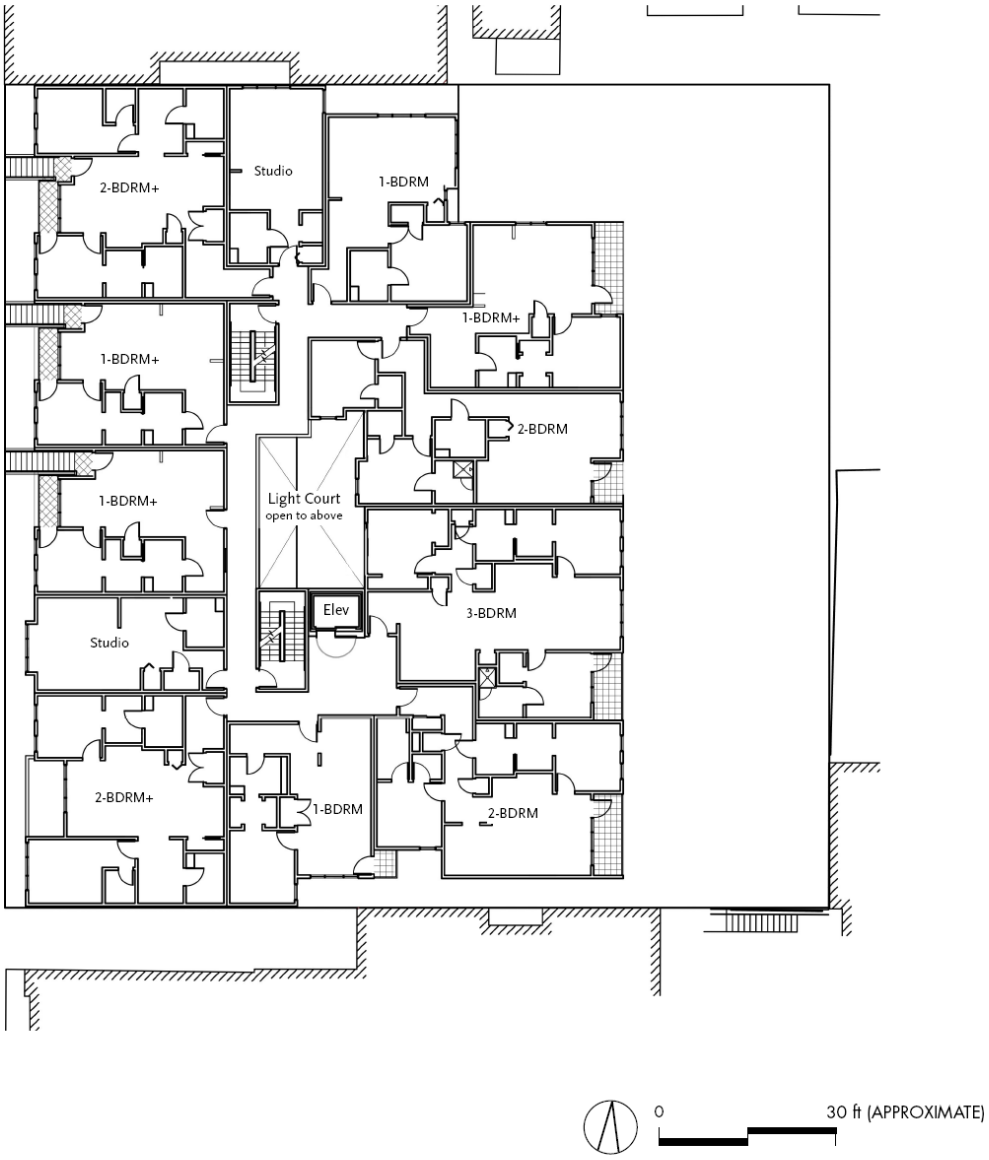
Proposed Ground Floor Plan Figure 4




Source: Levy Design Partners, Inc.

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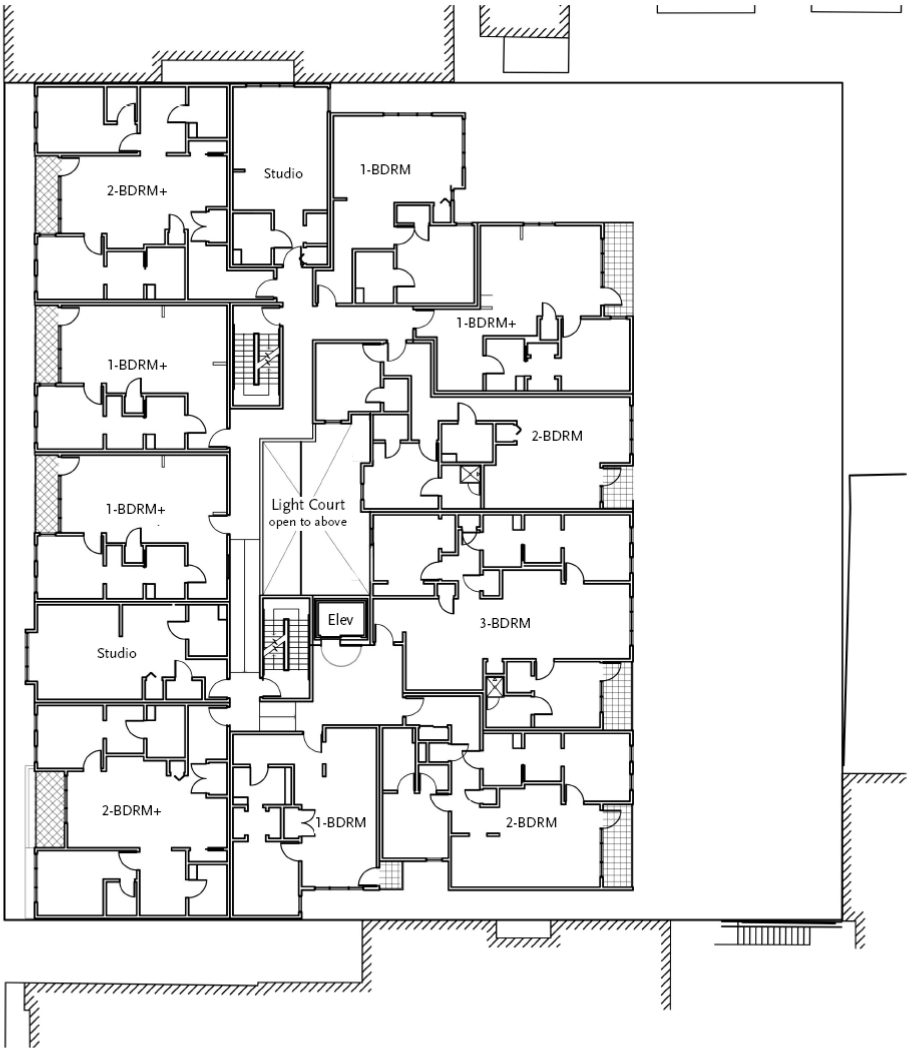
Proposed Second Floor Plan Figure 5




Source: Levy Design Partners, Inc.

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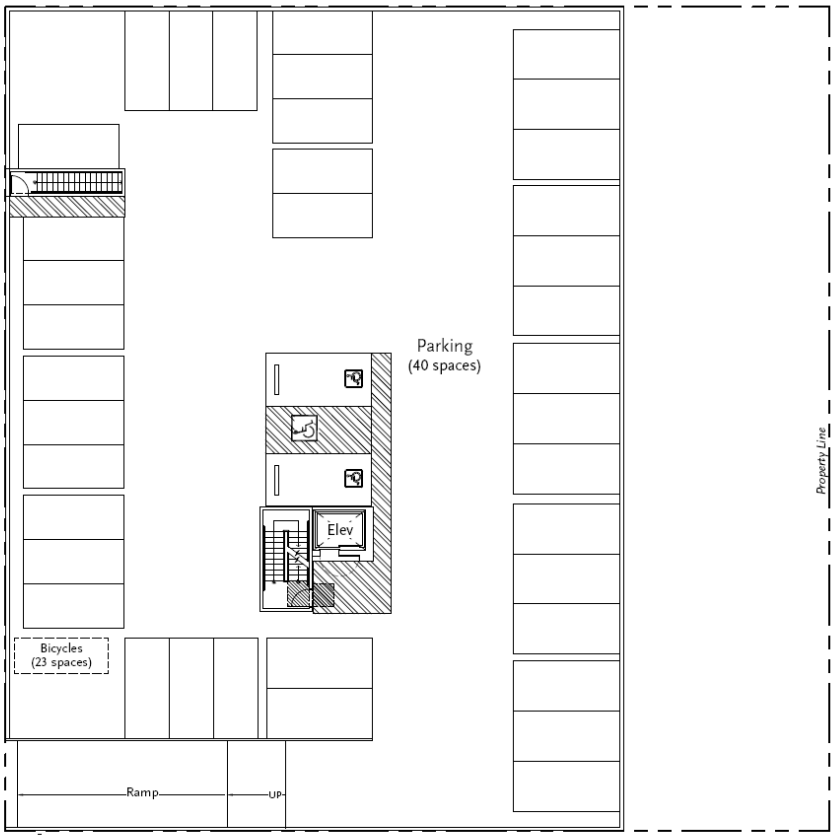
Proposed Third & Fourth Floor Plan Figure 6




0 30 ft (APPROXIMATE)

Source: Levy Design Partners, Inc.

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Proposed Basement Parking Plan Figure 7


Dolores Street

Dolores Street Elevation

Rear Elevation

0 30 ft (APPROXIMATE)

Source: Levy Design Partners, Inc.

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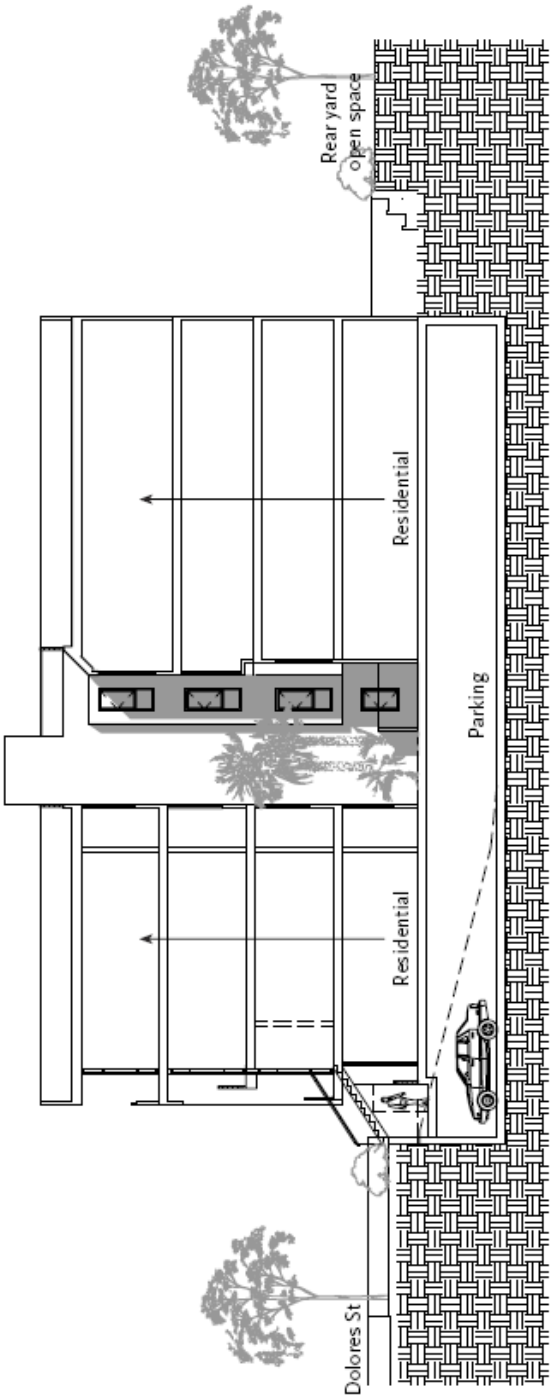
Proposed Project Elevations Figure 8




Source: Levy Design Partners, Inc.

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**Proposed Project Section Figure 9**

# D. INTENDED USES OF THIS EIR

This EIR is a project EIR, which evaluates the environmental effects of a specific project, the proposed 25-35 Dolores Street Residential Project. The purpose of this EIR is to provide the City, public agencies and the public in general with detailed information about the environmental effects of implementing the proposed project, to examine and institute methods of mitigating any adverse environmental impacts should the project be approved, and to consider alternatives to the project as proposed.

The project's proposed residential use is a principally permitted use in the RTO Use district. The proposed project would require the following action under existing zoning regulations and ordinances, with acting bodies shown in italics. Aside from the project approval hearing noted above, the EIR would be used, in part, for each of the other approvals listed below.

- Certification of the EIR. *Planning Commission action. Certification of EIR may be appealed to the Board of Supervisors.*[10]
- Findings of *General Plan* and Priority Policies Consistency. *Planning Commission action.*
- Conditional Use Authorization for:
    - *Density*. The proposed project would require review and approval by the Planning Commission for a Conditional Use authorization for residential density greater than one unit per 600 sq.ft. of lot area for the proposed project's density of one unit for 417 sq.ft. of lot area. Residential density of one unit per 400 sq.ft. is conditionally permitted. (*Planning Code* Section 209.1.) *Planning Commission action.*
    - *Off-Street Parking*. Under *Planning Code* Section 151.1, the proposed project would be permitted to provide up to three parking spaces for every four dwelling units or 0.75 spaces per unit (35 for the 47-unit project), with an increase up to one space per dwelling unit allowed by Conditional Use authorization. The project would provide 40 parking spaces, and would therefore require Conditional Use authorization for the seven (7) parking spaces provided in excess of 0.75 spaces per unit. *Planning Commission action.*
    - *Development of a Large Lot.* The proposed project would require review and approval by the Planning Commission for development on lots greater than 10,000 sq.ft. (*Planning Code* Section 121.5, Development of Large Lot Residential Districts). *Planning Commission action.*

[10] Before discretionary project approval may be granted for the proposed project, the Planning Commission must certify the EIR as accurate, objective, and complete. This Draft EIR will undergo a 45-day public comment period as noted on the Draft EIR cover, which will include a public hearing before the Planning Commission. Following the public comment period, responses to written and oral comments on the Draft EIR will be prepared and published in a Response to Comments Document. The Draft EIR will be revised as appropriate and, together with the Response to Comments Document, will be presented to the Planning Commission for certification of the EIR. No approvals or permits may be issued before the Final EIR is certified. The Draft EIR and the Response to Comments Document together are considered the Final EIR.

- Rear Yard Variance. *Planning Code* Section 134(c)(4)(B) allows the Zoning Administrator to reduce the 45 percent residential rear yard requirement for lots abutting properties that front on another street (i.e., a 63-foot rear yard for the project site). As noted above, the Zoning Administrator has determined that the required rear yard for the project site is 35 percent. The project would request a variance from this requirement to allow a 25 percent rear yard (i.e., a 35-foot rear yard for the project site). *Zoning Administrator action.*

- Demolition and Site Permits. The project would require approval by the Department of Building Inspection (DBI) for demolition and site permits. *Department of Building Inspection action.*

- Condominium Map and Related Permits. The project would require approval of a condominium map and related permits by DPW. *Department of Public Works action.*

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# IV. PLANS AND POLICIES

This chapter identifies inconsistencies the proposed project might have with applicable plans and policies. The discussion of the inconsistency itself is located in the corresponding topical section of Chapter V, Environmental Setting, Impact, and Mitigation and Improvement Measures. Additionally, for further discussion of the proposed project's compatibility with plans and polices, see the Initial Study (Appendix A, pages 13 to 18).

Project-related policy conflicts and inconsistencies do not constitute, in and of themselves, significant environmental impact. They are considered environmental impacts only when they would result in direct physical effects, which this EIR identifies pursuant to CEQA independently of the policy conflicts or inconsistencies. All associated physical impacts of the proposed project are discussed in this EIR in the three topical sections on land use, historical architectural resources, and hazards and hazardous materials of the following Chapter V Environmental Setting, Impacts, and Mitigation and Improvement Measures; or they are discussed in the Initial Study (Appendix A), which found them to be less than significant.

Development of the 25-35 Dolores Street Residential Project is subject to San Francisco's plans, objectives, and policies, such as the San Francisco *General Plan*, the *Market and Octavia Neighborhood Plan*, the San Francisco *Bicycle Plan*, the San Francisco *Congestion Management Program*, the *Better Streets Plan*, the *Sustainability Plan*, the *Climate Action Plan*, the San Francisco *Planning Code* (Zoning Ordinance). The proposed project is also subject to other adopted City policies such as Proposition M (the Accountable Planning Initiative)

The San Francisco *General Plan,* which provides general policies and objectives to guide land use decisions, contains some policies that relate to environmental issues. The *General Plan* contains 10 elements (Commerce and Industry, Recreation and Open Space, Housing, Community Facilities, Urban Design, Environmental Protection, Transportation, Air Quality, Community Safety, and Arts) that set forth goals, policies and objectives for the physical development of the city. The compatibility of the project with *General Plan* policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project. Any potential conflicts between the project and policies that relate to physical environmental issues are discussed in

Section V, Evaluation of Environmental Effects. Any potential conflicts identified as part of the process would not alter the physical environmental effects of the project.

### Market and Octavia Neighborhood Plan

The subject property is within the Market and Octavia Neighborhood Plan Area, adopted on May 31, 2008 by the Board of Supervisors. The Market and Octavia Area Plan (Market-Octavia Plan) is an element of the *General Plan* that focuses on the area within a short walking distance of Market Street between the Van Ness Avenue and Church Street Muni stations and along Octavia Boulevard on the former Central Freeway right-of-way. The Market-Octavia Plan is a means for implementing a set of locally tailored land use controls, urban design guidelines, and public space and transportation system improvements with the goal of creating a dense, vibrant, transit-oriented neighborhood. The Market-Octavia Plan encourages, among other things, new infill housing on former freeway parcels throughout the neighborhood; improving pedestrian safety on major traffic streets; creating a network of civic streets and open spaces, with new parks, street improvements and extensive tree planting; strengthening neighborhood-serving businesses as well as improving the quality, vitality and accessibility of the area's neighborhood commercial streets. *Planning Code* and Zoning Map amendments were adopted to implement the Market-Octavia Plan's goals and objectives and form the basis of the land use discussion beginning on page 29 of this document.

The proposed project would be inconsistent with Objective 3.2. of the Market and Octavia Neighborhood Plan that promotes the preservation of notable historic landmarks, individual historical buildings and features that help provide a continuity with the past. The project calls for the demolition of the 25 and 35 Dolores Street buildings, which are both individual historical resources (discussed in Section V.B, Historic Architectural Resources in this EIR).

### PROPOSITION M, THE ACCOUNTABLE PLANNING INITIATIVE

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1, Master Plan Consistency and Implementation, to the City *Planning Code* to establish eight Priority Policies. These policies, and the sections of this Environmental Evaluation addressing the environmental issues associated with the policies are: (1) preservation and enhancement of neighborhood-serving retail uses (Section E.1 Land Use and Land Use Planning in the Initial Study); (2) protection of neighborhood character (Section V.A, Land Use in this EIR); (3) preservation and enhancement of affordable housing (Section E.3, Population and Housing in the Initial Study, with regard to housing supply and displacement issues); (4) discouragement of commuter automobiles (Section E.5, Transportation and Circulation in the Initial Study); (5) protection of industrial and service land uses

from commercial office development and enhancement of resident employment and business ownership (Section V.A, Land Use in this EIR); (6) maximization of earthquake preparedness (Section E.13, Geology and Soils in the Initial Study); (7) landmark and historical building preservation (Section V.B, Historic Architectural Resources in this EIR); and (8) protection of open space (Section E.8 Wind and Shadow, and Section E.9., Recreation in the Initial Study).

Prior to issuing a permit for any project that requires an EIR under CEQA, prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action that requires a finding of consistency with the *General Plan*, the City decision-makers are required to find that the proposed project or legislation would be consistent with the Priority Policies. As noted above, the consistency of the proposed project with the environmental topics associated with the Priority Policies is discussed in the Chapter V of this EIR and in Appendix A, Initial Study. The case report and approval motions for the project will contain the Department's comprehensive project analysis and findings regarding consistency of the proposed project with the Priority Policies.

The proposed demolition of the 25 and 35 Dolores Street buildings would be inconsistent with Policy 7 of the Prop M Priority Policies, which calls for the preservation of historical buildings.

### Regional Plans and Policies

The five principal regional planning agencies and their over-arching policy-plans to guide planning in the nine-county bay area include (1) the Association for Bay Area Governments' "*A Land Use Policy Framework*" and *Projections 2005*; (2) the Bay Area Air Quality Management District's (BAAQMD's) *Clean Air Plan (CAP), Bay Area 2005 Ozone Strategy*, and *Bay Area Air Quality Plan;* (3) the Metropolitan Transportation Commission's *Regional Transportation Plan (RTP)—Transportation 2030*; (4) the San Francisco Regional Water Quality Control Board's (RWQCB's) *San Francisco Basin Plan*; (5) the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan*; and (6) the Association of Bay Area Governments' (ABAG) *2007-2014 Resource Housing Needs Allocations, A Land Use Policy Framework,* and *Projections 2009*. The proposed project would not conflict with regional plans or policies.

Environmental plans and policies like those noted above directly address physical environmental issues and/or contain targets or standards that would preserve or improve specific components of the city's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy. (See Initial Study, Appendix A, Compatibility with Zoning, Plans, and Policies, page 12.)

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# V. ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION AND IMPROVEMENT MEASURES

This chapter of the EIR addresses the effects of the proposed 25-35 Dolores Street Residential Project, including mitigation measures when required and improvement measures, when available, to reduce further less-than-significant impacts. The scope of this chapter was determined through the environmental review process discussed above in Chapter 2, Introduction.

## A. LAND USE

The Initial Study (Appendix A) determined that the proposed project would have less-than-significant land use impacts and that assessment is included in this EIR (below) for informational purposes only.

### SETTING

The 19,600-sq.ft. project site (Assessor's Block 3534, Lot 069) is located in the Mission neighborhood of San Francisco on the east side of Dolores Street, in the block bound by Clinton Park, Dolores Street, Rosemont Place, and 14th Street. The project site is occupied by two contiguous, vacant, one-story garages, and is at an elevation of approximately 103.5 feet above Mean Sea Level (MSL), and slopes downward from north to south.

Adjacent to the project site to the north is a three-story, approximately 30-foot-tall, multi-family residential building (15 Dolores Street). Further north, on the southeast corner of Dolores Street and Clinton Park, is the Dolmark Apartments at 11 Dolores Street, a four-story, approximately 40-foot-tall multi-family residential building. Adjacent to the project site, to the south at 55 Dolores Street, is a three- to four-story, approximately 40-foot-tall multi-family residential building. Further south at 75 Dolores Street is a four-story, approximately 40-foot-tall multi-family residential building, and, at 87 Dolores Street on the northeast corner of Dolores and 14th Streets, is a six-story, approximately 60-foot-tall, multi-family residential building. Across Dolores Street from the project site, a one- to two-story, approximately 20-foot-tall vacant commercial building, formerly containing an automobile dealership (S&C Ford, 2001

Market Street), occupies the entire west side of Dolores Street between Market and 14th Streets. An application is on file at the Planning Department (Case No. 2008.0550) for an eight-story mixed-use project with 75-residential units and a 29,715-sq.ft. grocery store, with approximately 121 parking spaces.

The project site vicinity (within one to two blocks) is a mixed-use area comprised of residential and non-residential land uses, including restaurant, retail, commercial, office, and institutional. Non-residential uses are located along Market Street and the west side of Dolores Street between Market and 14th Streets. Residential buildings occupy the remainder of the immediate project vicinity, including Clinton Park, 14th Street, and Dolores Street south of 14th Street. Most of the residential buildings date from the first half of the 20th Century and are two to four stories in height, although heights vary from two to six stories on the project block, and from one to six stories in the project vicinity (approximately two blocks).

Just north of the intersection of Dolores Street and Clinton Park, Market Street passes northeast- southwest, intersecting Dolores Street. A variety of restaurant, retail, commercial, office, and institutional uses occupy both sides of Market Street in the project vicinity, including the United States Mint building on the north side of Market Street at the southwest corner of Hermann and Buchanan Streets. South of the Mint building is a large supermarket complex fronting Market Street across from the intersection with Dolores Street.

Clinton Park east of Dolores Street is occupied by two- to four-story residential buildings, primarily multi-family, with the exception of a one- to two-story commercial building (1975 Market Street) on the triangular lot between Clinton Park and Market Street east of Dolores Street. Rosemont Place west of the project site is occupied by one- to four-family homes, at a height of one to two stories over basement.

Two- to six-story residential buildings, primarily multifamily, occupy 14th Street east of Dolores Street. Most of these residential buildings are two to four stories in height. Fourteenth Street west of Dolores Street is occupied by multi-family residential buildings of three to five stories in height, with the exception of the commercial building (2001 Market Street) occupying the entire west side of Dolores Street between Market and 14th Streets, mentioned above (an eight-story mixed-use building is currently proposed for the site). Two-to four- story multi-family residential buildings occupy Dolores Street south of 14th Street.

As noted above on page 26, the project site is located within the Market-Octavia Plan area. The Market-Octavia Plan identifies land use controls, urban design guidelines, and public space with the goal of creating a dense, vibrant, transit-oriented neighborhood. Two land use principles include (a) Requiring infill development to enhance the area's established land use pattern and character (which includes

mixed-use residential retail development at the existing urban scale), and (b) Concentrating new uses where access to transit and services best enables people to be less reliant on automobiles.

The project site's RTO Use district allows moderate-density multi-family residential infill compatible with the existing neighborhood scale. The district encourages new housing and places a cap on parking at three spaces for every four dwelling units, and one space per unit allowed by Conditional Use authorization pursuant to *Planning Code* Section 151.1. With 47 residential units and 40 parking spaces proposed, the project sponsor would seek a Conditional Use authorization for accessory parking in excess of 0.75 spaces per unit. Under RTO zoning, the required unit mix, building envelope, open space requirements, and residential design guidelines limit housing density, rather than lot size. Section 207.6 requires at least 40 percent of all dwelling units have two or more bedrooms. The proposed project includes 22 two- and three-bedroom units, or more than 40 percent of the 47-unit total, and would therefore meet this requirement.

*Planning Code* Section 134 requires a minimum rear yard depth of 45 percent of the total lot depth in RTO districts and allows the Zoning Administrator to reduce the minimum depth for lots abutting properties that front on another street (i.e., a 63-foot rear yard for the project site). The Zoning Administrator has determined that the required rear yard for the project site is 35 percent (i.e., a 49-foot rear yard). The project would request a variance from this requirement to allow a 25 percent rear yard (i.e., a 35-foot rear yard).

# IMPACTS

## SIGNIFICANCE THRESHOLDS

The project would have a significant effect on the environment in terms of land use if it were to:

- Physically divide an established community.
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the *General Plan,* specific plans, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- Have a substantial adverse impact on the existing character of the vicinity.

## IMPACT EVALUATION

**Impact LU-1: The project would not physically divide an established community, either individually or cumulatively. (Less than Significant)**

The proposed project would demolish the two existing one-story garages on the east side of Dolores Street between Clinton Park and 14th Street and construct a four-story building. The new building would not disrupt or divide the physical arrangement of surrounding uses and activities because it would be constructed within the existing lot boundaries and would not interfere with or change the existing street plan nor impede the passage of persons or vehicles. Therefore, the proposed project would result in a less-than-significant impact to community division.

**Impact LU-2: The project would not conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the General Plan, specific plans, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect, either individually or cumulatively. (Less than Significant)**

As described in the Initial Study (Appendix; Section C. Compatibility with Zoning, Plans, and Policies), with the exception of the demolition of a historical resource, the proposed project would not obviously or substantially conflict with other applicable land use plan, policy, or regulation of an agency with jurisdiction over the proposed project adopted for the purpose of avoiding or mitigating an environmental effect. The potential significant impact on a historical architectural resource is discussed in Section V.B in this EIR.

**Impact LU-3: The project would not have a substantial adverse impact on the existing character of the vicinity, either individually or cumulatively. (Less than Significant)**

The proposed residential building would not introduce new or incompatible land uses to the area. As discussed above, the entire east side of Dolores Street between Clinton Park and 14th Street (except for the project site) is occupied by multi-family residential buildings ranging from two to six stories in height. The height, scale, and massing of the proposed building would be similar to and consistent with that of the buildings in the immediate vicinity, and less than the tallest buildings located within the project area. The proposed project is similar to many of the buildings in the immediate vicinity of the project that contain multi-family residential units. The proposed project would expand the residential uses in the vicinity, would not conflict with surrounding uses in the area, and would not substantially or adversely change the character of surrounding land uses. The proposed project's intensification of land uses on the project site would not, therefore, be considered a significant impact.

## CONCLUSION

The proposed project would add residential and parking uses and intensify land uses on the project site. However, as identified in the Initial Study (Appendix A) and as presented above in this EIR for informational purposes only, the proposed project would not physically divide an established community, conflict with adopted land use plans, or substantially and adversely alter the land use character of the vicinity; its land use impacts would be less than significant under CEQA.

# B. HISTORICAL ARCHITECTURAL RESOURCES

The Initial Study (see Appendix A) found that the Planning Department considers both buildings on the project site (25-35 Dolores Street) historical resources for the purposes of CEQA, and determined that further evaluation in an EIR would be necessary. This section summarizes information on the history, architecture, and significance of these buildings from a historical resource evaluation by the San Francisco Planning Department and an independent architectural historian, and addresses the impacts of the proposed project on historical resources[11,12]

## SETTING

### THE NEIGHBORHOOD

The project site is located on the border of the Mission and Upper Market neighborhoods within a block of Market Street where there are many commercial buildings. Dolores Street, a four-lane boulevard with palm trees landscaping the center median, defines the immediate context. The S&C Ford showroom at 2001 Market Street and service buildings, constructed in 1920, are on the west side of Dolores Street at the intersection of Market and Dolores Streets. The buildings on the project site are similar to the S&C Ford dealership buildings, but are markedly different from the buildings to their south, and from the buildings between them and Market Street on the east side of Dolores, which are consistently residential. Other buildings on the project block are three and four-story multi-family residential buildings, a majority of which were constructed in the 1900s through the 1920s. Along Rosemont Place, the buildings are residential and built within this time period (1900s – 1920s), as well as those along Clinton Street to the north. Exceptions include a contemporary (ca. 1984) building housing a pet food store with surface parking occupies a lot between Clinton Park and Market Street, and the following residential properties: 55 Dolores Street, adjacent to the project site to the south, built in 1953; 227 Clinton Park, built in 1963; 30 Rosemont Place, built in 1976; 45-51 Rosemont Place, built in 2003; and 552–14th Street, built in 1935. The design and materials of these buildings are more modern than those buildings constructed in the 1900s to the 1920s. Similarly, the 25-35 Dolores Street buildings are notably different from the retail buildings on Market Street and the New Mint on the north side of Market Street at the intersection of Buchannan Street and

[11] Michael Smith, San Francisco Planning Department, Historic Resource Evaluation Response, 25-35 Dolores Street, January 31, 2008, op cit. This document is available for public review as part of Project File No. 2006.0848E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

[12] Frederic Knapp Architect, Historic Resource Evaluation Report for 25-25 Dolores Street, San Francisco, CA, May 21, 2007. This report is available for public review in Project File No. 2006.0848E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

Market Street. The nearby buildings north along Market Street, west and south of the site were constructed after World War II, some of them within the past 10 years. Collectively they embody a mix of uses and periods representative of the City's development.

## BUILDING HISTORY

The 25 Dolores Street building, constructed in 1917 (according to the original building permit) replaced a wooden livery stable built in 1906. The building at 35 Dolores Street is nearly identical in character. It was constructed in 1918 according the City Assessor's building card. Both are good examples of early 20th Century garages and of industrial buildings more generally. Since their construction, they have been used almost continuously for motor vehicle repairs and storage but have been vacant since about 2006. The period of significance for the 25-35 Dolores Street buildings is the years following the Earthquake of 1906, from 1910 to 1930. During this period, automobile ownership and related buildings expanded rapidly, displacing horses and stables as society's primary mode of transportation. However, the project site buildings were determined to be too far afield to be considered part of a Van Ness Avenue automobile-themed sales and repair historic district.[13]

## BUILDING DESCRIPTION

### 25 Dolores Street Building

The 25 Dolores Street building is a one-story garage of brick construction with a concrete slab foundation and wood roof trusses and sheathing. The west (front) elevation facing Dolores Street is divided into five bays by four tall arched openings containing multi-light wood sash windows and one square-headed opening containing a modern roll-up metal vehicular door. The arched openings illuminate a suite of offices on the ground floor and mezzanine. Some of the mezzanine-level windows have been blocked with plywood on the interior. Bands of blue and white ornamentation have been painted on the brick arches and upper wall. Exterior wood panels between the first and second floors frame the arches. The short south wall facing the paved rear yard of 35 Dolores Street contains an arched window opening and a flush wood door in a downsized opening. The interior of 25 Dolores is accessed through the vehicular door and a concrete ramp that leads to a concrete floor. The interior is one large space with two floors of offices located against the west wall and one small room located against the north wall toward the rear. The interior walls are exposed brick, painted blue at the bottom and white above—in the same color

[13] N. Moses Corrette, Historic Resources Survey Coordinator, City Planning Department, e-mail to Chelsea Fordham, January 30, 2010. This e-mail is available for public review in Project File No. 2006.0848E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

scheme as the exterior. The roof support system (trusses, knee braces) and materials are open to the garage space below. The interior roof structure is painted white to match the upper portion of the walls.

### 35 Dolores Street Building

Like 25 Dolores, 35 Dolores Street is a one-story garage of brick construction with a concrete slab foundation, with wood roof trusses and sheathing. 35 Dolores is painted the same white and vivid blue color scheme as 25 Dolores, which also matches that of the automobile dealership across the street at 2001 Market Street at the intersection of Market and Dolores. Although of equal width to 25 Dolores Street, the 35 Dolores Street building appears smaller in scale because its front elevation is divided into six bays rather than five bays. The west (front) elevation facing Dolores Street has modified square-headed window and door opening; and flat panels and signage have been added to the upper portion of the openings. The front elevation is faced in cement plaster and has ornamental bands of blue and white paint. A stepped parapet wall with recessed panels defines the upper wall. Clay-tile-clad canopies, supported on wood brackets, accentuate the window openings. The rear wall of the building is unpainted brick. The interior of the 35 Dolores building has a concrete floor, exposed brick walls that are painted the ubiquitous blue and white color scheme of 25 Dolores Street, and exposed wood roof trusses and sheathing that are painted white. The interior is accessed from a concrete vehicular ramp that rises from street level to the raised floor of the open garage, offices, and service rooms. The 35 Dolores Street building has no mezzanine and the wood roof trusses are closer together than those of the 25 Dolores Street building.

## POLICY AND REGULATORY FRAMEWORK

### Federal Regulations

#### *National Register of Historic Places*

The National Register of Historic Places (NRHP) is the nation's master inventory of known historic resources. The NRHP is administered by the National Park Service and includes listings of buildings, structures, sites, objects, and districts that possess historical, architectural, engineering, archeological, or cultural significance at the national level.

Structures, sites, buildings, districts and objects over 50 years of age can be listed on the NRHP as significant historic resources. However, properties under 50 years of age that are of exceptional importance or are contributors to a district can also be included on the NRHP. The criteria for listing on the NRHP include resources that:

- are associated with events that have made a significant contribution to the broad patterns of history,

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

Listing of a property on the NRHP does not prohibit demolition or alteration of that property, but does denote that the property is a resource worthy of recognition and protection**.** Neither the 25 Dolores nor the 35 Dolores Street buildings are listed on the NRHP.

## State Regulations

### *California Environmental Quality Act*

CEQA Section 21084.1 states, "a project that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment." These changes include physical demolition, destruction, relocation *or* alteration of the resource or its immediate surroundings. For the purposes of Section 15064.5, the term "historical resources" shall include the following:

- A resource listed in, or determined to be eligible for listing in, the California Register of Historical Resources.
- A resource included in a local register of historical resources (such as Articles 10 and 11 of the San Francisco *Planning Code*), as defined in Section 5020.1(k) of the *Public Resources Code* or identified as significant in a historical resource survey meeting the requirements of Section 5024.1(g) of the *Public Resources Code*, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California, may be considered to be a historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources (*Public Resources Code* 5024.1, Title 14 CCR, Section 4800.3).

Under CEQA Section 15064.5, "generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings shall be considered as mitigated to a level of less than a significant impact on the historical resource."

*California Register of Historical Resources*

The California Register of Historical Resources (CRHR) includes buildings and structures formally determined eligible and/or listed through procedures adapted by the State Historic Preservation Officer (SHPO). A resource shall be considered to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources (*Public Resources Code* 5024.1, Title 14 CCR, Section 4800.3*)* as follows:

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

The CRHR also includes buildings previously determined eligible for listing in the NRHP. Therefore, buildings or districts determined to be eligible for the NRHP are also considered eligible for listing on the CRHR.

## Local Regulations

*San Francisco General Plan and Planning Code*

The Planning Department considers a listing of historical resources approved by ordinance or resolution of the Board of Supervisors or the Planning Commission to be a local register of historical resources for the purposes of CEQA evaluation.[14] San Francisco Preservation Bulletin No. 16 provides guidance for the CEQA review process with regards to historical resources.

**General Plan.** The Urban Design Element of the Son Francisco *General Plan* acknowledges the importance of historical structures within the City, and emphasizes the importance of older buildings for the "richness of character, texture and human scale that is unlikely to be repeated often in new development." These structures help to characterize many neighborhoods and serve as landmarks and focal points. *General Plan* policies regarding architectural resources are discussed in Objective 2 of the Urban Design Element:

> Objective 2: Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.

[14] *Public Resources Code* Section 5020.l(k) states, "'Local register of historical resources' means a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution."

Policy 2.4: Preserve notable landmarks and areas of historical, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

**San Francisco Planning Code.** Adopted in 1967, Article 10 of the San Francisco *Planning Code* addresses the preservation of historical, architectural, and aesthetic landmarks, citywide.

Article 10 is considered an adopted local register of historical resources under CEQA, as it is a part of the *Planning Code* and is therefore subject to formal action by the Board of Supervisors. Since 1967, 261 landmark sites and eleven historic districts have been adopted by the City. Article 10 provides for review of proposed alterations to properties listed as City landmarks and to certain properties within listed City Historic Districts. The *Planning Code* requires a special hearing prior to the demolition of designated properties but does not generally prohibit demolition.

## Other Local Registers and Surveys

### *Here Today*

In 1968, the Junior League of San Francisco published the results of a five-year-long survey of historical buildings in San Francisco, San Mateo, and Marin counties. Working with architectural, historical, and planning consultants, Junior League volunteers conducted research and surveyed the three counties. The resulting publication, Here Today, was one of the first major surveys of historical architectural resources in San Francisco, and is considered by the Planning Department an adopted local register of historical resources under CEQA, as the findings of this survey were adopted by the Board of Supervisors.

### *1976 Citywide Survey*

The 1976 Architectural Quality Survey, or 1976 Survey as it is commonly called, was a reconnaissance or windshield survey. The survey examined the entire City and County of San Francisco to identify and rate buildings and structures. No research was performed and the potential historical significance of a resource was not considered when assigning ratings. Buildings rated 3 or higher represent approximately the top 2 percent of all of San Francisco's buildings in terms of architectural importance. Summary ratings of 0 or 1 are generally interpreted to mean that the property has some contextual importance. However, because the survey has not been officially adopted by City action, the 1976 Survey has not been recognized by the San Francisco Planning Department as a local register that would indicate if a property is a historical resource for the purposes of CEQA. Moreover, it should be noted that the 1976 Survey is over 30 years old and did not address historical associations. A building's inclusion in the 1976 Survey indicates to Planning Department staff that the building may be a resource and that more information is needed. Neither the 25 Dolores nor the 35 Dolores Street buildings were rated in the 1976 Survey.

*San Francisco Architectural Heritage*

San Francisco Architectural Heritage (Heritage) is the City's oldest not-for-profit organization dedicated to increasing awareness and preservation of San Francisco's unique architectural heritage. Heritage has completed several major architectural surveys in San Francisco, the most important of which was the 1977-78 Downtown Survey. The primary survey area was published in book form as Splendid Survivors in 1978." The survey employed 13 rating categories in four headings: architecture, history, environment and integrity. Summary ratings from "A" to "D" were assigned to each building on the basis of evaluation in the 13 rating categories: A-rated buildings are of Highest Importance, B-rated buildings are of Major Importance, C-rated buildings are of Contextual Importance, and D-rated buildings are of Minor or No Importance. The 25 and 35 Dolores Street buildings were not rated in the Heritage Survey.

*Unreinforced Masonry Building Survey (UMB), 1990*

In 1990, the Landmarks Preservation Advisory Board (LPAB) completed an architectural and historical survey of Unreinforced Masonry Buildings (UMBs) in San Francisco built between 1850 to 1940, including the buildings at 25 and 35 Dolores Street. This report reviewed prior surveys, including the 1976 DCP Survey, the Heritage Survey, the San Francisco *General Plan* and *Planning Code*, and state and federal listings. The San Francisco Department of Building Inspection (DBI) compiled a list of approximately 2,000 UMBs in the City.

## HISTORICAL RESOURCE EVALUATION

The 25 Dolores Street building is listed in the UMB Survey and the Historic Property Data File for San Francisco County at the Northwest Information Center. The Data File lists the building as a "5S2", which indicates that the structure is not eligible for the National Register, but makes it eligible for local listing or designation, and is presumed to be a historical resource by the Planning Department. The 25 Dolores Street building was not listed in the City's 1976 Survey. The 35 Dolores Street building is not listed on any local survey.[15]

The buildings at 25-35 Dolores were not surveyed with the Market and Octavia Survey or the Inner Mission Survey because they were previously surveyed in the UMB survey.

CEQA allows the City and County of San Francisco, as the lead agency, to make a determination that a property is historically significant, if the resource meets at least one of the four criteria (event, person,

[15] Michael Smith, San Francisco Planning Department, Historic Resource Evaluation Response, 25-35 Dolores Street, January 31, 2008, op cit, page 1.

architecture, information potential) for listing on the California Register (CEQA Section 21084.1 and *CEQA Guidelines* 15064.5) and retains sufficient historical integrity.

A Planning Department preservation technical specialist evaluation of California Register Criteria 1 (event) and 3 (architecture) suggests sufficient evidence to support the historical significance of the 25-35 Dolores Street buildings. The buildings are associated with the rise of the automobile as the primary mode of transportation from 1910 through 1930. The buildings played a direct role in that period and are important in understanding the development of the City during that period (Criteria 1, event).

According to the preservation technical specialist, the buildings at 25-35 Dolores Street are good examples of a widespread and important subtype of garage. Their one-story massing, with a long-span vehicle bay set behind a narrow zone of offices on the street, is a common building form. Other important subtypes include two-story and multi-story structures. Large, industrial window bays on the street façade, an iconic false-gable front (masking a roof form based on economical truss design), and, in the case of 35 Dolores, a symmetrical façade, are important characteristics which make these buildings good examples of this garage subtype (Criteria 3, architecture).

Although the architect for the 25 Dolores Street building is unknown, its design possesses high artistic value, which makes it eligible for local listing. Although there have been many exterior changes to 35 Dolores, the changes are minor and reversible, and would not impact the building's ability to convey its historical significance. 35 Dolores is eligible for local listing based on its association with 25 Dolores. The Planning Department finds that both 25-35 Dolores have historical integrity (location, association, design, workmanship, setting, feeling, and materials), that can convey their significance.

The Frederic Knapp Architects Report did not find evidence that either the 25 or the 35 Dolores Street building would be individually significant under the four criteria of the California Register.[16] Although the buildings were part of the S&C Ford dealership in recent years, the buildings do not appear to be significant based on association with historically important events or persons. However, the report found that both buildings retained their integrity in spite of extensive interior modification. Although the report did not find that the 25-35 Dolores Street buildings were eligible for individual listing to the California Register, it did find that the buildings could be contributing properties to a potential local automobile-themed historical district based on their age, design, and history, should one be defined and established. If so, the buildings would then be eligible for the California Register as contributing properties, and hence historical resources under *CEQA Guidelines* Section 15064.5. However, it has since been determined that the project site is not within the boundaries of this potential auto-themed historic district.

[16] Frederic Knapp Architect, Historic Resource Evaluation Report for 25-25 Dolores Street, San Francisco, CA, May 21, 2007, op cit, page 16.

Based on the research conducted as part of the CEQA review, the Planning Department has determined that the 25 Dolores Street building is individually eligible for local listing and is a historical resource. The Planning Department has also determined that although 35 Dolores Street is not identified as a historical resource individually, it is deemed a historical resource because of its high level of integrity and association with 25 Dolores Street. The buildings' essential character-defining features are the front façades of 25 and 35 Dolores Street and all of their architectural detail.

# IMPACTS

## SIGNIFICANCE THRESHOLD

A project would have a significant effect on historical resources if it would substantially and adversely diminish its character-defining features. CEQA Section 21084.1 states, "A project that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment."

CEQA defines a "historical resource" as follows: (1) a resource that is listed in, or determined eligible for listing in, the California Register of Historical Resources; (2) a resource that is identified as significant in a local register of historical resources, such as Article 10 of the *Planning Code*; or (3) a resource that is deemed significant due to its identification in a historical resource survey by meeting the requirements of *Public Resource Code* Section 5024.1(g).

A resource that is deemed significant due to its identification in a historical resource survey meeting the requirements of *Public Resource Code* Section 5024.1(g) is presumed to be historically significant unless a preponderance of evidence demonstrates otherwise.

*CEQA Guidelines* Section 15064.5 defines a "substantial adverse change" as "demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired." The significance of a historical resource is "materially impaired," according to *Guidelines* Section 15064(b)(2), when a project demolishes or materially alters, in an adverse manner, those physical characteristics of the resource that:

- convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the California Register of Historical Resources (including a determination by the lead agency that the resource is eligible for inclusion in the California Register);
- account for its inclusion in a local register of historical resources adopted by local agency ordinance or resolution (in accordance with *Public Resources Code* Section 5020.1(k)); or
- account for its identification in a historical resources survey that meets the requirement of *Public Resources Code* Section 5024.1(g), including, among other things, that "the resource is evaluated

> and determined by the [State Office of Historic Preservation] to have a significance rating of Category 1 to 5 on CA DPR Form 523," unless the lead agency "establishes by a preponderance of evidence that the resource is not historically or culturally significant."

In general, a project that is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties (including the Standards for Rehabilitation) is considered mitigated to a less-than-significant level.[17]

### IMPACT EVALUATION

**Impact CP-1: The proposed project would result in demolition of the 25-35 Dolores Street buildings, which would substantially and adversely diminish their character-defining features and would result in a significant historical resources impact. (Significant, Unmitigable)**

The proposed project includes the demolition of the two buildings on the project site at 25-35 Dolores Street and their replacement with a four-story, 40-foot-tall, residential building. Based on the discussion above, the buildings are considered significant historical resources by the Planning Department because it has been determined that the buildings meet two criteria for listing on the California Register (events and architecture), and their historical integrity is intact. Because the project site's two buildings are considered historical resources, their demolition would be a significant historical resource impact under CEQA.

## MITIGATION MEASURES

**Mitigation Measure M-CP-1: Completing a historical resources survey to HABS level II documentation standards would reduce the Impact CP-1, but not to a less-than-significant level. (Significant, Unmitigable)**

Implementation of this mitigation measure would reduce Impact CP-1 (historical architectural resources), but not to a less-than-significant level. Therefore, impacts related to the demolition of the 25-35 Dolores Street buildings would remain significant and unavoidable. However, to offset partially the loss of the buildings, the project sponsor shall, at a minimum, ensure that a complete survey meeting the standards of the Historic American Building Survey (HABS) is undertaken prior to demolition. This survey shall be completed in accordance with HABS level II documentation standards as follows.

- Prior to demolition, the project sponsor shall provide adequate documentation of the existing building. The documentation shall be submitted to the City and County of San Francisco Planning Department and found to be adequate prior to authorization of any permit that may be required for demolition of the building. In addition, the project sponsor shall prepare and transmit the photographs and descriptions of the property to the History Room of the San Francisco Public Library and the NWIC of the California Historic Information Resource System. The documentation shall include:
    - A video documentary of the property.

[17] *Public Resources Code* 14(3) §15064.5(b)(3).

- Photo-documentation of the property to HABS Standards. The standard size of negatives and transparencies (and accompanying prints) is 5-by-7 inches. Other large-format sizes such as 4-by-5 inches and 8-by-10 inches are also acceptable for formal documentation. Roll film, film packs, and electronic manipulation of images are not acceptable. Images must be fully identified with the name and location of the structure, a description of the feature or view being photographed, and the direction in which the photograph was taken, as well as the name of the photographer and the date created.
- Black and white, 35 millimeter photographs of the interior and exterior of the building. Negatives and 5-by-7 inch prints should be processed to meet archival requirements (i.e., negatives must be on safety film only; resin-coated paper is not accepted).
- As-built drawings of the building, produced to HABS and Historic American Engineering Record Standards.
- The available original plans of the building shall be included as part of the documentation. All drawings and site plans shall be appropriate conserved at the site or at a qualified repository.

- Prior to demolition, the project sponsor shall salvage the character-defining elements of the existing building that are considered to be historically significant, as determined by a qualified architectural historian (and can feasibly be salvaged), and shall seek to donate those elements to an organization such as a local historical society. The features to be salvaged shall be determined by the City following consultation with a qualified historical resources firm. Features to be salvaged should include primary character-defining features. Donation of the materials to the historical society or other entity approved by the City shall be confirmed by the City prior to the issuance of demolition permits.

No additional mitigation is feasible for impacts related to demolition of the building, due to the limited options available when demolition is proposed.

# C. HAZARDS AND HAZARDOUS MATERIALS

## SETTING

There have been three subsurface investigations on the project site at both 25 and 35 Dolores Street. The first (GeoPlexus), conducted on July 22, 1996, involved seven soil borings, five of which were terminated at depths of 2 to 10 feet below ground surface (bgs) upon encountering serpentinite bedrock and the accompanying "drilling refusal." The soil borings were taken at locations of potential hazardous materials release and groundwater was not encountered. The 1996 subsurface investigation results indicated that total petroleum hydrocarbons as gasoline (TPHg), benzene, toluene, ethylbenzene, and xylenes (BTEX), and volatile organic compounds (VOCs) were not detected above laboratory reporting limits in any sample.

The second investigation, a Phase I Environmental Site Assessment (ESA), 25-35 Dolores Street (February 24, 2005), identifies historical land uses as follows: a livery and boarding house between 1913-1915, two residential dwellings in the early 1900s, construction of the existing buildings in approximately 1917, a variety of automotive repair uses since the 1920s, a printing business in 1950 (35 Dolores only), a wholesale wallpaper business in 1953 (35 Dolores only), and S&C Ford Motors from the 1950s until 2005, when they were vacated. The 2005 Phase 1 ESA results indicated that various hazardous substances and petroleum products have been on-site but that no evidence of recognized environmental conditions existed at the project site.

The third investigation, a geotechnical study conducted in November 2006, involved three borings drilled from inside the existing buildings to depths ranging from approximately 5.5 to 20.5 feet bgs, and the borings did not encounter groundwater. Analytic results indicate that soils under the project site consist of up to 1.5 feet of medium dense sand and sand with gravel fill. Under the fill, where present, is either serpentinite and shale bedrock or very stiff clay with sand to a maximum depth of 8 feet bgs. Bedrock lies under the stiff clay and sand, where present. Samples were analyzed for asbestos, lead, total petroleum hydrocarbons as diesel (TPHd) and motor oil (TPHmo). The results indicate that the serpentinite bedrock at the site contains 10 – 20 percent chrysotile asbestos. The samples collected showed shallow fill material contains elevated total lead at concentrations that warrant special handling and waste profiling prior to excavation and disposal.

## INTRODUCTION

The Initial Study, published on April 1, 2009 (see Appendix A, Initial Study Section E.15, Hazards and Hazardous Materials, pages 79-89), assessed the full range of potential public health and safety hazards associated with the proposed project including potential effects of the following: airports and air traffic; soils identified as potentially hazardous by San Francisco's Maher Ordinance; potentially significant hazard exposure due to past uses of the project site; potentially hazardous materials on the site identified by the State's "Cortese List"; potentially hazardous building materials; potential handling of hazardous materials by the operation of the proposed project; potential hazards surrounding the project site that would pose a danger to future project residents; and potential fire hazards created by the proposed project.

The Initial Study found that all but two hazardous materials impacts would be reduced to less-than-significant levels by regulations and procedures already established as part of the building permit review process. The Initial Study identified a significant impact associated with the potential for encountering hazardous building materials during demolition, such as that containing PCB, mercury, and lead. The Initial Study includes **Mitigation Measure 4, page 97** (relabeled as **Mitigation Measure M-HZ-1** in Table S-1, Summary of Impacts and Mitigation Measures, page S-3, in this EIR). It involves the sampling and abatement of hazardous building materials pursuant to existing regulations prior to demolition. Implementing **Mitigation Measure 4/M-HZ-1** would reduce potential impacts associated with PCB, mercury, lead, and other toxic building substances in structures to a less-than-significant level. The Initial Study also identified a potential construction air quality impact from naturally occurring asbestos in serpentine rock that may be encountered during excavation. The Initial Study included **Mitigation Measure 2** (relabeled as **Mitigation Measure M-AQ-1** in Table S-1), which would require preparation of a soils management plan (or site mitigation plan) on pages 94 to 96 of the Initial Study, which would reduce the impact to a less-than-significant level.

On May 5, 2009, subsequent to publishing the Initial Study on April 1, 2009, the Planning Department received a letter from the California Department of Toxic Substances Control (DTSC) commenting on the Notice of Preparation.[18] DTSC commented that the 2005 Phase 1 ESA observed that the project site was used as an auto body and painting shop, and that the building was equipped with an industrial-scale paint booth and parts cleaner station. DTSC commented that the limited subsurface investigation conducted in 1996 did not detect any contamination in the site soils. However, the auto body shop continued its operations until at least 2005, about nine years after the 1996 limited sampling event.

[18] Patrick Lee, Berkeley Office, California Department of Toxic Substances Control (DTSC), letter of May 5, 2009 to Chelsea Fordham, City and County of San Francisco Planning Department. This document is available for public review as part of Project File No. 2006.0848E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

As a result, the DTSC recommended the following measures:

- Conduct soil and ground water testing to confirm that there is no residual contamination remaining at the project site associated with the auto body shop.
- Conduct a soil gas survey to determine the potential for soil or groundwater vapor intrusion into the future building associated with possible contamination from the historical use of solvents and paint at the site.
- If sampling indicates that a release of hazardous substances has occurred, the EIR should address potential impacts associated with remedial activities.
- If the remedial activities include the need for excavation of contaminated soil, the draft EIR should include: (1) an assessment of air impacts and health impacts associated with the excavation activities; (2) identification of any applicable local standards that the excavation activities may exceed, including dust levels and noise; (3) transportation impacts from the removal or remedial activities; and (4) risk of upset should there be an accident at the site.

Treadwell & Rollo responded to the DTSC's concerns in a letter to the Planning Department.[19] The letter describes the 2005 Phase I ESA, the 1996 and 2006 subsurface investigations, a conceptual model of contamination potential, a site mitigation plan (SMP), and specific responses to the DTSC's concerns.

The Treadwell & Rollo response letter summarized that the 1996 subsurface investigation involved seven subsurface borings. The 1996 subsurface investigation results indicated that total petroleum hydrocarbons (as TPHg, benzene, toluene, ethylbenzene, and BTEX) and VOCs were not detected above laboratory reporting limits in any sample. The 2006 subsurface investigation involved three subsurface borings and found serpentinite bedrock containing 10 – 20 percent chrysotile asbestos and samples of shallow fill material collected from two borings contained elevated total lead at concentrations that warrant special handling and waste profiling prior to excavation and disposal. **Mitigation Measure 2 / M-AQ-1** (page 94 to 96 of the Initial Study, and listed in Table S-1 of this document, page S-3 of this document) was found to reduce the impacts from chrysotile asbestos to a less-than-significant level.

The DPH reviewed the three subsurface investigations, comments from the DTSC, and the response letter from Treadwell & Rollo. As summarized in the DPH review of these documents,[20] two borings (EB-3 and EB-4) encountered alluvial soils overlying serpentine bedrock. The borings extended from 2 feet bgs to 9.5 feet bgs. Soil samples were analyzed for total petroleum hydrocarbons (as TPHg, benzene, toluene, ethyl-

[19] Michael D. Chendorain, Senior Project Scientist, and Jeffrey F. Ludlow, P.G., Principal Geologist, Treadwell and Rollo, letter of August 17, 2009 to Chelsea Fordham, City and County of San Francisco Planning Department. This document is available for public review as part of Project File No. 2006.0848E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

[20] Rajiv Bhatia, MD, MPH, Director, Occupational and Environmental Health, City and County of San Francisco Department of Public Health (SFDPH), Letter to Chelsea Fordham, Major Environmental Assessments, San Francisco City Planning, October 19, 2009. This letter is available for public review in Project File No. 2006.0848E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

benzene and BTEX), methyl tertiary butyl ether (MTBE) and VOCs. According to GeoPlexus, TPHg, BTEX, MTBE and VOCs were not detected.

The San Francisco Department of Public Health (DPH) also summarized[21] that serpentinite was encountered in borings B-1 and B-2 between 1.5 feet bgs and beneath the concrete slab within 6 inches. Boring B-3 encountered fill material at 1.5 feet bgs, then clay to about 8 feet bgs. Soil samples were taken at twenty five inches to six feet bgs from the three borings. Samples were analyzed for asbestos, lead, and total petroleum hydrocarbons as TPHd and TPHmo. Analytical results indicated that lead ranged from 110 ppm to 140 ppm, TPHd ranged from not detected (ND) to 34 ppm, TPHmo ranged from ND to 26 ppm. Chrysotile asbestos ranged from less than 1 percent to between 10 and 20 percent.

This section of the EIR presents information related to the DTSC-identified soil and groundwater contamination issues.

# IMPACTS

## SIGNIFICANCE THRESHOLDS

The significance thresholds listed below are from the San Francisco Planning Department's Initial Study Checklist. Implementation of the proposed project would have a significant effect on hazards and hazardous materials if it would:

- Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials;
- Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment;
- Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or wastes within one-quarter mile of an existing or proposed school;
- Be located on a site included on a list of hazardous materials sites compiled pursuant to *Government Code* Section 65962.5 and, as a result, would create a significant hazard to the public or the environment,
- For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would, as a result, create a safety hazard for people residing or working in the project area,
- For a project within the vicinity of a private airstrip, would as a result, create a safety hazard for people residing or working in the project area,
- Impair implementation or physically interfere with an adopted emergency response plan or emergency action plan, or

[21] Ibid.

- Expose people or structures to a significant risk of loss, injury, or death involving fire.

## IMPACT EVALUATION

As discussed in the Introduction, the Initial Study (Appendix A) assessed the proposed project's potential environmental impacts related to hazardous materials, and mitigated two potentially significant hazardous materials impact (HZ-1 in Table 1, Summary Impacts and Mitigation Measures, in this EIR). This EIR section will address the DTSC's concerns over potential soil and groundwater contamination, as well as discussing further information that has been revealed since the publication of the Initial Study.

**Impact HZ-2: The project could potentially create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment during construction due to contaminated soils and groundwater. (Significant but Mitigable)**

As discussed in the Setting subsection, there have been three subsurface investigations on the project site. The first study, a subsurface investigation (July 22, 1996), did not find total petroleum hydrocarbons (TPHg, benzene, toluene, ethylbenzene, and BTEX) or VOCs above laboratory reporting limits in any of the soil samples from the seven soil borings at locations of suspected contamination, most of which were terminated at depths of 2 to 10 feet bgs. Soil borings did not encounter groundwater. The Phase I ESA found moderate oil staining around the southernmost floor drain in the northern building. The independent consultant did not interpret the staining as a significant environmental concern. The basis for the judgment was the lack of evidence of hazardous materials mismanagement on-site and the lack of violations documented by the oversight regulatory agencies. The Phase I results indicated that various hazardous substances and petroleum products were used on-site but that no evidence of recognized environmental conditions exists at the project site. The Phase I did not identify any significant release of hazardous materials at the project site.

The third investigation, a geotechnical study conducted in November 2006, involved three borings drilled from inside the existing buildings to depths ranging from approximately 5.5 to 20.5 feet bgs, and the borings did not encounter groundwater. Analytical results indicated that the serpentinite bedrock contains approximately 10 to 20 percent chrysotile asbestos. One sample contained low concentrations of total petroleum hydrocarbons from TPHd and TPHmo. Samples of shallow fill material collected from two borings contained elevated total lead at concentrations that warrant special handling and waste profiling prior to excavation and disposal.

Based on the underlying geology of the site (see Setting of this section), it is unlikely that releases of hazardous substances would have contaminated groundwater, or accumulated in substantial concentrations. Groundwater contamination is unlikely even if solvents, paints, or other contaminants were re-

leased into the shallow fill material beneath the building slab at any time during the project site's long period of automotive-related land uses. Such releases would not migrate vertically to the groundwater table because the bedrock that separates groundwater from potential contaminant sources is not sufficiently permeable. More likely, contaminants would accumulate on top of the bedrock at levels similar to those sampled and tested in 1996 and 2006. Any contaminants potentially released within the buildings would likely migrate into the floor drains and offsite via the building sewer laterals that lead out to the sewer main in Dolores Street.

The results of these three subsurface investigations indicate that groundwater contamination is unlikely, as are high concentrations of soil contaminants. Nonetheless, the soil analysis identified elevated levels of total lead at concentrations that warrant special handling and waste profiling prior to excavation and disposal. Based on these results, the three subsurface analyses found that previous investigations had identified soil contamination as originating from the historical uses of the project site. The reports suggested special handling and disposal of petroleum-impacted material for future site development, including disturbance and removal of soil for excavation of the project site. Treadwell & Rollo stated that samples will be collected once the existing foundation slab is removed and prior to any excavation. These samples would be analyzed for lead, asbestos, VOCs, TPHd, and TPHmo. Additionally, near the existing floor drains and associated sewer lateral swill be sampled and tested for VOCs. The San Francisco Department of Public Health (SFDPH) found that based on review of the subsurface investigations, the DTSC comment letter, the Treadwell & Rollo response letter, and telephone conversations with the DTSC, it was determined that these sampling measures, as well as the requirements for ventilation in the proposed parking garage, any potential sources of soil vapors would be removed and addressed. Implementation of **Mitigation Measure M-HZ-2** which would require that the project sponsor to enter into the Voluntary Remedial Action Program (VRAP) with the SFDPH, and submit a Site Mitigation Plan (SMP), which would reduce the impact of the identified conditions to a less-than-significant level.

## MITIGATION MEASURES

**Mitigation Measure M-HZ-2: Preparation of a Site Mitigation Plan would reduce Impact HZ-2, when combined with Mitigation Measures M-HZ-1 and M-AQ-1, to a less-than-significant level. (Less than Significant with Mitigation)**

Based on the potential for encountering contaminated soils during site excavation, the SFDPH has determined that the preparation of a Site Mitigation Plan (SMP) is warranted. The SMP shall include a discussion of the level of contamination of soils on the project site and mitigation measures for managing contaminated soils on the site, including, but not limited to: 1) the alternatives for managing contaminated soils on the site (e.g., encapsulation, partial or complete removal, treatment, recycling for reuse, or a com-

bination); 2) the preferred alternative for managing contaminated soils on the site and a brief justification; and 3) the specific practices to be used to handle, haul, and dispose of contaminated soils on the site. The SMP shall be submitted to the SFDPH for review and approval. A copy of the SMP shall be submitted to the Planning Department to become part of the case file.

Both the SFDPH and DTSC concluded that the preparation of the SMP, including confirmatory sampling at the bottom of the excavation area, along with the garage ventilation, would remove and address any potential source of soil vapors or related hazards to potentially contaminated soils.[22]

*Step 1: Handling, Hauling, and Disposal of Contaminated Soils*

Specific Work Practices: Based on the results of the soil tests conducted, the SFDPH determined that the soils on the project site are contaminated at or above potentially hazardous levels. The construction contractor shall be alert for the presence of such soils during excavation of the building slab on the project site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e., characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations) when such soils are encountered on the site.

(a) Dust Suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.

(b) Surface Water Runoff Control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.

(c) Soils Replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where contaminated soils have been excavated and removed, up to construction grade.

(d) Hauling and Disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California.

*Step 2: Preparation of Closure/Certification Report*

After excavation for the garage for the project, the project sponsor shall prepare and submit a closure/certification report to the SFDPH for review and approval. The closure/certification report to the SFDPH will require additional soil and groundwater sampling to be submitted at the time the excavation is conducted in order to receive final site closure and clearance for redevelopment. Additionally, the closure/certification report shall include the mitigation measures in the SMP for handling and removing con-

[22] SFDPH and DTSC, op cit.

taminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures. In addition, the project sponsor shall install the required garage ventilation system for potential air contaminants.

# VI. OTHER CEQA ISSUES

This chapter discusses other CEQA-required topics, including growth inducement, significant and unavoidable environmental effects of the proposed project, significant irreversible changes involved in the proposed project, and areas of controversy and issues to be resolved.

## A. GROWTH INDUCING IMPACTS

A project would be growth inducing if: (1) its construction and use would encourage a substantial population increase; (2) it would indirectly stimulate new development that would not occur without the proposed project; and (3) it would involve new infrastructure (such as water or sewer utilities) with capacity to serve other projects.

The proposed project's 47 residential units would increase the daily population on the project site by approximately 93 persons.[23] The proposed project's population increase would not be considered substantial in the context of San Francisco. Since the proposed project would not have unusual labor requirements, construction would be expected to meet its need for labor within the regional labor market without attracting construction labor from areas beyond the region's border. The proposed project would not create substantial demand for new housing in the City. Because of the current strong demand for housing, which would exist with or without the project, the proposed project would not induce substantial growth or concentration of population beyond that which would have occurred without the project. The project would be located in an already urbanized area in San Francisco; it would not result in the extension of utilities or roads into undeveloped areas, and would not directly lead to substantial development outside the City. For these reasons, the proposed project would not cause, directly or indirectly, a substantial amount of growth.

[23] See Initial Study (Appendix A of this EIR on the proposed 25-35 Dolores Street project), Section E.3. Population and Housing, page 26.

## B. SIGNIFICANT UNAVOIDABLE IMPACTS

In accordance with CEQA, this section identifies environmental impacts that mitigation measures could not eliminate or reduce to an insignificant level as described in Chapter V. Environmental Setting, Impacts, and Mitigation and Improvement Measures, pages 29 through 44 (CEQA Statutes Section 21100(b)(2)(A) and *CEQA Guidelines* Section 15126.2). This chapter is subject to final determination by the Planning Commission as part of its certification of the EIR, and staff will revise it to reflect the findings of the Planning Commission, if necessary.

Implementation of the mitigation measures outlined in Chapter V of this EIR and in the Initial Study (Appendix A) would reduce all potential significant impacts of the proposed project to a less-than-significant level, except for the historical architectural resource impact, which would remain significant and unavoidable.

## C. SIGNIFICANT IRREVERSIBLE IMPACTS

In accordance with Section 21100(b)(2)(B) of CEQA, and Section 15126.2(c) of the *CEQA Guidelines*, an EIR must identify any significant irreversible environmental changes that could result from implementation of the proposed project. This may include current or future uses of non-renewable resources, and secondary or growth-inducing impacts that commit future uses of non-renewable resources, and secondary or growth-inducing impacts that commit future generations to similar uses. According to the *CEQA Guidelines*, irretrievable commitments of resources should be evaluated to assure that such current consumption is justified.

The proposed project would intensify development at the project site consistent with development in San Francisco's urban environment. Although the effects would not be irreversible, the effects of the proposed project would be difficult to change in the short-run. The proposed project would commit future generations to an irreversible commitment of energy resources, primarily in the form of fossil fuels, automobiles, and during demolition and construction and ongoing use of the site. Because the proposed project would comply with *California Code of Regulations* (CCR) Title 24, it would not use energy in a wasteful manner. The consumption of other non-renewable or slowly renewable resources would also occur during construction, occupancy, and use of the site. These resources include, but are not limited to lumber, concrete, sand and gravel, asphalt, masonry, metals, and water. The proposed project would also irreversibly use water and solid waste landfill resources. However, the proposed project would not involve a large commitment of those resources relative to supply, nor would it consume any of those resources wastefully.

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

This Draft EIR assesses the significance of the proposed project's effect on historical architectural resources and hazards and hazardous materials. The Initial Study (Appendix A) assessed the significance of the proposed project on land use, aesthetics, population and housing, cultural resources, transportation, noise, air quality, wind, shadow, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, hazardous materials, mineral and energy resources, and agricultural resources. The Initial Study (Appendix A) found that impacts would be less than significant, except for historical architectural resources, which would be significant and unavoidable; and archeological resources, construction air quality (asbestos), landmark tree, and hazardous building material impacts, which would be less than significant after proposed mitigation measures.

On April 1, 2009, the Planning Department issued a "Notice of Preparation of an Environmental Impact Report." Concerns and issues raised by the public regarding the environmental review are summarized below and have been addressed in the Initial Study (IS) or this EIR, as indicated below (in parentheses).

- Comments expressed concern that the development would be too dense. *(EIR, Chapter III.E, Planning Code; and V.A, Land Use compatibility discussion).*
- Comments expressed concern that a traffic impact study was needed. *(IS, Section E.5, Transportation and Circulation).*
- Comments expressed concern over pedestrian safety and on-street parking congestion. *(IS, Section E.5, Transportation and Circulation).*
- Comments expressed concern about eliminating on-street parking to accommodate the garage entry/exit. *(IS, Section E.5, Transportation and Circulation).*
- Comments expressed concern over the loss of an important historical architectural resource for the neighborhood. *(EIR, Chapter V.B, Historical Architectural Resources).*
- Comments expressed concern about oil and groundwater contamination from past paint booth and parts cleaner station uses and recommended soil and groundwater sampling to confirm that no residual contamination and a soil gas survey to determine the potential for vapor intrusion from soil or groundwater. *(IS, Section E.15, Hazards and Hazardous Material, pages 80-88 and EIR Chapter V.C., Hazards and Hazardous Material, pages 46-55).*
- Comments expressed concern over construction impacts. *(IS, Section E, in particular, Sections E4, E.5 (pp 36-37), E6 (pp. 40-41), E7 (pp. 44-46), E.12, E 13, E.14, E.15 (pp. 85-89)).*
- Comments expressed concern that excavation of serpentine rock would release of airborne, naturally occurring asbestos dust and requested mitigation. *(IS, Section E7, Air Quality, pp. 46-47).*
- Comments expressed concern for building fire safety (hydrants, fire flow, connections, access). (*IS, Section E.15, Hazards and Hazardous Materials, page 89).*
- Comments expressed concern private views and light in the building adjacent to 35 Dolores Street. (*IS, Section E.2, Aesthetics, pages 22 to 25.*

With the publication of the Draft EIR, there will be a period of formal public comment on the accuracy and adequacy of the Draft EIR from July 14, 2010 to September 7, 2010, with a public hearing before the Planning Commission scheduled for September 2, 2010. A Comments and Responses document will be prepared that includes all comments submitted at the hearing or in writing during this period, contains written responses to the comments, and specifies any changes to the Draft EIR. This document, together with the Draft EIR, will constitute the Final EIR. The Planning Commission will decide on the adequacy of the environmental analysis contained in the EIR during a certification hearing.

# VII. ALTERNATIVES

This chapter identifies alternatives to the proposed project and discusses potential environmental impacts associated with each alternative. Project decision-makers could approve any of the following alternatives instead of the proposed project if the alternative is feasible, would reduce or eliminate any of the project's significant impacts, and would attain most of the project sponsor's objectives. The determination of feasibility will be made by project decision-makers based on substantial evidence in the record, which shall include, but not be limited to, information presented in this Draft EIR and comments received on it.

As discussed in Chapter V.B Historical Architectural Resources, page 42, the Planning Department has determined that the important character-defining features of the historical 25 Dolores Street building are the front façade and its architectural detail.

Alternatives were selected that would reduce identified impacts of the proposed project and include the following:

- Under the CEQA-required ***No-Project Alternative***, there would be no change on the project site and no environmental impacts.
- The ***Preservation Alternative*** would not demolish the 25-35 Dolores Street buildings, would restore it to the Secretary of Interior's Standards, and adaptively reuse the space as 18 residential units. This alternative would have a less-than-significant impact on historical architectural resources, thereby avoiding the proposed project's significant and unavoidable impact. Similar to the proposed project, this alternative would include excavation for a one-level underground parking garage, which would also require mitigation measures for archeological resources, construction air quality (naturally occurring asbestos), hazardous materials, and landmark tree impacts, , which would be reduced to less than significant with the same mitigation measures as the proposed project. All other impacts would be less than significant as they would under the proposed project.
- The ***Partial Preservation Alternative*** would demolish the 25-35 Dolores Street buildings, except for the front 20 feet of both buildings, and would construct a four-story residential vertical addition behind it. The front façades, including their character-defining features, and the remaining portions of the 25 and 35 Dolores Street buildings would be restored to the Secretary of Interior's Standards. This alternative would reduce the proposed project's significant and unavoidable impact on historical architectural resources to less than significant. Similar to the proposed project, this alternative would include excavation for a one-level underground parking garage, which

would also require mitigation measures for archeological resources, construction air quality (naturally occurring asbestos), hazardous materials, and landmark tree impacts, which would be reduced to less than significant with the same mitigation measures as with the proposed project. All other impacts would be less than significant as they would under the proposed project.

- All other impacts would be less than significant, as they would under the proposed project.

These alternatives take into consideration the comments made on the NOP (Appendix B), and reflect the intention of the Planning Department to select alternatives that would reduce or avoid the potential environmental impacts of the project. Decision-makers could also consider other alternatives, but additional environmental assessment may be required if those other alternatives differ substantially from the proposed project or the alternatives identified in this EIR.

# A. ALTERNATIVE A: NO PROJECT

CEQA and the *CEQA Guidelines* require EIRs to include a No Project Alternative so decision-makers can compare the effects of the proposed project with the effects of not approving a project.

## DESCRIPTION

Alternative A, the No Project Alternative, would entail no changes to the project site. The existing 25-35 Dolores Street buildings on the project site would remain. The proposed four-story, 40-foot-tall residential building containing 47 residential units and one basement level garage with 40 parking spaces would not be constructed. This alternative would not preclude future proposals for redevelopment of the project site. This alternative would not require the proposed project's approvals: EIR certification, findings of *General Plan* and Priority Policies consistency, Conditional Use authorization for parking above 0.75 off-street parking per dwelling unit, for increased density permitted by right, for development on lots greater than 10,000 sq.ft., approvals for condominium map, site permits, and related permits.

## IMPACTS

If the No-Project Alternative were implemented, none of the proposed project's impacts discussed in Chapter V, Environmental Setting, Impacts, and Mitigation and Improvement Measures, or in the Initial Study (Appendix A), would occur, and none of the mitigation measures would be required. This alternative would avoid the proposed project's significant and unavoidable historical architectural resources impact identified in this EIR. It would also avoid the proposed project's hazardous materials (contaminated soil) impact identified in this EIR, which would be reduced to a less-than-significant level through mitigation. It would also avoid the proposed project's archeological, construction air quality (asbestos), landmark tree, and hazardous building materials impacts and their associated mitigation measures that

the Initial Study identifies (Appendix A). In addition, it would avoid the proposed project's less-than-significant impacts that would not require mitigation measures and that are discussed in the Initial Study (Appendix A) in the following areas: land use, aesthetics, population and housing, transportation, noise, air quality, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, mineral and energy resources, and agricultural resources.

The No Project Alternative would not meet the objectives of the project sponsor, 35 Dolores Street, LLC, as follows: (1) construct a high-quality, cost-effective, residential building and associated parking in the Mission neighborhood; (2) design a project that enhances the existing urban character of the area; (3) develop a project with minimal environmental disruption; (4) construct a high-quality residential development that produces a reasonable return on investment for the project sponsor and its investors and is able to attract both equity investors and construction financing; (5) complete the project on schedule and within budget.

The No Project Alternative would be a feasible alternative, in that it could occur in the absence of the proposed project. However, the project sponsor is in favor of the proposed project because the No Project Alternative would not meet the project's objectives. The alternative would continue the existing vacant automotive repair/service and parking uses while the proposed project would construct a 47-unit residential project and add market rate and affordable housing to the City's housing stock.

If the Planning Commission selected this alternative, and a different development proposal were submitted later, that proposal would be subject to a separate project-specific CEQA environmental review.

# B. ALTERNATIVE B: PRESERVATION ALTERNATIVE

## DESCRIPTION

Alternative B, the Preservation Alternative, would not demolish the historical 25-35 Dolores Street buildings, but would retain them, restore them to the Secretary of Interior's Standards, and adaptively reuse them for residential use. The two 25-foot-tall buildings and their approximately 19,600-sq.ft. footprint would be a smaller residential project than is proposed.

This adaptive reuse alternative would have approximately 18 one-bedroom, approximately 1,000-sq.ft. loft residential units, and 18 below-grade parking spaces (or 14 if provided at a ratio of 0.75 spaces per unit) in the 140- x 140-foot, brick-walled, wood truss-roofed garage buildings. There would be approximately 17,800 sq.ft. of residential space. The rear yard open space would be similar to the proposed project, because the rear brick walls would be removed to provide 25 percent (35 feet) of the lot depth for

rear yard. Compared to the proposed project's 47 residential units, the Preservation Alternative would have 29 (or 62 percent) fewer residential units and 22 (55 percent) fewer parking spaces. This alternative would use the existing garage door at 25 Dolores Street for garage access, and would include a ramp down similar to the proposed project. This alternative would provide 9 bicycle parking spaces (or 61 percent fewer) compared to the proposed project's 23 bicycle parking spaces. Like the proposed project, the Preservation Alternative would require Conditional Use authorization for parking at a 1:1 ratio, findings of *General Plan* and Priority Policies consistency, approvals for condominium map, site and related permits, and EIR certification. Unlike the proposed project, the Preservation Alternative would not require Conditional Use authorization for exceeding density permitted by right, nor development of a lot over 10,000 sq.ft.

## IMPACTS

This alternative would avoid the proposed project's significant and unavoidable historical architectural resources impact identified in this EIR. It would have the same potentially significant archeological, construction air quality (asbestos), hazards (contaminated soil and hazardous building materials), and land mark tree impacts, that the Initial Study (Appendix A) and this EIR identify (see Table S-1, Summary of Impacts and Mitigation Measures, page S-3). These potentially significant impacts would be reduced to a less-than-significant level after implementation of required mitigation measures for both the proposed project and this alternative. This Preservation Alternative would have impacts similar to or reduced from the proposed project's less-than-significant impacts without mitigation as discussed in the Initial Study (Appendix A). These impacts are in the following areas: land use, aesthetics, population and housing, transportation, noise, air quality, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, mineral and energy resources, and agricultural resources.

The Preservation Alternative would partially meet the project sponsor's objectives to construct a high-quality, residential building and associated parking in the Mission neighborhood because this alternative's building would have approximately 62 percent fewer units than the proposed project. The cost of the below-grade parking garage and the limited number of units may not permit the units to be cost-effective. However, this alternative would meet some other objectives of the project sponsor to design a project that enhances the existing urban character of the area, develop a project with minimal environmental disruption, and complete the project on schedule and within budget.

Although technically feasible, this alternative would only meet some of the project sponsor's objectives and could be financially prohibitive. This alternative would produce an 18-unit residential project that

adaptively reuses the historical 25-35 Dolores Street buildings, compared to the 47-unit proposed project that demolishes both buildings and eliminates their character-defining historical architectural features.

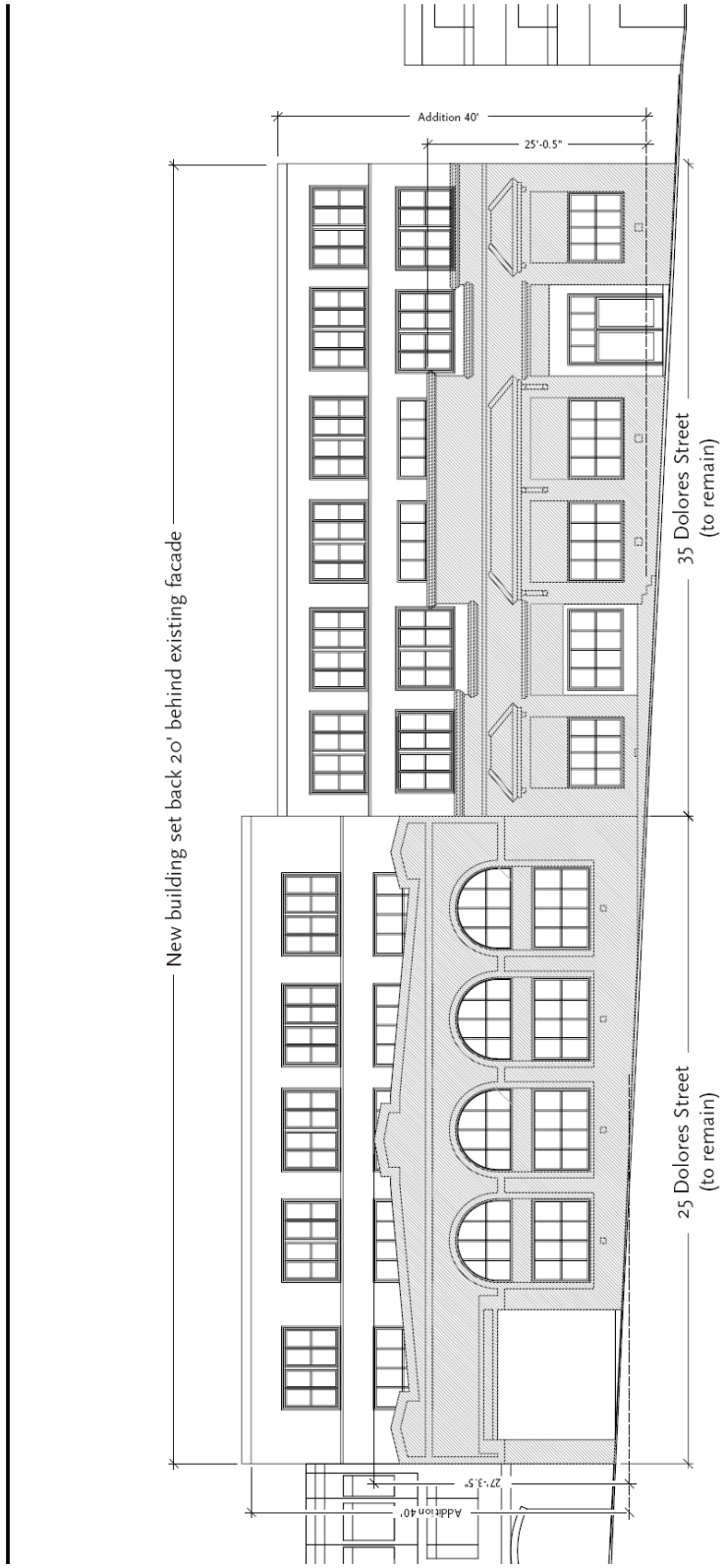
# C. ALTERNATIVE C: PARTIAL PRESERVATION ALTERNATIVE

## DESCRIPTION

Alternative C, the Partial Preservation Alternative, would retain the first 20 feet of the 25 and 35 Dolores Street buildings and their character-defining features, restore them to the Secretary of Interior Standards, and demolish the rear of the buildings. This alternative would build a four-story, 40-foot vertical addition set back 20 feet from the Dolores Street property line (See Figure 10, page 62). The original trusses would be retained in the first 20 feet of the buildings, and the space would be used for residential use, an entry lobby, and the vehicle entry to the below-grade parking garage.

The Partial Preservation Alternative would eliminate 24 units of the proposed project's 47 units for a total of 23 units. This alternative would have a one-level, 23-stall (or 17 if provided at a ratio of 0.75 spaces per unit), underground garage, which would also contain 11 bicycle parking spaces. The garage access would be from the existing garage door access in the 25 Dolores Street building. There would be approximately 36,600 sq.ft. of proposed residential space, located on the first through fourth floors (about 25,430 sq.ft. less than the 62,030 sq.ft. of the proposed project). There would be a mix of 8 one-bedroom units (10 less than the proposed project), 14 two-bedroom units (4 less than the project), and one studio (compared to 7 in the proposed project). There would be no three-bedroom units (compared to 4 in the proposed project). This alternative's units would range in size from approximately 800 to 1,600 sq.ft. The rear yard would be similar to the proposed project, because this alternative would provide a 25-percent rear yard across along the 140-foot rear façade.

Compared to the proposed project's 47 residential units and 40 parking spaces, the 23-unit, 23-parking space Partial Preservation Alternative would have 24 (or 51 percent) fewer residential units and 17 (43 percent) fewer parking spaces. This alternative would provide 11 bicycle spaces, or 12 fewer than the proposed project's 23 bicycle parking spaces. Like the proposed project, the Partial Preservation Alternative would require Conditional Use authorization for parking at a 1:1 ratio and for development of a lot over 10,000 sq.ft., findings of *General Plan* and Priority Policies consistency, approvals for condominium map, site and related permits, and EIR certification. Unlike the proposed project, the Preservation Alternative would not require Conditional Use authorization for exceeding density permitted by right, nor would it need a variance for rear yard setback.




Source: Levy Design Partners, Inc.

6-16-10

**Partial Preservation Alternative Figure 10**

### IMPACTS

This Partial Preservation Alternative would reduce the proposed project's significant and unavoidable historical architectural resources impact identified in this EIR to a less-than-significant level, as the original material, form, and architecturally historical character-defining features of the façade would be retained. The Planning Department's preservation specialist determined that, with the set back and height as described, the new addition would not overwhelm the existing building and this alternative would meet the Secretary of the Interior's Standards. It would have the same potentially significant archeological, construction air quality (asbestos), landmark tree, and hazardous materials and contaminated soils impacts and associated mitigation measures as the proposed project. It would have impacts similar to or reduced from those of the proposed project's less-than-significant impacts (those that would not require mitigation measures) that are discussed in the Initial Study (Appendix A). Those impacts are in the areas of land use, aesthetics, population and housing, transportation, noise, air quality, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, mineral and energy resources, and agricultural resources.

The 23-unit Partial Preservation Alternative would have less than 50 percent fewer residential units than the proposed project's 47 units. As a result, it would partially meet the project sponsor's objectives to construct a high quality residential building and associated parking in the Mission area. Like the Preservation Alternative, the cost of the below-grade parking garage and the limited number of units may not permit the units to be cost-effective. This alternative would meet the project sponsor's other objectives to design a project that enhances the existing urban character of the area, to develop a project with minimal environmental disruption, and to complete the project on schedule and within budget.

Although technically feasible, this alternative would only meet some of the project sponsor's objectives and could be financially prohibitive. This alternative would produce a 23-unit residential project that preserves the character-defining front 20 feet and façade of the 25 Dolores Street building compared to the 47-unit proposed project that would demolish both buildings.

## D. ALTERNATIVES CONSIDERED BUT REJECTED

No alternatives other than those assessed in this chapter were identified that could substantially reduce the environmental impacts of the proposed project. Whether property is owned or can reasonably be acquired by the project sponsor has a strong bearing on the feasibility of developing a project alternative at a different site. The project sponsor does not own any alternative sites in San Francisco, and no viable alternative sites have been identified within San Francisco where the proposed project could be con-

structed that would meet most of the project sponsor's objectives and where the project's environmental impacts would be substantially lessened or avoided. Therefore, no off-site alternative is analyzed.

# E. ENVIRONMENTALLY SUPERIOR ALTERNATIVE

As discussed in the preceding subsections, the proposed 47-unit residential project would have a significant and unavoidable historical resource impact and less-than-significant impact with proposed mitigation for handling of contaminated soils. As identified in the Initial Study (Appendix A), the proposed project would also have potentially significant archeological, construction air quality (asbestos), landmark tree, and hazardous building material impacts that would be reduced to less than significant with proposed mitigation measures. It would have a range of other less-than-significant impacts in the areas of land use, aesthetics, population and housing, transportation, noise, air quality, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, mineral and energy resources, and agricultural resources.

The Preservation Alternative would avoid the proposed project's significant and unavoidable historical architectural resource impact and have similar potentially significant archeological, construction air quality (asbestos), landmark tree, and hazardous materials impacts, and otherwise have similar or reduced less-than-significant impacts.

The Partial Preservation Alternative would reduce the proposed project's significant and unavoidable historical architectural resource impact to a less-than-significant level, have similar potentially significant archeological, construction air quality (asbestos), landmark tree, and hazardous materials impacts (less than significant after mitigation), and otherwise have similar or reduced less-than-significant impacts, as noted above, to the areas of land use, aesthetics, population and housing, transportation, noise, air quality, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, hydrology and water quality, mineral and energy resources, and agricultural resources.

The No Project Alternative would avoid all impacts of the proposed project until another project sponsor made another project proposal.

Table 2, page 66, compares significant impacts between the proposed project and the alternatives. The No Project Alternative is not included in this table.

Both the Partial Preservation and the Preservation Alternative would avoid the proposed project's significant and unavoidable historical architectural impact; however the Preservation Alternative and would

reduce the less-than-significant historic impact further than the Partial Preservation Alternative, and would be the environmentally superior alternative.

**Table 2**

**Comparison of Significant Impacts – Proposed Project and Alternatives**

| | Proposed Project | Preservation Alternative | Partial Preservation Alternative |
|---|---|---|---|
| **Description:** | | | |
| **-Building(s)** | Demolish 2; build 1 | Retain/adaptively reuse 2 | Retain 20' of 25 & 35 Dolores, build vertical addition |
| **-Height** | 40 feet, 4 stories | 25 feet, partial use of a 2nd story | 25 feet; 40 ft., 4 stories vertical addition |
| **- Street Façade Setback** | No | No | 20-foot for vertical addition |
| **-Rear Yard Setback** | 25% (35 feet) | 25% (35-foot) | 25% (35 feet) |
| **-Land Use** | 47 residential units | 18 residential units | 23 residential units |
| **-Parking** | 40 spaces, 1-level underground | 18/14 spaces, 1 level underground | 23/17 spaces, 1 level underground |
| **-Building GSF (w/o parking)** | 51,130 sq.ft. | 17,800 sq.ft. | 36,600 sq.ft. |
| **Impacts (**Significance Level After Mitigation**):** | | | |
| **Historical Resources** | Significant and Unavoidable | Less than Significant | Less Than Significant |
| **Archeological Resources** | Less Than Significant | Less than Significant | Less Than Significant |
| **Construction Air Quality** *(asbestos)* | Less Than Significant | Less than Significant | Less Than Significant |
| **Trees** *(Landmark tree on adjacent property)* | Less Than Significant | Less than Significant | Less Than Significant |
| **Hazardous Materials** *(PCB, Mercury, Lead, and others in existing building material)* | Less Than Significant | Less Than Significant | Less Than Significant |
| ***Hazardous Materials (Contaminated Soils)*** | Less Than Significant | Less Than Significant | Less Than Significant |

# VIII. EIR PREPARERS, AND PERSONS AND ORGANIZATIONS CONTACTED

## EIR AUTHORS

Planning Department, City and County of San Francisco
Major Environmental Analysis
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EIR Supervisor: Sarah Jones
EIR Coordinator: Chelsea Fordham
Preservation Planner: Michael Smith
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Kathy Clement

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# PROJECT SPONSOR'S TEAM

## PROJECT SPONSOR

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## PROJECT ARCHITECT

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## PROJECT ATTORNEY

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David Silverman

# IX. APPENDICES

APPENDIX A: Initial Study

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# APPENDIX A

# Initial Study

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SAN FRANCISCO
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# Notice of Preparation of an Environmental Impact Report

| | |
|---|---|
| *Date:* | April 1, 2009 |
| *Case No.:* | **2006.0848E** |
| *Project Title:* | **25-35 Dolores Street Residential Project** |
| *BPA Nos.:* | Not yet filed |
| *Zoning:* | RTO (Residential Transit-Oriented) Use District<br>40-X Height and Bulk District |
| *Block/Lot:* | Block 3534, Lot 069 |
| *Lot Size:* | 19,600 square feet |
| *Project Sponsor* | 35 Dolores, LLC<br>David Silverman, Reuben & Junius, (415) 567-9000 x454 |
| *Lead Agency:* | San Francisco Planning Department |
| *Staff Contact:* | Chelsea Fordham – (415) 575-9071<br>chelsea.fordham@sfgov.org |

## PROJECT DESCRIPTION

The project site is located on the east side of Dolores Street between Clinton Park and 14th Street, in the block bounded by Clinton Park and 14th Street to the north and south and Guerrero and Dolores Streets to the east and west, in the Mission District neighborhood of San Francisco. The proposed project includes the demolition of two existing contiguous one-story, 25-foot-tall garage buildings, currently vacant, and construction of a new four-story, 40-foot-tall, approximately 62,030-gross-square-foot residential building. The proposed building would include 47 residential units (seven studio, 18 one-bedroom, 18 two-bedroom, and four three-bedroom), and 40 off-street parking spaces in a 10,900-square-foot below-grade garage. Pedestrian access to the residential units and vehicle access to the parking garage would be from Dolores Street. The project site is located within the Market and Octavia Neighborhood Plan area. The proposed project would require Conditional Use authorization from the Planning Commission for provision of more than 0.75 off-street parking spaces per residential unit (*Planning Code* Section 151.1); a Variance from the Zoning Administrator for reduction of the rear yard requirement (*Planning Code* Section 134(c)(4)(B)); approval by the Department of Building Inspection (DBI) for demolition and site permits; approval by the Bureau of Streets and Mapping of the Department of Public Works for street and sidewalk permits, and approval by the Department of Parking and Traffic for any curb or road modifications.

## FINDING

**This project may have a significant effect on the environment and an Environmental Impact Report is required.** This determination is based upon the criteria of the State CEQA Guidelines, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and for the reasons documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

## PUBLIC SCOPING PROCESS

Written comments will be accepted until the close of business on **May 1, 2009**. Written comments should be sent to Bill Wycko, San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA 94103.

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

April 1, 2009
Date

Sarah Jones for
Bill Wycko
Environmental Review Officer

# INITIAL STUDY

## Case Number 2006.0848E – 25-35 Dolores Street Residential Project

Table of Contents

## Figures

## List of Acronyms and Abbreviations

| | |
|---|---|
| ABAG | Association of Bay Area Governments |
| ATCM | Asbestos Airborne Toxic Control Measure |
| BAAQMD | Bay Area Air Quality Management District |
| BART | Bay Area Rapid Transit |
| bgs | below ground surface |
| BMR | below market rate |
| BTES | benzene, toluene, ethylbenzene, and total xylenes |
| BUF | Bureau of Urban Forestry |
| CAA | Federal Clean Air Act |
| CCAA | California Clean Air Act |
| CAP | Citywide Action Plan |
| CARB | California Air Resources Board |
| CDMG | California Division of Mines and Geology |
| CEC | California Energy Commission |
| CEQA | California Environmental Quality Act |
| $CH_4$ | methane |
| CMP | Congestion Management Program |
| $CO_2$ | carbon dioxide |
| $CO_2$-eq | carbon dioxide equivalents |
| dBA | decibels, A-weighted scale |
| DBI | San Francisco Department of Building Inspection |
| DPH | San Francisco Department of Public Health |
| DPW | San Francisco Department of Public Works |
| DTSC | California Department of Toxic Substances Control |
| EIR | Environmental Impact Report |
| ERNS | Emergency Response Notification Systems |
| ESA | Environmental Site Assessment |
| FEMA | Federal Emergency Management Agency |
| FIRM | Flood Insurance Rate Map |
| GHG | greenhouse gas |
| ISCOTT | Interdepartmental Staff Committee on Traffic and Transportation |
| LEED | Leadership in Energy and Environmental Design |
| LG GEN | large generators |
| LOS | level of service |
| LUST | leaking underground storage tank |
| MMT$CO_2$-eq | million metric tons of $CO_2$-eq |
| M-O Plan | Market & Octavia Neighborhood Plan |
| MRZ | Mineral Resource Zone |
| MSL | mean sea level |
| MTS | Metropolitan Transportation System |
| MUNI | San Francisco Municipal Railway |
| $N_2O$ | nitrous oxide |
| NCD | Neighborhood Commercial district |
| NCT-3 | Moderate-Scale Neighborhood Commercial Transit |
| NEPA | National Environmental Policy Act |

## List of Acronyms and Abbreviations

| | |
|---|---|
| NFIP | National Flood Insurance Program |
| NPDES | National Pollutant Discharge Elimination System |
| NOA | Naturally-occurring asbestos |
| NOx | nitrogen oxides |
| PCB | polychlorinated biphenyl |
| $PM_{10}$ | particulate matter with a diameter of less than 10 microns |
| $PM_{2.5}$ | particulate matter with a diameter of less than 2.5 microns |
| PV | Photovoltaic |
| OPR | Office of Planning and Research |
| OSHA | Occupational Safety and Health Administration |
| RCRA | Resource Conservation and Recovery Act |
| RHND | Regional Housing Needs Determination |
| ROG | reactive organic gas |
| RTO | Residential, Transit-Oriented |
| SFHA | special flood hazard area |
| SFMTA | San Francisco Municipal Transportation Agency |
| SFPUC | San Francisco Public Utilities Commission |
| SFUSD | San Francisco Unified School District |
| SM GEN | small generators |
| SMP | Site Mitigation Plan |
| $SO_2$ | sulfur dioxide |
| sq.ft. | square feet |
| TAC | toxic air contaminant |
| TPHg | Total Petroleum Hydrocarbons as gasoline |
| TPZ | Tree Protection Zone |
| UST | underground storage tank |
| UST/AST List | Underground Storage Tank/Above Ground Storage Tank List |
| UWMP | Urban Water Management Plan |
| VOC | volatile organic compound |

# INITIAL STUDY

Case Number 2006.0848E –25-35 Dolores Street Residential Project

## A. PROJECT DESCRIPTION

The project site (Assessor's Block 3534, Lot 069) is located at 25-35 Dolores Street in the Mission neighborhood, across the street from the Castro/Upper Market neighborhood, on the east side of Dolores Street between Clinton Park and 14th Street. The project block is bound by Clinton Park to the north, Guerrero Street to the east, 14th Street to the south, and Dolores Street to the west (see Project Location: Figure 1, page 2). The approximately 19,600-square-foot (0.45 acre) project site measures 140 feet by 140 feet, and contains two contiguous one-story, 25-foot-tall commercial garages. 25 Dolores Street, built in 1917, is located on the northern portion of the site, and 35 Dolores Street, built in 1918, is located on the southern portion of the site with a total of approximately 19,037 square feet (sq.ft.) of building area. Both garages are currently vacant and have been vacant for the past two years. The northern building (25 Dolores Street) covers the entire northern portion of the site, while the southern building (35 Dolores Street) is built to the property lines on the west, north, and south, with a ten-foot-wide open area to the rear (east). The site has no vegetation except for three elevated planter boxes on the Dolores Street façade of the 35 Dolores Street building. The project site is located within a Residential, Transit-Oriented (RTO) zoning district and 40-X height and bulk district.

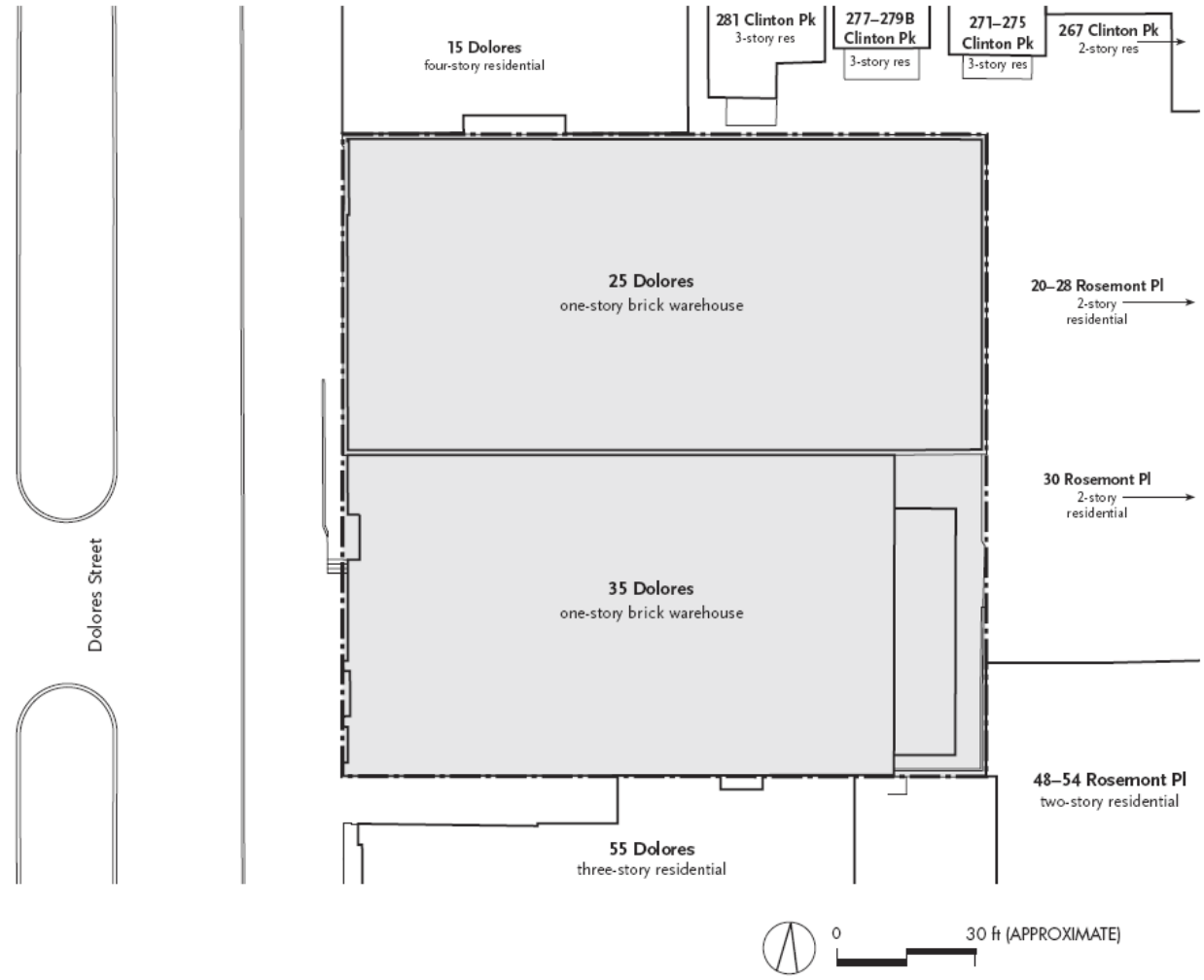
The proposed project would demolish the two existing one-story garages at the site, and construct a four-story, 40-foot-tall, approximately 62,030-gross-square-foot residential building with 47 residential units and a one-level below-grade parking garage with 40 independently-accessible parking spaces (see Figures 2 to 8, pages 3 to 9).

The proposed approximately 51,130 gross sq.ft. of residential space, located on the first through fourth floors, would be a mix of seven studios, 18 one-bedroom, 18 two-bedroom, and four three-bedroom units, ranging in size from approximately 488 to 1,306 sq.ft.


Source: During Associates

2-12-09

Project Location Figure 1




Source: Levy Design Partners, Inc.

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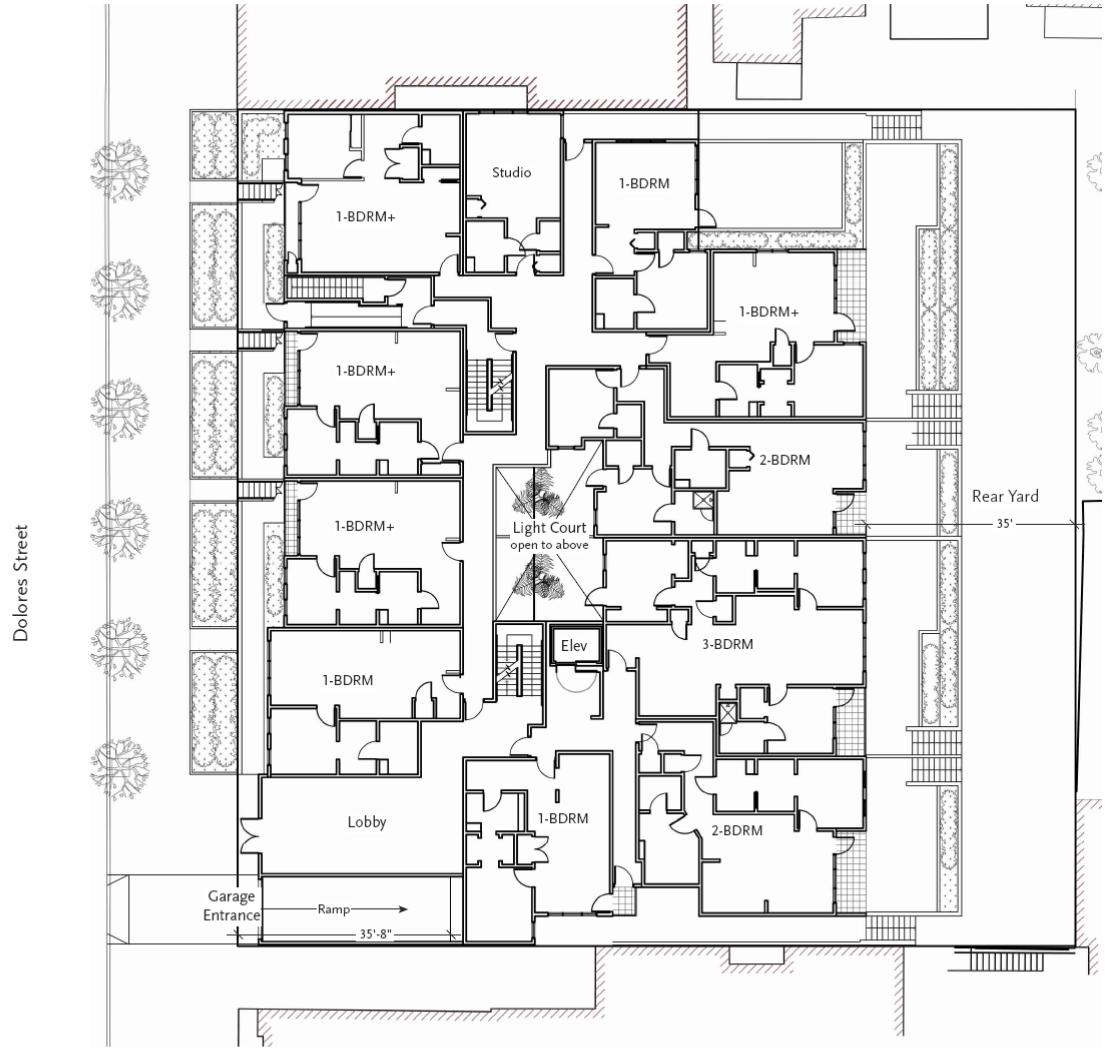
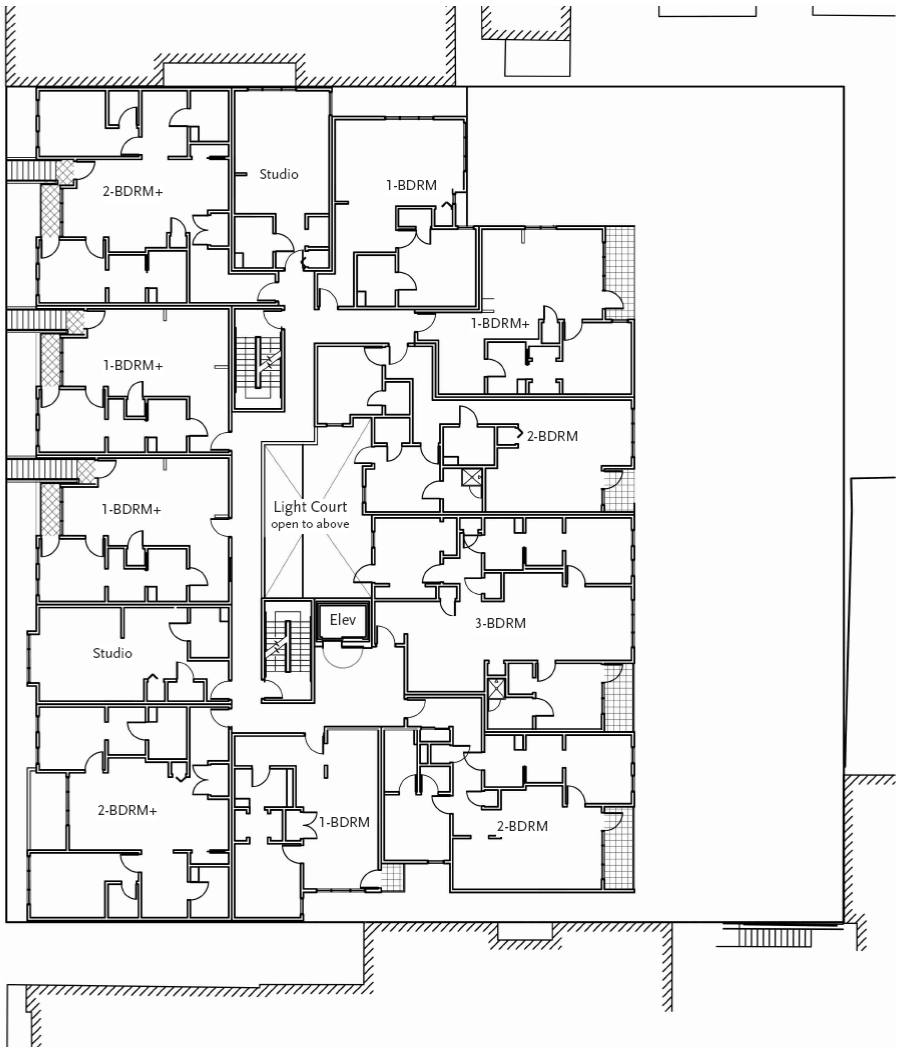
Existing Site Plan Figure 2




Source: Levy Design Partners, Inc.

6·3·08

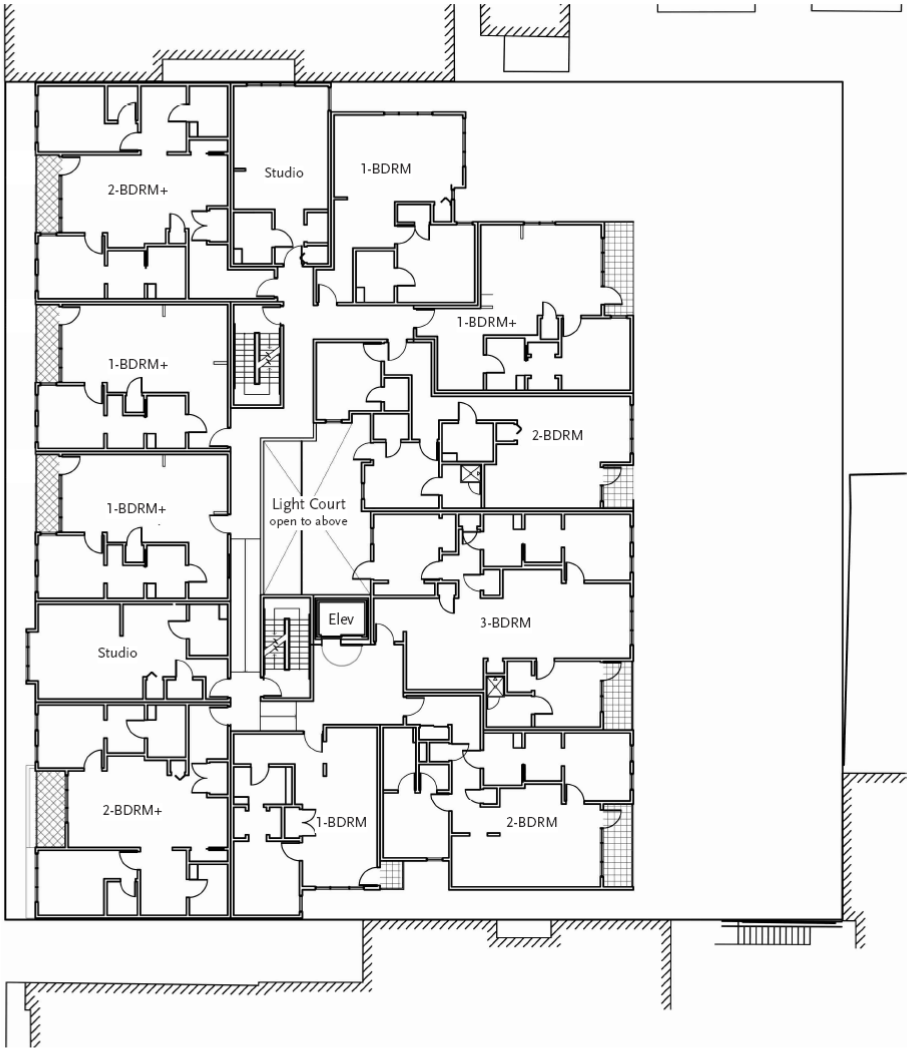
**Proposed Ground Floor Plan Figure 3**




Source: Levy Design Partners, Inc.

6·3·08

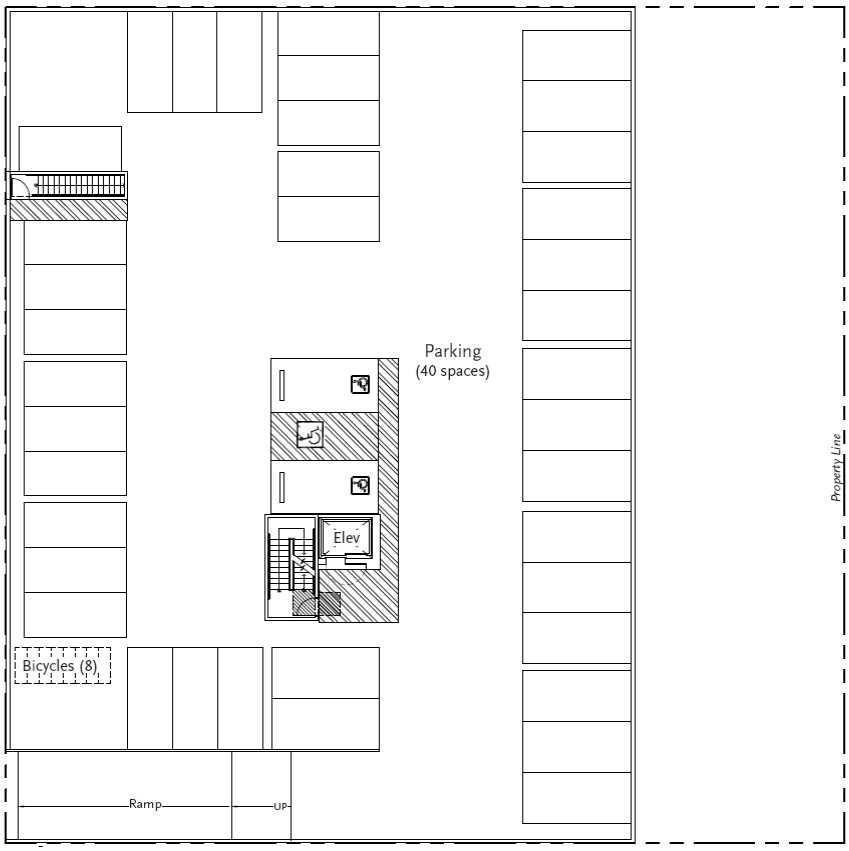
Proposed Second Floor Plan Figure 4




Source: Levy Design Partners, Inc.

6-3-08

Proposed Third & Fourth Floor Plan Figure 5




0 30 ft (APPROXIMATE)

Source: Levy Design Partners, Inc.

6·3·08

Proposed Basement Parking Plan Figure 6


## Dolores Street Elevation

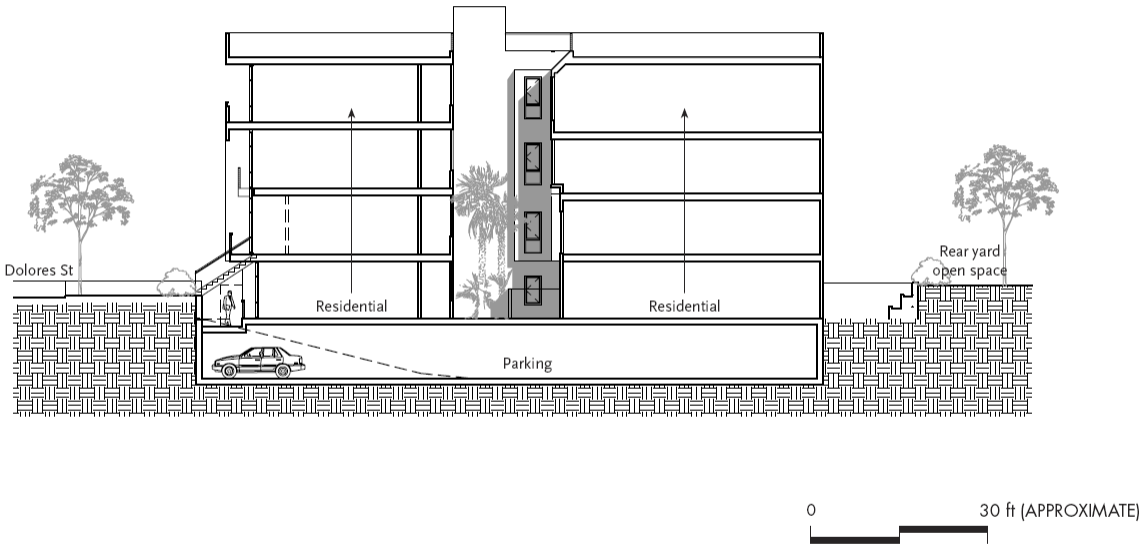
## Rear Elevation

0 30 ft (APPROXIMATE)

Source: Levy Design Partners, Inc.

6·3·08

**Proposed Project Elevations Figure 7**




Source: Levy Design Partners, Inc.

6·3·08

Proposed Project Section Figure 8

The Inclusionary Housing Ordinance (*Planning Code*, Section 315.4) would require 12 percent, or six of the 47 residential units to be below market rate (BMR) units distributed throughout the proposed project.[1] The project would comply with the City's Inclusionary Affordable Housing Program.

The ground floor of the building would contain a residential lobby and ramp to the below-grade parking garage facing Dolores Street, 11 dwelling units, and a light court (open to the sky) in the middle of the building.

The one-level, below-grade parking garage would comprise 10,900 sq.ft., with 40 independently accessible spaces, of which 24 would be standard (including two handicapped-accessible spaces) and 16 would be compact spaces. Eight bicycle spaces would also be provided in the below-grade garage.

Approximately 4,900 sq.ft. of common usable open space would be provided in the rear yard for the private use of residents. Thirty-seven of the 47 dwelling units would have access to private open space in the form of private decks ranging in size from 19 to 65 sq.ft. and totaling approximately 1,661 sq.ft.

There are no trees on the site or on the street adjacent to the site; the proposed project would include street trees every 20 feet along the Dolores Street frontage in compliance with City requirements, subject to Department of Public Works (DPW) approval.

The proposed project would require excavation to a depth of approximately 17 feet for the one-level parking garage and foundation, and removal of approximately 13,333 cubic yards of soil.

Project construction is estimated to take approximately 15 months with a construction cost of approximately $10 million.

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[1] *Planning Code* Section 315, amendment of August 1, 2006, applies to projects of five units or more, and increased the required inclusionary housing units from 12 to 15 percent when constructed on-site and from 17 to 20 percent if constructed off-site. Pursuant to Section 315.3(b)(2), the increased unit requirements do not apply to projects for which an environmental evaluation application was filed prior to July 18, 2006 and which do not require zoning map amendments or *Planning Code* text amendments that would increase the number of permissible residential units on the parcel. The amended requirements would not apply to the proposed 25-35 Dolores Street project because the planning application was filed prior to July 18, 2006 and the project would not amend zoning maps or change *Planning Code* text to increase the number of permissible residential units on the parcels.

## B. PROJECT SETTING

The 19,600-square-foot project site (Assessor's Block 3534, Lot 069) is located in the Mission neighborhood of San Francisco on the east side of Dolores Street, in the block bounded by Clinton Park, Dolores, Guerrero, and 14th Streets. The project site is at an elevation of approximately 103.5 feet above Mean Sea Level (MSL) and slopes downward from north to south.

As discussed above under the Project Description, the project site is occupied by two contiguous one-story garages, currently vacant. Adjacent to the project site to the north is a three-story, approximately 30-foot-tall multi-family residential building (15 Dolores Street). Further north, on the southeast corner of Dolores Street and Clinton Park, is the Dolmark Apartments at 11 Dolores Street, a four-story, approximately 40-foot-tall multi-family residential building. Adjacent to the project site, to the south at 55 Dolores Street, is a three- to four-story, approximately 40-foot-tall multi-family residential building. Further south at 75 Dolores Street is a four-story, approximately 40-foot-tall multi-family residential building, and, at 87 Dolores Street on the northeast corner of Dolores and 14th Streets, is a six-story, approximately 60-foot-tall multi-family residential building.

Clinton Park, a one-way, one-lane eastbound street, extends eastward from its western terminus at Dolores Street, with parking on the south side. Just north of the intersection of Dolores Street and Clinton Park, Market Street passes northeast-southwest, intersecting Dolores Street at its northern terminus. 14th Street is a one-way eastbound street with two travel lanes, a bicycle lane on the south side, and parking on both sides of the street.

The project site is on the east side of Dolores Street, a two-way, north-south roadway with two travel lanes in each direction, a landscaped median, and parking on both sides of the street. Across Dolores Street from the project site, a one- to two-story, approximately 20-foot-tall vacant commercial building, formerly containing an automobile dealership (S & C Ford, 2001 Market Street), occupies the entire west side of Dolores Street between Market and 14th Streets.

The project site vicinity (within one to two blocks) is a mixed-use area comprised of residential and non-residential land uses, including restaurant, retail, commercial, office, and institutional. Non-residential uses are located along Market Street and the west side of Dolores Street between Market and 14th Streets. The remainder of the immediate project vicinity, including Clinton Park, 14th Street, and Dolores Street south of 14th Street, is occupied by residential buildings. Most of the residential buildings are two to four stories in height, and most date from the first half of the twentieth century.

## C. COMPATIBILITY WITH ZONING, PLANS, AND POLICIES

| | *Applicable* | *Not Applicable* |
|---|---|---|
| Discuss any variances, special authorizations, or changes proposed to the Planning Code or Zoning Map, if applicable. | ☐ | ☒ |
| Discuss any conflicts with any adopted plans and goals of the City or Region, if applicable. | ☐ | ☒ |
| Discuss any approvals and/or permits from City departments other than the Planning Department or the Department of Building Inspection, or from Regional, State, or Federal Agencies. | ☐ | ☒ |

### SAN FRANCISCO PLANNING CODE

The *San Francisco Planning Code (Planning Code),* which incorporates the City's Zoning Maps, governs permitted uses, densities, and configuration of buildings within the City. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless (1) the proposed project conforms to the *Planning Code*, (2) allowable exceptions are granted pursuant to provisions of the *Planning Code*, or (3) amendments to the *Planning Code* are included as part of the proposed project.

The project site is located within a Residential Transit-Oriented (RTO) zoning district and a 40-X height and bulk district. As described in Section 206.4 of the *Planning Code*, RTO Districts are intended to recognize and conserve areas characterized by a mixture of houses and apartment buildings, covering a range of densities and building forms. RTO Districts are well served with transit and neighborhood commercial areas within walking distance. The proposed project's residential use is a principally permitted use in a RTO district. The RTO district in which the project site is situated generally extends east and south along Dolores Street, where it is the predominant zoning district. West and north of the project site is a NCT-3 (Moderate-Scale Neighborhood Commercial Transit) district that flanks Market Street. Although the 40-X height and bulk district predominates, an 85-X district stretches along Market Street near the project site and a 50-X district begins two blocks to the east.

The project site's RTO zoning allows moderate-density multi-family residential infill compatible with the existing neighborhood scale. The district allows for and encourages some new housing to be added and places a cap on the maximum amount of parking permitted at 3 spaces for every 4 dwelling units, and 1 space per residential unit allowed by Conditional Use authorization. With 47 residential units and 40 parking spaces proposed, the project sponsor would seek a Conditional Use authorization for accessory parking in excess of 0.75 spaces per unit. Under RTO zoning, the required unit mix, building envelope, open space requirements, and residential design guidelines limit housing density, rather than lot size. Section 207.6 requires at least 40 percent of all dwelling units have two or more bedrooms. The proposed

project includes 22 two- and three-bedroom units, or more than 40 percent of the 47-unit total, and would therefore meet this requirement.

*Planning Code* Section 134 requires a minimum rear yard depth of 45 percent of the total lot depth in RTO districts and allows the Zoning Administrator to reduce the minimum depth for lots abutting properties that front on another street (i.e., a 63-foot rear yard for the project site). The Zoning Administrator has determined that the required rear yard for the project site is 35 percent. The project would request a variance from this requirement to allow a 25 percent rear yard (i.e., a 35-foot rear yard for the project site).

## REQUIRED APPROVALS

The proposed project would require the following approvals:

- Rear Yard. *Planning Code* Section 134(c)(4)(B) allows the Zoning Administrator to reduce the 45 percent residential rear yard requirement for lots abutting properties that front on another street (i.e., a 63-foot rear yard for the project site). The Zoning Administrator has determined that the required rear yard for the project site is 35 percent. The project would request a variance from this requirement to allow a 25 percent rear yard (i.e., a 35 foot rear yard for the project site).
- Off-Street Parking. Under *Planning Code* Section 151.1, the proposed project would be permitted to provide up to three parking spaces for every four dwelling units or 0.75 spaces per unit (35 for the 47-unit project), with an increase up to one space per dwelling unit allowed by conditional use authorization. The project would provide 40 parking spaces, and would therefore require conditional use authorization for the seven parking spaces provided in excess of 0.75 spaces per unit.

## PLANS AND POLICIES

### San Francisco Plans and Policies

#### *Market and Octavia Neighborhood Plan*

The *San Francisco General Plan* was amended on October 24, 2007 via Ordinance 0246-07, which adopted and incorporated the Market and Octavia Neighborhood Plan into the *General Plan*. The EIR for the plan area was adopted via Motion M07-75 on June 19, 2007. The *General Plan* has been amended and the *Planning Code* has been updated to reflect the Market and Octavia Neighborhood Plan; the rezoning was adopted by the Board of Supervisors on April 16, 2008 and became effective May 30, 2008.

The Market and Octavia Plan has objectives and policies that are generally more detailed and focused than in the *General Plan.* The objectives and policies of the area plan will be considered by the Planning Commission when determining whether to approve or disapprove a project.

The potential environmental effects resulting from construction of the proposed buildings are described in this Initial Study. The compatibility of the proposed project with the Market and Octavia Neighborhood Plan policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project.

*Upper Market Workshop Series and Design Plan*[2]

The project site was one of the development sites included in the Upper Market Workshop Series and Design Plan project. This community planning process was initiated in 2006 and was intended to facilitate community agreement around a shared vision for the Upper Market area of San Francisco. The Upper Market corridor considered as part of this process was generally defined as Market Street between Octavia Boulevard and Castro Street. Five stakeholder interview sessions and three community workshops in 2007 informed this process. The Upper Market Design Plan was endorsed by the Planning Commission on October 23, 2008.

Two documents—the Upper Market Development Design Guidelines and the Upper Market Community Vision and Recommendations[3]—that arose from the Upper Market Design Plan planning process address height, active ground floors, upper story design, green building, architectural style, and land use.

The guidelines encourage creative and tasteful architectural style through the reflection and extension of many existing styles in the nearby area, with attention to fine-grain, historical and site-sensitive design, the use of high quality materials, and the encouragement of developer-community design dialogue. Land use guidelines focus on increasing the diversity of local-serving uses, including commercial, entertainment, community, and cultural land uses. The land use guidelines encourage partnerships between developers and community groups on projects with joint goals.

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[2] San Francisco Planning Department, Upper Market Workshop Series & Design Plan, op. cit., p. 9. http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/Workshop%203%20Summary%20Report.pdf (viewed on April 16, 2008).

[3] San Francisco Planning Department, http://www.sfgov.org/site/uploadedfiles/planning/Citywide/Development%20Design%20Guidelines.pdf and http://www.sfgov.org/site/uploadedfiles/planning/Citywide/Binder1.pdf (viewed on October 22, 2008).

The proposed project is generally consistent with the Upper Market Community Design Plan guidelines for land use, building height, massing, ground floor and upper story design, and architectural context.

### *San Francisco General Plan*

In addition to the *San Francisco Planning Code*, development in the City is subject to the *San Francisco General Plan*. The *San Francisco General Plan* provides general policies and objectives to guide land use decisions. Additionally, the proposed project is in the part of San Francisco covered by the Market and Octavia Neighborhood Plan, an area plan of the *General Plan.* Objectives and policies in the various elements of the *General Plan* are typically duplicated in area plans, and the objectives and policies in an area plan are generally more detailed and focused. The compatibility of the proposed project with *General Plan* policies that do not relate to physical environmental issues will be considered by decision makers as part of their decision whether to approve or disapprove the proposed project. Any potential conflicts identified as part of the process would not alter the physical environmental effects of the proposed project.

#### HOUSING ELEMENT

The San Francisco Planning Commission adopted an updated Housing Element of the *General Plan* in May 2004. The San Francisco Board of Supervisors approved the Housing Element in September 2004, and the State Department of Housing and Community Development certified the Element in October 2004. In June 2007, however, the First District Court of Appeals ruled that the updated Housing Element should have been addressed in an EIR. Therefore, this Initial Study refers to relevant policies of both the 2004 Housing Element and the 1990 Residence Element (the next most recent version).

The 2004 Housing Element of the *General Plan* "sets forth objectives, policies, and implementing programs to address the critical housing needs" of the City. The 2004 Element addresses the City's goals "of achieving decent, suitable, and affordable housing for current and future San Franciscans." The City intends to address the issues of housing production and affordability in part through a Citywide Action Plan (CAP), which "explores comprehensively the issue of how to meet the need for housing and jobs in ways that capitalize upon and enhance the best qualities of San Francisco as a place." CAP initiatives include (among others) the Better Neighborhoods Program and planning for the Downtown neighborhoods; these initiatives do not include the project site.

The objectives of the 2004 Housing Element address new housing supply, housing retention, housing conditions, affordability, housing choice, homelessness, density/design/quality of life, and State and regional needs. With regard to housing production, Policy 1.1 of the 2004 Housing Element encourages higher residential density in areas adjacent to downtown and locating housing in areas well served by transit. This policy is similar to Policy 1.1 in the 1990 Residence Element; the 2004 Housing Element also calls for allowable densities in established residential areas to be set at levels that will promote compatibility with prevailing neighborhood scale and character.

Relevant housing affordability policies in the 2004 Housing Element include Policy 4.2, which calls for affordable units in larger housing projects. This policy is the same as Policy 7.2 in the 1990 Residence Element. Density/design/quality of life policies in the 2004 Housing Element include Policy 11.1, a new policy which calls for using new housing as a means to enhance neighborhood vitality and diversity, and Policy 11.5, which promotes well-designed housing that enhances existing neighborhood character. The corresponding policy in the 1990 Residence Element calls for housing that conserves existing neighborhood character.

The proposed project would contribute about 47 units to the City's housing supply, thereby helping to meet City and regional housing needs. In addition, the project sponsor would construct six units of affordable housing on site, in compliance with the City's Residential Inclusionary Affordable Housing Program. The project would be served by several Muni lines and would be near the Church and Market Street Muni light rail station and six blocks from the 16th and Mission BART station. The project would increase the density of the project site and vicinity, and the proposed buildings would be taller than the existing uses on the project site.

### URBAN DESIGN ELEMENT

The proposed project would conform to Objectives 1, 3, and 4 of the Urban Design Element, but not Objective 2. The proposed four-story structure would be compatible with existing and planned heights nearby, and would not disturb any scenic views. The proposed building would complement the city pattern and improve the neighborhood environment. However, the proposed project would demolish a historic resource, so it would not be consistent with Objective 2, which calls for conserving historic resources.

OTHER ELEMENTS

The proposed project would be consistent with Objectives 1, 4, 11, and 24 of the Transportation Element. The project site is located in a higher density area of the city that is well served by public transit. The proposed project would generally comply with Objective 1 of the Commerce and Industry Element. It would use economic growth and change to enhance the total city environment by reusing an existing vacant site for needed residential units. The proposed project would comply with San Francisco's *Building Code.* As a result, it would minimize the risk to property from natural disasters and reduce the risk of social, cultural, or economic dislocations, thereby complying with Objective 2 of the Community Safety Element. The proposed project would be generally consistent with the Recreation and Open Space Element because it would not shade public open spaces and it would plant street trees that would expand the urban forest.

### *Proposition M—The Accountable Planning Initiative*

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City *Planning Code* to establish eight Priority Policies. These policies, and the sections of this Environmental Evaluation addressing the environmental issues associated with the policies, are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character (Question 1c, Land Use); (3) preservation and enhancement of affordable housing (Question 3b, Population and Housing, with regard to housing supply and displacement issues); (4) discouragement of commuter automobiles (Questions 5a, b, f, and g, Transportation and Circulation); (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership (Question 1c, Land Use); (6) maximization of earthquake preparedness (Questions 13 a-d, Geology, Soils, and Seismicity); (7) landmark and historic building preservation (Question 4a, Cultural Resources); and (8) protection of open space (Questions 8 a and b, Wind and Shadow, and Questions 9a and c, Recreation). Prior to issuing a permit for any project that requires an Initial Study under the California Environmental Quality Act (CEQA), and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action that requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation would be consistent with the Priority Policies. As noted above, the consistency of the proposed project with the environmental topics associated with the Priority Policies is discussed in the Evaluation of Environmental Effects, providing information for use in the case report for the proposed project. The case report and approval motions for the proposed project will contain the

Department's comprehensive project analysis and findings regarding consistency of the proposed project with the Priority Policies.

### Regional Plans and Policies

The five principal regional planning agencies and their over-arching policy-plans to guide planning in the nine-county bay area include the Association for Bay Area Governments' (ABAG) "*A Land Use Policy Framework"* and *Projections 2005*, the Bay Area Air Quality Management District's (BAAQMD's) *Clean Air Plan* and *Bay Area 2005 Ozone Strategy*, the Metropolitan Transportation Commission's *Regional Transportation Plan – Transportation 2030*, the San Francisco Regional Water Quality Control Board's *San Francisco Basin Plan*, and the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan*. Due to the size of the proposed project, there would be no anticipated conflicts with regional plans.

## D. SUMMARY OF ENVIRONMENTAL EFFECTS

The proposed project could potentially affect the environmental factor(s) checked below. The following pages present a more detailed checklist and discussion of each environmental factor.

| | | |
|---|---|---|
| ☐ Land Use | ☒ Air Quality | ☐ Geology and Soils |
| ☐ Aesthetics | ☐ Wind and Shadow | ☐ Hydrology and Water Quality |
| ☐ Population and Housing | ☐ Recreation | ☒ Hazards/Hazardous Materials |
| ☒ Cultural Resources | ☐ Utilities and Service Systems | ☐ Mineral/Energy Resources |
| ☐ Transportation and Circulation | ☐ Public Services | ☐ Agricultural Resources |
| ☐ Noise | ☐ Biological Resources | ☒ Mandatory Findings of Signif. |

## E. EVALUATION OF ENVIRONMENTAL EFFECTS

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **1. LAND USE AND LAND USE PLANNING—** Would the project: | | | | | |
| a) Physically divide an established community? | ☐ | ☐ | ☐ | ☒ | ☐ |

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| b) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect? | ☐ | ☐ | ☐ | ☒ | ☐ |
| c) Have a substantial impact upon the existing character of the vicinity? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is located in the northeast portion of San Francisco within the Mission District neighborhood, in a portion of the City with undulating topography. It is one-half block south of Market Street, and approximately four and one-half blocks north of Mission Dolores Park. The project site is in an RTO zoning district. The surrounding area is largely zoned RTO, with the surrounding area being zoned Moderate-Scale Neighborhood Commercial Transit district (NCT-3) and Upper Market Street Neighborhood Commercial Transit district, along Market Street.

The project site is within a 40-X height and bulk district that encompasses a large area to the north, south, southwest, and west of the project site. Nearby height and bulk districts on the parcels along Market Street are 85-X, between Church Street and 12th Street, and 50-X, approximately between Church and Noe Streets. Near the project site, the parcels fronting Duboce Avenue south of Market Street and Valencia Boulevard are within a 50-X height and bulk district.

As indicated above under Project Setting, land uses in the vicinity of the project site are mixed, comprising residential and non-residential land uses, including restaurant, retail, commercial, and office. Most buildings date from the first half of the twentieth century. Heights vary from two to six stories on the project block, and from one to six stories in the project vicinity (approximately two blocks); however, most buildings are two to four stories in height.

The project site is occupied by two abutting one-story, 25-foot-tall, approximately 19,037-square-foot garages, which occupy the entire site except for an approximately ten-foot-wide paved open area at the rear of the southern portion of the site (35 Dolores Street). Land uses along the east side of Dolores Street other than the project site consist of residential uses. Adjacent to the project site to the north is a three-story multi-family residential building (15 Dolores Street). Further north of the 15 Dolores Street building is the Dolmark Apartments, at 11 Dolores Street, a four-story multi-family residential building at the

southeast corner of Dolores Street and Clinton Park. Adjacent to the project site to the south is a three-story multi-family residential building at 55 Dolores Street. Further south of the 55 Dolores Street building is 75 Dolores Street, a four-story multi-family residential building and 87 Dolores Street, a six-story multi-family residential building at the northwest corner of Dolores and 14th Streets.

Across Dolores Street from the project site, a one- to two-story vacant commercial building formerly occupied by an automobile dealership (S & C Ford, 2001 Market Street) occupies the entire west side of Dolores Street between Market and 14th Streets.

Just north of the intersection of Dolores Street and Clinton Park, Market Street passes northeast-southwest, intersecting Dolores Street. A variety of restaurant, retail, commercial, office, and institutional uses occupy both sides of Market Street in the project vicinity, including the United States Mint building on the north side of Market Street at the southwest corner of Hermann and Buchanan Streets. Below the Mint building is a large supermarket complex fronting Market Street across from the intersection with Dolores Street.

Clinton Park east of Dolores Street is occupied by two- to four-story residential buildings, primarily multi-family, with the exception of a one- to two-story commercial building (1975 Market Street) on the triangular lot between Clinton Park and Market Street east of Dolores Street.

14th Street east of Dolores Street is occupied by two- to six-story residential buildings, primarily multi-family. Most of these residential buildings are two to four stories in height. 14th Street west of Dolores Street is occupied by multi-family residential buildings of three to five stories in height, with the exception of the commercial building (2001 Market Street) occupying the entire west side of Dolores Street between Market and 14th Streets, mentioned above. Dolores Street south of 14th Street is occupied by two-to four-story multi-family residential buildings.

The proposed project's four stories would be consistent with the surrounding area's three- to six-story multi-family residential buildings.

Land use impacts are considered significant if the proposed project would physically divide an established community, conflict with any applicable land use plan, policy, or regulation, or if there would be a substantial impact upon the existing character of land uses in the vicinity.

## COMMUNITY DIVISION

The proposed project would demolish the two existing one-story garages on the east side of Dolores Street between Clinton Park and 14th Street and construct a four-story building. The new building would not disrupt or divide the physical arrangement of surrounding uses and activities because it would be constructed within the existing lot boundaries and would not interfere with or change the existing street plan nor impede the passage of persons or vehicles. The proposed project would fit in with the surrounding uses and activities and they would remain and would interrelate with each other as they do at present.

## CONFLICT WITH ADOPTED PLANS AND REGULATIONS

As described above in Section C. Compatibility with Zoning, Plans, and Policies, the proposed project would not obviously or substantially conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the proposed project adopted for the purpose of avoiding or mitigating an environmental effect.

## LAND USE CHARACTER

The proposed residential building would not introduce new or incompatible land uses to the area. As discussed above, the entire east side of Dolores Street between Clinton Park and 14th Street (except for the project site) is occupied by multi-family residential buildings ranging from three to six stories in height. The height of the proposed project would be similar to or in some cases less than the other residential buildings on the block, and the proposed project would be consistent with the varied size, structures and mixed land use character of the area.

The scale and massing of the proposed building would be similar to and consistent with that of the buildings in the immediate vicinity, and less than the tallest buildings located within the project area. The proposed project is similar to many of the buildings in the immediate vicinity of the project that contain multi-family residential units. The proposed project would expand the residential uses in the vicinity, would not conflict with surrounding uses in the area, and would not substantially or adversely change the character of surrounding land uses. The proposed project's intensification of land uses on the project site would not, therefore, be considered a significant impact.

## CONCLUSION

The proposed project would add residential and parking uses, and intensify land uses on the project site, but would not physically divide an established community, conflict with adopted land use plans, or substantially and adversely alter the land use character of the vicinity. The proposed project's land use impacts would therefore, be less than significant under CEQA. For informational purposes, land use issues will be discussed in the EIR.

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

## SCENIC VISTAS

The undulating topography of the project area and surrounding urban development limit views of other parts of the city to narrow segments of the skyline visible along the corridors of Dolores, Market, and 14th Streets and Clinton Park.

The proposed project would not substantially damage any scenic resources, as none exist on the project site.

In summary, the proposed project would not be expected to substantially degrade or obstruct any scenic views or vistas; therefore, this impact would be less than significant. The proposed project's environmental effect on scenic vistas and views will not be discussed further in the EIR.

## PRIVATE VIEWS

The proposed project would not be visible from the street-facing windows of the residential buildings in the project block on the east side of Dolores Street, but would be visible from a limited number of windows on the south side of the residential buildings north of the project site, and on the north side of the residential buildings south of the project. From these private residences, the proposed project would not block a substantial portion of the sky or substantially change the visual character of the existing skyline because existing buildings already screen most or all of the field of view that would be occupied by the proposed project. Portions of the project would be visible from some east-facing windows of the residential buildings on the west side of Dolores Street south of 14th Street, and north-facing windows of the residential buildings on the south side of 14th Street west of Dolores Street. The effect on these views would be limited by intervening buildings including the six-story 87 Dolores Street building on the northeast corner of Dolores and 14th Streets, the mature street trees on the sidewalks and median of Dolores Street, and the distance from the project site. Furthermore, views of the project from these residences would be oblique rather than direct. The project may be visible from south- and west-facing windows in the rear of residential buildings on the south side of Clinton Park and Rosemont Place, respectively. The effect on these views would be limited by the mature trees located in the rear yards between these residences and the proposed project. Nevertheless, reduced private views from some nearby residences would be an unavoidable consequence of the proposed project and might be considered an undesirable change by some of those individuals. Given the dense urban setting of the proposed project and the limited extent of the reduction in private views, and absence of damage to scenic resources, the proposed project's impact on private views does not rise to the level of a potentially significant environmental impact. The proposed project's environmental effect on private views will not be discussed further in the EIR.

## AESTHETICS AND URBAN DESIGN

As discussed in Section C, Compatibility with Zoning, Plans, and Policies, the project site is within the Upper Market Design Plan study area, a planning initiative begun in 2007 and slated for completion in the Spring of 2008.[4] The subsection of Section C entitled "Upper Market Design Plan" summarizes the Plan's design guidelines. In general, the guidelines intend to increase height but use setbacks to modulate bulk; encourage fine-grain facades in fine-grain contexts; create active ground floors; encourage outdoor

[4] San Francisco Planning Department. Upper market Workshop Series & Design Plan, Plan Summary, http://www.sfgov.org/site/planning_index.asp?id=66778#summary. Viewed April 16, 2008.

spaces in upper floors and support gardens in upper floor outdoor spaces and on rooftops; encourage green "high efficiency" buildings and a diversity of creative architectural design that reflects and extends existing styles; and increases local-serving retail, entertainment, and cultural land uses.

The proposed project, at four stories, would be visible along the adjacent segment of Dolores Street. Most views of the project at street-level vantage points, including public sidewalks, would be screened by intervening buildings, including the four- to six- story buildings on the east side of Dolores Street in the project block, and the mature palm trees along the Dolores Street median. The project would not substantially alter views to the north and south along Dolores Street. Thus, the effect of the proposed project on views from street-level vantage points would be less than significant.

The project vicinity is occupied by low-rise buildings (one to six stories) with non-residential uses along Market Street and the west side of Dolores Street opposite the project site, and residential uses elsewhere. Buildings with an early twentieth century design character predominate, and most are rectilinear in character, built to the lot lines, and two to four stories in height. One-half block south of the site, at the northeast corner of Dolores and 14th Streets, is a six-story, early-twentieth century multi-family residential building. Approximately one and one-half blocks southwest of the site, on the north side of 14th Street, is a five-story multi-family residential building of early-twentieth century design character.

The proposed building height and form would reflect the building types, heights, and massings of the buildings found in the immediate project vicinity. The Dolores Street façade of the proposed project would be treated as two separate buildings, for consistency with the scale of the nearby, smaller buildings.

The proposed project would be similar in height to the buildings in the immediate vicinity, and would be smaller than the tallest building on the project block. The proposed project would not be the tallest structure in the immediate neighborhood, and it would not be particularly prominent, or aesthetically inconsistent with the visual character of the existing neighborhood.

Design and aesthetics are, by definition, subjective and open to interpretation by decision-makers and members of the public. A proposed project would therefore be considered to have a significant adverse effect on visual quality under CEQA only if it would cause a substantial and demonstrable negative change. The proposed project would not cause such a change. The project would change the visual character of the project site, by replacing the site's two contiguous one-story, 25-foot-tall garages with a four-story, 40-foot-tall residential building. The proposed project's height and massing would be similar

to some of the existing buildings in the vicinity. Adjacent to the project site are two three-story multi-family residential buildings at 15 Dolores Street (north) and 55 Dolores Street (south). While intensifying the use on the project site, the proposed project would not add a new or visually inconsistent presence to the area. For these reasons, the proposed project would not be expected to cause a substantial and demonstrable negative change or disruption to the existing visual character of the project vicinity. The proposed project's environmental effect on aesthetics and urban design would be less than significant, and will not be discussed further in the EIR.

## LIGHT AND GLARE

The project site is currently occupied by two contiguous one-story garages. The proposed project would result in the construction of a four-story, 40-foot-tall residential building. Project lighting visible from exterior vantage points would consist of interior lighting of the residential lobby and garage entrance on the ground floor, and interior lighting of the residential units on all floors. The project's lighting would be consistent with exterior lighting typical of other residential buildings in the project vicinity. The project would comply with Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Mirrored glass would not be used in the new building. Exterior lighting would be consistent with similar lighting on surrounding land uses and the fixtures would be directed downward to minimize visible light on and off the project site. For these reasons, the proposed project would not generate obtrusive light or glare that would substantially impact other properties. Light and glare would not be considered a significant impact of the project, and will not be analyzed in the EIR.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **3. POPULATION AND HOUSING—** Would the project: | | | | | |
| a) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Displace substantial numbers of existing housing units or create demand for additional housing, necessitating the construction of replacement housing? | ☐ | ☐ | ☐ | ☒ | ☐ |

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere? | ☐ | ☐ | ☐ | ☒ | ☐ |

The San Francisco Bay Area is known for its agreeable climate, open space, recreational opportunities, cultural amenities, a strong and diverse economy, and prominent educational institutions. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support a strong demand for housing in San Francisco. Providing new housing to meet this strong demand is particularly difficult because the amount of land available is limited and land and development costs are relatively high. For these reasons, San Francisco consistently ranks as one of the most expensive housing markets in the United States.

Annual housing production in the city during the period of 1990-2005, ranged from a low of about 380 units in 1993 to a high of about 2,700 units in 2003.[5] The citywide annual average over that 16-year period was about 1,430 units. In May 2008, ABAG projected regional needs in the Regional Housing Needs Determination (RHND) 2007-2014 allocation and calculated the jurisdictional need of the City as 31,193 dwelling units (rounded to 32,000), or an average yearly need of 4,000 net new dwelling units.[6]

## POPULATION GROWTH

The project site contains no dwellings or residents. The garage buildings on the site have been vacant for two years and employees are not present. The proposed project would replace the two existing garage buildings with approximately 47 residential units. The addition of 47 new studio and one-, two- and three-bedroom dwellings would accommodate an estimated 93 residents on the site.[7] In addition, an estimated two janitorial/maintenance workers would be employed at the residential building, which, added to the proposed project's residents, would result in an estimated on-site population increase of

[5] San Francisco Planning Department, San Francisco 2005 Housing Inventory, October 2006. Available online at www.sfgov.org/planning (through Citywide Policy Planning), or a copy may be reviewed by appointment at the Planning Department (Citywide), 1650 Mission Street, Suite 400, San Francisco.

[6] Additional information regarding ABAG's 2007-2014 Regional Housing Needs Determination can be found at www.abag.ca.gov/planning/housingneeds. Viewed July 2007.

[7] The project site is located in Census Tract 202, which according to Census 2000 data, has an average household size of 1.97 persons (2.00 per rental unit and 1.84 per owner-occupied unit). The citywide average household size for Census 2000 was 2.3 persons per household.

approximately 95 people. While potentially noticeable to immediately adjacent neighbors, this increase would not result in a substantial impact on the population of the City and County of San Francisco. The 2000 U.S. Census indicates that the population in the project vicinity is approximately 5,940 persons.[8] The proposed project would increase the population near the project site by approximately 1.6 percent, and the overall population of the City and County of San Francisco by approximately 0.01 percent.[9]

The two new employee positions on the project site would not likely attract new employees to San Francisco, but if so, would not be a substantial increase in housing demand in the City. In the context of the average household occupancy of the City, both the potential worker housing demand and the increase in residents at the proposed project would not be considered to result in a "substantial" population increase. Furthermore, the housing demand of the project's employees would be much less than the current number of vacant dwelling units in San Francisco. The project would be located in an established urban neighborhood in an already developed area, and would not necessitate or induce the extension of municipal infrastructure. There are no dwellings or residents on the site, and none would be displaced by the project. The proposed project would add affordable housing units to the City's affordable housing stock in compliance with the City's Inclusionary Affordable Housing Program. In light of the above, the project would not be expected to induce a substantial amount of growth, or create an additional substantial demand for housing.

## CONCLUSION

As discussed above, the proposed project would not induce substantial population growth nor have significant physical environmental effects on housing demand or population. The proposed project's population and housing impacts would, therefore, be less than significant under CEQA, and will not be analyzed in the EIR.

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[8] The population estimate is based on data from the 2000 Census for Census Tract 202.

[9] This calculation is based on the estimated Census 2000 population of 776,733 persons in San Francisco.

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **4. CULTURAL AND PALEONTOLOGICAL RESOURCES—** Would the project: | | | | | |
| a) Cause a substantial adverse change in the significance of a historical resource as defined in §15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco *Planning Code*? | ☒ | ☐ | ☐ | ☐ | ☐ |
| b) Cause a substantial adverse change in the significance of an archaeological resource pursuant to §15064.5? | ☐ | ☐ | ☐ | ☒ | ☐ |
| c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature? | ☐ | ☐ | ☐ | ☒ | ☐ |
| d) Disturb any human remains, including those interred outside of formal cemeteries? | ☐ | ☐ | ☐ | ☒ | ☐ |

## ARCHITECTURAL RESOURCES[10] [11]

The project site is currently occupied by two contiguous one-story garages. The 25 Dolores Street building was constructed in 1917 while the 35 Dolores Street building was constructed in 1918. They replaced two or three earlier single-family dwellings that may have been destroyed in the 1906 earthquake and fire. The buildings at 25 and 35 Dolores Street are not listed in Article 10 of the *Planning Code* (Preservation of Historical Architectural and Aesthetic Landmarks) or Article 11 of the *Planning Code* (Preservation of Buildings and Districts of Architectural, Historical, Aesthetic Importance in the C-3 districts). However, the building at 25 Dolores Street is listed in the Unreinforced Masonry Building (UMB) Survey. The Northwest Information Center also has a 1993 survey of the 25 Dolores Street building in its Historic Property Data File for San Francisco County in which it received a California State Historical Resource Status Code rating of "5S2." This code indicates that the individual property is

[10] Michael Smith, Planner, San Francisco Planning Department, Memorandum to Tim Blomgren, Planner, RE: Historic Resource Evaluation Response—25-35 Dolores Street, January 31, 2008. This memo is on file and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, as part of the project file 2006.0848E.

[11] Frederic Knapp, Jill Johnson, Melissa Bleier, and Will Dickinson, *Historical Resource Evaluation Report For 25-35 Dolores Street, San Francisco, California*, May 21, 2007. This report is on file and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, as part of the project file 2006.0848E.

eligible for local listing or designation.[12] The building at 35 Dolores Street is not listed on any local survey.

The proposed project's demolition of the 25 and 35 Dolores Street buildings would not be consistent with the Secretary of Interior's *Standards and Guidelines for the Treatment of Historic Properties*. Given the buildings' status as historical resources, demolition of the buildings, as proposed, has the potential to cause a significant adverse affect to a historical architectural resource. As a result, the EIR will assess this topic further, describing the history, architect, architectural character, and significance of the buildings on the project site. The EIR will include standards for retention of architectural character and appropriateness of new design, consistent with the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings.

## ARCHEOLOGICAL RESOURCES

The proposed project would require excavation to a depth of approximately 17 feet for the one-level parking garage and foundation, and removal of approximately 13,333 cubic yards of soil. The project site is located in an area where prehistoric resources could be present.[13] A shallow prehistoric midden was discovered approximately six feet below ground surface one-quarter mile to the northeast of the project site. The site contained mostly dietary refuse, but also revealed artifacts such as obsidian tools, and was sporadically occupied for short periods between approximately 720 and 40 B.C.

The project site is located on the southern slope of Mint Hill. It appears that, until at least the early twentieth century, the project site was located on top of a bluff that dropped off at a point near the southern property boundary. The site is currently underlain by a shallow layer of medium dense sand and sand with gravel fill (1 to 1.5 feet in depth), which, except for the northeast corner, is underlain by serpentinite and shale (bedrock). The northeast corner and perhaps the eastern border of the project site are characterized by clay or clay and sand sediments to a depth of eight feet. By the late 1880s, the site was occupied by two large, two-story single-family dwellings which probably remained until the earthquake and fire of 1906. Between 1889 and 1899 a third dwelling was constructed attached to the house at 25 Dolores Street. At some point after 1900, the elevation of the project site was cut down nearly

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[12] California State Parks Office of Historic Preservation, California Historical Resource Status Codes, viewed on April 17, 2008, http://ohp.parks.ca.gov/pages/1069/files/chrstatus%20codes.pdf

[13] Randall Dean, Archaeologist and Environmental Planner, San Francisco Planning Department, Memorandum to Tim Blomgran (*sic*), Environmental Planner, San Francisco Planning Department, *Topic: Preliminary archaeological evaluation for 25-35 Dolores Street (2006.0848E),* 11 September 2007. This report is on file and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, as part of the project file 2006.0848E.

to bedrock, removing any building foundations and other archaeological features (filled privies, wells, cisterns) that may have been located within the area of excavation. The project would result in soils disturbance to a depth of approximately 17 feet below ground surface for all portions of the property except for the planned rear yard in the eastern portion of the site. Because the portion of the site that would be excavated is underlain by only archaeologically sterile deposits of shallow fill and bedrock, soil disturbance resulting from the proposed project is not expected to affect archaeological resources. Additionally, in order to reduce the potential impacts of any accidental discovery of potentially significant archeological resources, the project sponsor would be required to comply with **Mitigation Measure 1, pg. 94**. Archeological resources, therefore, require no further analysis and will not be included in the EIR.

There are no known paleontological resources at the project site, and, therefore, the proposed project would not be expected to result in any adverse effects on paleontological resources.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **5. TRANSPORTATION AND CIRCULATION—** Would the project: | | | | | |
| a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume-to-capacity ratio on roads, or congestion at intersections)? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Exceed, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways (unless it is practical to achieve the standard through increased use of alternative transportation modes)? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) Result in a change in air traffic patterns, including either an increase in traffic levels, obstructions to flight, or a change in location, that results in substantial safety risks? | ☐ | ☐ | ☐ | ☐ | ☒ |
| d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses? | ☐ | ☐ | ☐ | ☒ | ☐ |
| e) Result in inadequate emergency access? | ☐ | ☐ | ☒ | ☐ | ☐ |

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| f) Result in inadequate parking capacity that could not be accommodated by alternative solutions? | ☐ | ☐ | ☒ | ☐ | ☐ |
| g) Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., conflict with policies promoting bus turnouts, bicycle racks, etc.), or cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity or alternative travel modes? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is not located near a public or private airport or within an airport land use plan area. Therefore, topic 5c is not applicable to the proposed project.

## TRANSPORTATION

The project site is located in the Mission District neighborhood of San Francisco, one-half block south of Market Street. Dolores Street is a two-way, north-south roadway with two travel lanes in each direction, a landscaped median, and parking on both sides of the street. 14th Street is a two-lane, one-way eastbound street, with a bicycle lane on the south side and parking on both sides of the street. Clinton Park is a one-way eastbound, one-lane, east-west street extending eastward from Dolores Street near its intersection with Market Street, with parking on the south side of the street. Market Street is a two-way northeast-southwest street, with two travel lanes in each direction plus turn lanes, bicycle lanes on both sides, parking on both sides, and medians occupied by landscaping and Muni boarding areas.

In the San Francisco *General Plan*, Market Street is designated as a Major Arterial in the Transportation Element, part of the Congestion Management Program (CMP) Network, a Transit Preferential Street (Transit Important), part of the Citywide Pedestrian Network, a Metropolitan Transportation System (MTS) Network Street, a Citywide Bicycle Route, and a Freight Traffic Route (Other Major Arterials).

Dolores Street is a local serving street in the *General Plan* with two lanes in each direction separated by a landscaped median and parking on both sides of the street. The *General Plan* designates it as part of the Citywide Pedestrian Network. 14th Street and Clinton Park are designated as Citywide Bicycle Routes. Near the project site from Dolores Street to Folsom Street, 14th Street is a one-way, two-lane, eastbound street with parking on both sides of the street. Bicycle Route #30 runs along 14th Street between Sanchez

and Folsom streets. Clinton Park is a local one-way, one-lane, east-bound street with parking on one side of the street. Both streets are local streets and do not have a designated role in the city's Congestion Management Network or the Metropolitan Transportation System.

The intersections of Dolores/14th and Dolores/Market are signalized. The intersection of Clinton Park and Dolores Street has no traffic signals or stop signs.

Intersection operating conditions are characterized by the concept of Level of Service (LOS), which provides a description of an intersection's performance based on traffic volumes, intersection capacity, and vehicle delays. LOS A represents freeflow conditions, with little or no delay, while LOS F represents congested conditions, with extremely long delays; LOS D (moderately high delays) is considered the lowest acceptable level in San Francisco.

The proposed project would replace the existing vacant garages with residential and commercial uses and increase net new trips in the area. Travel demand of the proposed project was calculated using information in the 2002 *Transportation Impacts Analysis Guidelines for Environmental Review (SF Guidelines)* developed by the San Francisco Planning Department. [14]

In the project vicinity, the intersection of Market/Dolores/Clinton Park operates at LOS A during the weekday PM peak hour.[15] Although LOS data for the intersection of Dolores/14th are not available, the level of traffic at this intersection was observed to be similar to the level at Market/Dolores/Clinton Park.

The residential uses of the proposed project would generate about 408 person trips (inbound and outbound) on a weekday daily basis, consisting of 140 auto person trips, 197 transit trips, and 71 trips by walking or other modes. The two employees of the project would add up to four daily auto person trips. During the PM peak hour, the residential uses of proposed project would generate 20 vehicle trips, and the two employees of the project could generate up to two additional vehicle trips. These 20 vehicle trips would travel through the intersections surrounding the project block, but would not substantially increase traffic volumes at these intersections. The proposed project would result in an increase in the average delay per vehicle at these intersections, but the increase would not be substantial or noticeable, and the proposed project would not change the Levels of Service at the intersections.

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[14] LCW Consulting, *Memo from Luba C. Wyznyckyj, LCW Consulting to Stu During, During Associates, Re: 25-35 Dolores Street – Project Travel Demand*, October 1, 2007. This report is on file and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, as part of the project file 2006.0848E.

[15] San Francisco Planning Department, *Market and Octavia Neighborhood Plan Draft EIR*, State Clearinghouse No. 2004012118, June 25, 2005, Appendix C, Table C-2.

Cumulative traffic growth would occur from other developments in San Francisco, including implementation of the Market and Octavia Neighborhood Plan, as well as from the proposed project. Under 2025 Cumulative conditions, traffic is anticipated to increase. Intersections in the project vicinity that would operate at LOS E or F under cumulative conditions include Hayes/Gough, Market/Octavia/ McCoppin, Market/Sanchez/15th, Market/Church/14th, Market/Guerrero/Laguna, and Duboce/Mission/ 101 off-ramp.[16] These conditions would occur with or without the proposed project. The proposed project would make a small contribution to the total 2025 Cumulative volumes at these intersections (less than 1 percent). The project would therefore not contribute significantly to 2025 Cumulative conditions, and would not have any significant cumulative traffic impacts.

## TRANSIT IMPACTS

The project is well served by public transit, with MUNI providing service in the immediate vicinity. MUNI lines passing within two blocks of the project site include the 22-Fillmore, 26-Valencia, and 37-Corbett bus lines, the J, K, L, and M Muni Metro (light rail) lines, and the F-Market Historic Streetcar service. The Church Street Muni Metro station is approximately one and one-half blocks to the west of the project site. The nearest BART station (Civic Center) is approximately one mile northeast of the project site on Market Street. The proposed project would generate about 34 transit trips during the weekday PM peak hour. These trips would be distributed over the transit lines serving the area. The increase in transit demand associated with the project would not noticeably affect transit services in the area or affect acceptable transit operations. In view of the above, project impacts on public transit would not be significant.

## PARKING IMPACTS

In the RTO district, up to 35 off-street parking spaces would be permitted, with an increase of up to 47 spaces allowed by conditional use authorization. The proposed project would provide 40 independently-accessible parking spaces that would be available at a cost separate from unit ownership or rental. Under the RTO zoning of the Market and Octavia Neighborhood Plan, the project would require conditional use authorization for greater than 0.75 parking spaces per dwelling unit (i.e., 0.85 spaces per unit). No car-share spaces are required by the *Planning Code*, and none would be provided.

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[16] San Francisco Planning Department, *Market and Octavia Neighborhood Plan Draft EIR*, State Clearinghouse No. 2004012118, June 25, 2005, Table 4-20.

The project would generate a parking demand (which can differ from the *Planning Code* parking requirement) of about 61 spaces (of which all would be long-term). The parking demand of 61 spaces would exceed the proposed project's supply of 40 spaces, resulting in a shortfall of 21 spaces. As there are no public parking facilities in the immediate project vicinity, these vehicles would need to find on-street parking. Motorists may have to drive further to find a parking space, especially during the evening, which would be the peak period for parking demand generated by the project's residential uses as well as the existing residential uses in the vicinity. However, it should be noted that San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact (CEQA Guidelines Section 15131(a)). The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular, would be in keeping with the City's "Transit First" policy. The City's Transit First Policy, established in the City's Charter Section 16.102 provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation." As described in detail above, the project site is well served by public transit.

The traffic analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is unavailable. Moreover, the secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area.

Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the proposed project would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise and pedestrian safety analyses, reasonably addresses potential secondary effects. In view of the above discussion, the proposed project's parking effect would not rise to a level considered significant.

However, encouraging alternative modes of travel and car-sharing would reduce the project's less-than-significant parking impacts (see Improvement Measures 1 and 2, on page 98).

### PEDESTRIAN IMPACTS

Pedestrian conditions in the vicinity of the project, on both sidewalks and crosswalks, were observed to be operating at acceptable levels of service. The project would generate up to 13 PM peak hour walk trips, which would be dispersed throughout the study area, depending upon the origin/destination of each trip. The project is not expected to substantially change the existing pedestrian conditions and would not result in any significant impacts on pedestrian conditions.

### BICYCLES

In the vicinity of the project site, Market and 14th Streets and Clinton Park are designated Citywide Bicycle Routes. These routes are interconnected to the Citywide Bicycle Network and provide access to and from the study area from locations throughout the City. During a field survey, the number of bicyclists observed to be riding in the vicinity of the project site was relatively low. Although the proposed project would result in an increase in the number of vehicles in the vicinity of the project site, this increase would not be substantial enough to affect bicycle travel in the area, and project impacts on bicycles would be less than significant.

Under the *Planning Code*, Section 155(j), the proposed project would be required to provide two bicycle parking spaces. Since the project would provide eight bicycle parking spaces (located in southwest corner of the below-grade parking area), it would meet the *Planning Code* requirement.

### LOADING IMPACTS

No off-street loading spaces would be provided for the proposed residential project, and none are required in the *Planning Code* for RTO districts. The number of delivery and service vehicles generated by

the proposed 47 dwelling units would be relatively low. Deliveries would include residents moving in or out, for which spaces could be reserved through the San Francisco Metropolitan Transportation Authority (SFMTA), and residential deliveries using standard delivery services like FedEx or UPS, which already deliver packages in the area and would not contribute additional loading trips. The project's delivery and service trips could be met at the curb on Dolores Street, where the building's pedestrian and garage entrances would be located. Loading activity would not pose a significant impact for pedestrian flow, which is low, or transit, which is not routed on Dolores Street.

If a parking space is not available to accommodate the loading demand, delivery and service vehicles would likely double park on Dolores Street. Adjacent to the project site, Dolores Street has two northbound travel lanes and through traffic could bypass any illegal double-parked delivery and service vehicles. For these reasons, double parking would not substantially affect traffic flow on Dolores Street, and would not result in a significant environmental impact.

### CONSTRUCTION IMPACTS

The project construction period is anticipated to be approximately 15 months. There are no Muni bus stops on the east side of Dolores Street in the project block, and no bus stop relocation would be required. The construction contractor would install a temporary covered pedestrian walkway along the project frontage throughout the entire construction period, to allow continuous pedestrian flow along the east side of Dolores Street. It is anticipated that no regular traffic lanes would need to be closed during construction. However, if it is determined that temporary traffic lane closures would be needed, they would be coordinated with the SFMTA in order to minimize the impacts on local traffic.

Throughout the construction period, there would be a flow of construction-related trucks into and out of the site. The impact of construction truck traffic would be a temporary lessening of the capacities of local streets due to the slower movement and larger turning radii of trucks, which may affect both traffic and transit operations. The project sponsor and construction contractor(s) would meet with Interdepartmental Staff Committee on Traffic and Transportation (ISCOTT), the Traffic Engineering Division of the SFMTA, the Police Department, the Fire Department, the Planning Department, and other City agencies to determine feasible traffic mitigation measures to reduce traffic congestion and other potential transit disruption and pedestrian circulation effects during construction of the project (see Improvement Measure 3, on page 98). Construction workers who drive to the site would cause a temporary parking demand. The construction contractor would provide off-site parking for the construction workers, so construction workers would not occupy the limited number of on-street parking spaces in the Mission

Dolores area. The impacts of construction on parking and traffic would be limited in scope and temporary in duration, and would not be significant. However, limiting construction-related truck traffic during peak periods would lessen construction period impacts (see Improvement Measure 3, on page 98).

## HAZARDS

The proposed project does not include any features that would substantially increase transportation hazards (e.g., creating a new sharp curve or dangerous intersections). As discussed above under Topic 1, Land Use and Land Use Planning, Land Use Character, page 18, the proposed project would not introduce any incompatible uses. As a result, these potential impacts would be considered less-than-significant and will not be discussed in the EIR further.

## CONCLUSION

The proposed project would add residential uses on the project site, but would not have a significant individual or cumulative impact on intersection operations, transit demand, pedestrian circulation, bicycles, parking, traffic hazards, construction traffic, emergency vehicle access, or adopted policies, plans, or programs supporting alternative transportation. The proposed project's traffic and circulation impacts would therefore be less than significant under CEQA.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **6. NOISE**—Would the project: | | | | | |
| a) Result in exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Result in exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) Result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) Result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project? | ☐ | ☐ | ☒ | ☐ | ☐ |

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| e) For a project located within an airport land use plan area, or, where such a plan has not been adopted, in an area within two miles of a public airport or public use airport, would the project expose people residing or working in the area to excessive noise levels? | ☐ | ☐ | ☐ | ☐ | ☒ |
| f) For a project located in the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels? | ☐ | ☐ | ☐ | ☐ | ☒ |
| g) Be substantially affected by existing noise levels? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is not within an airport land use plan area, nor is it in the vicinity of a private airstrip. Therefore, criteria 6e and 6f are not applicable.

The urban setting of the project area includes numerous potential sources of noise. The most significant existing source of noise throughout San Francisco is vehicular traffic, including trucks, cars, buses, and emergency vehicles. Non-vehicular noise sources in the area include surrounding buildings' operational noise, and temporary construction noise such as street repairs and building construction. The nearest sensitive receptors to the project site would be nearby residents, including tenants of the buildings immediately north and south of the project site (15 and 55 Dolores Street, respectively).

### TRAFFIC NOISE

Based on published scientific acoustic studies, traffic volumes would need to approximately double to produce a noticeable increase in ambient noise levels in the area. The project's 47 dwelling units and 40 parking spaces would generate approximately 119 daily vehicle trips and 20 PM peak-hour vehicle trips (see Topic 5, Transportation and Circulation, Traffic, above). This increase in vehicle trips would not be a doubling of traffic volumes in the area, and would therefore not substantially increase ambient noise levels. Traffic noise will not be further analyzed in the EIR.

### BUILDING EQUIPMENT NOISE

The proposed project would include new mechanical equipment, such as air conditioning units and chillers, which could produce operational noise. These operations would be subject to Section 2909 of

Article 29 (the Noise Ordinance) of the San Francisco Police Code, which was amended in November 2008, and limits noise from building operations. As amended in November 2008, this section establishes a noise limit from mechanical sources, such as building equipment, specified as certain noise level in excess of the ambient noise levels at the property line: for noise generated by residential uses, the limit is 5 dBA in excess of ambient, while for noise generated by commercial and industrial uses, the limit is 8 dBA in excess of ambient and for noise on public property, including streets, the limit is 10 dBA in excess of ambient. In addition, the Noise Ordinance provides for a separate fixed-source noise limit for residential interiors of 45 dBA at night and 55 dBA during the day and evening hours. Compliance with Article 29, Section 2909, would minimize noise from building operations. Therefore, noise effects related to building operation would not be significant, nor would the building contribute a considerable increment to any cumulative noise impacts from mechanical equipment. The proposed project would therefore, result in a less-than-significant operational noise impact and the EIR will not discuss this issue.

### INTERIOR NOISE

The proposed project would be subject to Title 24 of the California Code of Regulations that establishes uniform noise insulation standards for residential structures. The proposed development would consist of residential and parking uses. Title 24 requires that residential structures (other than detached single-family dwellings) be designed to prevent the intrusion of exterior noise so that the noise level with windows closed, attributable to exterior sources, shall not exceed 45 dBA in any habitable room. This standard is consistent with the City of San Francisco's Noise Element Policies for indoor residential use. For areas with background noise levels between 60 and 70 decibels, the San *Francisco General Plan* states that "new construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design."[17] Background noise levels have been measured at approximately 60 to 65 decibels.[18] The Department of Building Inspection (DBI) would review the final building plans to ensure that the building walls and floor/ceiling assemblies meet state standards regarding sound transmission. Because the proposed development would comply with Title 24 noise insulation requirements, the existing noise environment would not significantly affect occupant use. DBI would review the final building plans to ensure that the building walls and floor/ceiling assemblies meet State and City standards regarding sound transmission.

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[17] *San Francisco General Plan*, Environmental Protection Element, Land Use Compatibility Chart for Community Noise.

[18] *San Francisco General Plan*, Environmental Protection Element, Map 1, Background Noise Levels, 1974.

Existing noise levels would therefore not substantially impact project residents and this issue will not be discussed in the EIR.

### CONSTRUCTION NOISE

Demolition, excavation, and project construction would temporarily and intermittently increase noise and possibly vibration levels around the project site and may be considered an annoyance by occupants of nearby properties. Noise and vibration levels over the estimated 15-month construction period would fluctuate depending on the construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. Construction noises associated with the proposed project would include demolition, excavation, truck traffic, foundation construction, steel erection, and finishing. Of these, demolition, excavation, site work, and erection of the new building's exterior would likely generate the most construction-related noise. Throughout the construction period there would be truck traffic to and from the site, hauling away excavated materials and debris, or delivering building materials. It is anticipated that the construction hours would be normal working hours during the week, with possible limited work during nights or weekends.

The San Francisco Noise Ordinance (Article 29 of the Police Code), amended in November 2008, regulates construction-related noise. Although not listed as a mitigation measure, it is required by law and would serve to mitigate significant negative impacts of the proposed project on sensitive receptors. The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA[19] at a distance of 100 feet from the source. Impact tools, such as jackhammers, must have both the intake and exhaust muffled to the satisfaction of the Director of the Department of Public Works or the Director of Building Inspection. If the noise from the construction work would exceed the ambient noise levels at the property line of the site by five dBA, the work must not be conducted between 8:00 PM and 7:00 AM, unless the Director of DPW or the Director of DBI authorizes a special permit for conducting the work during that period. Improvement Measure 3, proposed to minimize the disruption of traffic flow by limiting truck movement to the hours between 9:00 AM and 3:30 PM, would also have the secondary effect of reducing the construction noise impacts.

[19] dBA is the symbol for decibels using the A-weighted scale. A decibel is a unit of measurement for sound loudness (amplitude). The A-weighted scale is a logarithmic scale that approximates the sensitivity of the human ear.

The project sponsors anticipate using a mat foundation. The proposed building would not use pile driving. As a result, the proposed project would not create unusual levels of ground borne vibration that would disturb nearby residents or businesses, and vibration impacts would be less than significant.

In summary, compliance with Title 24 California Code regulations would ensure existing noise levels would not significantly impact project residents. Operational noise of the proposed project, including traffic-related noise, would not significantly increase the ambient noise levels in the project vicinity. Construction-related increases in noise and vibration resulting from project construction would not be considered a significant impact because of the temporary and intermittent nature of construction, and because the contractor would be required to comply with the City's Noise Ordinance. Therefore, noise impacts of the proposed project would be considered less than significant and will not be discussed further in the EIR.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **7. AIR QUALITY** | | | | | |
| Where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the following determinations. Would the project: | | | | | |
| a) Conflict with or obstruct implementation of the applicable air quality plan? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Violate any air quality standard or contribute substantially to an existing or projected air quality violation? | ☐ | ☒ | ☐ | ☐ | ☐ |
| c) Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal, state, or regional ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) Expose sensitive receptors to substantial pollutant concentrations? | ☐ | ☐ | ☒ | ☐ | ☐ |
| e) Create objectionable odors affecting a substantial number of people? | ☐ | ☐ | ☒ | ☐ | ☐ |

The Federal Clean Air Act (CAA), as amended, and the California Clean Air Act (CCAA) legislate ambient air standards and related air quality reporting systems for regional regulatory agencies to then develop mobile and stationary source control measures to meet the standards. BAAQMD is the primary

responsible regulatory agency in the Bay Area for planning, implementing, and enforcing the federal and state ambient standards for criteria pollutants.[20] Criteria air pollutants include ozone, carbon monoxide (CO), nitrogen dioxide ($NO_2$), sulfur dioxide ($SO_2$), particulate matter ($PM_{10}$ and $PM_{2.5}$), and lead.

The San Francisco Bay Area Air Basin encompasses the following counties: San Francisco, Alameda, Contra Costa, Marin, San Mateo, Napa, and parts of Solano and Sonoma Counties. The San Francisco Air Basin has a history of air quality violations for ozone, carbon monoxide, and particulate matter. The Basin currently does not meet the State ambient air quality standards for ozone, $PM_{10}$, and $PM_{2.5}$. BAAQMD has adopted air quality management plans over the years to address control methods and strategies to meet air quality standards, the latest plans being the *Bay Area 2000 Clean Air Plan, 2001 Ozone Attainment Plan,* and *2005 Bay Area Ozone Strategy.*

## OPERATIONAL EMISSIONS

According to the BAAQMD, vehicles are the primary source of operational project-related emissions.[21] The proposed project would affect local air quality by increasing vehicular traffic on nearby roads and at the project site, and by adding stationary emissions (mechanical equipment) to the project site. The BAAQMD has established thresholds of significance for project operations, listed below in Table 1.

**Table 1**
**Thresholds of Significance for Project Operations**

| Pollutant | ton/year | pound/day | kilogram/day |
|---|---|---|---|
| ROG[1] | 15 | 80 | 36 |
| NOx[2] | 15 | 80 | 36 |
| $PM_{10}$[3] | 15 | 80 | 36 |

Notes:

1 Reactive organic gases
2 Nitrous oxide
3 Particulate matter with a diameter of less than 10 microns

*Source: BAAQMD CEQA Guidelines*, December 1999.

[20] State and Federal air quality standards and the Bay Area's attainment status can be viewed on the BAAQMD website at http://www.baaqmd.gov.

[21] Bay Area Air Quality Management District, *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, December 1999.

The BAAQMD has also established thresholds for which projects require review for potential air quality impacts.[22] These thresholds are based on the minimum size projects that the BAAQMD considers capable of producing air quality problems due to vehicular emissions. The BAAQMD generally does not recommend a detailed air quality analysis for residential projects with fewer than 320 single-family or 510 multi-family units, or projects that would generate fewer than 2,000 vehicle trips per day. The proposed project's 47 dwelling units and 40 parking spaces would generate an estimated 144 daily vehicle trips (see Topic 5, Transportation and Circulation, above), well below 2,000 daily vehicle trips. Therefore, the proposed project would not exceed the BAAQMD thresholds.

Additional stationary source emissions, generated by mechanical equipment, and the combustion of natural gas for building space and water heating would be relatively minimal, and would therefore be considered less than significant. The proposed project would not violate any BAAQMD ambient air quality standard or contribute substantially to an existing or projected air quality violation. For all of the above reasons, the proposed project would not generate significant operational air quality impacts.

The *BAAQMD CEQA Guidelines* indicate that for any project that does not individually have significant operational air quality impacts, the determination of whether it has a significant cumulative impact should be based on whether it is consistent with the *General Plan*. The proposed project would be generally consistent with the *General Plan* and, as such, air quality management plans such as the *Bay Area 2000 Clean Air Plan*, and the *Bay Area 2005 Ozone Strategy*. Additionally, the *General Plan*, the *Planning Code*, and the City Charter implement various transportation control measures identified in the *2005 Ozone Strategy* through the City's Transit First Program, bicycle parking requirements, transit development fees, and other actions. Accordingly, the proposed project would not contribute considerably to cumulative air quality impacts, nor would it interfere with implementation of the *2005 Ozone Strategy* or the *2001 Ozone Attainment Plan*, which are the applicable regional air quality plans developed to improve air quality towards attaining the State and federal ambient air quality standards. As such, the operational characteristics of the proposed project would not result in cumulatively considerable increases in regional air pollutants.

[22] Ibid, page 18.

## ODORS

According to the BAAQMD, typical operational uses that may result in significant odor impacts include wastewater treatment plants, landfills, asphalt batch plants, chemical manufacturing, painting/coating operations, and coffee roasters. The proposed project would not increase or change perceptibly odors on the project site or in the vicinity of the proposed project, as it would not include uses with objectionable odors. Observation indicates that surrounding land uses are not sources of objectionable odors that would adversely affect project residents. Therefore, creation of objectionable odors would not be an impact of the proposed project.

## CONSTRUCTION-RELATED IMPACTS

Project-related demolition, excavation, grading and other construction activities may cause wind-blown dust that could contribute particulate matter into the local atmosphere. Although there are federal standards for air pollutants and implementation of State and regional air quality control plans, air pollutants continue to have impacts on human health throughout the country. California has found that particulate matter exposure can cause health effects at lower levels than national standards. The current health burden of particulate matter demands that, where possible, public agencies take feasible available actions to reduce sources of particulate matter exposure. According to the California Air Resources Board, reducing ambient particulate matter from 1998-2000 levels to natural background concentrations in San Francisco would prevent over 200 premature deaths.

Dust can be an irritant causing watering eyes or irritation to the lungs, nose and throat. Demolition, excavation, grading and other construction activities can cause wind-blown dust to add to particulate matter in the local atmosphere. Depending on exposure, adverse health effects can occur due to this particulate matter in general and also due to specific contaminants such as lead or asbestos that may be constituents of soil.

In response, the San Francisco Board of Supervisors approved a series of amendments to the San Francisco Building and Health Codes generally referred hereto as the Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008) with the intent of reducing the quantity of dust generated during site preparation, demolition and construction work in order to protect the health of the general public and of onsite workers, minimize public nuisance complaints, and to avoid orders to stop work by the DBI.

The Ordinance requires that all site preparation work, demolition, or other construction activities within San Francisco that have the potential to create dust or to expose or disturb more than 10 cubic yards or 500 square feet of soil comply with specified dust control measures whether or not the activity requires a permit from DBI. The Director of DBI may waive this requirement for activities on sites less than one half-acre that are unlikely to result in any visible wind-blown dust.

The project sponsor and the contractor responsible for construction activities at the project site shall use the following practices to control construction dust on the site or other practices that result in equivalent dust control that are acceptable to the Director. Dust suppression activities may include watering all active construction areas sufficiently to prevent dust from becoming airborne; increased watering frequency may be necessary whenever wind speeds exceed 15 miles per hour. Reclaimed water must be used if required by Article 21, Section 1100 et seq. of the San Francisco *Public Works Code*. If not required, reclaimed water should be used whenever possible. Contractors shall provide as much water as necessary to control dust (without creating run-off in any area of land clearing, and/or earth movement. During excavation and dirt-moving activities, contractors shall wet sweep or vacuum the streets, sidewalks, paths and intersections where work is in progress at the end of the workday. Inactive stockpiles (where no disturbance occurs for more than seven days) greater than 10 cubic yards or 500 square feet of excavated materials, backfill material, import material, gravel, sand, road base, and soil shall be covered with a 10 millimeter (0.01 inch) polyethylene plastic (or equivalent) tarp, braced down, or use other equivalent soil stabilization techniques.

For projects over one half-acre, the Ordinance requires that the project sponsor submit a Dust Control Plan for approval by the San Francisco Health Department. DBI will not issue a building permit without written notification form the Director of Public Health that the applicant has a site-specific Dust Control Plan, unless the Director waives the requirement. Interior-only tenant improvement projects that are over one-half acre in size that will not produce exterior visible dust are exempt from the site-specific Dust Control Plan requirement.

Site-specific Dust Control Plans shall require the project sponsor to: submit of a map to the Director of Health showing all sensitive receptors within 1000 feet of the site; wet down areas of soil at least three times per day; provide an analysis of wind direction and install upwind and downwind particulate dust monitors; record particulate monitoring results; hire an independent, third-party to conduct inspections and keep a record of those inspections; establish shut-down conditions based on wind, soil migration, etc.; establish a hotline for surrounding community members who may be potentially affected by project-related dust; limit the area subject to construction activities at any one time; install dust curtains and

windbreaks on the property lines, as necessary; limit the amount of soil in hauling trucks to the size of the truck bed and securing with a tarpaulin; enforce a 15 mile per hour speed limit for vehicles entering and exiting construction areas; sweep affected streets with water sweepers at the end of the day; install and utilize wheel washers to clean truck tires; terminate construction activities when winds exceed 25 miles per hour; apply soil stabilizers to inactive areas; and to sweep off adjacent streets to reduce particulate emissions. The project sponsor would be required to designate an individual to monitor compliance with dust control requirements.

These regulations and procedures set forth by the San Francisco *Building Code* would ensure that potential dust-related air quality impacts would be reduced to a level of insignificance.

### NATURALLY OCCURRING ASBESTOS

Serpentine materials in the soils on the project site have the potential to contain naturally-occurring asbestos (NOA) materials. The Asbestos Airborne Toxic Control Measure (ATCM) for Construction, Grading, Quarrying, and Surface Mining Operations was signed into State law on July 22, 2002, and became effective in the Bay Area Air Quality Management District (District) on November 19, 2002. The purpose of this regulation is to reduce public exposure to NOA from construction and mining activities that emit dust which contain NOA. The ATCM requires construction and mining activities that emit dust which may contain NOA. The ATCM requires regulated operations engaged in road construction and maintenance activities, construction and grading operations, and quarrying and surface mining operations in areas where NOA is likely to be found, to employ the best available dust mitigation measures in order to reduce and control dust emissions.

The BAAQMD's approach to analyzing construction impacts emphasizes implementation of effective and comprehensive control measures rather than detailed quantifications of emissions. As discussed above, the project sponsor would be required to implement the dust control measures required by ordinance. However, the presence of NOA in the soils on the site would result in a potentially significant air quality impact during construction. The project sponsor has agreed to implement **Mitigation Measure 2,** which specifies the necessary steps for implementing a Soils Management Plan (SMP) prepared for the site. The SMP would incorporate the BAAQMD requirements for completion of an Asbestos Dust Mitigation Plan permit application with BAAQMD prior to any site excavation. With implementation of these measures, the construction-related air quality impacts of the proposed project would be less than significant.

For further discussion of issues and environmental impacts associated with NOA on the project site, please see Topic 15, Hazards and Hazardous Materials.

## TOXIC AIR CONTAMINANTS

The California Air Resources Board (CARB) established its statewide comprehensive air toxics program in the early 1980s. CARB created California's program in response to the Toxic Air Contaminant Identification and Control Act (AB 1807, Tanner 1983) to reduce exposure to air toxics. CARB identifies 244 substances as Toxic Air Contaminants (TACs) that are known or suspected to be emitted in California and have potential adverse health effects. Public health research consistently demonstrates that pollutant levels are significantly higher near freeways and busy roadways. Human health studies demonstrate that children living within 100 to 200 meters of freeways or busy roadways have poor lung function and more respiratory disease; both chronic and acute health effects may result from exposure to TACs. In 2005, CARB issued guidance on preventing roadway related air quality conflicts, suggesting localities "avoid siting new sensitive land uses within 500 feet of a freeway [or other] urban roads with volumes of more than 100,000 vehicles/day."[23] However, there are no existing federal or state regulations to protect sensitive land uses from roadway air pollutants.

The San Francisco Department of Public Health (DPH) has issued guidance for the identification and assessment of potential air quality hazards and methods for assessing the associated health risks.[24] Consistent with CARB guidance, DPH has identified that a potential public health hazard for sensitive land uses exists when such uses are located within a 150-meter (approximately 500-foot) radius of any boundary of a project site that experiences 100,000 vehicles per day. To this end, San Francisco added Article 38 of the San Francisco Health Code, approved November 25, 2008, which requires that, for new residential projects of 10 or more units located in proximity to high-traffic roadways, as mapped by DPH, an Air Quality Assessment be prepared to determine whether residents would be exposed to potentially unhealthful levels of $PM_{2.5}$. Through air quality modeling, an assessment is conducted to determine if the annual average concentration of $PM_{2.5}$ from the roadway sources would exceed a concentration of

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[23] California Air Resources Board, 2005 Air Quality and Land Use Handbook: A Community Health Perspective, http://www.arb.ca.gov/ch/landuse.htm, accessed September 8, 2008.

[24] San Francisco Department of Public Health, Assessment and Mitigation of Air Pollutant Health Effects from Intra-urban Roadways: Guidance for Land Use Planning and Environmental Review, May 6, 2008, http://dphwww.sfdph.org/phes/publications/Mitigating_Roadway_AQLU_Conflicts.pdf, accessed September 8, 2009.

0.2 micrograms per cubic meter (annual average).[25] If this standard is exceeded, the project sponsor must install a filtered air supply system, with high-efficiency filters, designed to remove at least 80 percent of ambient $PM_{2.5}$ from habitable areas of residential units.

The project site, at 25-35 Dolores Street is not located within the Potential Roadway Exposure Zone, as mapped by DPH. Thus, the proposed project is not expected to result in a significant impact from exposure of sensitive receptors to high concentrations of roadway-related pollutants.

## GREENHOUSE GASES

Gases that trap heat in the atmosphere are referred to as greenhouse gases (GHGs) because they capture heat radiated from the sun as it is reflected back into the atmosphere, much like a greenhouse does. The accumulation of GHGs has been implicated as a driving force for global climate change. Definitions of climate change vary between and across regulatory authorities and the scientific community, but in general can be described as the changing of the earth's climate caused by natural fluctuations and anthropogenic activities which alter the composition of the global atmosphere.

Individual projects contribute to the cumulative effects of climate change by emitting GHGs during demolition, construction and operational phases. The principal GHGs are carbon dioxide, methane, nitrous oxide, ozone, and water vapor. (Ozone—not directly emitted, but formed from other gases—in the troposphere, the lowest level of the earth's atmosphere, also contributes to the retention of heat.) While the presence of the primary GHGs in the atmosphere are naturally occurring, carbon dioxide ($CO_2$), methane ($CH_4$), and nitrous oxide ($N_2O$) are largely emitted from human activities, accelerating the rate at which these compounds occur within earth's atmosphere. Carbon dioxide is the "reference gas" for climate change, meaning that emissions of GHGs are typically reported in "carbon dioxide-equivalent" measures. Emissions of carbon dioxide are largely by-products of fossil fuel combustion, whereas methane results from off-gassing associated with agricultural practices and landfills. Other

[25] According to DPH, this threshold, or action level, of 0.2 micrograms per cubic meter represents about 8 – 10 percent of the range of ambient $PM_{2.5}$ concentrations in San Francisco based on monitoring data, and is based on epidemiological research that indicates that such a concentration can result in an approximately 0.28 percent increase in non-injury mortality, or an increased mortality at a rate of approximately 20 "excess deaths" per year per one million population in San Francisco. "Excess deaths" (also referred to as premature mortality) refer to deaths that occur sooner than otherwise expected, absent the specific condition under evaluation; in this case, exposure to $PM_{2.5}$. (San Francisco Department of Public Health, Occupational and Environmental Health Section, Program on Health, Equity, and Sustainability, "Assessment and Mitigation of Air Pollutant Health Effects from Intra-urban Roadways: Guidance for Land Use Planning and Environmental Review, May 6, 2008. Twenty excess deaths per million based on San Francisco's non-injury, non-homicide, non-suicide mortality rate of approximately 714 per 100,000. Although San Francisco's population is less than one million, the presentation of excess deaths is commonly given as a rate per million population.)

GHGs, with much greater heat-absorption potential than carbon dioxide, include hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride, and are generated in certain industrial processes. There is international scientific consensus that human-caused increases in GHGs have and will continue to contribute to global warming, although there is uncertainty concerning the magnitude and rate of the warming. Potential global warming impacts in California may include, but are not limited to, loss in snow pack, sea level rise, more extreme heat days per year, more high ozone days, more large forest fires, and more drought years.[26] Secondary effects are likely to include a global rise in sea level, impacts to agriculture, changes in disease vectors, and changes in habitat and biodiversity.

The California Energy Commission (CEC) estimated that in 2004 California produced 500 million gross metric tons (about 550 million U.S. tons) of carbon dioxide-equivalent GHG emissions.[27] The CEC found that transportation is the source of 38 percent of the State's GHG emissions, followed by electricity generation (both in-state and out-of-state) at 23 percent and industrial sources at 13 percent.[28] In the Bay Area, fossil fuel consumption in the transportation sector (on-road motor vehicles, off-highway mobile sources, and aircraft) is the single largest source of the Bay Area's GHG emissions, accounting for just over half of the Bay Area's 85 million tons of GHG emissions in 2002. Industrial and commercial sources were the second largest contributors of GHG emissions with about one-fourth of total emissions. Domestic sources (e.g., home water heaters, furnaces, etc.) account for about 11 percent of the Bay Area's GHG emissions, followed by power plants at 7 percent. Oil refining currently accounts for approximately 6 percent of the total Bay Area GHG emissions.[29]

### *Statewide Actions*

In 2005, in recognition of California's vulnerability to the effects of climate change, Governor Schwarzenegger established Executive Order S-3-05, which sets forth a series of target dates by which statewide emission of greenhouse gases (GHG) would be progressively reduced, as follows: by 2010,

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[26] California Air Resources Board (ARB), 2006a. Climate Change website (http://www.arb.ca.gov/cc/120106workshop/intropres12106.pdf) accessed December 4, 2007.

[27] Because of the differential heat absorption potential of various GHGs, GHG emissions are frequently measured in "carbon dioxide-equivalents," which present a weighted average based on each gas's heat absorption (or "global warming") potential.

[28] California Energy Commission, Inventory of California Greenhouse Gas Emissions and Sinks: 1990 to 2004 -Final Staff Report, publication # CEC-600-2006-013-SF, December 22, 2006; and January 23, 2007 update to that report. Available on the internet at: http://www.arb.ca.gov/cc/ccei/emsinv/emsinv.htm.

[29] BAAQMD, Source Inventory of Bay Area Greenhouse Gas Emissions: Base Year 2002, November 2006. Available on the internet at: http://www.baaqmd.gov/pln/ghg_emission_inventory.pdf.

reduce GHG emissions to 2000 levels; by 2020, reduce GHG emissions to 1990 levels; and by 2050, reduce GHG emissions to 80 percent below 1990 levels.[30]

In 2006, California passed the California Global Warming Solutions Act of 2006 (Assembly Bill No. 32; California Health and Safety Code Division 25.5, Sections 38500, et seq., or AB 32), which requires the CARB to design and implement emission limits, regulations, and other measures, such that feasible and cost-effective statewide GHG emissions are reduced to 1990 levels by 2020 (representing a 25 percent reduction in emissions).

AB 32 establishes a timetable for the CARB to adopt emission limits, rules, and regulations designed to achieve the intent of the Act. CARB staff is preparing a scoping plan to meet the 2020 greenhouse gas reduction limits outlined in AB 32. In order to meet these goals, California must reduce their greenhouse gases by 30 percent below projected 2020 business as usual emissions levels, or about 10 percent from today's levels. In June 2008, CARB released their Draft Scoping Plan, which estimates a reduction of 169 million metric tons of $CO_2$-eq ($MMTCO_2$-eq). Approximately one-third of the emissions reductions strategies fall within the transportation sector and include the following: California Light-Duty Vehicle GHG standards, the Low Carbon Fuel Standard, Heavy-Duty Vehicle GHG emission reductions and energy efficiency, and medium and heavy-duty vehicle hybridization, high speed rail, and efficiency improvements in goods movement. These measures are expected to reduce GHG emissions by 60.2 $MMTCO_2$-eq. Emissions from the electricity sector are expected to reduce another 49.7 $MMTCO_2$-eq. Reductions from the electricity sector include building and appliance energy efficiency and conservation, increased combined heat and power, solar water heating (AB 1470), the renewable energy portfolio standard (33 percent renewable energy by 2020), and the existing million solar roofs program. Other reductions are expected from industrial sources, agriculture, forestry, recycling and waste, water, and emissions reductions from cap-and-trade programs. Local government actions and regional GHG targets are also expected to yield a reduction of 2 $MMTCO_2$-eq.[31] Measures that could become effective during implementation pertain to construction-related equipment and building and appliance energy efficiency. Some proposed measures will require new legislation to implement, some will require subsidies, some have already been developed, and some will require additional effort to evaluate and quantify. Additionally, some emissions reductions strategies may require their own environmental review under CEQA or the National Environmental Policy Act (NEPA). Applicable measures that are ultimately

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[30] California Air Resources Board (CARB), *Climate Change Draft Scoping Plan: A Framework for Change,* June 2008 Discussion Draft. Available on the internet at: http://www.climatechange.ca.gov/index.php. Accessed July 29, 2008.

[31] Ibid.

adopted will become effective during implementation of proposed project and the proposed project could be subject to these requirements, depending on the proposed project's timeline.

*Local Actions*

San Francisco has a history of environmental protection policies and programs aimed at improving the quality of life for San Francisco's residents and reducing impacts on the environment. The following plans, policies and legislation demonstrate San Francisco's continued commitment to environmental protection.

*Transit First Policy.* In 1973 San Francisco instituted the Transit First Policy which added Section 16.102 to the City Charter with the goal of reducing the City's reliance on freeways and meeting transportation needs by emphasizing mass transportation. The Transit First Policy gives priority to public transit investments; adopts street capacity and parking policies to discourage increased automobile traffic; and encourages the use of transit, bicycling and walking rather than use of single-occupant vehicles.

*San Francisco Sustainability Plan.* In July 1997 the Board of Supervisors approved the Sustainability Plan for the City of San Francisco establishing sustainable development as a fundamental goal of municipal public policy.

*The Electricity Resource Plan (Revised December 2002).* San Francisco adopted the Electricity Resource Plan to help address growing environmental health concerns in San Francisco's southeast community, home of two power plants. The plan presents a framework for assuring a reliable, affordable, and renewable source of energy for the future of San Francisco.

*The Climate Action Plan for San Francisco*. In February 2002, the San Francisco Board of Supervisors passed the Greenhouse Gas Emissions Reduction Resolution (Number 158-02) committing the City and County of San Francisco to a GHG emissions reduction goal of 20 percent below 1990 levels by the year 2012. In September 2004, the San Francisco Department of the Environment and the Public Utilities Commission published the Climate Action Plan for San Francisco: Local Actions to Reduce Greenhouse Gas Emissions.[32] The Climate Action Plan provides the context of climate change in San Francisco and examines strategies to meet the 20 percent greenhouse gas reduction target. Although the Board of Supervisors has not formally committed the City to perform the actions addressed in the Plan, and many

[32] San Francisco Department of the Environment and San Francisco Public Utilities Commission, *Climate Action Plan for San Francisco,* Local Actions to Reduce Greenhouse Emissions, September 2004.

of the actions require further development and commitment of resources, the Plan serves as a blueprint for GHG emission reductions, and several actions have been implemented or are now in progress.

*San Francisco Municipal Transportation Agency's Zero Emissions 2020 Plan*. The SFMTA's Zero Emissions 2020 plan focuses on the purchase of cleaner transit buses including hybrid diesel-electric buses. Under this plan hybrid buses will replace the oldest diesel buses, some dating back to 1988. The hybrid buses emit 95 percent less particle matter (PM, or soot) than the buses they replace, the produce 40 percent less oxides of nitrogen (NOx), and they reduce greenhouse gases by 30 percent.

*LEED Silver for Municipal Buildings.* In 2004, the City amended Chapter 7 of the Environment Code, requiring all new municipal construction and major renovation projects to achieve LEED Silver Certification from the US Green Building Council.

*Zero Waste*. In 2004, the City of San Francisco committed to a goal of diverting 75 percent of its' waste from landfills by 2010, with the ultimate goal of zero waste by 2020. San Francisco currently recovers 69 percent of discarded material.

*Construction and Demolition Debris Recovery Ordinance.* In 2006 the City of San Francisco adopted Ordinance No. 27-06, requiring all construction and demolition debris to be transported to a registered facility that can divert a minimum of 65 percent of the material from landfills. This ordinance applies to all construction, demolition and remodeling projects within the City.

*Greenhouse Gas Reduction Ordinance.* In May 2008, the City of San Francisco adopted an ordinance amending the San Francisco Environment Code to establish City greenhouse gas emission targets and departmental action plans, to authorize the Department of the Environment to coordinate efforts to meet these targets, and to make environmental findings. The ordinance establishes the following greenhouse gas emission reduction limits for San Francisco and the target dates to achieve them:

- Determine 1990 City greenhouse gas emissions by 2008, the baseline level with reference to which target reductions are set;
- Reduce greenhouse gas emissions by 25 percent below 1990 levels by 2017;
- Reduce greenhouse gas emissions by 40 percent below 1990 levels by 2025; and
- Reduce greenhouse gas emissions by 80 percent below 1990 levels by 2050.

The ordinance also specifies requirements for City departments to prepare departmental Climate Action Plans that assess, and report to the Department of the Environment, GHG emissions associated with their department's activities and activities regulated by them, and prepare recommendations to reduce

emissions. As part of this, the San Francisco Planning Department is required to: (1) update and amend the City's applicable General Plan elements to include the emissions reduction limits set forth in this ordinance and policies to achieve those targets; (2) consider a project's impact on the City's GHG reduction limits specified in this ordinance as part of its review under CEQA; and (3) work with other City departments to enhance the "transit first" policy to encourage a shift to sustainable modes of transportation thereby reducing emissions and helping to achieve the targets set forth by this ordinance.

*Go Solar SF*. On July 1, 2008, the San Francisco Public Utilities Commission (SFPUC) launched their "GoSolarSF" program to San Francisco's businesses and residents, offering incentives in the form of a rebate program that could pay for approximately half the cost of installation of a solar power system, and more to those qualifying as low-income residents.

*City of San Francisco's Green Building Ordinance*. On August 4, 2008, Mayor Gavin Newsom signed into law San Francisco's Green Building Ordinance for newly constructed residential and commercial buildings and renovations to existing buildings. The ordinance specifically requires newly constructed commercial buildings over 5,000 square feet (sq. ft.), residential buildings over 75 feet in height, and renovations on buildings over 25,000 sq. ft. to be subject to an unprecedented level of LEED and green building certifications, which makes San Francisco the city with the most stringent green building requirements in the nation. Cumulative benefits of this ordinance includes reducing $CO_2$ emissions by 60,000 tons, saving 220,000 megawatt hours of power, saving 100 million gallons of drinking water, reducing waste and storm water by 90 million gallons of water, reducing construction and demolition waste by 700 million pounds, increasing the valuations of recycled materials by $200 million, reducing automobile trips by 540,000, and increasing green power generation by 37,000 megawatt hours.[33]

The Green Building Ordinance also continues San Francisco's efforts to reduce the City's greenhouse gas emissions to 20 percent below 1990 levels by the year 2012, a goal outlined in the City's 2004 Climate Action Plan. In addition, by reducing San Francisco's emissions, this ordinance also furthers the State's efforts to reduce greenhouse gas emissions statewide as mandated by the California Global Warming Solutions Act of 2006.

The City has also passed ordinances to reduce waste from retail and commercial operations. Ordinance 295-06, the Food Waste Reduction Ordinance, prohibits the use of polystyrene foam disposable food service ware and requires biodegradable/compostable or recyclable food service ware by restaurants,

[33] These findings are contained within the final Green Building Ordinance, signed by the Mayor August 4, 2008.

retail food vendors, City Departments and City contractors. Ordinance 81-07, the Plastic Bag Reduction Ordinance, requires stores located within the City and County of San Francisco to use compostable plastic, recyclable paper and/or reusable checkout bags.

The San Francisco Planning Department and DBI have also developed a streamlining process for Solar Photovoltaic (PV) Permits and priority permitting mechanisms for projects pursuing LEED Gold Certification.

The City's *Planning Code* reflects the latest smart growth policies and includes: electric vehicle refueling stations in city parking garages, bicycle storage facilities for commercial and office buildings, and zoning that is supportive of high density mixed-use infill development. The City's more recent area plans, such as Rincon Hill and the Market and Octavia Area Plan, provide transit-oriented development policies. At the same time there is also a community-wide focus on ensuring San Francisco's neighborhoods as "livable" neighborhoods, including the Better Streets Plan that would improve streetscape policies throughout the City, the Transit Effectiveness Plan, that aims to improve transit service, and the Bicycle Plan, all of which promote alternative transportation options. The City also provides incentives to City employees to use alternative commute modes and the City recently introduced legislation that would require almost all employers to have comparable programs.

Each of the policies and ordinances discussed above include measures that would decrease the amount of greenhouse gases emitted into the atmosphere and decrease San Francisco's overall contribution to climate change.

### *Impacts*

Although neither the Bay Area Air Quality Management District (BAAQMD) or any other agency has adopted significance criteria for evaluating a project's contribution to climate change, the Office of Planning and Research (OPR) has asked the California Air Resources Board to "recommend a method for setting thresholds of significance to encourage consistency and uniformity in the CEQA analysis of GHG emissions" throughout the state because OPR has recognized that "the global nature of climate change warrants investigation of a statewide threshold for GHG emissions."[34] In the interim, on June 19, 2008 OPR released a Technical Advisory for addressing climate change through CEQA review. OPR's

[34] Governor's Office of Planning and Research. *Technical Advisory- CEQA and Climate Change: Addressing Climate Change to the California Environmental Quality Act (CEQA) Review*. June 19, 2008. This document is available online at the Office of Planning and Research's website at: www.opr.gov. Accessed July 24, 2008.

technical advisory offers informal guidance on the steps that lead agencies should take to address climate changes in their CEQA documents, in the absence of statewide thresholds. OPR will develop, and the California Resources Agency will certify and adopt amendments to the CEQA Guidelines on or before January 1, 2010, pursuant to Senate Bill 97.

The informal guidelines in OPR's technical advisory provide the basis for determining proposed project's contribution of greenhouse gas emissions and the project's contribution to global climate change. In the absence of adopted statewide thresholds, OPR recommends the following approach for analyzing greenhouse gas emissions:

1) Identify and quantify the project's greenhouse gas emissions;
2) Assess the significance of the impact on climate change; and
3) If the impact is found to be significant, identify alternatives and/ or mitigation measures that would reduce the impact to less than significant levels.

The following analysis is based on OPR's recommended approach for determining a project's contribution to and impact on climate change.

*Identifying and quantifying a project's greenhouse gas emissions*. OPR's technical advisory states that "the most common GHG that results from human activity is carbon dioxide, followed by methane and nitrous oxide." State law defines GHG to also include hydrofluorocarbons, perfluorocarbons and sulfur hexafluoride. These latter GHG compounds are usually emitted in industrial processes, and therefore not applicable to the proposed project, however, the GHG calculation does include emissions from $CO_2$, $N_2O$, and $CH_4$, as recommended by OPR. The informal guidelines also advise that lead agencies should calculate, or estimate, emissions from vehicular traffic, energy consumption, water usage and construction activities. The calculation presented below includes construction emissions in terms of one-time $CO_2$-eq GHG emissions,[35] and annual $CO_2$-eq GHG emissions from increased vehicular traffic, energy consumption, as well as estimated GHG emissions from solid waste disposal. While San Francisco's population and businesses are expected to increase, overall projected water demand for San Francisco in 2030 is expected to decrease from current water demand due to improvements in plumbing

[35] Construction emissions of carbon dioxide ($CO_2$) were calculated based on URBEMIS 2007 9.2.4 software. Attachment 2 of the Office of Planning and Research's *Technical Advisory- CEQA and Climate Change: Addressing Climate Change to the California Environmental Quality Act (CEQA) Review*, (June 19, 2008) lists and describes modeling tools used to calculate greenhouse gas emissions. URBEMIS is currently the only tool identified that has the capacity to calculate a project's $CO_2$ emissions from construction activities. It does not, however, calculate emissions from $N_2O$ or $CH_4$, nor does any other modeling tool currently available. However emissions of these compounds would be a fraction of the total greenhouse gas emissions and therefore $CO_2$ is used as an indicator to estimate the construction-related emissions of the proposed project.

code requirements and additional water conservation measures implemented by the San Francisco Public Utilities Commission (SFPUC).[36] Given the anticipated degree of water conservation, GHG emissions associated with the transport and treatment of water usage would similarly decrease through 2030, and therefore increased GHG emissions from water usage is not expected.

The proposed project would increase the activity onsite by replacing two currently vacant commercial garage buildings with a new structure containing 47 residential units. It is assumed for the purposes of quantifying GHG emissions that the two garage buildings would remain vacant. Therefore, the proposed project would contribute to annual long-term increases in GHGs as a result of traffic increases (mobile sources) and residential and commercial operations associated with heating, energy use, water usage and wastewater treatment, and solid waste disposal (area sources). Construction of the proposed project would emit 285 tons $CO_2$-eq.[37] Direct project emissions of carbon dioxide equivalents ($CO_2$-eq) (including $CO_2$, $NO_x$, and $CH_4$ emissions) include 169 tons of $CO_2$-eq/year from transportation, and 136 tons of $CO_2$-eq /year from heating, for a total of 305 tons of $CO_2$-eq/year of project-emitted GHGs. The project would also indirectly result in GHG emissions from off-site electricity generation at power plants (approximately 83 tons of $CO_2$-eq/year) and from anaerobic decomposition of solid waste disposal at landfills, mostly in the form of methane (approximately 51 tons of $CO_2$-eq/year), for a GHG emissions total of approximately 439 tons of $CO_2$-eq/year. Construction emissions represent approximately 0.0003 percent of Bay Area GHGs emitted in 2002, and annual emissions represent approximately 0.0005 percent of total Bay Area GHGs emitted in 2002.[38]

*Assessing the significance of the impact on climate change.* The project's incremental increases in GHG emissions associated with construction, traffic increases and residential heating, electricity use, and solid

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[36] The San Francisco Public Utilities Commission's (SFPUC) *City and County of San Francisco Retail Water Demands and Conservation Potential*, November 2004, documents the current and projected water demand given population and housing projections from Citywide Planning. This document is available at the SFPUC's website at: http://sfwater.org/detail.cfm/MC_ID/13/MSC_ID/165/C_ID/2281. Accessed 07/28/2008. The analysis provides projections of future (2030) water demand given anticipated water conservation measures from plumbing code changes, measures the SFPUC currently implements, and other measures the SFPUC anticipates on implementing. Conservation measures the SFPUC currently implements results in an overall reduction of 0.64 million gallons of water per day (mgd).

[37] Construction emissions and annual emissions are not intended to be additive as they occur at different points in the project's lifecycle. Construction emissions are one-time emissions that occur prior to building occupancy. Annual emissions are incurred only after construction of the proposed project and are expected to occur annually for the life of the project. It should be noted that Urbemis does not estimate methane ($CH_4$) or nitrous oxide ($N_2O$) emissions. However, one can estimate the $CO_2$-eq using emissions factors from Table B of the BAAQMD, Source Inventory of Bay Area Greenhouse Gas Emissions.

[38] The Bay Area Air Quality Management District reported regional Bay Area GHGs emissions in 2002 at approximately 85 million CO2-eq tons. Bay Area 2002 GHG emissions are used as the baseline for determining whether a project's contributions are significant as these are the most recent emissions inventory for the bay area.

waste disposal would contribute to regional and global increases in GHG emissions and associated climate change effects.

OPR encourages public agencies to adopt thresholds of significance, but notes that public agencies are not required to do so. Until a statewide threshold has been adopted, the Department analyzes a proposed project's contribution to climate change against the following significance criteria:

1) Does the project conflict with the state goal of reducing GHG emissions in California to 1990 levels by 2020, as set forth by the timetable established in AB 32 (California Global Warming Solutions Act of 2006), such that the project's GHG emissions would result in a substantial contribution to global climate change. **AND**

2) Does the proposed project conflict with San Francisco's Climate Action Plan such that it would impede implementation of the local greenhouse gas reduction goals established by San Francisco's Greenhouse Gas Reduction Ordinance.

The 2020 GHG emissions limit for California, as adopted by CARB in December of 2007 is approximately 427 $MMTCO_2$-eq. The proposed project's annual contribution would be 0.0001 percent of this total 2020 emissions limit, and therefore the proposed project would not generate sufficient emissions of GHGs to contribute considerably to the cumulative effects of GHG emissions such that it would impair the state's ability to implement AB32, nor would the proposed project conflict with San Francisco's local actions to reduce GHG emissions.

OPR's guidance states that, "Although climate change is ultimately a cumulative impact, not every individual project that emits GHGs must necessarily be found to contribute to a significant cumulative impact on the environment. CEQA authorizes reliance on previously approved plans and mitigation programs that have adequately analyzed and mitigated GHG emissions to a less than significant level as a means to avoid or substantially reduce the cumulative impact of a project." And, "In determining whether a proposed project's emissions are cumulatively considerable, the lead agency must consider the impact of the project when viewed in connection with the effects of "past, current and probable future projects."

As discussed previously, San Francisco has been actively pursuing cleaner energy, transportation and solid waste policies. In an independent review of San Francisco's community wide emissions it was reported that San Francisco has achieved a 5 percent reduction in communitywide greenhouse gas emissions below the Kyoto Protocol 1990 baseline levels. The 1997 Kyoto Protocol sets a greenhouse gas reduction target of 7 percent below 1990 levels by 2012. The "community-wide inventory" includes

greenhouse gas emissions generated by San Francisco by residents, businesses, and commuters, as well as municipal operations. The inventory also includes emissions from both transportation sources and from building energy sources.

Probable future greenhouse gas reductions will be realized by implementation of San Francisco's recently approved Green Building Ordinance. Additionally, the recommendations outlined in the Draft AB 32 Scoping Plan will likely realize major reductions in vehicle emissions.

Further, the State of California Attorney General's office has compiled a list of greenhouse gas reduction measures that could be applied to a diverse range of projects.[39] The proposed project would meet the intent of many of the greenhouse gas reduction measures identified by the Attorney General's office: (1) As infill development, the project would be constructed in an urban area with good transit access, reducing vehicle trips and vehicle miles traveled, and therefore the project's transportation-related GHG emissions would tend to be less 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;[40] (2) As new construction, the proposed project would be required to meet California Energy Efficiency Standards for Residential and Nonresidential Buildings, helping to reduce future energy demand as well as reduce the project's contribution to cumulative regional GHG emissions; (3) the proposed project would also be required to comply with the Construction Demolition and Debris Recovery Ordinance (Ordinance No. 27-06), requiring at least 65 percent of all construction and demolition material to be diverted from landfills; and (4) the project sponsor would not remove any street trees and would plant approximately six street trees, regulating outdoor temperatures and aiding in carbon sequestration.[41]

Given that: (1) the proposed project would not contribute significantly to global climate change such that it would impede the State's ability to meet its greenhouse gas reduction targets under AB 32, or impede San Francisco's ability to meet its greenhouse gas reduction targets under the Greenhouse Gas Reduction Ordinance; (2) San Francisco has implemented programs to reduce greenhouse gas emissions specific to

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[39] State of California, Department of Justice, "The California Environmental Quality Act: Addressing Global Warming Impacts at the Local Agency Level." Updated 3/11/08. Available at: http://ag.ca.gov/globalwarming/pdf/GW_mitigation_measures.pdf. Accessed April 11, 2008.

[40] The California Air Pollution Control Officer's, *CEQA and Climate Change* (January 2008) white paper identifies infill development as yielding a "high" emissions reduction score (between 3-30%). This paper is available online at: http://www.capcoa.org/ceqa/CAPCOA%20White%20Paper%20-%20CEQA%20and%20Climate%20Change.pdf. Accessed April 15, 2008.

[41] Carbon sequestration is the capture and long-term storage of carbon dioxide before it is emitted into the atmosphere.

new construction and renovations of residential and commercial developments; (3) San Francisco's sustainable policies have resulted in the measured success of reduced greenhouse gas emissions levels, and (4) current and probable future state and local greenhouse gas reduction measures will continue to reduce a project's contribution to climate change, the proposed project would not contribute significantly, either individually or cumulatively, to global climate change.

## CONCLUSION

As discussed above, the proposed project would not conflict with applicable air quality plans, would not create significant operational or cumulative air emissions, and would not create objectionable odors. With the implementation of **Mitigation Measure 2, page 93**, the potential exposure to naturally occurring asbestos materials would be reduced to a less-than-significant level.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **8. WIND AND SHADOW**—Would the project: | | | | | |
| a) Alter wind in a manner that substantially affects public areas? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas? | ☐ | ☐ | ☒ | ☐ | ☐ |

## WIND

Winds in San Francisco are generally from the west, off the Pacific Ocean. Wind speeds, in general, are greatest in the spring and summer, and lowest in the fall, and generally the strongest wind (speed) is in the late afternoon and the lightest is in the morning.

Ground-level wind accelerations near buildings are controlled by three main elements: exposure, massing, and orientation. Exposure is a measure of the extent that the building extends above surrounding structures into the wind stream. A building that is surrounded by taller structures is not likely to cause adverse wind accelerations at ground level. Building massing controls how much wind is intercepted by a structure and patterns of wind distribution and accelerations. In general, a flat façade would have a greater potential for wind acceleration, particularly at the ground level, as compared to an articulated façade, i.e. buildings with unusual shapes or that utilize set-backs. Similar to massing,

orientation determines how much wind is intercepted by the structure, a factor that directly determines wind acceleration. In general, buildings that are oriented with their wide axis across the prevailing wind direction will have a greater impact on ground-level winds than a building oriented with its long axis along the prevailing wind direction.

The project site, occupied by two contiguous one-story, 25-foot-tall buildings, is located mid-block on the east side of Dolores Street within the block bounded by Dolores Street, Clinton Park, Guerrero Street, and 14th Street. The buildings on either side of the project site are three stories in height, and the buildings in the immediate project vicinity range from two to six stories in height. The proposed four-story project would be one story taller than the immediately adjacent buildings. The site is partially sheltered from prevailing winds, including westerly winds, by the two-story building which occupies the entire west side of Dolores Street between Market and 14th Streets.

For westerly and northwesterly winds, only the top (fourth) floor of the proposed building would rise above adjacent structures to the north and south, and only the top two floors would rise above the level of the building on the west side of Dolores Street. Thus, the proposed building would be partially sheltered from the prevailing westerly and northwesterly winds. Due to the height (40 feet) and massing of the proposed structure, and the location of existing structures, any wind accelerations generated by the project would be limited. The proposed open space on the east side of the site would be sheltered from winds by a combination of the proposed building and the existing adjacent buildings to the north, east, and south. The proposed project would vertically extend, but not substantially alter, the existing streetwall of buildings along Dolores Street. Similar to the existing buildings on the site, the pedestrian entrance to the proposed project would be on Dolores Street. As a result, the project would not have a significant impact on wind at the residential entry of the project or the adjacent sidewalks. For these reasons, the project would not result in significant wind impact.

In summary, based on consideration of the height, exposure, massing, and orientation of the proposed project, the proposed building would not have the potential to cause significant changes to the wind environment in pedestrian areas adjacent or near the site. The proposed project would not affect the climate either in the neighborhood or regionally. Accordingly, the proposed project would result in a less-than-significant wind impact.

## SHADOW

Duboce Park is two blocks west of the project site and Dolores Park is five blocks to the south. Both parks are under Recreation and Park Department jurisdiction.

Section 295 of the *Planning Code* was adopted in response to Proposition K (passed November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year round. *Planning Code* Section 295 restricts net new shadow on public open spaces under the jurisdiction of, or to be acquired by, the Recreation and Park Department, by any structure exceeding 40 feet, unless the Planning Commission, in consultation with the Recreation and Park Commission, finds the impact to be less than significant.

The proposed project would shade adjacent properties, but would not increase the total amount of shading in the neighborhood above levels which are common and generally accepted in urban areas. The distance between the project site and Duboce and Dolores Parks would prevent any project-related shadows. The proposed project would not exceed 40 feet, and therefore Section 295 would not apply and the proposed project would not be considered to have a significant impact on shadows.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **9. RECREATION**—Would the project: | | | | | |
| a) Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment? | ☐ | ☐ | ☐ | ☐ | ☒ |
| c) Physically degrade existing recreational resources? | ☐ | ☐ | ☒ | ☐ | ☐ |

The nearest public open spaces in the project vicinity include: Duboce Park, located approximately two blocks to the west; Strauss Playground, located approximately two blocks to the east; Koshland Park, located approximately four blocks to the north; Page-Laguna Mini-Park, located approximately four blocks northeast; Mission Dolores Park, located approximately four and one-half blocks to the south; and a community garden at the southwest corner of Dolores and 15th Streets, located approximately one and

one-half blocks south of the site. None of these open spaces are visible from street-level vantage points at the project site. In addition, the project would not be visible from any of these open spaces, due to a combination of intervening buildings, the varied topography of the project vicinity, and the mature trees along Dolores Street, including a series of palm trees in the median.

In addition to parks, open spaces, and recreation centers, the wide, palm-tree lined boulevard that stretches along Dolores Street provides additional green open space that is used by neighborhood residents. In addition, wall-sized murals provide public art amenities along the bikeway and pedestrian path that stretches along Reservoir Street, behind the Safeway shopping complex at Church and Market Streets.

The project site is located in an area identified in the *San Francisco General Plan* as a High Need Area for recreational facilities and improvements (to be given priority for new parks and recreational facilities in the City, the lower of the two subcategories within High Need Areas).[42] The proposed project would increase the use of existing community recreational facilities in the area, but the proposed project's increase in residents and employees would not be considered a substantial contribution to the existing demand for public recreational facilities in this area and would not result in substantial physical deterioration of existing recreational resources. The proposed project would not require the construction or expansion of off-site recreational facilities that might have an adverse physical effect on the environment. Therefore, the project would have less-than-significant project-specific impact on recreational resources, and this topic will not be discussed further in the EIR.

The Market and Octavia Neighborhood Plan EIR analyzes cumulative recreation impacts.[43] Although the Plan would increase population, use of, and demand for recreational resources, the Plan would also add three new parks and a range of other recreational and open space resources. Proposed new parks in the Market and Octavia project area include:

- Octavia Plaza – A new public plaza would be created on Market Street adjacent to the new freeway touchdown south of Market Street at Octavia Boulevard.
- McCoppin Square – A portion of McCoppin Street that will no longer carry traffic would be converted into new public open space. A public plaza is proposed at the corner of Valencia and McCoppin Streets.

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[42] City of San Francisco General Plan, Recreation and Open Space Element, Map 9: Open Space Improvement Priority Plan, Adopted July 1995.

[43] San Francisco Planning Department, Market and Octavia Neighborhood Plan Final Environmental Impact Report, Section 4.12, Public Facilities, Services, and Utilities, April 5, 2007 (Case No. 2003.0347E).

- Brady Square – A new public square is proposed along Brady Sweet between Stevenson and Colton Street in the block bounded by Market, Twelfth, Otis, and Gough Streets.

The Market and Octavia EIR finds that cumulative recreational impacts would be less than significant for the Plan. The Plan considers development like the proposed project, and therefore, the proposed project would have a less-than-significant cumulative impact on recreational resources. This topic will not be discussed further in the EIR.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **10. UTILITIES AND SERVICE SYSTEMS—** Would the project: | | | | | |
| a) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) Have sufficient water supply available to serve the project from existing entitlements and resources, or require new or expanded water supply resources or entitlements? | ☐ | ☐ | ☒ | ☐ | ☐ |
| e) Result in a determination by the wastewater treatment provider that would serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments? | ☐ | ☐ | ☒ | ☐ | ☐ |
| f) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs? | ☐ | ☐ | ☒ | ☐ | ☐ |
| g) Comply with federal, state, and local statutes and regulations related to solid waste? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is within an urban area that is served by utility service systems, including water, wastewater and storm water collection and treatment, and solid waste collection and disposal. The

proposed residential building would increase demand for and use of such utilities and services, but not in excess of amounts expected and provided for in this area.

## SEWER AND WASTEWATER SERVICE

The project site is served by San Francisco's combined sewer system, which handles both sewage and stormwater runoff. The Southeast Water Pollution Control Plant (Southeast Plant) provides wastewater and stormwater treatment and management for the east side of the city, including the project site. No major new sewer or stormwater facilities or construction would be needed to serve the proposed project. The proposed project would meet the wastewater pre-treatment requirements of the San Francisco Public Utilities Commission, as required by the San Francisco Industrial Waste Ordinance in order to meet Regional Water Quality Control Board requirements.[44] The 47 residential units of the proposed project would generate approximately 5,405 gallons of wastewater per day.[45] The project would have a small incremental effect on the total volume discharged through the combined sewer system since stormwater runoff contributes greatly to the total flow (as opposed to wastewater), and the site is currently completely covered with impervious surfaces. The proposed building would not substantially increase the demand for wastewater treatment and would therefore result in a less-than-significant wastewater service impact.

## WATER SUPPLY FACILITIES

The proposed project, with approximately 93 residents and two employees, would consume an estimated 5,800 gallons of water per day.[46] The vacant commercial buildings on the site currently consume a negligible amount of water. Although the proposed project would incrementally increase the demand for water in San Francisco, the estimated increase in demand could be accommodated within anticipated

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[44] City and County of San Francisco, Ordinance No. 19-92, San Francisco Municipal Code (Public Works), Part II, Chapter X, Article 4.1 (amended), January 13, 1992.

[45] The residential wastewater estimate for the proposed project is 115 gallons x 47 units or 5,405 gallons per day. The estimate of 115 gallons per day per household of wastewater is based on water consumption estimates, which are consistent with water use assumptions incorporated within the San Francisco Public Utility Commission's Year 2000 Urban Water Management Plan.

[46] Based on current residential use in San Francisco of 62 gallons per capita per day (gpcd), and current non-residential service sector use of 17 gpcd (SFPUC, *2005 Urban Water Management Plan for the City and County of San Francisco (UWMP)*, December 2005, pages 40 and 41, available online at http://sfwater.org/detail.cfm/MC_ID/7/MSC_ID/106/MTO_ID/NULL/C_ID/2776). The 93 project residents would consume approximately 5,766 gallons of water per day, and the two employees would consume approximately 34 gallons per day.

water use and supply for San Francisco.[47] The new construction would be designed to incorporate water-conserving measures, such as low-flush toilets and urinals, as required by the *California State Building Code* Section 402.0(c). As discussed under Topic 7. Air Quality, during project construction, the project sponsor and project building contractor must comply with Article 21, Section 1100 of the San Francisco Public Works Code, which potentially requires that non-potable water be used for dust control activities. Since the proposed project's water demand could be accommodated by the existing and planned supply anticipated under the San Francisco Public Utility Commission's *2005 Urban Water Management Plan* (UWMP) and would use best-practice water conservation devices, it would not result in a substantial increase in water use and could be served from the existing water supply entitlements and resources. Therefore, the proposed project would result in less-than-significant project-specific and cumulative water impacts.

## SOLID WASTE

Solid waste would be collected by Sunset Scavenger Company, hauled to the Norcal transfer station near Candlestick Point, and recycled as feasible, with non-recyclables being disposed of at the Altamont Landfill, where it is required to meet federal, State, and local solid waste regulations. A substantial expansion of the Altamont Landfill, approved in 1997 and under construction will accommodate San Francisco's solid waste stream well into the future. Additionally, the City has a goal to divert most (75 percent) of its waste away from disposal (through recycling, composting, etc.) by 2010 and to divert all waste by 2020. The solid waste that would be generated by project construction and operation would not substantially affect the projected life of the Altamont Landfill. Therefore, the proposed project would result in less-than-significant project-specific and cumulative solid waste impact, and will not be further discussed in the EIR.

## CONCLUSION

No new water delivery or wastewater collection and treatment facilities would be required to serve the proposed project. The proposed project's solid waste would be recycled as feasible at the Norcal transfer station, with non-recyclables disposed of at the Altamont Landfill, where adequate capacity exists to

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[47] San Francisco Public Utility Commission, *2005 UWMP*. The *2005 UWMP* uses the San Francisco Planning Department's current long range growth projections—*Land Use Allocation 2002*—an estimate of total growth expected in the City and County of San Francisco from 2000 – 2025. These projections have similar employment growth and approximately 15,000 higher household growth than ABAG Projections 2002.

serve existing and future needs of San Francisco. The proposed project would incrementally increase the demand for water, wastewater, and other utilities on-site, but not in excess of anticipated demand projected for the City of San Francisco. Therefore, the proposed project would result in a less-than-significant utilities and service systems impact.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporation* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **11. PUBLIC SERVICES**—Would the project: | | | | | |
| a) Result in substantial adverse physical impacts associated with the provision of, or the need for, new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any public services such as fire protection, police protection, schools, parks, or other services? | ☐ | ☐ | ☒ | ☐ | ☐ |

## POLICE AND FIRE PROTECTION

The project site receives police and fire protection services from the San Francisco Police Department and the San Francisco Fire Department, respectively. The proposed addition of approximately 93 residents and two employees would incrementally increase the demand for fire and police services to the project site. Police protection is provided by the Mission Station located at 630 Valencia Street, approximately six blocks to the southeast. The nearest fire station is Station 6, located approximately three blocks to the southwest at 135 Sanchez Street. Although the proposed project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for police and fire protection services in the Mission Dolores area. The proposed building would be required to comply with the current *Building Code*'s fire safety and fire prevention standards. The increase in demand for police and fire protection services resulting from the proposed project expansion would not be substantially greater than existing demand for fire and police protection services in the project area, and meeting this additional service demand would not require the construction of new police or fire prevention facilities. The proposed project would therefore not result in a significant environmental impact and the EIR will not discuss police or fire protection services further.

## SCHOOLS

Some residents of the 47 proposed dwelling units may be families with school-aged children. The 47 residential units would include approximately seven studios, 18 one-bedroom units, 18 two-bedroom units, and four three-bedroom units. The 47 units would generate approximately ten students.[48] This number of students may be higher since six of the units would be below market rate units and typically favor families. It is anticipated that the existing schools could accommodate these students. The nearest public elementary schools are Marshall Elementary School at 1575 15th Street, about five blocks from the project site, and Sanchez Elementary School at 325 Sanchez Street, about seven blocks from the project site. The nearest public middle school is Everett Middle School at 450 Church Street, approximately four blocks from the site, and the nearest public high school is Mission High School at 3750 18th Street, approximately four blocks from the site. The San Francisco Unified School District (SFUSD) is currently not a growth district; most facilities throughout the City are generally underutilized, and the SFUSD has more classrooms district-wide than it needs.[49] The proposed project would be assessed $2.24 per gross square foot of residential space under the District's development impact fee.[50] These funds could be used to rehabilitate underutilized schools to accommodate the students generated by the proposed project. Considering all of the above, the proposed project would not result in a significant unmet demand for school facilities nor contribute to a cumulatively significant unmet demand for the SFUSD. Therefore, the proposed project's impact on school facilities would be less than significant.

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[48] The San Francisco Unified School District (SFUSD) uses a student generation rate of 0.203 students per new housing unit. See discussion in the Eastern Neighborhoods Rezoning and Community Plan Initial Study (Case No. 2004.0160E), Preliminary Draft 9-19-05 and the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project Final EIS/EIR, March 2004; page 5-44; prepared for the U.S. Department of Transportation Federal Transit Administration, City and County of San Francisco, Peninsula Corridor of Joint Powers Board, and San Francisco Redevelopment Agency. A copy of this document is available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, California, as a part of Case File No. 2000.0480E, and also online at www.transbayproject.org. Accessed August 30, 2007.

[49] San Francisco Unified School District, Facilities Master Plan, 2003.

[50] Paul Cardoni, State Fund Manager, San Francisco Unified School District, personal communication, 30 August 2007.

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporation | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **12. BIOLOGICAL RESOURCES—** Would the project: | | | | | |
| a) Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or U.S. Fish and Wildlife Service? | ☐ | ☐ | ☐ | ☐ | ☒ |
| c) Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means? | ☐ | ☐ | ☐ | ☐ | ☒ |
| d) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites? | ☐ | ☐ | ☐ | ☒ | ☐ |
| e) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance? | ☐ | ☐ | ☐ | ☒ | ☐ |
| f) Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan? | ☐ | ☐ | ☐ | ☐ | ☒ |

The project site is within a developed urban area and is completely covered by impervious surfaces. The site, therefore, does not provide habitat for any rare or endangered plant or animal species, and the proposed project would not affect or substantially diminish plant or animal habitats, including riparian or wetland habitat. The proposed project would not interfere with any resident or migratory species, or affect any rare, threatened, or endangered species. There are no adopted habitat conservation plans applicable to the project site. Therefore, criteria 12b, c, and f are not applicable to the project.

Article 16 of the San Francisco Public Works Code, the Urban Forestry Ordinance, provides for the protection of "landmark" trees, "significant" trees, and street trees.

Landmark trees are formally designated by the Board of Supervisors upon recommendation of the Urban Forestry Council, which determines whether a nominated tree meets the qualifications for landmark designation by using established criteria (San Francisco Public Works Code, Section 810). Special permits are required to remove a landmark tree on private property or on City- owned property. A "significant tree" is a tree: (1) on property under the jurisdiction of the Department of Public Works, or (2) on privately-owned property within 10 feet of the public right-of-way that meet certain size criteria. To be considered significant, a tree must have a diameter at breast height in excess of 12 inches, a height in excess of 20 feet, or a canopy in excess of 15 feet (Section 810A(a)). Street trees are trees within the public right-of-way or on DPW's property. Removal of protected trees requires a permit, and any activity occurring within the dripline of a protected tree or that would otherwise cause damage to a protected tree would require measures to prevent damage.

There is one landmark tree[51] located on the adjacent property that has its dripline within the project site boundaries. In total, there are seven trees in the backyards of the adjacent properties at 20 and 30 Rosemont Place (Block 3534, Lots 022 and 023), which have their driplines within the project site boundaries. The proposed project would not result in the removal of any of these adjacent trees; however, proposed construction activities located on the project site would be located within the dripline of these trees, which could cause damage to these trees, including the landmark tree. The landmark tree located at 20 Rosement Place, and is a coast live oak (*Quercus agrifolia*), with a trunk diameter of 35 inches. The landmark tree is located about 100 feet from the public right-of-way beginning at the Rosemont Place property line and its' dripline extends approximately three feet over the property line of 25-35 Dolores Street. Because of the potential damage to the adjacent landmark trees and other trees, an arborist report was prepared to provide findings and requirements for a Tree Protection Plan during construction activities[52].

The arborist report outlined the existing condition of all seven trees which have their driplines within the project site boundaries. The conditions of the trees vary from good to poor condition and are discussed below, along with recommendations for their tree service needs.

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[51] San Francisco Department of Environment, Landmark Tree Program, http://sfenvironment.org/our_programs/interests.html?ssi=4&ti=8&ii=131. For the list of landmark trees, scroll to the bottom of the page and click the corresponding document link.

[52] Roy C. Leggitt, III, Tree Management Experts, Consulting Arborists, Arborist Report on 35 Dolores Street San Francisco California, January 26, 2009. Prepared for Lightner Property Group. A copy of this document is available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, California, as a part of Case File No. 2006.08480E.

- Trees 1 and 2 - The two Monterey cypress (*Cupressus macrocarpa*) trees have Cypress canker disease (*Cytospora cenisia* var. *littoralis*), which has caused extensive main limb death and has resulted in very irregular limb structures. These trees are in poor condition and pruning or tree removal is required to manage hazards. Pruning will only marginally improve tree health and cannot cure the trees of this disease. These trees are in the process of dying.
- Tree 2 - The Canary Island palm (*Phoenix canariensis*), although crowded with one of the Monterey cypress trees, is in fairly good condition and does not require pruning at this time.
- Tree 4 - The coast live oak (*Quercus agrifolia*) is a designated landmark tree. It is in good health and has moderate structure. The trunk is sound, but the overall form is asymmetric and several limbs toward the east and south are very end-heavy. The portion of the limb structure toward and over the project site is in the best condition. However, the tree needs pruning to reduce branch end weight of the longest limbs, mostly on the south and east sides of the tree and over the neighboring properties.
- Tree 5 - The deodar cedar (*Cedrus deodara*) tree is very crowded with adjacent trees and is therefore very irregular in form. Health is moderate. The tree needs pruning to remove dead branches and reduce or remove end-heavy limbs, mostly on the south and east sides of the tree and over the neighboring properties.
- Trees 6 and 7- The two Monterey pines (*Pinus radiata*) have dead branch ends that have been killed by pine pitch canker (*Fusarium circinatum*). Dead branches may be removed for hazard reduction, but trees infected with this disease will typically decline and ultimately be attacked by beetles and killed. Both trees should have the dead branch ends removed. However, the pruning will not cure the trees of this disease.

The arborist report outlined the potential root impacts that the proposed project could have on the seven trees. The report states that because of the presence of the existing buildings, the solid concrete over the rear yard, and the foundation line of the north building on the project site, root growth below the project site most likely has been substantially limited. As a result, there may be no roots on the project site due to these factors. However, under a worst-case scenario, roots of the neighboring properties' trees could extend underneath the project site, and the proposed project has the potential to harm the protected landmark tree and the other six trees as a result. The arborist report also states that the proposed demolition of the existing buildings has the potential to cause harm to these trees, including root damage, particularly to trees 1, 3, 4, and 5, which are located near the north building and have limbs overhanging onto the project site. Thus, the proposed project could cause damage to the protected landmark tree and

other adjacent trees. The project sponsor has agreed to implement **Mitigation Measure 3, page 95,** which specifies a Tree Protection Plan for the landmark tree and the other adjacent trees. The Tree Protection Plan would incorporate specific measures, which if applied before construction, can reasonably be expected to preserve the health of the trees.

With implementation of these measures, the proposed project would not result in a significant impact on the landmark tree or other adjacent trees, and the EIR will not analyze this issue further.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **13. GEOLOGY AND SOILS—** Would the project: | | | | | |
| a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving: | | | | | |
| i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? (Refer to Division of Mines and Geology Special Publication 42.) | ☐ | ☐ | ☐ | ☒ | ☐ |
| ii) Strong seismic ground shaking? | ☐ | ☐ | ☒ | ☐ | ☐ |
| iii) Seismic-related ground failure, including liquefaction? | ☐ | ☐ | ☒ | ☐ | ☐ |
| iv) Landslides? | ☐ | ☐ | ☐ | ☐ | ☒ |
| b) Result in substantial soil erosion or the loss of topsoil? | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) Be located on geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse? | ☐ | ☐ | ☒ | ☐ | ☐ |
| d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial risks to life or property? | ☐ | ☐ | ☒ | ☐ | ☐ |
| e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater? | ☐ | ☐ | ☐ | ☐ | ☒ |
| f) Change substantially the topography or any unique geologic or physical features of the site? | ☐ | ☐ | ☐ | ☒ | ☐ |

The proposed project would connect to the City's sewer and stormwater collection and treatment system, would not use a septic waste disposal system, and would not substantially change the topography of the site. The project site does not have unique geologic or physical features. The developed project site poses minimal erosion potential during construction and topsoil is not present. The project site is at an elevation of approximately 103.5 feet above Mean Sea Level (MSL) and slopes downward from north to south. Based on the geotechnical report prepared for the project site, the project site is underlain by up to 1.5 feet of medium dense sand and sand with gravel fill.[53] The fill, where present, is underlain by either serpentinite (see discussion under Asbestos, page 85 in Topic 15. Hazards and Hazardous Materials) and shale (Franciscan Bedrock), or very stiff clay with sand. Where the clay with sand is present, it is underlain with bedrock. The subsurface investigation included three borings drilled to depths of approximately 5.5 to 20.5 feet below ground surface (bgs). Groundwater was not encountered during the field exploration. Groundwater is likely present in seams and fractures in the bedrock and may fluctuate seasonally by several feet.

The Community Safety Element of the *General Plan* contains maps that indicate areas of the city where one or more geologic hazards exist. Maps 2 and 3 in the Community Safety Element of the *General Plan* show the intensity of ground shaking in San Francisco from two of the most probable earthquakes, one of magnitude 7.1 on the San Andreas Fault and one of magnitude 7.1 on the northern segment of the Hayward fault. The project site is in a Seismic Hazards Study Zone designated by the California Division of Mines and Geology as an area subject to "non-structural" to "extreme" damage from seismic groundshaking along both the Peninsula segment of the San Andreas Fault and the Northern segment of the Hayward fault. The project site is not in an area subject to landslide, seiche, or tsunami run-up, or reservoir hazards (Maps 5, 6, and 7 in the Community Safety Element).[54]

Based on its San Francisco location, it is likely that the site would experience periodic minor earthquakes and potentially a major (moment magnitude [Mw] greater than 7.1 characteristic) earthquake on one or more of the nearby faults during the life of the proposed development. The closest mapped active fault to the project site is the San Andreas Fault located approximately 10 kilometers to the west. The Working

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[53] Treadwell & Rollo, Environmental and Geotechnical Consultants, *Geotechnical Investigation, 25 and 35 Dolores Street, San Francisco, California*, 13 March 2007. This report is on file at the Planning Department in Project File #2006.0848E, 1650 Mission Street, Suite 400, San Francisco.

[54] San Francisco Planning Department, Community Safety Element, *San Francisco General Plan*, April 1997.

Group for California Earthquake Probabilities estimates a 62 percent probability of an earthquake of Mw 6.7 or greater occurring on one of the major faults in the Bay Area by 2031.[55]

The project site is not within an Earthquake Fault Zone as defined by the Alquist-Priolo Earthquake Fault Zoning Act and no known fault or potentially active fault exists on the site. In a seismically active area, such as the San Francisco Bay area, the possibility exists for future faulting in areas where no faults previously existed. The geotechnical investigation report for the project site found no evidence of active faulting on the site and concludes that the risk of surface faulting is low. However, during an earthquake along any of the major faults mentioned above, the ground at the project site would experience strong to very strong shaking. Strong shaking during an earthquake can result in ground failure associated with soil liquefaction, lateral spreading, and differential compaction (also referred to as cyclic densification).

The project site is not located in a Seismic Hazards Zone delineated by the California Division of Mines and Geology as historically or potentially subject to liquefaction.[56] Furthermore, the soil encountered during the borings is stiff and cohesive, and groundwater was not encountered during drilling. Therefore, it was concluded that there is low potential for liquefaction at the project site.

Lateral spreading of lurching is generally caused by liquefaction of marginally stable soils underlying gentle slopes. Because the site has a low potential for liquefaction, it was concluded that the potential for lateral spreading also is low.

Densification can occur in clean, loose granular soils during earthquake shaking, resulting in seismic settlement and differential compaction. The geotechnical consultant concluded that, because the site would be excavated to accommodate one garage level, the medium dense sand and sand with gravel at the site would be removed within the building footprint, and settlement due to seismic densification at the site is not a concern.

The proposed project would not substantially change the topography of the site or any unique geologic or physical features of the site.

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[55] Earthquake probabilities were analyzed by the Working Group for California Earthquake Probabilities, a group assembled by the U.S. Geological Survey, Earthquake Hazards Program. Its analysis is available online for review at http://quake.usgs.gov/research/seismology/wg02/.

[56] Treadwell & Rollo, Environmental and Geotechnical Consultants, *Geotechnical Investigation, 25 and 35 Dolores Street, San Francisco, California*, 13 March 2007. This report is on file at the Planning Department in Project File #2006.0848E, 1650 Mission Street, Suite 400, San Francisco.

The geotechnical analysis completed for the proposed project made recommendations for foundation design, subgrade preparation, fill placement, shoring design, underpinning for adjacent buildings and improvements, design of garage walls and floors, seismic design, construction monitoring, and other geotechnical aspects of the proposed project. The geotechnical analysis found the site suitable for development provided that geotechnical recommendations were incorporated into the design and construction of the proposed project. The project sponsor has agreed to follow the recommendations of the current and any updated geotechnical report in constructing the proposed project.

The final building plans would be reviewed by the DBI. In reviewing building plans, the DBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources reviewed include maps of Special Geologic Study Areas and known landslide areas in San Francisco as well as the building inspectors' working knowledge of areas of special geologic concern. The above referenced geotechnical investigation would be submitted to the DBI during its review of building permits for the site. Also, DBI could require preparation of additional site-specific soils report(s) in conjunction with permit applications, if needed.

For all of the above reasons, the proposed project would not result in significant impacts related to geology, topography, or seismic or soil hazards, either individually or cumulatively. The EIR will not further discuss these topics.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporation* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **14. HYDROLOGY AND WATER QUALITY—** Would the project: | | | | | |
| a) Violate any water quality standards or waste discharge requirements? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)? | ☐ | ☐ | ☒ | ☐ | ☐ |

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporation | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| c) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner that would result in substantial erosion of siltation on- or off-site? | ☐ | ☐ | ☐ | ☒ | ☐ |
| d) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site? | ☐ | ☐ | ☐ | ☒ | ☐ |
| e) Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff? | ☐ | ☐ | ☒ | ☐ | ☐ |
| f) Otherwise substantially degrade water quality? | ☐ | ☐ | ☒ | ☐ | ☐ |
| g) Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other authoritative flood hazard delineation map? | ☐ | ☐ | ☐ | ☐ | ☒ |
| h) Place within a 100-year flood hazard area structures that would impede or redirect flood flows? | ☐ | ☐ | ☐ | ☐ | ☒ |
| i) Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam? | ☐ | ☐ | ☐ | ☒ | ☐ |
| j) Expose people or structures to a significant risk of loss, injury or death involving inundation by seiche, tsunami, or mudflow? | ☐ | ☐ | ☐ | ☐ | ☒ |

## WATER QUALITY

The proposed project would not substantially degrade water quality or contaminate a public water supply. All wastewater from the proposed project building, and storm water runoff from the project site, would flow into the city's combined sewer system to be treated at the Southeast Water Pollution Control Plant prior to discharge into San Francisco Bay. Treatment would be provided pursuant to the effluent discharge standards contained in the City's National Pollutant Discharge Elimination System (NPDES) permit for the plant. During operations and construction, the proposed project would be required to

comply with all local wastewater discharge and water quality requirements. Therefore, the proposed project would not substantially degrade water quality.

### GROUNDWATER RESOURCES

As discussed in Topic 13. Geology and Soils, groundwater was not observed in the borings drilled to a maximum depth of 20.5 feet below ground surface (bgs). Groundwater is likely present in seams and fractures in the bedrock and may fluctuate seasonally by several feet.

The proposed project would require excavation to a depth of approximately 17 feet below ground surface. Because the serpentinite rock contains asbestos, the serpentinite spoils from excavation or soldier pile drilling operations would need to be wetted as part of dust control (see discussion under Asbestos, page 86, in 15. Hazards and Hazardous Materials).[57] During rainy weather, groundwater may seep through the soil and bedrock into excavation. Therefore, dewatering could be required during excavation. The Bureau of System Planning, Environment and Compliance of the Public Utilities Commission must be notified of projects requiring dewatering, and may require groundwater analysis before discharge. Any groundwater discharged during construction of the proposed project would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77) that groundwater meet specified water quality standards before it may be discharged into the sewer system.

Should dewatering be necessary, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based on this discussion, the soils report would determine whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey were recommended, DBI would require that a Special Inspector (as defined in Article 3 of the *Building Code*) be retained by the project sponsor to perform this monitoring. Groundwater observation wells might be installed to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsor would delay construction if necessary. If dewatering were necessary, the project sponsor and its contractor would follow the geotechnical engineers' recommendations regarding dewatering to

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[57] Treadwell & Rollo, Environmental and Geotechnical Consultants, *Geotechnical Investigation, 25 and 35 Dolores Street, San Francisco, California*, March 13, 2007. This report is on file at the Planning Department in Project File #2006.0848E, 1650 Mission Street, Suite 400, San Francisco.

avoid settlement of adjacent streets, utilities, and buildings that could potentially occur as a result of dewatering.

The project site is completely covered with impervious surfaces and natural groundwater flow would continue under and around the site. Construction of the proposed project would not increase impervious surface coverage on the site nor reduce infiltration and groundwater recharge. Therefore, the proposed project would not substantially alter existing groundwater quality or surface flow conditions.

As noted above, the project site is covered with impervious surfaces and the proposed project would not change the amount of impervious surface area at the site. As a result, there would be no increase in the quantity and rate of storm water runoff from the site that flows to the city's combined sewer system. Site drainage would be redesigned with the proposed project, but site runoff would continue to drain to the city's combined storm and sanitary sewer. The basement area of the building would be water tight to avoid the need to permanently pump and discharge water. Because storm water flows from the proposed project could be accommodated by the existing combined sewer system, and because there would not be an expected increase in stormwater flows, the proposed project would not significantly impact surface or ground water quality nor cause substantial flooding or erosion.

Over the construction period, there would be a potential for erosion and transportation of soil particles during site preparation, excavation, foundation pouring, and construction of the building shell. Once in surface water, runoff, sediment and other pollutants could leave the construction site and ultimately be released into San Francisco Bay. As discussed above, stormwater runoff from project construction would drain to the combined sewer and stormwater system and be treated at the Southeast Water Pollution Control Plant. Pursuant to *Building Code* Chapter 33 (Excavation and Grading) and the City's NPDES permit, the project sponsor would be required to implement measures to reduce potential erosion impacts. Therefore, the proposed project would not substantially degrade water quality.

### FLOODING

Flood risk assessment and some flood protection projects are conducted by federal agencies including the Federal Emergency Management Agency (FEMA) and the U.S. Army Corps of Engineers (Corps). The flood management agencies and cities implement the National Flood Insurance Program (NFIP) under the jurisdiction of FEMA and its Flood Insurance Administration. Currently, the City of San Francisco does not participate in the NFIP and no flood maps are published for the City. However, FEMA is preparing Flood Insurance Rate Maps (FIRMs) for the City and County of San Francisco for the first time.

FIRMs identify areas that are subject to inundation during a flood having a 1 percent chance of occurrence in a given year (also known as a "base flood" or "100-year flood"). FEMA refers to the flood plain that is at risk from a flood of this magnitude as a special flood hazard area ("SFHA").

Because FEMA has not previously published a FIRM for the City and County of San Francisco, there are no identified SFHAs within San Francisco's geographic boundaries. FEMA has completed the initial phases of a study of the San Francisco Bay. On September 21, 2007, FEMA issued a preliminary FIRM of San Francisco for review and comment by the City. The City has submitted comments on the preliminary FIRM to FEMA. FEMA anticipates publishing a revised preliminary FIRM in 2009, after completing the more detailed analysis that Port and City staff requested in 2007. After reviewing comments and appeals related to the revised preliminary FIRM, FEMA will finalize the FIRM and publish it for flood insurance and floodplain management purposes.

FEMA has tentatively identified SFHAs along the City's shoreline in and along the San Francisco Bay consisting of Zone A (in areas subject to inundation by tidal surge) and Zone V (areas of coastal flooding subject to wave hazards). On June 10, 2008, legislation was introduced at the San Francisco Board of Supervisors to enact a floodplain management ordinance to govern new construction and substantial improvements in flood prone areas of San Francisco, and to authorize the City's participation in NFIP upon passage of the ordinance. Specifically, the proposed floodplain management ordinance includes a requirement that any new construction or substantial improvement of structures in a designated flood zone must meet the flood damage minimization requirements in the ordinance. The NFIP regulations allow a local jurisdiction to issue variances to its floodplain management ordinance under certain narrow circumstances, without jeopardizing the local jurisdiction's eligibility in the NFIP. However, the particular projects that are granted variances by the local jurisdiction may be deemed ineligible for federally-backed flood insurance by FEMA.

Once the Board of Supervisors adopts the Floodplain Management Ordinance, the Department of Public Works will publish flood maps for the City, and applicable City departments and agencies may begin implementation for new construction and substantial improvements in areas shown on the Interim Floodplain Map.

According to the preliminary map, the project site is not located within a flood zone designated on the City's interim floodplain map. Therefore, the project would result in less than significant impacts related to placement of a residential building within a 100-year flood zone.

## CONCLUSION

Based on the information presented above, the proposed project would not have significant water quality, groundwater, flooding, or erosion impacts nor be at risk from dam or levee failure or from seiche, tsunami, or mudflow inundation.

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **15. HAZARDS AND HAZARDOUS MATERIALS—** Would the project: | | | | | |
| a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials? | ☐ | ☐ | ☒ | ☐ | ☐ |
| b) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment? | ☐ | ☒ | ☐ | ☐ | ☐ |
| c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school? | ☐ | ☒ | ☐ | ☐ | ☐ |
| d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment? | ☐ | ☐ | ☐ | ☐ | ☒ |
| e) For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the project area? | ☐ | ☐ | ☐ | ☐ | ☒ |
| f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area? | ☐ | ☐ | ☐ | ☐ | ☒ |
| g) Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan? | ☐ | ☐ | ☒ | ☐ | ☐ |
| h) Expose people or structures to a significant risk of loss, injury or death involving fires? | ☐ | ☐ | ☒ | ☐ | ☐ |

The project site is not located within an airport land use plan area, or in the vicinity of a private airstrip. Therefore, significance criteria 15 e and f would not apply to the project site. The City adopted Ordinance

253-86 (signed by the Mayor on June 27, 1986), which requires analyzing soil for hazardous wastes within specified areas, known as the Maher area, when over 50 cubic yards of soil is to be disturbed and on sites specifically designated by the Director of Public Works.[58] The project site falls outside the boundary of the Maher Ordinance and, therefore, would not be subject to this ordinance.

A Phase I Environmental Site Assessment (ESA) was prepared for the project site.[59] An ESA assesses possible environmental concerns related to on-site or nearby chemical use, storage, handling, spillage, and/or on-site disposal, with particular focus on potential degradation of soil or groundwater quality. The ESA also reviews the land use history of the project site and operating practices at or near the site to assess potential hazards from reported chemical releases on nearby properties and the potential migration of chemicals, contaminants, and toxics onto the project site.

## PRIOR USES OF THE PROJECT SITE

Based on historical sources, 25 Dolores was developed with the existing buildings circa 1917. The property at 25 Dolores has been used for automotive repair since at least the 1920s, and possibly as far back as the late 1910s. The 35 Dolores Street building was occupied by a printing business in 1950 and a wholesale wallpaper business in 1953. Prior to the construction of the existing buildings, the site was developed as a livery and boarding house in 1913-1915, and occupied by two or three residential dwellings in the early 1900s. The project site has been used for automotive repair since the 1920s, and various hazardous substances and petroleum products have been used during that period.

In 1996, a limited subsurface investigation was conducted, including seven soil borings. The majority of borings were terminated at depths of two to ten feet below ground surface upon encountering "refusal" drilling conditions due to the presence of serpentinite bedrock. Groundwater was not encountered during the borings. Analytical results indicated no concentrations of petroleum-based contaminants, including Total Petroleum Hydrocarbons as gasoline (TPHg); benzene, toluene, ethylbenzene, and total xylenes (BTEX); and volatile organic compounds (VOCs), in any of the soil samples collected from the

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[58] The Maher Ordinance applies to that portion of the City bayward of the original high tide line, where past industrial uses and fill associated with the 1906 earthquake and bay reclamation often left hazardous waste residue in soils and groundwater. The ordinance requires that soils must be analyzed for hazardous wastes if more than 50 cubic yards of soil are to be disturbed.

[59] AEI Consultants, *Phase I Environmental Site Assessment, 25-35 Dolores Street, San Francisco, California 94103,* February 24, 2005. This report is on file and available for public review by appointment at the San Francisco Planning Department at 1650 Mission Street , Suite 400, as part of Case No. 2006.0848E.

borings. Based on this data, it does not appear that former uses at the property have resulted in a significant impact to the subsurface of the site.

The project site is not on the Hazardous Waste and Substances Sites List, commonly called the "Cortese List," compiled by the California Department of Toxic Substances Control (DTSC) pursuant to Government Code Section 65962.5. The project site is not listed in database reports from State and federal regulatory agencies that identify businesses and properties that handle or have released hazardous materials or waste.

A site inspection of the currently vacant buildings on the site was conducted for the Phase I ESA in February 2005. At that time, the buildings were used as an auto body and painting shop. The site inspection noted several instances of use or storage of potentially hazardous materials. These are discussed below as they apply to the proposed project.

The site inspection noted that the southern (35 Dolores Street) building was equipped with an industrial-scale paint booth used for automotive painting and detailing purposes. No documented violations were on file with any of the pertinent regulatory agencies, and no evidence of gross mismanagement of the system and/or paint products used in association with the booth was observed during the site reconnaissance. The Phase I ESA concluded that the presence of the paint booth on the project site was not expected to represent a significant environmental concern.

A parts cleaner station containing lacquer thinner, located in the southern (35 Dolores Street) building, was used to clean the painting guns between painting operations. A 55-gallon drum with secondary containment was used to temporarily store waste solvent between monthly deliveries of 42 gallons of lacquer thinner and removal of an equal amount of used lacquer thinner. No evidence of gross mismanagement of the thinner or waste solvent was observed during the site reconnaissance, and no documented violations were on file with any of the pertinent regulatory agencies, with the exception of a 2004 inspection notice on file with the SFDPH. These violations are presumed to be for storage or documentation issues, since there was no indication of releases or gross management practice issues. Based on this, and the analytical results of the 1996 limited subsurface investigation discussed above, the use of these materials onsite was not expected to represent a significant environmental concern.

Four metal flammable cabinets containing paints and/or paint-related products were located in the rear (east) of the southern (35 Dolores Street) building. No evidence of spills or mismanagement of the

materials was observed during the site reconnaissance. The storage of additional paint products onsite was not expected to represent a significant environmental concern.

Although the various painting operations described above are no longer conducted at the project site, any remaining paint, lacquer thinner, or waste solvent remaining on the site represents a potential hazard. Hazardous building materials sampling and abatement pursuant to existing regulations prior to construction of the proposed project, as described in **Mitigation Measure 4, page 97**, would reduce potential impacts associated with paint, lacquer thinner, and waste solvent to a less-than-significant level.

An unlabelled, plastic five-gallon bucket containing an unidentified sludge material was observed in the rear (east) of the northern (25 Dolores Street) building. The bucket appeared to have been used to collect excess condensate originating from an air compressor. Moderate staining was observed on the paved surface beneath the bucket; however, as no floor drains were observed in the vicinity, any staining was presumed to have remained surficial in nature only. As the substance in the plastic five-gallon bucket may contain hazardous material, the Phase I ESA recommended proper recycling and/or disposal. Hazardous building materials sampling and abatement pursuant to existing regulations prior to construction of the proposed project, as described in **Mitigation Measure 4, page 97**, would reduce potential impacts associated with the unidentified sludge material that was observed in the rear (east) of the northern (25 Dolores Street) building to a less-than-significant level.

One pole-mounted electrical transformer (which could contain toxic polychlorinated biphenyls (PCBs)), was observed on the subject property during the site inspection. No spills, staining, or leads were observed on or around the transformer. Based on the good condition of the equipment, the transformer was not expected to represent a significant environmental concern. (See Other Potential Hazardous Building Materials, below, for a discussion of PCBs and associated mitigation measures.)

Oil-based staining was observed around a floor drain along the southern wall in the central section of the northern (25 Dolores Street) building. No petroleum products were observed in the vicinity of the drain. According to a representative of the auto body and painting shop, no fluids maintenance activities involving the use of hazardous material were conducted in that area of the building, so the source of the staining could not be identified. The presence of the stain was only expected to represent a de minimus condition, and not expected to represent a significant environmental concern. However, the Phase I ESA recommended that the stain be cleaned from the pavement around the drain. Hazardous building materials sampling and abatement pursuant to existing regulations prior to construction of the proposed project, as described in **Mitigation Measure 4, page 97**, would reduce potential impacts associated with

the stain around a floor drain along the southern wall in the central section of the northern (25 Dolores Street) building to a less-than-significant level.

Floor drains were observed throughout both buildings. Generally, no hazardous materials were observed in the vicinity of the drains, although moderate oil-based staining was observed around the southernmost drain in the northern building, as discussed above. The presence of the drains was not expected to represent a significant environmental concern; however, as the drains may represent a conduit to the subsurface of the project site, the Phase I ESA recommended that all floor drains located in areas where hazardous materials are used should be sealed. Inspection and sealing or removal of floor drains prior to construction of the proposed project, as described in **Mitigation Measure 4, page 97**, would reduce potential impacts associated with the floor drains in the buildings on the site to a less-than-significant level.

A strong odor of paint was observed during the site reconnaissance. Based on the lack of gross mismanagement of the paints onsite, and the lack of documentation of any significant violations with the pertinent regulatory agencies, the use of paints was not considered to represent a significant environmental concern. As discussed above, painting operations are no longer conducted at the project site, and **Mitigation Measure 4, page 97**, would reduce potential impacts associated with any remaining paint, thinner, or solvent in the buildings on the site to a less-than-significant level.

Operating the new building would involve handling a range of common types of hazardous commercial and household products, such as paints, cleaners, toners, solvents, disinfectants, and detergents. Household products are labeled to inform users of potential risks and to instruct them in appropriate storage, handling, and disposal procedures. Therefore, hazardous materials use for operating the proposed residential building would not pose a substantial public health or safety hazards to the surrounding area.

### SURROUNDING AREA

Surrounding properties historically has been used for residential and a variety of commercial purposes. Migration of petroleum hydrocarbon or volatile organic compound (VOC) contamination is generally via groundwater. The local topography suggests that local groundwater flows east-southeast, toward San Francisco Bay. Contaminated sites located hydrologically downgradient from the project site are not expected to represent a potential threat to groundwater quality beneath the project site. Sites that are

hydrologically cross-gradient relative to the project site are not expected to represent a concern unless close proximity allows for the potential of lateral migration.

Sites in the project vicinity that are listed in database reports from State and federal regulatory agencies which identify businesses and properties that handle or have released hazardous materials or waste are discussed below.

Seven sites are listed within one mile of the project site on the California Sites (CalSites) list maintained by the California Environmental Protection Agency, Department of Toxic Substances Control. Because all of these sites are more than one-half mile from the project site, the Phase I ESA concluded that they do not represent a significant environmental concern.

Sixty-six sites within one-half mile of the project site are listed on the Leaking Underground Storage Tanks (LUST) list of known sites with current or former leaking underground storage tanks, maintained by the Regional Water Quality Control Board (RWQCB). At the residential building at 11 Dolores Street, located approximately 50 feet north of the project site, a release of heating oil was discovered in April 1998. The release was reportedly confined to soil only. The site was granted case closure by the DPH in July 1998. Based on the regulatory status and the media affected, the Phase I ESA concluded that this case is not a significant environmental concern. At the former Chevron site at 2020 Market Street, approximately 200 feet northwest of the project site, elevated levels of TPHg, BTEX, and Total Oil and Gas were detected in 1994 in shallow soils associated with a former underground storage tank (UST) onsite. The site was granted case closure by SFDPH in July 1996. According to an ESA on file with SFDPH, the site and vicinity are underlain by serpentinite bedrock, and groundwater was not affected. Based on the indicated lack of impact to groundwater and current regulatory status, the Phase I ESA concluded that this case is not a significant environmental concern. The Unocal station site at 1998 Market Street, located approximately 200 feet north-northeast of the project site, was granted case closure by SFDPH in September 1994. According to SFDPH, three USTs were removed from the site in 1988. Low to moderate levels of TPHg, BTEX, and lead were detected in shallow soils near the former USTs, but the site and vicinity are underlain by serpentinite bedrock, and groundwater was not affected. Based on the indicated lack of impact to groundwater and current regulatory status, the Phase I ESA concluded that this case is not a significant environmental concern. Based on the relative distance from the project site, direction of groundwater flow, and/or current regulatory status, the Phase I ESA concluded that the remaining LUST sites are not expected to represent a significant environmental concern for the project site.

Seven sites within one-quarter mile of the project site were identified on the Underground/ Aboveground Storage Tanks (UST/AST) List, a comprehensive listing of registered underground and aboveground storage tanks located in California. Due to the lack of documented release and/or the reasons discussed for the LUST sites, above, the Phase I ESA concluded that the storage of hazardous materials within registered tanks is not a significant environmental concern.

One site within one-eighth mile of the project site was identified on the EPA's Emergency Response Notification Systems (ERNS) List. The United States Mint at 155 Herman Street is approximately 580 feet northwest of the project site, where according to the regulatory database, 30 gallons of effluent containing chromic acid were released during a valve malfunction on the fourth floor. Because the release was limited to the tiles and concrete of the fourth floor, and due to the distance from the project site, the Phase I ESA concluded that this event is not expected to represent a significant environmental concern for the project site.

Three sites within one-eighth mile of the project site were identified in the Resource Conservation and Recovery Act (RCRA) Program, in the LG GEN (large generators) and SM GEN (small generators) categories. The Phase I ESA concluded that storage, treatment, disposal, and/or generation of hazardous materials at these sites is not a significant environmental concern, based on lack of a documented release and/or the reasons identified above in the discussions of the other database lists.

Based on the information discussed above, the Phase I ESA found no contamination of soil or groundwater related to the site, but noted that asbestos and lead-based paint may be present due to the age of the existing buildings (see Hazardous Building Materials, below).

## HAZARDOUS BUILDING MATERIALS

### Asbestos

Asbestos-containing materials may be found within the existing structures on site, which are proposed to be demolished as part of the project. Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable federal regulations regarding hazardous air pollutants, including asbestos. The BAAQMD is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or asbestos

abatement work. The notification must include: (1) the names and addresses of the operations; (2) the names and addresses of persons responsible; and (3) the location and description of the structure to be demolished/altered, including size, age, and prior use, and the approximate amount of friable asbestos; (4) scheduled starting and completion dates of demolition or asbestos abatement work; (5) nature of the planned work and methods to be employed; (6) procedures to be employed to meet BAAQMD requirements; (7) and the name and location of the waste disposal site to be used. The BAAQMD randomly inspects asbestos removal operations. In addition, the BAAQMD will inspect any removal operation about which a complaint has been received. Any ACBM disturbance at the project site would be subject to the requirements of BAAQMD Regulation 11, Rule 2: Hazardous Materials; Asbestos Demolition, Renovation and Manufacturing.

The local office of the State Occupational Safety and Health Administration must also be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow State regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material are required to file a Hazardous Waste Manifest that details the hauling of the material from the site and the disposal of it. Pursuant to California Law, DBI would not issue the required permit until the applicant has complied with the notice requirements described above.

As discussed in Topic 13. Geology and Soils, the fill in portions of the site is underlain by serpentinite. When serpentine is exposed, it becomes weathered. The serpentine mineral is released and becomes part of the soil. Serpentinite commonly contains naturally occurring chrysotile asbestos (NOA), a fibrous mineral that can be hazardous to human health if it becomes airborne. In the absence of proper controls, the asbestos could become airborne during excavation and the handling of excavated materials. On-site workers and the public could be exposed to the airborne asbestos unless appropriate control measures are implemented.

The project sponsor would be required to ensure that the construction contractors would comply with the asbestos ATCM to prevent airborne (fugitive) dust containing asbestos from migrating beyond property boundaries during excavation and handling of excavated materials. The measures implemented would protect the workers themselves as well as the public. CARB adopted the Asbestos ATCM for Construction, Grading, Quarrying, and Surface Mining Operations, which became effective in the

BAAQMD on November 19, 2002.[60] The ATCM protects public health and the environment by requiring the use of best available dust mitigation measures to prevent off-site migration of asbestos-containing dust from road construction and maintenance activities, construction and grading operations, and quarrying and surface mining operations in areas of ultramafic rock[61,] serpentine[62], or asbestos.[63] The BAAQMD implements this regulation in the Bay Area.

Implementation of the **Mitigation Measures 2**, which would include requirements for the project sponsor to prepare a Site Mitigation Plan (SMP) and compliance with the Asbestos ATCM, discussed in Topic 7. Air Quality, page 41, would ensure that projects impacts related to exposure to naturally occurring asbestos in soils and rock during construction would be reduced to a less than significant level.

### Lead-Based Paint

Lead paint may be found in buildings constructed circa 1917 and 1918 and proposed for demolition. Demolition must be conducted in compliance with Section 3407 of the *San Francisco Building Code (Building Code),* Work Practices for Exterior Lead-Based Paint on Pre-1979 Buildings and Steel Structures. Where there is any work that may disturb or remove lead paint on the exterior of any building, or the interior of occupied buildings (E3, R1, or R3 occupancy classifications) built prior to or on December 31, 1978, Section 3407 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Section 3407 applies to buildings or steel structures on which original construction was completed prior to 1979, which are assumed to have lead-based paint on their surfaces unless a certified lead inspector/assessor tests surfaces for lead and determines it is not present according to the definitions of Section 3407. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in HUD Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person

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[60] California Air Resources Board, Regulatory Advisory, *Asbestos Airborne Toxic Control Measure for Construction, Grading, Quarrying, and Surface Mining Operations*, July 29, 2002.

[61] Ultramafic rocks are formed in high temperature environments well below the surface of the earth.

[62] Serpentine is a naturally occurring group of minerals that can be formed when ultramafic rocks are metamorphosed during uplift to the earth's surface. Serpentinite is a rock consisting of one or more serpentine minerals, formed when ultramafic rocks metamorphose. This rock type is commonly associated with ultramafic rock along faults such as the Hayward fault. Small amounts of chrysotile asbestos, a fibrous form of serpentine minerals are common in serpentinite.

[63] Asbestos is a term used for several types of naturally occurring fibrous materials found in many parts of California.

performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The Ordinance also includes notification requirements, contents of notice, and requirements for project site signs. Prior to commencement of exterior work that disturbs or removes 100 or more square feet or 100 or more linear feet of lead-based paint in total, the responsible party must provide the Director of the DBI with written notice that describes the address and location of the proposed project; the scope and specific location of the work; whether the responsible party has reason to know or presume that lead-based paint is present; the methods and tools for paint disturbance and/or removal; the approximate age of the structure; anticipated job start and completion dates for the work; whether the building is residential or nonresidential; whether it is owner-occupied or rental property; the approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. Further notice requirements include: a Post Sign notifying the public of restricted access to work area, a Notice to Residential Occupants, Availability of Pamphlet related to protection from lead in the home, and Early Commencement of Work (by Owner, Requested by Tenant), and Notice of Lead Contaminated Dust or Soil, if applicable. The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance.

These regulations and procedures, already established as part of the building permit review process, would ensure that potential impacts of the proposed project due to the presence of lead-based paint would be reduced to a less-than-significant level.

### OTHER POTENTIAL HAZARDOUS BUILDING MATERIALS

In addition to asbestos-containing building materials and lead-based paint, the existing buildings on the site may contain other potentially hazardous building materials such as polychlorinated biphenyl (PCB), contained primarily in exterior paint, sealants, electrical equipment, and fluorescent light fixtures. Fluorescent light bulbs are also regulated (for their disposal) due to their mercury content. Inadvertent release of such materials during demolition could expose construction workers, occupants, or visitors to these substances and could result in various adverse health effects if exposure were of sufficient quantity. Although abatement or notification programs described above for asbestos and lead-based paint have not

been adopted for PCB, mercury, other lead-containing materials, or other possible hazardous materials, items containing these substances that are intended for disposal must be managed as hazardous waste and handled in accordance with Occupational Safety and Health Administration (OSHA) worker protection requirements. Potential impacts associated with encountering hazardous building materials such as PCB, mercury, and lead would be considered a potentially significant impact. Hazardous building materials sampling and abatement pursuant to existing regulations prior to renovation work, as described in **Mitigation Measure 4, page 97**, would reduce potential impacts associated with PCB, mercury, lead, and other toxic building substances in structures to a less-than-significant level. With **Mitigation Measure 4** implemented, the proposed demolition and construction of the proposed residential building would not have the potential to pose a direct (through material removal, if required) or indirect (through transport of materials or accidental release) public health hazard to the surrounding neighborhood.

### FIRE HAZARDS

San Francisco ensures fire safety primarily through provisions of the *Building* and *Fire Codes*. The final building plans for any new residential project greater than two units are reviewed by the San Francisco Fire Department (as well as DBI), in order to ensure conformance with these provisions. The proposed project includes installing sprinklers and conforming to these standards, which (depending on building type) may also include development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards (including those associated with hillside development, hydrant water pressure, and emergency access) would be mitigated during the permit review process.

### CONCLUSION

Potential public health and safety hazards related to the possible presence of hazardous materials on the project site, to the routine use of hazardous materials, and to potential fire hazards in the new building would be reduced to a less-than-significant level as a result of regulations and procedures already established as part of the building permit review process and **Mitigation Measure 4, Page 97**.

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| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **16. MINERAL AND ENERGY RESOURCES—** Would the project: | | | | | |
| a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state? | ☐ | ☐ | ☐ | ☒ | ☐ |
| b) Result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan? | ☐ | ☐ | ☐ | ☒ | ☐ |
| c) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner? | ☐ | ☐ | ☒ | ☐ | ☐ |

## MINERAL RESOURCES

All land in San Francisco, including the project site, is designated Mineral Resource Zone 4 (MRZ-4) by the California Division of Mines and Geology (CDMG) under the Surface Mining and Reclamation Act of 1975.[64] This designation indicates that there is inadequate information available for assignment to any other MRZ and thus the site is not a designated area of significant mineral deposits. Since the project site is already developed, future evaluation or designation of the site would not affect or be affected by the proposed project. There are no operational mineral resource recovery sites in the project area whose operations or accessibility would be affected by the construction or operation of the proposed project. Therefore, significance criteria 16(a) and (b) are not applicable to this project.

## ENERGY RESOURCES

The proposed project would consist of residential and parking uses. Development of these uses would not consume large amounts of fuel, water, or energy. Electric generation to serve the proposed project would consume additional natural gas and coal fuel. New buildings in San Francisco are required to conform to current state and local energy conservation standards, including Title 24 of the California Code of Regulations. DBI enforces Title 24 compliance and documentation demonstrating compliance with these standards is submitted with the application for the building permit. The proposed project

[64] California Division of Mines and Geology. *Open File Report 96-03*, 1996, and *Special Report 146 Parts I and II*, 1986 and 1987.

would, therefore, not cause a wasteful use of energy. The proposed project would not use substantial quantities of other non-renewable natural resources, or use fuel or water in an atypical or wasteful manner.

As described in the environmental impact report for the Market & Octavia Neighborhood Plan (M-O Plan),[65] since project-specific development under the M-O Plan would be required to meet current state and local codes concerning energy consumption, including Title 24 Energy Conservation Standards of the California Code of Regulations, development resulting from the M-O Plan would adequately conserve energy. Therefore, development such as the proposed project and the nearby development proposals would not result in a significant cumulative impact with respect to energy resources.

The proposed project would therefore not have a significant project-specific or cumulative effect on mineral or energy resources, and these topics will not be further discussed in the EIR.

| *Topics:* | *Potentially Significant Impact* | *Less Than Significant with Mitigation Incorporated* | *Less Than Significant Impact* | *No Impact* | *Not Applicable* |
|---|---|---|---|---|---|
| **17. AGRICULTURE RESOURCES** In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Department of Conservation as an optional model to use in assessing impacts on agriculture and farmland. Would the project: | | | | | |
| a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use? | ☐ | ☐ | ☐ | ☐ | ☒ |
| b) Conflict with existing zoning for agricultural use, or a Williamson Act contract? | ☐ | ☐ | ☐ | ☐ | ☒ |
| c) Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland of Statewide Importance, to non-agricultural use? | ☐ | ☐ | ☐ | ☐ | ☒ |

The project site is located in the City of San Francisco, an urban area, and therefore not agricultural in nature. No land within the City boundaries is designated as Williamson Act properties or important

[65] San Francisco Planning Department. *Final Environmental Impact Report for the Market and Octavia Neighborhood Plan*. The document is available for review by appointment at the Planning Department, 1650 Market Street, Suite 400, San Francisco, CA 94103, as part of Case File 2003.0347E.

farmland by the California Department of Conservation.[66] The EIR will therefore, not include a discussion relating to agriculture resources.

| Topics: | Potentially Significant Impact | Less Than Significant with Mitigation Incorporation | Less Than Significant Impact | No Impact | Not Applicable |
|---|---|---|---|---|---|
| **18. MANDATORY FINDINGS OF SIGNIFICANCE—** Would the project: | | | | | |
| a) Have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory? | ☒ | ☐ | ☐ | ☐ | ☐ |
| b) Have impacts that would be individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.) | ☐ | ☐ | ☒ | ☐ | ☐ |
| c) Have environmental effects that would cause substantial adverse effects on human beings, either directly or indirectly? | ☐ | ☒ | ☐ | ☐ | ☐ |

**Mitigation Measures 1–4**, contained in Section F. below, have been incorporated into the proposed project to address potential construction-related impacts to air quality and hazardous building materials. Implementation of these measures would reduce these potential impacts of the proposed project to a less-than-significant level. The proposed project could have a significant effect on historic architectural resources. The potential cultural resources impacts will be analyzed in the EIR.

[66] San Francisco is identified as "Urban and Built Up Land" on the California Department of Conservation *Important Farmland of California Map*, 2002. This map is available for viewing on-line at the Department of Conservation website (http://www.consrv.ca.gov).

## F. MITIGATION MEASURES AND IMPROVEMENT MEASURES

### MITIGATION MEASURES

Although the following mitigation measures and improvement measures relate to topics that will not receive additional analysis in the EIR, the EIR will contain a Mitigation Measures and Improvement Measures chapter that describes all mitigation measures and improvement measures for the proposed project, including those listed below.

The project sponsor has agreed to implement the following mitigation measures, identified in this Initial Study, that are necessary to reduce potential construction-related air quality and hazardous building material impacts to a less-than-significant level.

#### Mitigation Measure 1

*Archeological Resources (Accidental Discovery)*

The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in *CEQA Guidelines* Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department archeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the "ALERT" sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant

shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.

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

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: 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 or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

### Mitigation Measure 2

#### *Construction Air Quality*

A Soil Management Plan (SMP) shall be developed to address the asbestos exposures to the construction workers, nearby residents, pedestrians and future users of the site. Dust control measures are to be

implemented to reduce exposure during excavation, grading, loading and transporting of excavated materials. Soil/rock excavated and removed from the site will require appropriate disposal, additional sampling may be necessary. These measures are to include:

- Site fencing.
- Wetting exposed soil/rock – exposed soil/rock will be watered at least twice a day to prevent visible dust from migrating off-site.
- Covering exposed soil/rock. In particular, stockpiles will be covered and trucks transporting contaminated soil/rock will be covered with a tarpaulin or other cover.
- Preventing distribution of dust and soil/rock off-site by decontamination and other measures to prevent soil/rock from being tracked off the site by vehicles or carried off-site on clothes. Measures to achieve this include: water being misted or sprayed during the loading of soil/rock onto trucks for off-haul; wheels being cleaned prior to entering public streets, public streets will be swept daily if soil/rock is visible and excavation and loading activities will be suspended if winds exceed 20 miles per hour.
- Instituting a site specific health and safety plan (HSP) developed by a certified industrial hygienist that represents the site contractors, which includes that air sampling and monitoring be conducted to evaluate the amount of airborne particles generated during excavation, grading, loading and transportation.
- Contacting BAAQMD and completion of an Asbestos Dust Mitigation Plan permit application with BAAQMD prior to any excavation activities.

In order to control potential exposure during soil/rock disturbance, the soil/rock are to be moisture conditioned using dust suppressants, covering exposed soil/rock and stockpiles with weighed down plastic sheeting or capping the site with buildings asphalt or at least two feet of clean imported fill.

Excavated soil is to be disposed off-site after proper profiling for disposal. Excavated soil/rock material will either be loaded directly into trucks and removed from the site or stockpiled onsite. If stockpiled, the soil/rock will be placed on visqueen, bermed and tarped at all times.

Direct contact to the underlying soil/rock by future site users will be mitigated by encapsulation with the concrete foundation system and buildings. It is not anticipated that groundwater will be encountered during construction.

The SMP recommends that if unanticipated hazardous materials are encountered, the work is to stop; the site superintendent and project contractor are to be notified to conduct and inspection.

After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to Environmental Health – Hazardous Waste Unit (EHS-HWU)

at DPH for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures.

### Mitigation Measure 3

*Tree Protection Plan*

A Tree Protection Plan was prepared for the proposed project to state specific measures, which if applied before construction, can reasonably be expected to preserve the health of the adjacent landmark tree and the other six trees. Below is a summary of measures outlined in the Tree Protection Plan:

- Establish a Tree Protection Zone (TPZ) that would be a 17-foot-wide area at the rear or east end of the project site.
- Demolition procedures within the TPZ should follow these measures outlined below:
    - Excavator is to be operated only from on top of the existing concrete floor; and
    - Use an excavator with a small enough arm to clear overhead limbs; and
    - Use an excavator with a large enough arm to pull out masonry, concrete and footing without needing to use open soil; and
    - Have a Project Arborist on site to direct footing pulling; and
    - If a significant root is discovered, use the Project Arborist to determine whether a section of the footing should be abandoned; and
    - In the event that either limb or root damage occurs, use the Project Arborist to correct or repair the damage, if possible, and to provide a written report; and
    - Clean exposed soil by hand; and
    - Upon completion of demolition, immediately install chain link fencing at the perimeter of the TPZ to protect the exposed soil from possible compaction.
- Construction-phase impacts should be managed within the TPZ as follows:
    - Install and maintain construction fencing to prevent entry to the TPZ; and
    - Install 4-inch depth wood chip mulch over all exposed soil areas within the TPZ; and
    - Prohibit placement of any vehicle within the TPZ; and
    - Do not store materials, excavation tailing or debris within the TPZ, unless placed on ¾ inch or thicker plywood root buffer; and
    - If trenching or grading takes place within the TPZ, use the Project Arborist to review what is proposed and to be on site during that aspect of the work.
- Landscape design and installation should be managed within the TPZ as follows:
    - Allow the Project Arborist to work cooperatively in landscape design and design review to insure that tree impacts are minimized; and

- Allow the Project Arborist to be present when fence construction is taking place; and
- Allow the Project Arborist to be on site during landscape construction grading, trenching and any other excavation or new plant installation within the TPZ.

The Arborist Report and Tree Protection Plan would be reviewed by the Bureau of Urban Forestry (BUF) in the Department of Public Works to verify that the specified protections would be adequate to protect the landmark tree and the other six adjacent trees. The Bureau of Urban Forestry (BUF) would also monitor the project site during demolition and construction activities in order to ensure that the protection measures outlined in the Tree Protection Plan are being implemented and adequate, and that the landmark tree and other adjacent trees are not damaged.

### Mitigation Measure 4

*Hazardous Building Materials (PCB, Mercury, Lead, and others)*

The project sponsor shall ensure that pre-construction building surveys for PCB- and mercury-containing equipment, fluorescent lights, lead, mercury and other potentially toxic building materials are performed prior to the start of demolition. The survey shall include potentially toxic material remaining from the previous auto body and painting use of the site, including any paints, lacquer thinner, and waste solvent, and the unlabelled, plastic five-gallon bucket containing an unidentified sludge material that was observed in the rear (east) of the northern (25 Dolores Street) building. The survey shall also include the floor drains located throughout both buildings on the site, including the stain around a floor drain along the southern wall in the central section of the northern (25 Dolores Street) building. The unidentified sludge material, the stain around the floor drain in the 25 Dolores Street building, any hazardous materials in the floor drains, and any other hazardous building materials so discovered shall be abated according to federal, State, and local laws and regulations. The floor drains shall be removed or sealed before construction of the proposed project.

## IMPROVEMENT MEASURES

Improvement measures diminish the effects of the project that were found through the environmental analysis process to be less-than-significant impacts. Improvement measures identified in this Initial Study may be required by decision-makers as conditions of project approval.

### Improvement Measure 1

*Encourage Alternate Modes of Travel*

As improvement measures to reduce the proposed project's parking demand and parking shortfall and to encourage use of alternative modes, the project sponsor could provide a transportation packet for the project residents and employees that would provide information on transit service (MUNI and BART lines, schedules and fares), information on where FastPasses could be purchased, and information on the 511 Regional Rideshare Program.

### Improvement Measure 2

*Encourage Car-Sharing*

Dedication of one or more of the project's off-street parking spaces to car-sharing, and participation by residents in a car-sharing program, would serve to reduce the proposed project's on-site parking demand and shortfall.

### Improvement Measure 3

*Construction Traffic Measures*

The following measures would minimize disruption of the general traffic flow on adjacent streets:

- To the extent possible, truck movements should be limited to the hours between 9:00 AM and 3:30 PM (or other times, if approved by the SFMTA).
- The project sponsor and construction contractor(s) would meet with the Traffic Engineering Division of the SFMTA, the Police Department, the Fire Department, Muni's Street Operations and Special Events Office, the Planning Department, and other City agencies to determine feasible traffic measures to reduce traffic congestion and other potential transit disruption and pedestrian circulation effects during construction of the project.

## G. ALTERNATIVES

Alternatives to the proposed project would be defined further and described in the EIR. At a minimum, the alternatives analyzed would include the following:

1. A ***No Project Alternative*** in which the project site would remain in its existing condition with the existing buildings.
2. A ***Preservation Alternative*** in which the existing buildings on the site would be rehabilitated to the Secretary of Interior's standards, and put to a compatible use.
3. A ***Partial Preservation Alternative*** in which the existing Dolores Street façades of the buildings on the site would be retained and integrated into a residential building similar in size to the proposed project.

## H. DETERMINATION

On the basis of this initial study:

☐ I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project have been made by or agreed to by the project proponent. A MITIGATED NEGATIVE DECLARATION will be prepared.

☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ I find that the proposed project MAY have a "potentially significant impact" or "potentially significant unless mitigated" impact on the environment, but at least one effect (1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and (2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the proposed project could have a significant effect on the environment, because all potentially significant effects (a) have been analyzed adequately in an earlier EIR or NEGATIVE DECLARATION pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the proposed project, no further environmental documentation is required.

DATE March 31, 2009

Bill Wycko
Environmental Review Officer
for
John Rahaim
Director of Planning

# I. LIST OF PREPARERS

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PLACE
POSTAGE
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Attn: Environmental Review Officer
25-35 Dolores Street Residential Project
Draft Environmental Impact Report
(2006.0848E)

PLEASE CUT ALONG THE DOTTED LINE

*RETURN REQUEST REQUIRED FOR FINAL ENVIRONMENTAL IMPACT REPORT*

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT
25-35 Dolores Street Residential Project Draft Environmental Impact Report
(2006.0848E)

Check one box: ☐ Please send me a copy of the Final EIR on a CD.
☐ Please send me a paper copy of the Final EIR.

Signed: _____

Print Your Name and Address Below

# HISTORICAL RESOURCE EVALUATION REPORT
# FOR
# 25-35 DOLORES STREET, SAN FRANCISO, CALIFORNIA

May 15, 2007

Composed by:
Frederic Knapp, Jill Johnson, Melissa Bleier, and Will Dickinson

**Frederic Knapp Architect**

# Table of Contents

# I. Historic Resource Evaluation Report

## 1. Summary -Overview of report and conclusions.

This study was prepared to evaluate the current ability of the commercial buildings located at 25 and 35 Dolores Street to meet the criteria of the California Register of Historic Resources (CRHR or California Register). This study presents information gathered to document the property's current condition and place the buildings within a context that permits an evaluation of its eligibility for inclusion in the California Register.

## 2. Introduction

*Basic brief description of what is being proposed with the project.*

Frederic Knapp, AIA, and Jill Johnson[1] conducted a detailed survey of the project area in August 2006, photographing and examining the physical fabric of the building. Melissa Bleier conducted archival research at the San Francisco History Room of the San Francisco Public Library, the San Francisco Public Utilities Commission, the San Francisco Department of Buildings, and the Office of the Assessor-Recorder of the City and County of San Francisco. In addition, the National Register of Historic Places, Historic Property Data File for San Francisco County, the California Inventory of Historic Resources, California Historical Landmarks, and California Points of Historical Interest were consulted for historical listings of the property.

The proposed project would remove the existing buildings at 25 and 35 Dolores Street. A new multistory residential building would be constructed on the site. The building plan is currently 3 floors over a parking podium with townhouse-style units in front along Dolores Street. The current design shows approximately 45 units which are intended for sale.

## 3. Past Historic Evaluations

*Discuss existing historic surveys that the structure has been listed in and what the ratings of the structure are (Refer to Planning Department's list of existing Districts and surveys and the California Historic Resource Inventory System database). Include the purpose of the survey and the methodology used to put the evaluations into a context. Are there any surveys of the area in which the building was obviously left out. Discuss the implications of being included in a survey, or left out of a survey. Include what has not yet been considered by those surveys, or may have been missed, or what has changed since those surveys were conducted.*

The buildings at 25 and 35 Dolores Street are listed in the UMB Survey and the Historic Property Data File for San Francisco County at the Northwest Information Center. The former gave it a historical rating of 2, while the latter lists it as a 5S2, indicating the structure is not eligible to the National Register, but is of local interest. The buildings were not listed in the 1976 Survey. They were omitted from the Planning Department's recent Inner Mission North Survey because they had been included in the UMB Survey, according to Moses Corrette, the planner who oversees the department's survey efforts. The implication which could be read into this is that

[1] Frederic Knapp, AIA, meets *The Secretary of the Interior's Professional Qualification Standards* in Historic Architecture and Architecture (36 Code of Federal Regulations 61). Jill Johnson meets *The Secretary of the Interior's Professional Qualification Standards* in Historic Architecture, Architecture and Architectural History (36 Code of Federal Regulations 61).

the findings of the UMB Survey were presumed to be accurate enough so it was not necessary to re-visit this property in the Inner Mission North Survey. The UMB survey includes a DPR 523 form for 25 Dolores Street; this form lists the National Register Status as "5" with the letter "S" added by hand. It lists no local designation and leaves the district line on the form blank, as are the lines for "Applicable National Register Criteria" and "Other Recognition."

## 4. Evaluate the Existing Structure or Potential Resource

### *A. Evaluate the potential resource*

***Using all four of the California Register Criteria. Prepare DPR 523 forms (Parts A and B) if they do not already exist. This section of the report should answer the following questions or speak to the issues listed below:***

**1) Discuss the structure's character and history.**

The building at 25 Dolores Street was built in 1917 according to the original building permit, and replaced a wooden livery stable that had been there since 1906. The date is recorded in the 1918 in the Historic Resources Inventory Report

The building at 35 Dolores Street which is nearly identical in character was built in 1918, according the city assessor's building card. Both are good examples of early-20th century garages, and of industrial buildings more generally, they were used almost continuously since their construction for motor vehicle repairs and storage.

**2) What is the property type? Is this a rare or unique type? Is the structure representative of a specific type? Does it have specific historical associations?**

The buildings at 25 and 35 Dolores Street are representative garage buildings, a fairly common type in San Francisco in the era in which they were built. These two examples are not unusual variants, nor are they extraordinarily good prototypes. This building type is associated with the proliferation of cars.

**3) What aspects or elements add to or are central to its importance?**

The buildings' street elevations and the open, large-span interior space and structural system are both characteristic of the building type and era of construction. While many garage buildings are single story like these, this building type also encompasses relatively tall structures such as those in the Van Ness Avenue auto cluster.

**4) What periods of history are relevant for the historical resource determination?**

Important periods and dates for 23 and 35 Dolores are the years following the Earthquake of 1906, when San Francisco was rebuilding its infrastructure. This coincides with the period in which automobile ownership and related buildings were expanding rapidly, displacing horses and stables. Although the existing

structures do not relate physically to it, a stable was located on the site before the Earthquake and Fire.

**5) Describe the exterior materials, exterior features, building interior, the setting of the building and its site.**

**Setting**
The approximately 19,600 square foot lot, measuring approximately 140 feet north-south by 140 feet east-west, is located on the east side of Dolores Street between Clinton Park and 14th Street (Figure C-1). The intersection of Clinton Park and Dolores Street occurs where Market Street angles across the City, creating a seam between the street grids north and south of Market.

A large-scale bronze equestrian statue commemorating California volunteers in the Spanish-American War, mounted atop a stone plinth marks the northern end of the grassy median that divides the north and south-bound lanes of northern Dolores Street (Figure C-2). The northernmost block of Dolores is lined by the S and C Ford car dealership on the west side with a UMB rating of "3". 25 and 35 Dolores—both automobile garages—occupy the center of the east side of the block. The remaining buildings on the east side of the street are residential, varying in age and height (Figures C-3 – C-8).

**25 Dolores Street: Site**
Each of the garages occupies a site that is 70 feet north-south by 140 feet east-west. Both buildings are of brick wall construction (red brick laid in common bond) on concrete slabs with wood roof trusses and sheathing. While both buildings were built to their north and south lot lines and front on the sidewalk, only 25 Dolores was built to the rear or east property line.

**25 Dolores Street: Exterior**
The west elevation of 25 Dolores is defined by a wide, shaped parapet wall terminating in plinth blocks (Figure E-1). Four tall arched openings containing multi-light wood sash and one square-headed opening containing a vehicular door divide the front wall into five bays. The arched openings illuminate a suite of offices on the ground floor and offices on a mezzanine above. The windows above the spandrels have been blocked with plywood on the interior to reduce visibility into the mezzanine offices. The vehicular door appears to be a modern roll-up metal door. The brick has blue and white painted bands of ornamentation at the arches and parapet wall. The spandrel panels between the first and second floors within the arches are wood.

Because 35 Dolores was not built to the rear property line, a portion of the south elevation of 25 Dolores is exposed at the rear (Figure E-2). Here, there is a segmental arched window opening, containing a nine-light wood window, and a flush wood door in an opening that has been downsized with twice-sawn plywood infill. Because the floor level of 25 Dolores is higher than grade at the rear of 35 Dolores, there are several stairs leading down to the paved yard behind 35 Dolores.

There is a steel channel bolted to the wall above the openings, a sizeable diagonal crack at the corner of the south wall and mortar slurried across the brick in an effort to effect, albeit badly, masonry repairs; these features were probably caused or installed to prevent damage from settlement or earthquakes.

**25 Dolores Street: Interior**

The interior is accessed through the vehicular door and up a concrete ramp to a concrete floor inside raised above the sidewalk grade. The interior is one large volume with two floors of offices located against the west wall and one small room located against the north wall toward the rear (Figures I-10 – I-12).

The garage floor is bare concrete, except for floor tile located west of the small room mentioned above. Holes in the tile floor suggest a hydraulic lift was once located here. The walls are exposed brick, painted blue at the bottom and white above—in the same color scheme as the exterior. The walls are thickened to create pilaster strips at the truss locations to transfer the weight of the roof to the foundation (Figure I-11). The trusses and their related knee braces are open to the space below, exposing purlins and roof sheathing. The interior faces of the roof structure are painted white to match the upper portion of the walls. The interior is illuminated primarily with fluorescent light fixtures and skylights, the windows in the front wall illuminating only the offices and the rear window offering little illumination. There is a small arched opening in the rear gable, but it has been infilled and no longer provides illumination to the interior. There are two large exhaust ducts that penetrate the roof to the rear of the small room. The presence of ducts and the small room suggest paint touch-up work may have occurred in this corner of the garage.

The offices at the front of the building are enclosed by frame walls covered on the outside (facing the garage) with tongue-and-groove, wood cladding (Figures I-7 – I-9). There is a clear line in the wall cladding along the bottom of the mezzanine floor framing, suggesting the lower wall cladding is newer than the upper wall cladding. There are anodized aluminum sash in the lower first floor offices, allowing their former occupants visibility into the garage. A narrow, single run stair with a solid guardrail rises against the east wall of the offices (Figure I-9).

Although the exact date of this modification is not known, the interior of the first floor offices has a decidedly modern appearance (Figures I-1 – I-2). These three rooms have concrete and carpeted floors, gypsum board wall and ceiling finishes and fluorescent light fixtures and are possibly only a decade old. The toilet room, located behind the mezzanine stair at the far southwest corner of the first floor, contains fixtures that are early or original to the building and does not appear to be part of this office expansion project.

The mezzanine offices are reached via the single run stair and through a utility room at the south end of the floor. The utility room has vinyl flooring and, like the rest of the mezzanine rooms, tongue-and-groove wood wall and ceiling finishes (Figure I-3). It also contains a water heater. The toilet room and shower room open off of the utility room. While not definitive, it appears the stair was an

addition and the portion of the utility room at the head of the stair was added at the same time as the stair. Differences in the materials within the utility room suggest the construction in the plane of the stair was added. The original mezzanine stair may have been a quarter or half turn, located just inside the vehicular entrance. The original stair would have risen at the north end of the mezzanine through a long narrow space, which has been subsequently converted into a closet.

The kitchen is finished with vinyl flooring and, similar to the offices, tongue-and-groove wood cladding on the walls and ceiling (Figure I-4). There are wood cabinets with flush doors, possibly from the 1950s or 1960s. The flooring in the three adjacent offices is wood with high baseboards (Figures I-5 – I-6). The trim varies considerably in the three offices and hall, suggesting that the configurations of the rooms were altered over time (Figure I-3).

**35 Dolores Street: Site**

35 Dolores was built to the north and south property lines and fronts on the sidewalk (Figures E-1 – E-2). There is concrete paving at the rear of the building, surrounding a long and narrow addition built at the center of the rear wall (Figure E-7). To the north is the rear portion of the south wall of 25 Dolores, with several steps rising to the raised garage floor inside. The original common brick rear wall of 35 Dolores is visible on the north and south sides of a modern corrugated-metal-clad, shed-roofed addition that extends from the center of this wall. To the east and south are fences; a wood fence in good condition on the east and a wood fence in a dilapidated state to the south (Figures E-4 and E-6). The remains of the fence on the south appear to be old lumber, probably salvaged and reused.

**35 Dolores Street: Exterior**

Located immediately south of 25 Dolores and of equal width, 35 Dolores appears to be smaller in scale, perhaps because of the division of its front elevation into six rather than five bays and the smaller size of the openings (Figure E-1). Both are painted the same white and vivid blue color scheme as automobile dealership across the street.

Like 25 Dolores, 35 Dolores is a one-story garage of brick construction with a concrete slab and most probably concrete footings and wood roof trusses and sheathing.

The fenestration of the west (street) elevation is created by square-headed window and door openings, containing anodized sash and man door glazed with tinted glass, a metal vehicular door, and glass block in the southernmost opening. All of the openings have been downsized, probably when the existing sash and door were installed, with the addition of flat panels or signage in the upper portion of the openings. The front elevation is faced in cement plaster; similarly to 25 Dolores, it has ornamental bands of blue and white paint. A stepped parapet wall with recessed panels defines the upper portion of the elevation. A dealership sign is attached to the center of the parapet wall. Clay-tile-clad canopies, supported on wood brackets, accentuate the window openings.

The rear wall of the building is unpainted brick, visible to the north and south of a modern, pre-engineered, shed-roofed addition (Figure E-3). The northernmost window in the brick wall, modified for an exhaust duct opening, is the only one of several multi-light wood windows in the brick wall that remains an exterior opening; the others now open into the addition.

**35 Dolores Street: Interior**

Like 25 Dolores, 35 Dolores has a concrete floor that is patched in areas to effect repairs, exposed brick walls that are painted the ubiquitous blue and white color scheme of the Ford dealership, and exposed wood roof trusses and sheathing that are painted white (Figures I-6 and I-9). The interior is arranged similarly to 25 Dolores, with a concrete vehicular ramp that rises from street level to the raised floor of the garage and offices and service rooms located along the front wall to either side of the ramp (Figures I-2 and I-8). Differences between the two interiors lie in the presence of a line of wood posts that divide the space into north and south halves and a second ramp, aligned with the front ramp, at the rear of the garage (Figure I-7). Presumably, cars were driven outside into the narrow rear lot before the pre-engineered addition was built. The wood roof trusses of 35 Dolores are spaced much closer on center than those of 25 Dolores, and there is no mezzanine at 35 Dolores.

The rooms carved out of the garage space at the front of the building are finished with gypsum board walls and metal door frames and doors (Figures I-1 – I-2). There are toilet rooms and a storage room to the south of the front ramp and an office and paint-mixing room to the north of this ramp. The office is finished with carpet tiles and an acoustical tile ceiling with fluorescent light fixtures. All of these finishes look recently installed.

Similarly to 25 Dolores, 35 Dolores probably housed a hydraulic lift earlier in its history (as suggested by an L-shaped pit with a power supply), and contained a paint touch-up corner at its northeast corner (as suggested by a gypsum board ceiling affixed to the bottom truss chords and large exhaust ducts in this location). (Figures I-8 and I-10). The interior of the garage is illuminated by suspended fluorescent light fixtures, skylights and, to a lesser extent, multi-light wood windows in segmental arched openings in the rear wall. All of the windows are three-light hopper sash over six-light fixed sash except for the sash mentioned above that was modified for an exhaust vent. Two of the windows are barred. The rear door is a heavy wood door on rolling stock, modified to accommodate two window openings. The pre-engineered addition appears to have been added to house shelves for parts and is perfunctorily finished, with fluorescent light fixtures and flush doors at the north and south.

**6) What are the historic and character defining features that make the resource significant?**

On the basis of the historic documentation gathered for this structure, the buildings do not appear individually significant under Criteria 1 and 2 of the California Register. There is no evidence that any of the people associated with these

buildings were significant to state or local history. The buildings at 25 and 35 Dolores Street are also not integral to an important moment in California State history. The buildings do not individually embody distinctive architectural characteristics or represent the work of a master.

**7) Does the potential resource satisfy any of the criteria for listing on the California Register? Why or why not?**

According to California Historic Resources Inventory listing, the structure at 25 Dolores is listed as 5S2, which indicates that the building is "Eligible for local listing only-likely to become eligible under local ordinance."

This listing raises the question of whether the City would add a district including these buildings to the landmarks under Article 10 of the Planning Code. While determination of a district is currently under study by the Planning Department in connection with the Market-Octavia Plan, it does appear likely that the buildings would be rated contributing if a district were to encompass this site. Although not individually distinguished, the two buildings date from the post-Earthquake rebuilding of San Francisco and convey the industrial and automobile theme in the development of uses and economic activities in the area.

**8) Explore the chain of ownership to see if there is any association with a significant person.**

No one associated with the building has any significance to state, local or national history. There is no listing for any of the people associated with 25 Dolores in any of the San Francisco Society Blue Books, nor in the bibliographical files in the San Francisco History Room. There was also no information on any of the families in the California Index, or the newspaper indexes.

The following list was culled largely from the permit records and the business pages of the city directories. It does not represent a complete list of occupants. It appears that some of the occupants were not owners of the building and because there are no reverse city directories until 1953, some of the building occupants are unknown. The ownership and occupancy of 25 and 35 Dolores is detailed in Tables A and B: at the end of report.

**9) Are there any associations with important events that have made a contribution to local, state or national history?**

There does not appear to be any specific connections to local, state or national history for the buildings located at 25 and 35 Dolores that would make them individually significant.

**10) Does the structure retain its historic integrity? Are there any changes? If so, are the changes easily reversible? Do the changes effect the historic architectural character of the resource?**

Documented changes in Table C; See Below. Both structures retain their historical integrity.

**11) Include photos, both existing conditions and historic photos, if located. (Refer to Department's evaluation forms.)**

See attached.

***B. Integrity***

**1) The discussion should include an assessment of integrity in relationship to the resource's period of significance.**

**2) Discuss those of the seven aspects of integrity (location, design, setting, materials, feeling, workmanship, association) that relate most directly to the reasons the property is or is not significant (recognizing that not all seven aspects of integrity need be present for all resources).**

The buildings retain integrity of location, setting, design, materials, workmanship, feeling, and association. As indicated above, the interior of the building has been changed frequently, responding to the program requirements of its tenants. The exterior retains its historic integrity. Despite the modifications, especially in the offices at the front of the buildings, each aspect of integrity retains enough of its historical character to meet the California Register criteria.

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## 5. Context and Relationship

**1) What is the neighborhood context? Discuss how the potentially significant resource relates or doesn't relate to the surrounding neighborhood. Is the potentially significant resource a part of a designated, proposed or studied historic or conservation district?**

**2) The Historical Resource may be the district itself and the building in question may be a contributor or non-contributor within that resource. If the resource is the district, what would be the affect of demolishing a contributory or a non-contributory structure and building a new building. Has the potential resource been evaluated as a part of a Planning Department informational survey or study?**

**3) If so, discuss the district and the potential resource's importance in relation to district. If there is more than one structure involved, what are the interrelationships between structures?**

The subject buildings are similar to the other car dealership buildings on the west side of Dolores Street, but are markedly different from the buildings to their south (and the buildings between them and Market Street on the east side of Dolores), which are consistently residential. Similarly, the subject buildings are notably different from the retail buildings on Market Street and the New Mint on the opposite side of Market Street. More broadly, however, the buildings in the area do exhibit some consistency of construction period, and collectively embody a mix of uses representative of development of the city. A substantial number of nearby buildings west and south of the site were constructed after World War II, some of them within the past 10 years. The nature of Market Street as both a corridor and separator between distinct zones brings to question whether the subject site would fit into the boundaries of a district or whether it might fall outside boundaries drawn to a tighter chronological, historical, and architectural grouping.

## 6. Project-Specific Impacts

### 1) What changes are being proposed by the project sponsor?

It is proposed that these buildings by demolished and at a new building be constructed.

### 2) What will be the overall effects on the potential resource if the proposed project is carried out?

The proposed demolition would eliminate the potential resource.

### 3) What would happen to character defining or important features as set out in Section 2 (C) above?

The proposed demolition would eliminate the potential resource.

### 4) If the proposal was carried out, would the remaining features be enough to retain the historic significance?

If the planned demolition is carried out there will not be any remaining features of the buildings to retain historic significance.

### 5) Secretary's Standards

Demolition does not conform to the Secretary's Standards.

## 7. Cumulative Impacts

**1) If the potentially significant resource is in a recognized district, what changes have occurred in the District since it was designated that are visible from the resource?**

The resources are not in a recognized district. However, based on their age, design, and history, the buildings at 25-35 Dolores would contribute to a local district or a discontiguous district of automobile-themed properties. The impact to this possible district can't be pinpointed as the boundaries are unknown. Nevertheless the impact would be limited as long as the district encompasses a good representation of similar properties. The Planning Department is currently conducting the Market-Octavia Survey, which includes the subject property and will identify eligible districts within its scope. Because the two subject buildings are associated with commercial development of San Francisco in the years after the Earthquake and Fire, and because they illustrate the type of buildings found in business districts in many sections of the city, and because their design and construction is representative of their era, these buildings appear likely to be contributing properties if a historic district is identified for this area.

The buildings also appear to be contributing properties for a potential discontiguous automobile-themed district. The period of significance for this potential automotive themed district are 1910 through 1930, when a dramatic increase in the availability and cost of automobiles occurred in the city. New roads and bridges brought unprecedented amounts of automotive traffic into the city generating a need for parking and maintenance structures. Groupings these building represent an important aspect of city growth and therefore should be considered in terms of the city's historical development. These structures housed businesses which sold, repaired, and stored cars. The design of garages differs from that of other buildings, in large part because of structural and programmatic requirements.

In the years after World War II, the local industry related to automobiles evolved, with parking garages, car dealerships, and service stations coalescing into distinct building types, none of them precisely like early garages. The remaining garages, distributed widely among densely built areas of San Francisco, have acquired historical significance as a product of their time. While some of the garages were very utilitarian in design, others displayed higher design values and had significant ornamentation.

In the consideration of a possible discontiguous district including 25-35 Dolores, evaluation was limited to those buildings suggested by the Planning Department and an informal, anecdotal windshield survey nearby (mostly east of the subject buildings). Evaluation consisted primarily of a cursory visual review.

The façade and exterior construction of possible contributors were briefly evaluated to determine similar elements. The elements include tiled roofs, single story construction, arched portals, concrete structure, triangular pediment with

plinth blocks, and truss roof construction. See attached photographs and **Table D**. The information used to generate **Table D** was limited to the property information reports available from the Planning Department, a field visits, and when available the 523A reports from phase one of the Inter Mission North Survey.

Several garage structures have attained landmark status such as the Palace Garage (11-127 Stevenson Street) and the Musto Garage (569 Post Street).[2] Some of the contributors such as thus in the Lower Nob Hill Apartment and Hotel Historic District including several garages in its contributing building lists.

Probably the best-recognized example of a significant garage in San Francisco is the Palace Garage on 111-127 Stevenson Street near the Palace Hotel. Built by the O'Brian Brothers 1921 it received a "B" rating[3] in Michael Corbett's Splendid Survivors. It is described as:

"Another excellent example of a garage designed to resemble an office building, in this case as a two part vertical block with Gothic ornamentation. The very fine neon 'enter. and 'exit' signs seem suspended in air when lit at night. Reinforced concrete construction."[4]

The buildings at 25 and 35 Dolores Street are good examples of a widespread and significant sub-type of garages. Their one-story massing, with a long-span vehicle bay set behind a narrow zone of offices on the street, is a common building form. (Other significant sub-types include two-story and multi-story structures.) Large, industrial window bays on the street facade, an iconic false-gable front (masking a roof form based on economical truss design), and (in the case of 35 Dolores) a symmetrical façade are significant characteristics which make these buildings good examples of this building type. Although they were part of the S and C Ford dealership in recent years, the buildings do not appear to be significant for specific persons or events associated with automobiles beyond their basic function and date of construction.

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[2] "In the 1920s new garages had been built which blended with the existing fabric of the city. **The Financial Center Garage (351 Bush), the Palace Garage (11-127 Stevenson), and the Musto Garage (569 Post)** are all good examples that managed to serve their unpleasant but necessary functions without visually disrupting the city." Pg. 40, *Splendid Survivors.* (Financial Center Garage Demolished)
[3] Final Evaluation of Buildings, Rating B: Major Importance, Pg. 19 Splendid Survivors.
[4] Pg. 40, Splendid Survivors

**2) How many buildings within the district visible from the potentially significant resource have been changed or demolished? What types? What is the status or ratings of the remaining structures in the district?**

District boundaries have not been confirmed for the Market-Octavia survey. Therefore it is assumed that 25-35 Dolores is a contributing property, but there have been few demolitions visible from 25-35 Dolores Street. This issue is quite different for the potential discontiguous district that incorporates similar auto-theme properties. The buildings on the west side of Dolores Street are also UMB rated and still used by S and C Ford. They lucidly convey the presence of automotive related buildings in this part of the district.

**3) If the potential resource is outside of a recognized district, is it of a unique, rare, or increasingly at-risk type of structure, the loss of which would lead to an adverse cumulative impact?**

Other than their potential to contribute to a district (as currently under study for the Market-Octavia survey) or a discontiguous auto-themed district, the subject buildings do not appear to be rare or unique structures.

**4) Would the character of adjacent or nearby rated buildings or groups of buildings be adversely affected or compromised?**

Aside from district considerations discussed elsewhere, the demolition of the buildings would not cause the nearby buildings to be adversely affected or compromised.

## 8. Mitigation

**1) Are there any ways to ameliorate the project-specific or cumulative impacts?**

**2) What alternatives should be considered that would reduce or eliminate adverse impacts?**

Two possible preservation alternatives would be to maintain the existing property without any changes beyond what the Secretary's Standards would allow, and to maintain the existing street elevation and the first thirty feet of the buildings, with new construction replacing the existing building fabric on the remainder of the footprint. One potential mitigation is Historic American Building Survey (HABS) recordation of the buildings.

## 9. Conclusions

*Provide a brief summary of the findings and recommendations.*

The buildings at 25 and 35 Dolores Street have been evaluated in accordance with Section 15064 of the California Environmental Quality Act (CEQA) Guidelines, using the criteria outlined in Section 5024 of the California Public Resources Code. The property does not appear to be an individual historic resource for the purposes of CEQA, and does not appear to be eligible for individual listing to the California Register. It appears the buildings would be contributing properties in a local district or in a discontiguous automobile-themed district. This would make the buildings eligible for the California Register as contributing properties in the district, and hence historic resources under CEQA Guidelines Section 15064.5.

The proposed demolition cannot yet be evaluated for its impact on the Market-Octavia district, because the boundaries and description of that district have not yet been confirmed. While the subject buildings are representative examples of the building type which would characterize a potential district of auto-themed properties, their demolition would impair the integrity of such a district because there are an ample number of other contributing buildings which would remain. The immediate context of the subject buildings is not architecturally or historically uniform, so replacement of these buildings would not disrupt a significant existing pattern.

## II. Sources

California Department of Parks and Recreation, Office of Historic Preservation. *California Inventory of Historic Places*, 1976.

California Department of Parks and Recreation, Office of Historic Preservation. *California Points of Historical Interest,* 1992.

California Department of Parks and Recreation, Office of Historic Preservation. *California Historical Landmarks*, 1996.

City and County of San Francisco, Department of Planning. *Building Permits*.

City and County San Francisco City, Department of Planning, Office of Analysis and Information Systems. *Property Information Report*.

City and County of San Francisco, Office of the Assessor-Recorder. *Real Property Records*. Sales Ledger, 1980-1990, 1979-1967, 1959-1967, 1939-1947, 1914-1938

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Marsh, Marshall, A Romance of Steel in California. Judson Pacific- Murphy Corporation. San Francisco, 1946.

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San Francisco Public Library., San Francisco History Room. San Francisco Chronicle Index, 1904-1950, Biographical Files and San Francisco Examiner Clipping File.

San Francisco Public Library, San Francisco History Room. Spring Valley Water Tap Records, 1861 – 1915.

San Francisco Public Utilities Commission, Water Installations Records Department.

Corbett, Michael R. Splendid Survivors, San Francisco; 1979.

## Table A: Chain of Title: **25 Dolores**

| Date (s) | Grantor | Grantee (to whom sold) | Notes |
|---|---|---|---|
| 9/28/08 | Mc Enerney Judgements | Augusta Guntz (1907-1909 Pacific Carriage Company; 23 Dolores Joseph Guntz, owner | North half of parcel, measuring 70 feet north-south and 140 feet east-west |
| 1926-1929 | Augusta Guntz | Oatfield and Fletcher, | H.M. Outfield owner |
| 1930-1932 | | H.M Oatfield | |
| 1932-1938 | | Barney M. Oatfield | |
| 1939-1943 | | B.M. Oatfield | |
| 1943-1949 | | Oatfield Barney | |
| 1949-1951 | | Oatfield's Barney Automotive Reconstruction | |
| 1953-1956 | | Barney Oatfield's Automotive Reconstruction Co. | |

There is no information in the city directories for the years between 1911 and 1925, for 25 Dolores.

## Table B: Chain of Title: **35 Dolores**

| Date (s) | Grantor | Grantee (to whom sold) | Notes |
|---|---|---|---|
| 12/04/12 | Mc Enerney Judgements | Carolyn M. Gansz | South half of parcel, measuring 70 feet north-south and 140 feet east-west. |
| Unknown | Walcrest Corp | | wholesale wallpaper |
| 1919 | Kresteller & Curry | | auto repair; 33 Dolores |
| 1920 | Kresteller & Stewart | | auto sales; 33 Dolores |

=A construction and alteration permit was issued to F.H. Grutz for a one-story brick building, 70 feet by 119 feet, on the southern half of the lot on August 10, 1917. The building's address is listed as "old (sic) numbers 21 to 31."

There is no listing for Augusta Guntz in the 1910 census and according to the January 1, 1920 census, she was a 69-year old widow, living on Oak Street in San Francisco with her sons Herman and Joseph A., 44 and 42 respectively, as well as her daughter, Cynthia, age 30.

The following Sales Ledgers were reviewed to determine the chain of title at the San Francisco City Assessor's Office: 1980-1990, 1979-1967, 1959-1967, 1939-1947, 1914-1938.

## Table C: Building Permit Survey

| Date | Permit # | Applicant | Description | Cost | Completion | Address |
|---|---|---|---|---|---|---|
| 06/1906 | 753 | F.X. Kast O | Frame carriage and wagon shed 75' W 90' L, 2X10 pine flooring on 3X4 redwood sleepers; 6 box stalls; Exterior board & battens. "Roof boards covered with fire proof materials." | $1250 | No info No job card | 25 |
| 08/10/17 | 77870 | F H Grutz (?) 432 Oak Street O; O. W. Britt, 330 Ivy Street, Builder | Brick Building 1 story "old number 21 to 31." "to be occupied as shop. Lot and building 70'X140'. Max ht. bldg. 18' Foundations on solid rock. Footings & foundations brick & concrete. Piers or columns and girders: Wood 6X8; Walls 13("?) thick; roof wood w/ tar & gravel. 12 skylights w/ wire glass. | $6000 | No info No job card | 25 |
| 01/30/36 | 16628 | B. Oatfield (?) O Pioneer Electric | Neon sign | $60 | No info No job card | 25 |
| 05/04/78 | 437020 | Ira Coburn, 2440 Mariposa C; Engle & Engle E; 35 Dolores Partnership O | Repair settlement damage. Use listed as Auto repair | $6500 | Completed 8/24/79 | 25 |

| | | | | | | |
|---|---|---|---|---|---|---|
| 07/06/83 | 508720 | Phoenix Simpton Co., C; John Bissinger A; 25 Dolores St. Ptnrship C/O Bill Graham 2001 Market | Convert to leasing offices; new leasing area & parking garage not to return to auto repair | $62,000 | Job card says actual address is 1907 Market; completed 3/20/84 | 25 |
| 11/29/89 | 629165 | Teakco C S&C Motor | Earthquake repair: epoxy grout @ conc. Beams. | $3000 | Job card Confusing notes imply work was at 2145 Market. Expired 3/28/90 | 25 |
| 4/25/90 | 642583 | Sarver Construction | Replace (E) spray booth w/ (N) | $11,300 | Expired – see 9011078 | 25 |
| 6/30/90 | E75620 | Sarver Construction | Four motors | No info | Finalized 9-18-90 | 35 |
| 7/30/93 | 742289 | C&R Construction C A&J Design Associates AE | Parapet safety program | $45,000 | expired | B |
| 6/16/98 | 854825 | J. R. Williams Co. C; A & J Design Assoc. AE | Parapet safety program; approved w/ application 9312967 which expired | $45,000 | No info No job card | |
| 1/25/00 | 902890 | Quality Bay Construction C; S.E.D.CO AE | Parapet bracing per parapet ordinance | $20,000 | Completed 10/2/00 | 25 |
| 2/25/03 | E20030 2254458 | Ferrera Electric | Electrical: survey underground svc. | No info | Complete 8/32/2003 | 25 |
| 7/2/03 | 1009422 | Structural Renovations CMaurice Valencia AE | Seismic upgrade UMB special procedure | $140,000 | No info No job card | B |
| 8/11/03 | EW2003 081282 | Ferrera Electric | 200A underground svc | No info | Complete 10/14/2003 | B |

O – Owner
C – Contractor
E – Engineer
A - Architect

Permit summary generated from **Exhibit E:** City and County San Francisco City, Department of Building Inspection - Building Permits.

## Table D: Potential Discontiguous District Consideration.

The following is a listing of buildings evaluated for similarities to 25-35 Dolores Street and eligibility in a potential discontiguous district.

| Address | Built | Stories | Rooms | Shape | Frontage | Depth | Area | Sq. Ft. | UMB |
|---|---|---|---|---|---|---|---|---|---|
| 25-35 Dolores | 1917 | 1 | 0 | S | 140 | 140 | 19,600 | 19,037 | Y |
| *48-50 Hoff | 1919 | 1 | 1 | | | | 4,390 | 4,394 | N |
| 156-160 Shotwell | 1946 | 1 | 5 | | | | 7,344 | 8,350 | N |
| 315 S. Van Ness | 1939 | 1 | 5 | | | | 4,081 | 4,086 | N |
| 333 S. Van Ness | 1945 | 1 | 3 | | | | 3,746 | 4,860 | N |
| 334 S. Van Ness | 1925 | 2 | 8 | | | | 2,121 | ? | N |
| 341 S. Van Ness | 1924 | 2 | 4 | | | | 3,746 | 5,190 | N |
| 353 S. Van Ness | 1941 | 2 | 3 | | | | 3,746 | 2,850 | N |
| *560 S. Van Ness | 1924 | 1 | 0 | | | | 10,415 | 6,545 | N |
| *623 Valencia | 1915 | 1 | 2 | S | 100 | 100 | 10,000 | 10,000 | Y |
| 700 Valencia | 1923 | 1 | 3 | | | | 5,248 | ? | N |
| 724 Valencia | 1921 | 2 | 2 | | | | 2,495 | 3,000 | N |
| 740 Valencia | 1906 | 1 | 2 | R | 75 | 100 | 7,500 | 7,500 | Y |
| 751 Valencia | 1925 | 1 | 1 | R | 25 | 80 | 2,000 | 2,000 | N |
| 780 Valencia | 1924 | 1 | 9 | | | | 4,996 | 5,750 | Y |
| 3360 20th | 1947 | 1 | 3 | R | 50 | 95 | 4,750 | 4,750 | N |
| 3420 18th | 1910 | 1 | 3 | R | | | 4,673 | 4,675 | N |
| 3248 17th | 1923 | 2 | 2 | | | | 2,996 | 5,840 | N |
| 3355 17th | 1927 | 1 | 7 | R | 92 | 100 | 9,200 | 9,200 | Y |
| 1434 15th | 1958 | 1 | | R | 50 | 85 | 4,250 | 4,250 | N |
| 1446 15th | 1933 | 1 | 3 | R | 35 | 185 | 6,475 | 2,975 | N |
| 1450 15th | 1908 | 1 | 3 | R | | | 8,224 | 6,088 | N |

S- Square Shaped Building
R- Rectangular Shaped Building
* The starred properties had the most in common with the subject property regarding style, structure, and period of significance. All information from the property information reports from the Planning Department

# III. Appendices

**Exhibit A:** Sanborn Fire Insurance Maps 1913-1915
**Exhibit B:** Sanborn Fire Insurance Maps 1913-1950
**Exhibit C:** City and County of San Francisco Assessor's Office Building Cards
**Exhibit D:** Property Information Report and Historic Resources Inventory- San Francisco Planning Department, Office of Analysis and Information Systems.
**Exhibit E:** City and County San Francisco City, Department of Building Inspection - Building Permits.
**Exhibit F:** San Francisco Planning Department, Architectural Quality Survey (AQS) 1976. Summary Rating: "2" Engla, 12/2/76

Exhibit A: Sanborn Fire Insurance Maps 1913-1915

Exhibit B: Sanborn Fire Insurance Maps 1913-1950

**Exhibit C:** City and County of San Francisco Assessor's Office Building Cards

**Exhibit D:** Property Information Report and Historic Resources Inventory- San Francisco Planning Department, Office of Analysis and Information Systems.

**Exhibit E:** City and County San Francisco City, Department of Building Inspection - Building Permits.

**Exhibit F:** San Francisco Planning Department, Architectural Quality Survey (AQS) 1976. Summary Rating: "2" Engla, 12/2/76

**Exterior photographs of properties considered for inclusion in a potential discontiguous district**


**Photograph 1** 280 14th Street, Central door and cornice with tile and ornamental shields.


**Photograph 2** 3420 18th Street, single story, simple cornice.


**Photograph 3** 560 South Van Ness Street, single story, central door location.


**Photograph 4** 623 Valencia Street, tapered parapet masks roof form. Like 25-35 Dolores, this property presents the appearance of paired buildings.


**Photograph 5** 48-50 Hoff Street, single story, parapet masks the roof profile.


**Photograph 6** 3122 17th Street, one story, trussed roof, Art Deco central door.

**DRAFT**

Secretary's Standards

**1) A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.**

**2) The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.**

**3) Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.**

**4) Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.**

**5) Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.**

**6) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.**

**7) Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.**

**8) Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken. The project will not affect subterranean conditions.**

**9) New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.**

**10) New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.**

SAN FRANCISCO
**PLANNING DEPARTMENT**

**MEMO**

# Historic Resource Evaluation Response

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| | |
|---|---|
| ***MEA Planner:*** | Tim Blomgren |
| *Project Address:* | **25 -35 Dolores Street** |
| *Block/Lot:* | 3534/069 |
| *Case No.:* | **2007.0848E** |
| *Date of Review:* | January 31, 2008 |
| *Planning Dept. Reviewer:* | Michael Smith |
| | (415) 558-6322 \| michael.e.smith@sfgov.org |

PROPOSED PROJECT ☒ Demolition ☐ Alteration

## PROJECT DESCRIPTION

The proposed project includes demolition of the two existing garage buildings on the site and construction of a 40-feet tall, residential building with 49 dwelling units and subterranean parking for 34 vehicles. The building would be approximately 58,000 square-feet.

## PRE-EXISTING HISTORIC RATING / SURVEY

Building permit records indicate that 25 Dolores Street was constructed in 1917 and 35 Dolores Street was constructed shortly thereafter in 1918. 25 Dolores Street is included on the Unreinforced Masonry Building (UMB) Survey and the Historic Property Data File for San Francisco County at the Northwest Information Center. The property was surveyed in 1993 and received a 5S2 rating that makes it eligible for local listing or designation and is presumed to be a historical resource. 35 Dolores Street is not listed on any local surveys.

## HISTORIC DISTRICT / NEIGHBORHOOD CONTEXT

The subject property is located on the east side of Dolores Street between Market and 15th Streets, on the border of the Mission and Upper Market neighborhoods. The property is within a RM-2 (Residential, Mixed, Moderate Density) zoning district and a 40-X height and bulk district. The subject lot measures 140-feet in width and 140-feet in depth. Each building occupies approximately 70-feet of frontage along Dolores Street.

The immediate context is defined by Dolores Street, a grand Boulevard with a gracious landscaped center median characterized by large palm trees. The subject property is within a block of Market Street where there are many other commercial buildings. On the west side of Dolores Street is the S & C Ford showroom and service building that was constructed in 1920. The other buildings on the block are three- and four- story multi-family residential buildings, a majority of which were constructed during the 1920's. The lone difference being the adjacent property to the south that was developed in 1953, it does not exhibit the same materials or architectural features as those on the block that were constructed in the 1920's.

Looking beyond the immediate context, the subject buildings appear to contribute to a discontiguous automobile-themed district. The potential district follows the former north / south highway that used to run through the city along Van Ness Avenue to Valencia Street. The boundaries for this potential district are unknown but similar building types can be found along the potential district route. These structures housed businesses that sold, repaired, and stored cars along the primary North / South arterial through the City.

1. **California Register Criteria of Significance: Note,** a building may be an historical resource if it meets any of the California Register criteria listed below. If more information is needed to make such a determination please specify what information is needed. *(This determination for California Register Eligibility is made based on existing data and research provided to the Planning Department by the above named preparer / consultant and other parties. Key pages of report and a photograph of the subject building are attached.)*

| | | | |
|---|---|---|---|
| **Event:** or | ☒ Yes | ☐ No | ☐ Unable to determine |
| **Persons:** or | ☐ Yes | ☒ No | ☐ Unable to determine |
| **Architecture:** or | ☒ Yes | ☐ No | ☐ Unable to determine |
| **Information Potential:** | ☐ Further investigation recommended. | | |
| **District or Context:** | ☒ Yes, may contribute to a potential district or significant context | | |

**If Yes; Period of significance: c. 1910 - 1930**

Notes: Below is an evaluation of the subject property against the criteria for inclusion on the California Register; it appears that the subject property is eligible for the Register.

*Criterion 1: It is associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States;*

As noted above, the subject property contributes to a potential automotive themed district. The period of significance for this potential automotive themed district is 1910 through 1930. These buildings are important in understanding the development of the City immediate following the dramatic increase in the availability of automobiles during the period of significance. The potential district follows the former north / south arterial through the City that ran along Van Ness Avenue to Valencia Street, though the exact boundaries of the district are unknown.

*Criterion 2: It is associated with the lives of persons important in our local, regional, or national past;*

The property does not appear to be associated with anyone who is important in our local, regional, or national past.

*Criterion 3: It embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master, or possesses high artistic values;*

Though the architect for 25 Dolores Street is unknown, its design possesses high artistic value, which makes it eligible for local listing. 35 Dolores Street was constructed shortly after 25 Dolores Street but

it does not have the same level of artistic detail and the facade appears to have been altered. As a result, it is not eligible for local listing based upon its design.

*Criterion 4: It yields, or may be likely to yield, information important in prehistory or history;*

It does not appear that the subject property is likely to yield information important to a better understanding of prehistory or history.

**2. Integrity** is the ability of a property to convey its significance. To be a resource for the purposes of CEQA, a property must not only be shown to be significant under the California Register criteria, but it also must have integrity. To retain historic integrity a property will always possess several, and usually most, of the aspects. The subject property has retained or lacks integrity from the period of significance noted above:

| | | | | | |
|---|---|---|---|---|---|
| **Location:** | ☒ Retains | ☐ Lacks | **Setting:** | ☒ Retains | ☐ Lacks |
| **Association:** | ☒ Retains | ☐ Lacks | **Feeling:** | ☒ Retains | ☐ Lacks |
| **Design:** | ☒ Retains | ☐ Lacks | **Materials:** | ☒ Retains | ☐ Lacks |
| **Workmanship:** | ☒ Retains | ☐ Lacks | | | |

Notes: 25 Dolores Street is a one-story brick building that is divided into five bays that surround the wall openings. A rectangular garage entrance occupies one bay and windows occupy the remaining bays. The four window bays have arched headers and two distinct divisions. The upper portion has four lights with an arched top. A spandrel panel and lintel separate the upper windows from the lower windows that are divided into eight lights. The parapet wall is a series of gabled sections. The only façade alteration appears to be the painted brick. The building retains its multi-light, steel sash windows. The building has a high degree of visual integrity.

Notes: 35 Dolores Street has a façade that is divided into six bays, with four occupied by windows, one occupied by a pedestrian entrance, and one occupied by the garage entrance. All of the openings have been downsized, containing an anodized sash in the upper portion that was likely used for signage. The bays at the outer edges of the façade have pent roofs and the center bays have a double width pent roof supported by decorative brackets. The building does not have the trim around the bays that is found on 25 Dolores Street and its original windows have been replaced by tinted windows and man door with anodized aluminum frames. The southern most bay has glass block. Although there have been many exterior changes to 35 Dolores Street, the changes are minor and reversible and do not impact the building's ability to convey its historical significance. 35 Dolores Street also has a high degree of visual integrity.

**3. Determination Whether the property is an "historical resource" for purposes of CEQA**

☐ No Resource Present *( Go to 6. below )* ☒ Historical Resource Present *( Continue to 4. )*

Notes: 25 Dolores Street is a historical resource that is individually eligible for local listing. 35 Dolores Street is not identified as a historical resource but is deemed a resource because of its high level of integrity and association with 25 Dolores Street.

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**4. If the property appears to be an historical resource, whether the proposed project is consistent with the Secretary of Interior's Standards or if any proposed modifications would materially impair the resource (i.e. alter in an adverse manner those physical characteristics which justify the property's inclusion in any registry to which it belongs).**

☐ The project appears to meet the Secretary of the Interior's Standards. *( Go to 6. below )*
*Optional:* ☐ See explanation below of how the project meets standards.

☒ The project is NOT consistent with the Secretary of the Interior's Standards and is a significant impact as proposed. *( Continue to 5. if the project is an alteration )*

The proposed project constitutes demolition of a resource. Demolition is not consistent with the Secretary of the Interior's *Standards and Guidelines for the Treatment of Historic Properties*, and constitutes a significant adverse impact to the historic resource.

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**5. Character-defining features of the building to be retained or respected in order to avoid a significant adverse effect by the project, presently or cumulatively, as modifications to the project to reduce or avoid impacts. Please recommend conditions of approval that may be desirable to mitigate the project's adverse effects.**

As noted above, the proposed project is demolition of a historical resource, and is not consistent with the Secretary of the Interior's *Standards and Guidelines for the Treatment of Historic Properties*. Demolition by nature is considered a significant adverse impact.

To bring the impact of the proposed project to a level that is less than significant, more of the original historic material, massing, and form needs to be retained and restored. Revising the proposal in the following manner may bring the impact to a level that is less than significant:

1. In order to preserve the character defining features of 25 Dolores Street, the front façade and all its character defining details should be retained and visible. A vertical addition can be constructed that is set back a minimum of approximately 20-feet from the front building wall to preserve the building's one-story scale at the street. The addition and development of 35 Dolores Street should be clearly differentiated from the historical building. Development of 35 Dolores Street should be set back from the front property line to maintain 25 Dolores Street as a separate and detached structure.

2. A condition assessment should be conducted on the front building elevation of 25 Dolores Street, and any details that are in poor condition should be repaired on replaced in-kind, in a manner consistent with applicable *Standards*.

3. Documentation of 25 Dolores Street should be provided in the form of drawings that meet the standards of the Historic American Building Survey (HABS). HABS level drawings should be provided for each of the existing exterior elevations, as well as the proposed sections and detailed drawings that illustrate how the new addition will meet the historic structure.

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**6. Whether the proposed project may have an adverse effect on off-site historical resources, such as adjacent historic properties.**

☒ Yes ☐ No ☐ Unable to determine

Notes: 35 Dolores Street is a similar structure and there is a similar commercial structure located across the street. These buildings were all constructed during the period of significance of the potential auto related historical district.

## PRESERVATION COORDINATOR REVIEW

Signature: _____ Date: _____
Mark Luellen, *Preservation Coordinator*

## CC:

Sonya Banks, *Recording Secretary*, Landmarks Preservation Advisory Board
Virnaliza Byrd / Historic Resource Impact Review File
Tim Blomgren / MEA Planner