



# SAN FRANCISCO PLANNING DEPARTMENT

**MEMO**

**DATE:** August 7, 2018

**TO:** Architectural Review Committee of the Historic Preservation Commission

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**RE:** **General Plan Amendment: The Central Waterfront – Dogpatch Public Realm Plan**

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## SUMMARY

The Central Waterfront - Dogpatch Public Realm Plan is an interagency framework for guiding public investment of streetscape and open space infrastructure projects in the Central Waterfront Plan Area. The Central Waterfront Area Plan was adopted in 2008 as part of the Eastern Neighborhoods planning effort (see Figure 1 – Plan Boundary). The San Francisco Planning Department led the planning process in partnership with the San Francisco Municipal Transportation Agency, San Francisco Public Works, the Port of San Francisco, and the San Francisco Recreation and Park Department.

The Central Waterfront neighborhood is currently experiencing intensive residential development and job growth, with the number of new households projected to quadruple within the next 15 years. This rapid growth emphasizes the need for delivery of improved and augmented parks, roadways, pedestrian and bicycle infrastructure to meet the needs of existing and new residents and employees.

Beginning in the spring of 2016 and continuing through the fall of 2017, the interagency team led a series of focus group discussions and public workshops to create the guiding framework for investments in complete streets, parks and open spaces within the Central Waterfront – Dogpatch Public Realm Plan Area and develop design ideas for priority projects. A draft Central Waterfront Public Realm Plan was presented to the public in January 2018, and a revised draft plan based on community feedback was released in June 2018. On June 28, 2018, the Planning Commission initiated the General Plan amendments to adopt by reference the Central Waterfront – Dogpatch Public Realm Plan. The adoption hearing is scheduled for August 23, 2018.

This memo provides an overview of the Plan in anticipation of an informational presentation at the Architectural Review Committee meeting on August 15, 2018.

## BACKGROUND

In 2008, the Central Waterfront Area Plan was adopted with various other area plans comprising the Eastern Neighborhoods to address inevitable change in four of the neighborhoods most affected by steady deindustrialization – the South of Market, the Mission, Showplace Square / Potrero Hill and the Central Waterfront.

The two key policy goals of the Eastern Neighborhoods Plans are to 1) ensure a stable future for Production, Distribution and Repair (PDR) businesses in the city, mainly by reserving a certain amount of

land for this purpose; and 2) to provide a significant amount of new housing affordable to low, moderate and middle income families and individuals, along with “complete neighborhoods” that provide appropriate amenities for these new residents.

The Central Waterfront Area Plan addresses policy level issues pertaining to land use, transportation, urban design, built form, open space, housing, historic resources, community facilities and economic development.

## **NEED FOR IMPLEMENTATION FRAMEWORK**

Under the Central Waterfront Area Plan, the Dogpatch neighborhood has continued to grow, accommodating both new housing and neighborhood commercial services. Many private development projects have recently occurred, but investment in the public realm has not kept up with the growth of the neighborhood.

The Central Waterfront Area Plan contains numerous policies and objectives that call for open space and street improvements to promote the safety, connectivity, and sustainability of the Dogpatch neighborhood. Key pertaining policies are listed below.

- OBJECTIVE 5.1: Provide public parks and open spaces that meet the needs of residents, workers and visitors.
- OBJECTIVE 5.3: Create a network of green streets that connects open spaces and improves the walkability, aesthetics, and ecological sustainability of the neighborhood.
- OBJECTIVE 5.4: The open space system should both beautify the neighborhood and strengthen the environment.

However, implementation of these policies has not kept up with the rapid change the neighborhood is undergoing. A clear guiding framework is needed to implement these objectives and policies, in particular for the public rights-of-way and open spaces where multiple departmental jurisdictions overlap.

Therefore, the interagency Public Realm Plan for the Dogpatch area kicked off in 2015 to develop an implementation tool that identifies and scopes context-appropriate improvements, and guides the investment of impact fees and other sources in the streetscapes and parks that tie the area together.

## **PLAN AREA**

The Central Waterfront - Dogpatch Public Realm Plan area generally encompasses the area south of Mariposa Street, east of Pennsylvania Street, north of Islais Creek Channel, and west of the San Francisco Bay, excluding the Port’s Pier 80 cargo facilities. The Central Waterfront - Dogpatch Public Realm Plan area is slightly bigger than the Central Waterfront Area Plan boundary, encompassing the area south of Cesar Chavez Street between 3<sup>rd</sup> Street and Indiana Street.



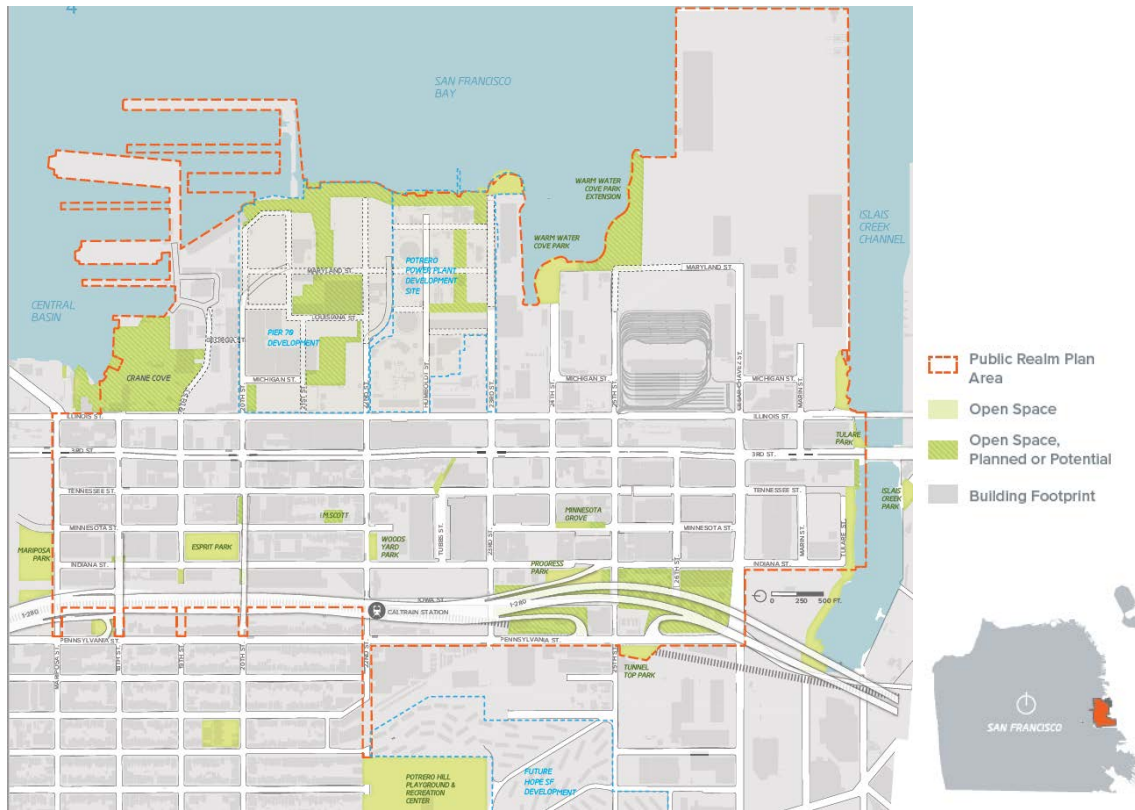


Figure 1 Public Realm Plan Area

## HISTORIC DISTRICTS

Throughout the City's history, the Dogpatch neighborhood has been known as a mixed industrial and residential district. In particular, areas of Dogpatch contain architecturally and historically significant workers' cottages, factories, warehouses and public buildings constructed between 1860 and 1945. It is one of the few neighborhoods that survived the 1906 earthquake and fire.

Several historic resource surveys have been conducted in the Central Waterfront Plan Area, including the Central Waterfront Historic Survey, completed in years 2000 and 2001 by the Planning Department in association with the Dogpatch Neighborhood Association. The Port of San Francisco also conducted the Union Iron Works National Register Historic District Nomination, which was prepared in 2009. These surveys led to the identification of a Pier 70 National Register Historic District and the Article 10 designation of the Dogpatch Historic District, as shown in Figure 2.

This Public Realm Plan includes streetscape and park design recommendations that celebrate the neighborhood's historical significance and promote the character of the Dogpatch Historic District. While the Union Iron Works Historic District is located within the Public Realm Plan boundary, the Plan referred to the Pier 70 Special Use District and its Design for Development for provisions regarding design standards and guidelines.

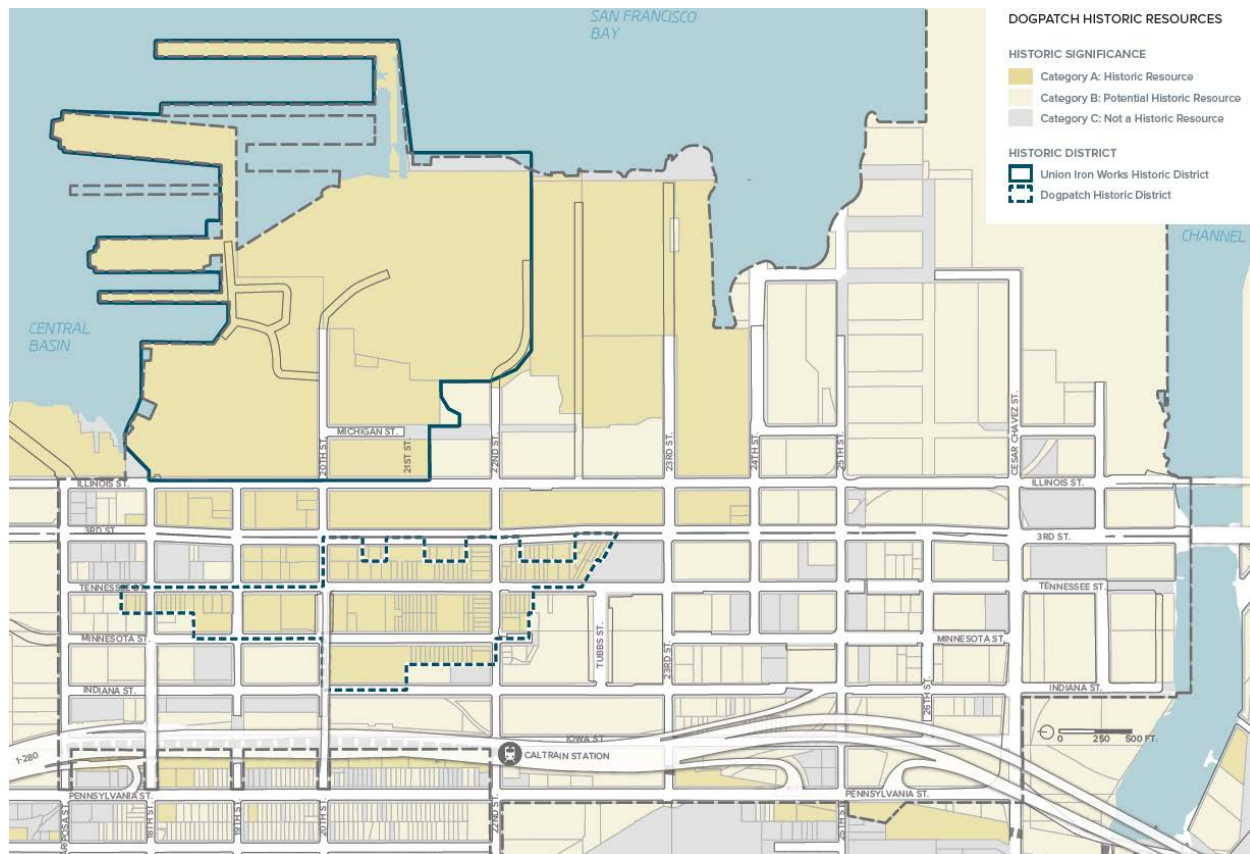


Figure 2 Historic Resources

## PLAN DEVELOPMENT AND COMMUNITY ENGAGEMENT

The Central Waterfront - Dogpatch Public Realm Plan is the result of a close collaboration between City agencies, neighborhood groups, institutions and community members. The San Francisco Planning Department led the planning process in partnership with the San Francisco Municipal Transportation Agency, San Francisco Public Works, the Port of San Francisco, and the San Francisco Recreation and Park Department.

One main goal of this planning effort is to identify and prioritize improvements to streets, sidewalks, and public spaces in the Dogpatch neighborhood based on community input gathered through multifaceted outreach efforts.

The Planning Department and the interagency team led a robust public process from September 2015 to November 2017 engaging numerous community stakeholders to solicit input to develop the Central Waterfront – Dogpatch Public Realm Plan, including five public workshops, over 20 focus group meetings, and distributed four distinct online surveys. In addition, The Planning Department and several neighborhood groups interacted and coordinated in various ways throughout the plan development process. Key neighborhood groups and institutions that were involved included, but were not limited to: Dogpatch Neighborhood Association, Potrero Boosters, Dogpatch Northwest-Potrero Hill Green Benefit District, Toes and Paws for Green Space, The Friends of Esprit Park, Tunnel Top Park Steering Committee, and University of California, San Francisco.

On January 31 2018, at the fifth public workshop of the planning process, the Planning Department released a public review draft of the Central Waterfront - Dogpatch Public Realm Plan to solicit public input for 30 days. Following the comment period, the Planning Department revised the plan responding to community feedback and published the final draft in June 2018. The final draft is available at [http://default.sfplanning.org/Citywide/Dogpatch\\_CtrlWaterfront/CWP\\_PRP\\_final\\_June2018.pdf](http://default.sfplanning.org/Citywide/Dogpatch_CtrlWaterfront/CWP_PRP_final_June2018.pdf), and excerpts are attached as Exhibit A of this memo.

## PUBLIC REALM VISION AND IMPLEMENTATION GUIDELINES & STRATEGIES

Building on the Central Waterfront Area Plan objectives and policies, the Public Realm Plan establishes a Vision Map (Figure 3) and Implementation Guidelines & Strategies. The vision map recognizes current and future anticipated concentrations of transit and commercial activity, residential density, and future open spaces that need to be connected by a robust network of safe, green streets. Together, they will provide a long-term framework for public realm investments in the plan area.

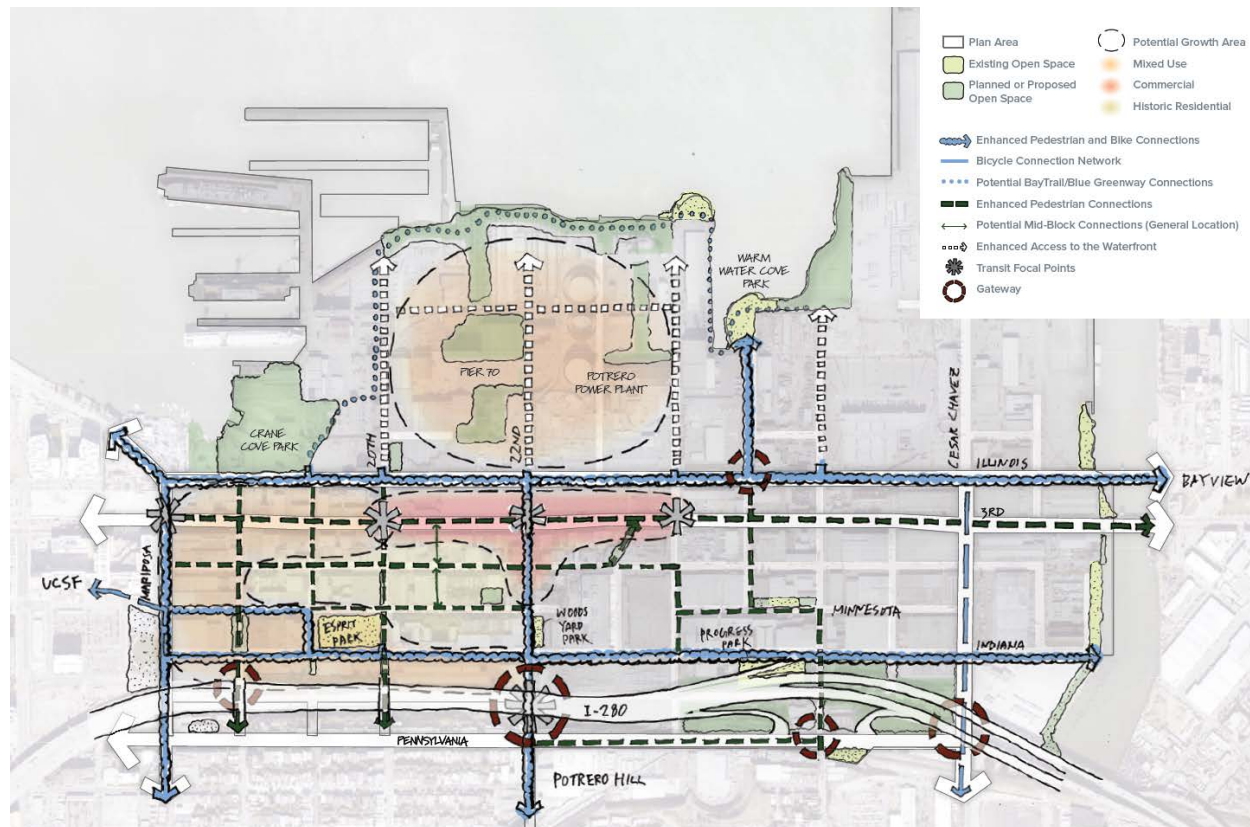


Figure 3. Vision Map

### Public Realm Plan Implementation Guidelines & Strategies

#### A NETWORK OF COMPLETE STREETS

##### A. Prioritize pedestrian safety and comfort along key walking routes

- B. Encourage Multi-Modal Transportation
- C. Maximize Greening Opportunities

#### A DIVERSITY OF HIGH-QUALITY OPEN SPACES

- A. Distribute open spaces equitably throughout the plan area
- B. Balance needs of local residents with those of other visitors
- C. Maximize ecological and habitat functions of open spaces

#### EXPRESS UNIQUE HISTORY AND CHARACTER

- A. Encourage the use of materials and forms that refer to industrial and maritime heritage
- B. Develop street designs that are appropriate for areas of differing land uses
- C. Continue developing a variety of open space types including plazas, street parks, pocket parks, and repurposing of under-freeway parcels
- D. Partner with local organizations on stewardship, maintenance, and activation programming in the Public Realm
- E. Support the adaptive reuse of historic buildings, associated with past institutional uses, for community-serving purposes

Building on the Central Waterfront Area Plan's Open Space Objectives 5.1 and 5.4, the Public Realm Plan inventories existing and planned open spaces and recommends open space improvements based on community input and interagency feasibility analysis. The Public Realm Plan selected representative open spaces to focus on for conceptual design through the plan effort, as illustrated in Chapter 4 of Exhibit A (June 2018 Draft Public Realm Plan).

The Public Realm Plan also contains a Key Pedestrian Routes Map (Figure 3-26 of Exhibit A) and a Map of Implementation Priorities for Complete Streets (Figure 3-26 of Exhibit A), which together will guide the capital planning and implementation of streetscape projects in the plan area. Typical streetscape designs for Industrial, Mixed-Use, and Residential streets are also illustrated in the Public Realm Plan to serve as a reference for future projects.

As a result of the Public Realm Planning process, some of the priority projects have already begun their implementation phases, including the Esprit Park renovation project led by the Recreation and Park Department and the Minnesota Grove project, led by the Public Works Department.

## ENVIRONMENTAL REVIEW

On May 2, 2018 the Planning Department determined that no supplemental environmental review is required for the proposed Ordinance. The environmental effects of this plan have been adequately analyzed pursuant to the California Environmental Quality Act ("CEQA") in the Final Environmental Impact Report ("FEIR") previously prepared for the Eastern Neighborhoods Rezoning and Area Plans project. The Planning Department reviewed the proposed plan in accordance with CEQA Guidelines Sections 15162 and 15164. The Planning Department found that implementation of the proposed plan would not cause new significant impacts not identified in the FEIR or result in a substantial increase in the severity of previously identified significant impacts, and no new mitigation measures would be necessary to reduce significant impacts. No changes have occurred with respect to circumstances



surrounding the original project that would cause significant environmental impacts to which the modified project would contribute considerably, and no new information has been put forward which shows that the modified project would cause significant environmental impacts. Based on the foregoing and in accordance with CEQA Guidelines Section 15164 and San Francisco Administrative Code Section 31.19(c)(1), the Planning Department documented the reasons that no subsequent environmental review is required for the Dogpatch Public Realm Plan and issued an Addendum to the Final Environmental Impact Report, attached as Exhibit B to this memo for reference.

## NEXT STEPS

June 28	City Planning Commission: Initiation Hearing
July 10	Port Commission: Informational Hearing
<b>August 15</b>	<b>Architectural Review Committee of the Historic Preservation Commission: Informational Hearing</b>
August 23	City Planning Commission: Adoption Hearing
September 4*	Board of Supervisors: Introduction
October 1*	Board of Supervisors: Land Use & Transportation Committee Hearing
October 9*	Board of Supervisors: First Reading
October 16*	Board of Supervisors: Second Reading

\* To be scheduled

## REQUESTED ACTION

The project team seeks comments on the proposed design guidelines and their compatibility with the Dogpatch Historic District. Comments will be used to inform potential refinements, specific to the Historic District, to the Public Realm Plan

## Attachments:

- Exhibit A: Excerpts from Final Draft of the Central Waterfront -Dogpatch Public Realm Plan (a full copy is available at [http://default.sfplanning.org/Citywide/Dogpatch\\_CtrlWaterfront/CWP\\_PRP\\_final\\_June2018.pdf](http://default.sfplanning.org/Citywide/Dogpatch_CtrlWaterfront/CWP_PRP_final_June2018.pdf))
- Exhibit B: Addendum to Final Environmental Impact Report

2.75



NESOTA



Excerpts

FINAL DRAFT  
JUNE 2018



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1

# INTRODUCTION



## BACKGROUND

### The Public Realm

The Public Realm is the setting for civic life, comprised of the network of streets, parks, open spaces, and the buildings that frame them.

Parts of San Francisco - especially along its eastern waterfront - are transitioning away from a historical focus on maritime and industrial functions. Housing, commerce, and institutional uses are increasingly prevalent, facilitated by a comprehensive rezoning in 2008 through the Eastern Neighborhoods planning effort and its constituent Area Plans.

At the time of rezoning, much of this formerly industrial cityscape lacked infrastructure for 'complete neighborhoods' such as sidewalks and pedestrian lighting, bicycle facilities, open space, parks, and recreational facilities. As new neighborhoods full of residents and employees have emerged in these areas over the last ten years, the demand for a comprehensive public realm becomes more urgent. Dogpatch is one of the eastern neighborhoods experiencing the largest proportional growth.

The Central Waterfront - Dogpatch Public Realm Plan is an interagency effort to identify and scope public realm improvements for the area. Scoping includes the development

of conceptual designs - and preliminary cost estimates for those concepts - to better inform the City's budget and resource allocation plans for the area.

### The Central Waterfront - Dogpatch

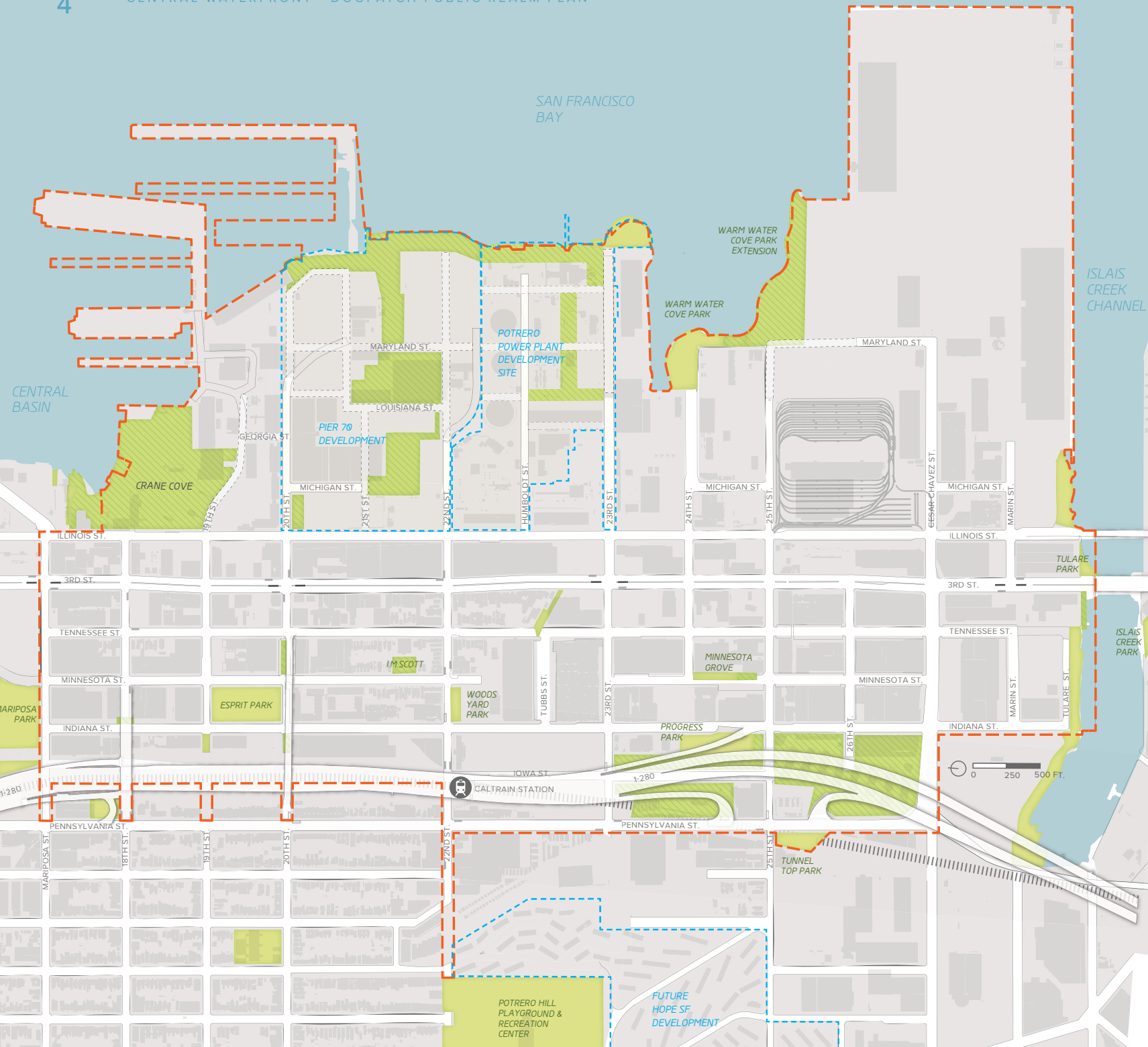
The Dogpatch neighborhood has undergone many periods of rapid and significant change for decades: once a cattle ranch on the coast; to an industrial job center; to a small fringe neighborhood after the industrial decline in the 1960s; and in the present day, a desirable mixed-use neighborhood for small firms, artists, and residents. Its rich history and unique industrial character initially drew a diverse population to the neighborhood. Recently with increased economic growth in the city, the neighborhood has seen an influx of younger families and professionals, enriching and diversifying its culture and charm.

Since heavy industries stopped operating in the neighborhood, the Dogpatch neighborhood saw the emergence of land use competition, where newer residential and office development began to outbid the remaining industrial uses. Recognizing this issue, the Eastern Neighborhoods community planning process began in 2001 with the goal of devel-

oping new zoning controls for the industrial portions of these neighborhoods. At the end of the process a set of policies and strategies governing land use, open space, and transportation, called the Central Waterfront Area Plan, was developed and adopted by the Board of Supervisors in December 2008.

Under the Central Waterfront Area Plan, the Dogpatch neighborhood has continued to grow, accommodating both new housing and neighborhood commercial services, while maintaining and embracing many historic industrial and maritime functions. While many private development projects have recently occurred, investment in the public realm has not kept up with the growth of the neighborhood. The interagency Public Realm Plan for the Dogpatch area kicked off in 2014 to set the framework for public space improvements in the neighborhood, guiding the investment of impact fees and other sources in the streetscapes and parks that tie the area together. This includes recognizing the independent planning efforts for areas like Pier 70, while also filling in the gaps to create a wholistic vision for Dogpatch.





**FIGURE 1-1.**  
PUBLIC REALM  
PLAN AREA

- Public Realm Plan Area
- Open Space
- Open Space, Planned or Potential
- Building Footprint



## PUBLIC REALM PLANNING OUTCOMES



### HOLISTIC VISION

Create a network of linked public spaces that reflects community priorities, responds to growth, and ties together key destinations.



### REFLECT PRIORITIES

The Plan should reflect the public realm priorities of local residents, business operators, and neighborhood organizations.



### AGENCY COORDINATION

The Plan will provide a platform for coordination between different government and nonprofit agencies.



### INTEGRATED DESIGN

The Plan can ensure that all public space projects, large and small, receive expertise that leads to a high standard of design and execution. Concept designs reflect the best ideas for implementation.



### PLAN FOR PEDESTRIANS

The Plan can identify critical pedestrian linkages through the neighborhood to better link open spaces, institutions, and residential areas that are incomplete or disjointed.



### IMPLEMENTATION STRATEGY

The plan can include recommendations for implementation, supporting information such as typical per-unit cost estimates for improvements and potential funding sources, to guide future funding decisions.

## OBJECTIVES AND POLICIES FROM THE 2008 CENTRAL WATERFRONT AREA PLAN PERTAINING TO THE CENTRAL WATERFRONT - DOGPATCH PUBLIC REALM PLAN

### OBJECTIVE 5.1

Provide public parks and open spaces that meet the needs of residents, workers and visitors.

### OBJECTIVE 5.3

Create a network of green streets that connects open spaces and improves the walkability, aesthetics, and ecological sustainability of the neighborhood.

#### Policy 5.3.1

Redesign underutilized portions of streets as public open spaces, including widened sidewalks or medians, curb bulb-outs, “living streets” or green connector streets.

#### Policy 5.3.2

Maximize sidewalk landscaping, street trees and pedestrian scale street furnishing to the greatest extent feasible.

#### Policy 5.3.3

Design intersections of major streets to reflect their prominence as public spaces.

#### Policy 5.3.4

Enhance the pedestrian environment by requiring new development to plant street trees along abutting sidewalks. When this is not feasible, plant trees on development sites or elsewhere in the plan area.

#### Policy 5.3.5

Significant above grade infrastructure, such as freeways, should be retrofitted with architectural lighting to foster pedestrian connections beneath.

#### Policy 5.3.6

Where possible, transform unused freeway and rail rights-of-way into landscaped features that provide a pleasant and comforting route for pedestrians.

#### Policy 5.3.7

Develop a continuous loop of public open space along Islais Creek

#### Policy 5.3.8

Pursue acquisition or conversion of the Tubbs Cordage Factory alignment to public access.

Should it be infeasible to purchase the necessary property, future development should include the following improvements:

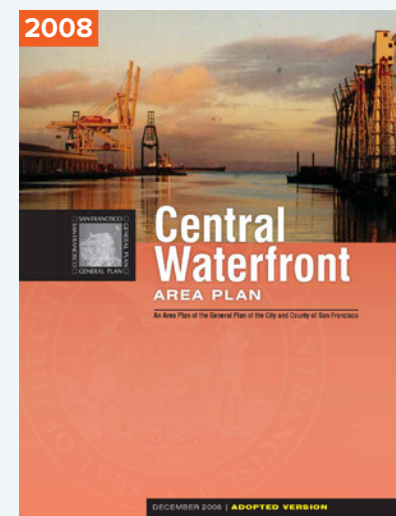
- Good night-time lighting for pedestrian safety and comfort.
- Limit ground cover to 24” to maximize visibility.
- If benches are provided, they should be placed only at the street.

#### Policy 5.3.9

Explore possibilities to identify and expand waterfront recreational trails and opportunities including the Bay Trail and Blue-Greenway.

### OBJECTIVE 5.4

The open space system should both beautify the neighborhood and strengthen the environment.



### CENTRAL WATERFRONT AREA PLAN

SF Planning, December 2008

The Central Waterfront Area Plan, part of the Eastern Neighborhoods Program, establishes objectives and policies for the public realm.

The Public Realm Plan operationalizes these objectives into a well-informed framework for implementing Area Plan objectives and policies by identifying and scoping context-appropriate improvements



## COMMUNITY ENGAGEMENT OVERVIEW

The Central Waterfront - Dogpatch Public Realm Plan is the result of a close collaboration between City agencies, neighborhood groups, institutions and community members. The San Francisco Planning Department led the planning process in partnership with the San Francisco Municipal Transportation Agency, Public Works, SF Port, and Recreation and Park Department.

One main outcome of this Planning effort is to identify and prioritize improvements to streets, sidewalks, and public spaces in the Dogpatch neighborhood based on community input gathered through multifaceted outreach efforts. During the planning process, the San Francisco Planning Department held 5 public workshops, over 20 focus group meetings, and distributed 4 distinct separate online surveys.

The materials presented at each public workshop and a summary of the feedback received are provided in Appendix A.



Interactive Prioritization Posters, Workshop #1

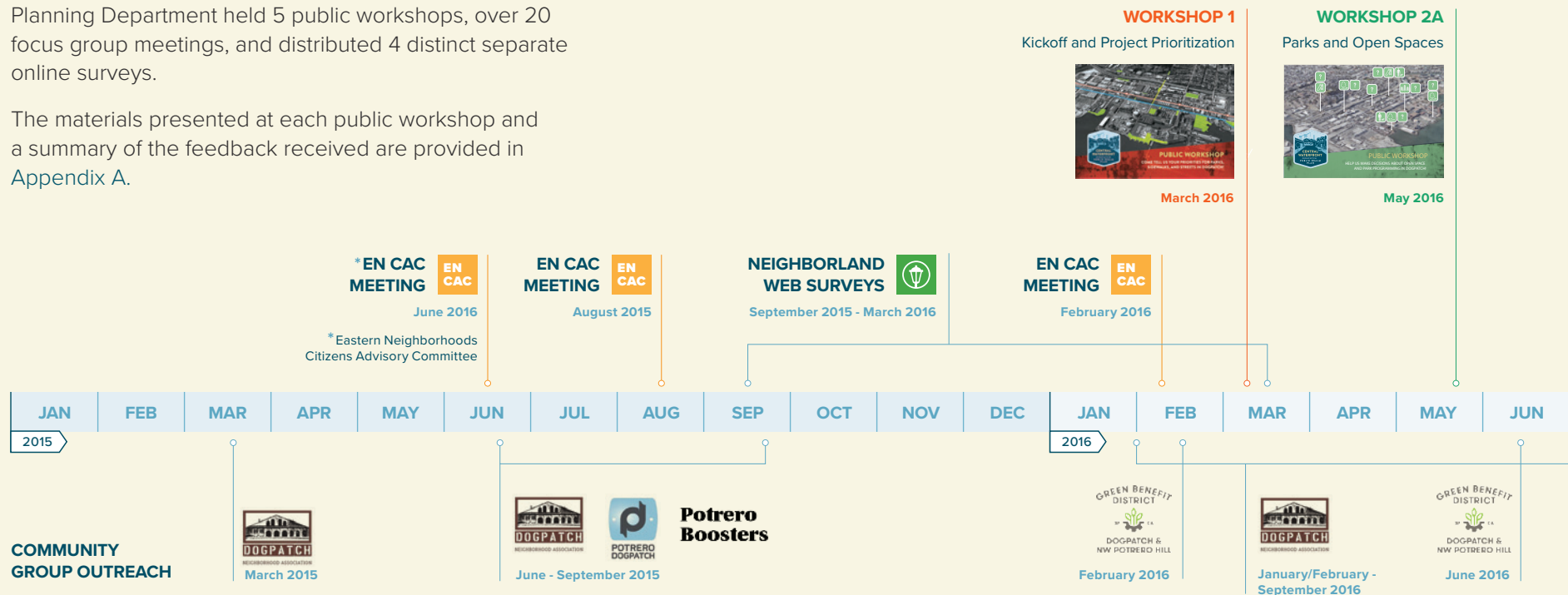


FIGURE 1-2. COMMUNITY ENGAGEMENT OVERVIEW



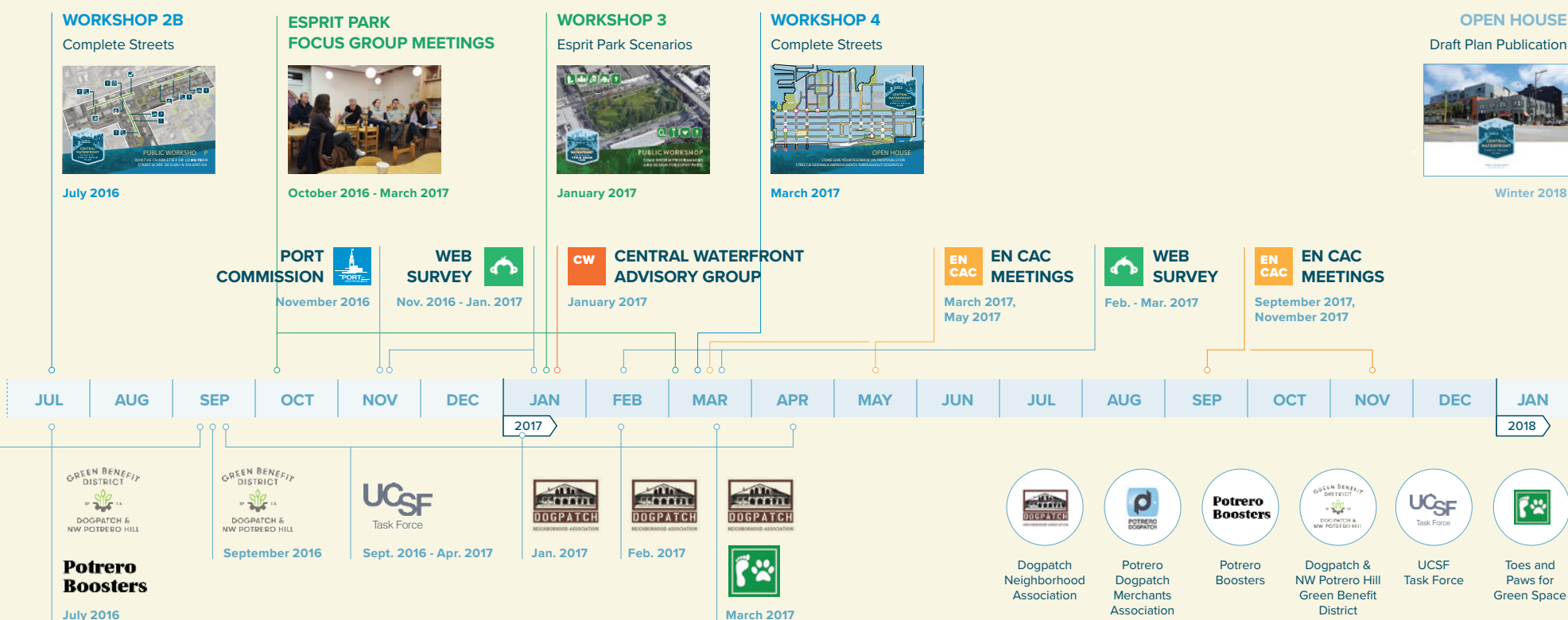
## NEIGHBORHOOD GROUP MEETINGS

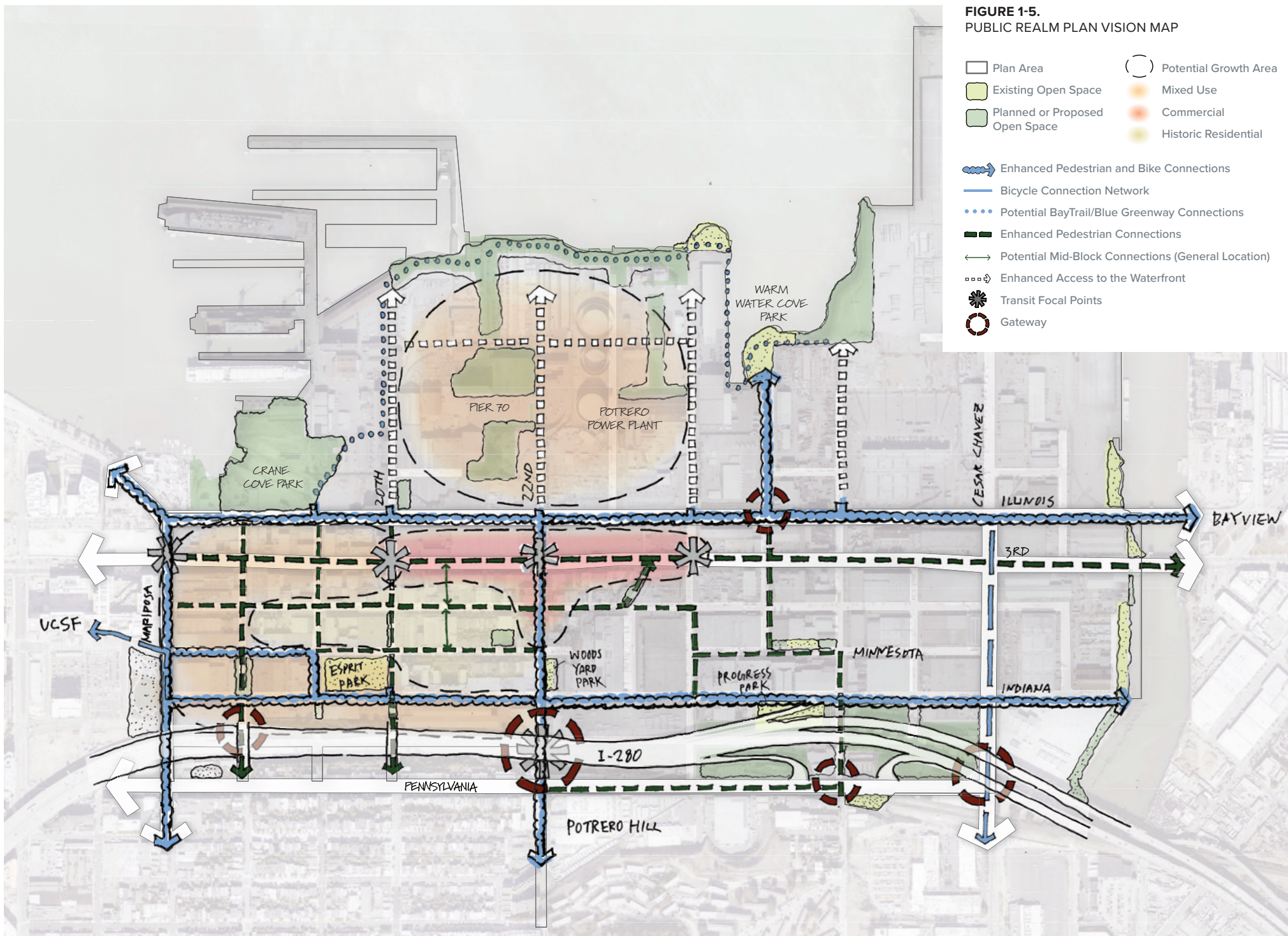
The project team and several neighborhood groups interacted and coordinated in various ways throughout the plan development process; in addition to public workshops and meetings hosted by the Planning Department. City staff usually attended these groups' regular board meetings to provide updates and solicit input on the process and content of the plan development.

Given that the nature of this planning effort is more long term than the work program implemented by the neighborhood groups, the emphasis was given to integration of the neighborhood groups' work and vision into the overall long-term vision for the Dogpatch's public space.

Key neighborhood groups and institutions included, but were not limited to:

- » Dogpatch Neighborhood Association
- » Potrero Boosters
- » Dogpatch Northwest-Potrero Hill Green Benefit District
- » Toes and Paws for Green Space
- » The Friends of Esprit Park
- » Tunnel Top Park Steering Committee
- » University of California, San Francisco
- » Friends of Potrero Hill Nursery School
- » The Alt School
- » La Scuola







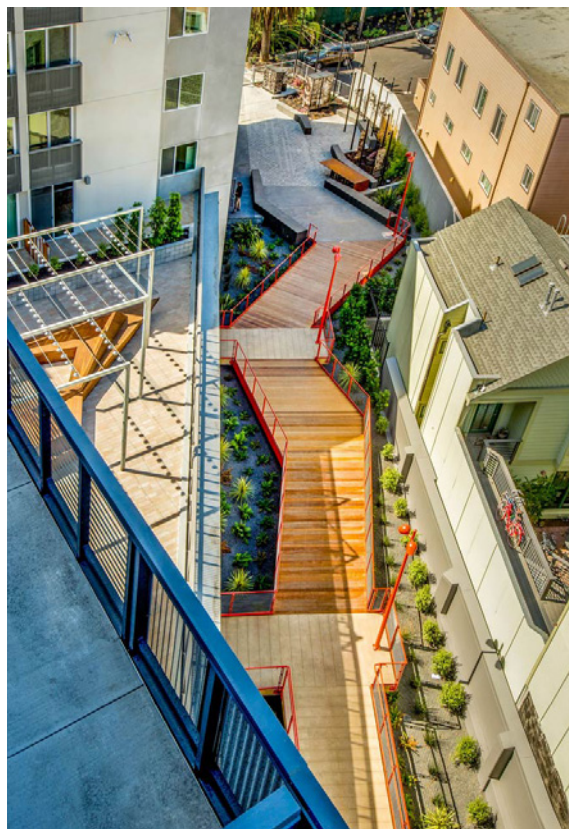
## PUBLIC REALM VISION AND DESIGN POLICIES

The Public Realm Plan Vision Map (Figure 1-5) establishes a long-term framework for public realm investments in the Central Waterfront - Dogpatch. The map recognizes current and future anticipated concentrations of transit and commercial activity, residential density, and future open spaces that need to be connected by a robust network of safe, green streets.

Enhanced pedestrian connections are concentrated in the northern portions of the Plan Area, where residential and commercial land uses are most prevalent. The largest open spaces are arrayed along the bay shoreline, making east-west streets – especially those providing connections to the adjacent Potrero Hill neighborhood – even more important. 18th Street, 20th Street, and 25th Street

take on special significance as connectors to large waterfront open spaces. New developments east of Illinois create new north-south streets, such as Maryland, that connect the Pier 70 and Potrero Power Plant sites to one another. Other streets such as Minnesota, Indiana, and Pennsylvania provide enhanced north-south connections to a residential and open space cluster in southern Dogpatch.

The Dogpatch Ropewalk designed by Fletcher Studio reflects Dogpatch's industrial and Maritime heritage.





### A NETWORK OF COMPLETE STREETS

The Central Waterfront is currently made up of an incomplete, discontinuous street grid with physical characteristics of the neighborhood's industrial past.

Dogpatch Streets should be complete in all senses of the word: broken links in the street grid should be closed, and areas with new residential and commercial growth should include the amenities serving higher pedestrian and bicycle use. Pedestrian and cyclist connections to adjacent neighborhoods, new waterfront parks, and neighborhood institutions should be comfortable and safe.

Street design should recognize needs of ongoing industrial and maritime uses, particularly facilities east of Illinois Street.



### A DIVERSITY OF HIGH-QUALITY OPEN SPACES

Over the years, a number of informal parks and open spaces were created by residents to meet local recreational needs. This collection of unique assets, created from under-utilized rights-of-way, express the spirit of Dogpatch and inventiveness of its residents.

As the neighborhood continues to grow with new residents and workers, informal open spaces should be upgraded, expanded, and multiplied alongside existing formal parks. Renovations should accommodate diversifying user needs, upgrades to facilities and furnishings, and night time safety. New open spaces should be implemented throughout the plan area, giving more equal and ready access to recreational facilities.



### A LANDSCAPE EXPRESSIVE OF UNIQUE HISTORY AND CHARACTER

Central Waterfront streets and open spaces vary in quality and character from block-to-block. This landscape reflects a neighborhood history steeped in maritime industry, industrial manufacturing, and a new creative economy of local crafts and fabrication.

Streetscape and open space designs should be responsive to immediate land uses, and endeavor to highlight remnant warehouse architecture and other historic fabric. Rather than draw on standard solutions found ubiquitously throughout the city, designs, materials and furnishings in the public realm should also borrow from industrial forms and palette.

Key historic buildings associated with past institutional use should also be adaptively reused to serve new needs.

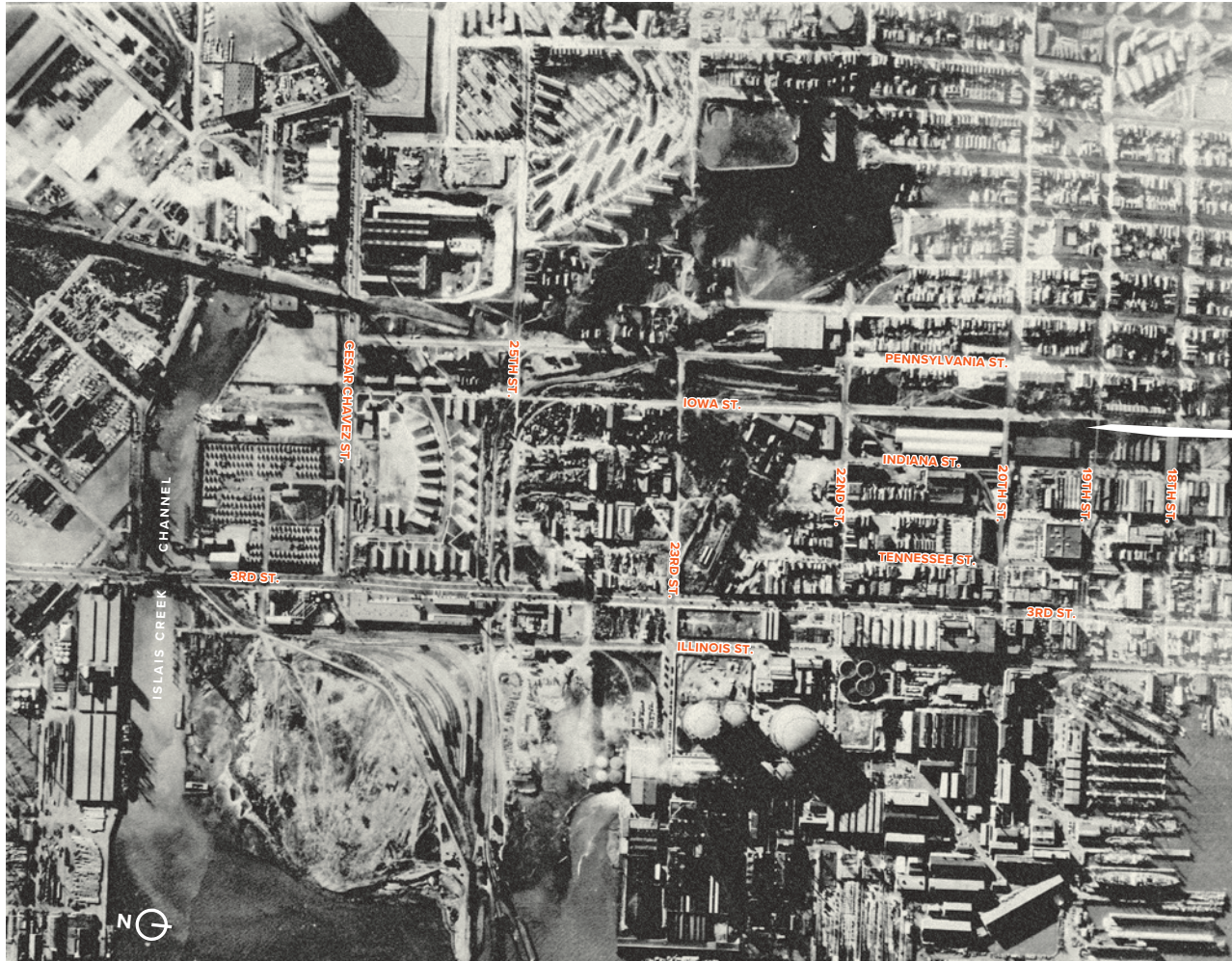


# 2

## PLAN AREA CONTEXT







The public realm, including streets, sidewalks, parks, and open spaces should be considered in relation to their context and historical development. Building upon previous planning efforts, improvements to the Dogpatch's public infrastructure will shape the future landscape and influence the socioeconomic environment of the area. This chapter investigates the Area's history, its zoning and its land use along with its demographics, transportation, and street trees.

Image above: Aerial view of the Central Waterfront area, 1948.

## HISTORICAL CONTEXT <sup>1</sup>

The Dogpatch neighborhood has a rich history due to its proximity to the water. Access to the water provided the basis for widespread industrial development ranging from a cattle ranch to maritime commerce. Many parts of Dogpatch once depended upon the bay for their livelihood. As maritime industries grew prosperous, portions of the bay were filled in to accommodate industrial development; hence, shaping the current landscape of the Dogpatch neighborhood.

### EARLY AMERICAN ROOTS (1850s)

Originally called "Potrero Nuevo," the Dogpatch area was designated for cattle ranching. However, by the turn of the century, significant industries, such as black gunpowder production and rope manufacture (Tubbs Cordage) replaced agriculture practices.

### RAILROAD EXPANSION (1900s)

Southern Pacific and Atchison, Topeka & Santa Fe Railroads filled in the area's tidal flats. The Atchison, Topeka & Santa Fe railways were located on Indiana Street, what is now the Caltrain's right of way. Potrero Point remained a hub for railroad operations well into the 20th century.

<sup>1</sup> The content in this section is derived from the presentation materials prepared by UC Berkeley students in the Spring 2016 CP 208 Plan Preparation Studio, Professor Elizabeth Macdonald.





Potrero Point and Long Bridge, 1857



Union Iron Works, 1860s-1940



Irish Hill, 1890



The Third Street Rail, 1905



Illinois Street, 1980s

### INDUSTRIAL EXPANSION (1920s)

Union Iron Works became the largest employer in the area. The company was responsible for building ships for the government during WWI and WWII. At its height the company employed 18,500 people. Maritime industries were popularized at the turn of the century due to the area's deep water access.

### INDUSTRIAL DECLINE (1960s)

As the importance of heavy industry waned across the United States, Dogpatch experienced significant decreases in residents and jobs. In addition to a decline in population and employment, the neighborhood suffered from repeated arson during this period.

### REVITALIZATION (1980s - Now)

In the 1980s, new development and interest arose in Dogpatch due to the growing number of small creative firms and artists looking for spaces with affordable rents in San Francisco. This migration brought new interest into the region, resulting in an expansion of firms and residents.



## HISTORIC RESOURCES

The Dogpatch neighborhood is historically known as a mixed industrial and residential district. In particular, Dogpatch contains architecturally and historically significant workers' cottages, factories, warehouses and public buildings constructed between 1860 and 1945. It is one of the few neighborhoods that survived the 1906 earthquake and fire.

Several historic resource surveys have been conducted in the Central Waterfront Plan Area, including the Central Waterfront Historic Survey, completed in years 2000 and 2001 by the Planning Department in association with the Dogpatch Neighborhood Association. The Port of San Francisco also conducted the Union Iron Works National Register Historic District Nomination prepared in 2009. These surveys led to the identification of a Pier 70 National Register Historic District and the Article 10 designation of the Dogpatch Historic District, as shown in [Figure 2-6](#).

This Public Realm Plan includes streetscape and park design recommendations that celebrate the neighborhood's historical significance and promote the character of the historic district.

### Dogpatch Historic District

The most distinctive residential enclave on Tennessee and Minnesota Streets served as the center of the Dogpatch neighborhood



1929 Birdseye

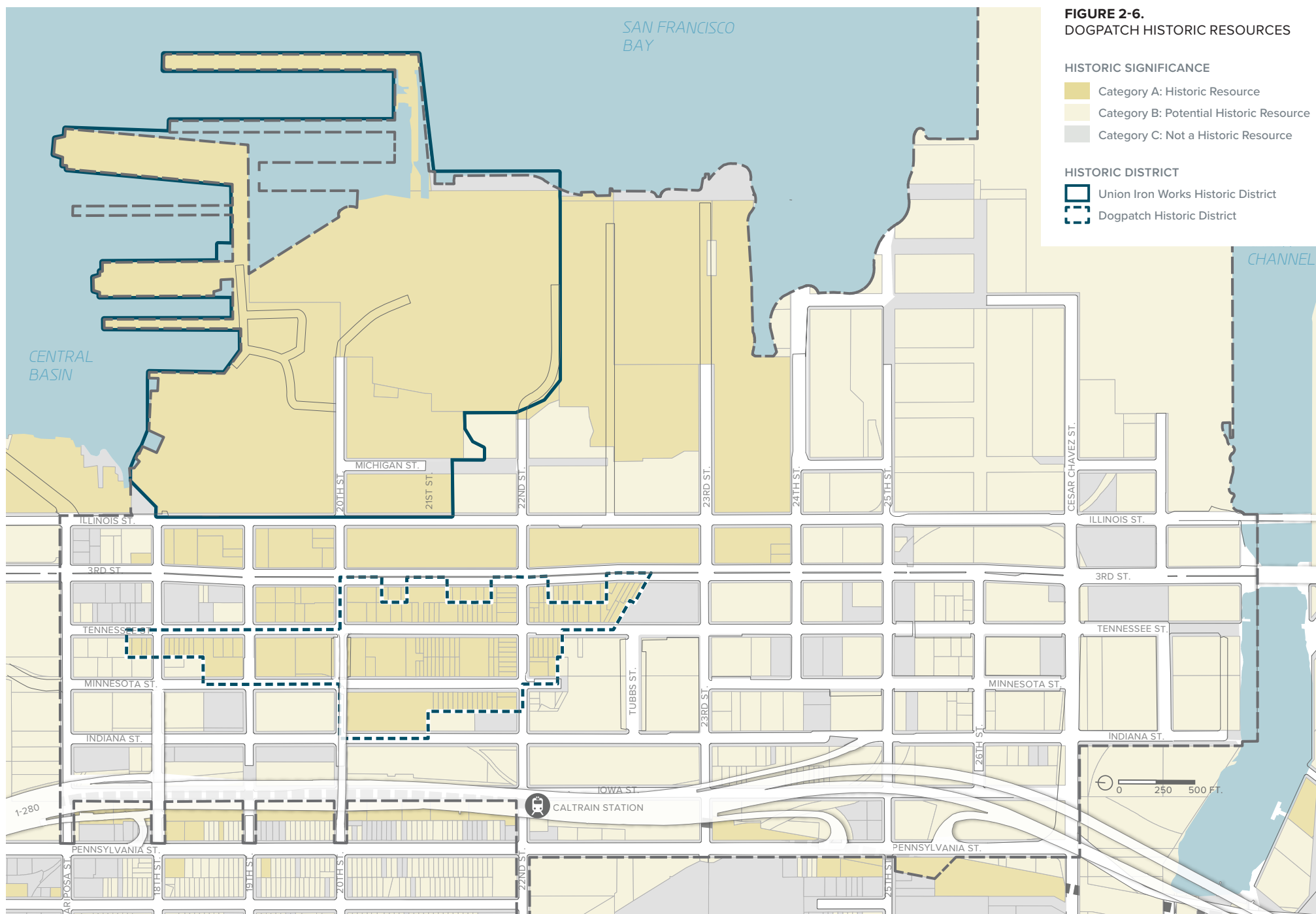


1955 Potrero Police Station



Tubbs Cordage worker houses, 1974





and hence, was designated as the Dogpatch Historic District under Article 10 of the Planning Code. Many of the houses in this area were built around the turn of the century and are typically one- or two-story structures.

### Union Iron Works Historic District

The most important event in the industrial history of the area was the establishment of the Union Iron Works (UIW) shipyard in 1883 at the site of what is now Pier 70. UIW soon grew into one of San Francisco's largest industrial corporations and became a key part of the city's economy. Most of Potrero Point was leveled in conjunction with the construction of the UIW. The shipyards and mills at Pier 70 are considered to be part of the oldest, largest and most intact historic industrial complex remaining in the city. Recognizing the significance of this event and the site, the Port of San Francisco, which owns the Pier 70 properties, designated it as the Union Iron Works Historic District and added it to the National Register of Historic Places on April 17, 2013.

### Historic Resource Under CEQA

The California Environmental Quality Act (CEQA) and the Guidelines for Implementing CEQA (State CEQA Guidelines, Section 15064.5) give direction and guidance for the environmental evaluation of projects. For the purposes of CEQA, "Historical Resources" include properties listed in, or formally



1927 19th Street viaduct as pedestrian-only bridge

determined eligible for listing, in the California Register of Historical Resources. Properties listed in an adopted local historic register, or properties that fit the definition of a "historical resource," as defined in the CEQA Statutes and Guidelines, are also included.

Every property will be issued a specific designation by the city according to the following criteria in terms of three major categories:

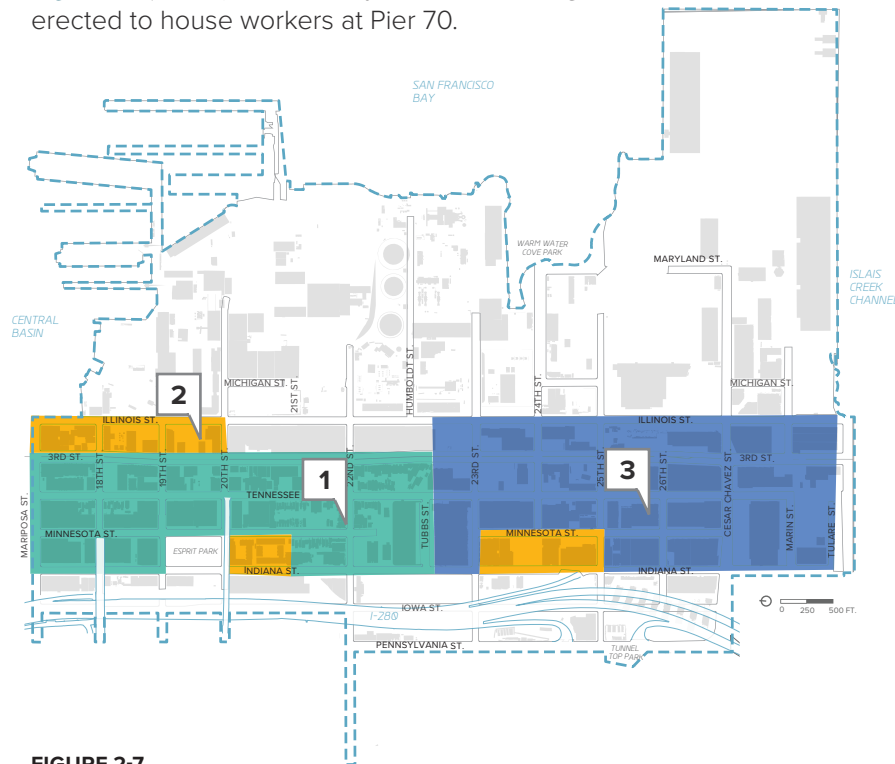
- » Category A – Historical Resources
- » Category B – Properties Requiring Further Consultation and Review.

- » Category C – Properties Determined Not To Be Historical Resources or Properties For Which The City Has No Information indicating that the Property is a Historical Resource.

As shown in Figure 2-6, most "Category A" properties are located in the central Dogpatch area. Development of these properties would require evaluation on whether the action or project proposed by the sponsor would cause a "substantial adverse change" to the "historical resource."

## BUILT FORM

The diverse character of the built environment in Dogpatch constitutes the vibrant visual and unique interest of the neighborhood. The grain of the urban fabric changes drastically from Potrero Hill in the west to the waterfront in the east. The size of parcels are generally much larger in southern Dogpatch and on the Piers, where Industrial uses have historically dominated. Large warehouses and surface staging lots predominate in those areas. There is a cluster of finer-grained lots and buildings in the historic core of Dogpatch (see Figure 2-7), comprised mostly of historic cottages erected to house workers at Pier 70.



**FIGURE 2-7.**  
GEOGRAPHIC GROUPINGS - THE FABRIC OF BUILDINGS AND LANDSCAPES

2 The map and photographs on this page is derived from the presentation materials prepared by UC Berkeley students from Professor Macdonald's Spring 2016 CP 208 Plan Preparation Studio.



**1** HISTORIC DISTRICT

**2** NEW RESIDENTIAL

**3** PDR + INDUSTRIAL



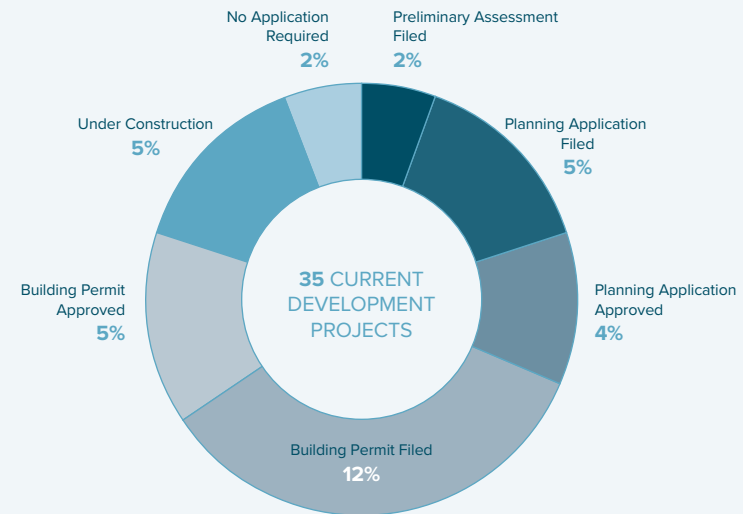
## DEVELOPMENT PIPELINE

Between 2015 and 2025, the number of housing units in Dogpatch could quadruple in the most aggressive scenario. As highlighted in Figure 2-15, almost every block in northern Dogpatch has projects in various stages of the entitlement or construction process. According to the most recent pipeline report\*, about 3,000 housing units are expected to be built in the next 10-15 years, as shown in the chart to the right. Major development projects in the pipeline include Pier 70 (500-1500 units) and UCSF student housing (595). The Potrero Power Plant site began its planning process in 2017, although at the time of the plan preparation, the housing projection had not yet been determined.

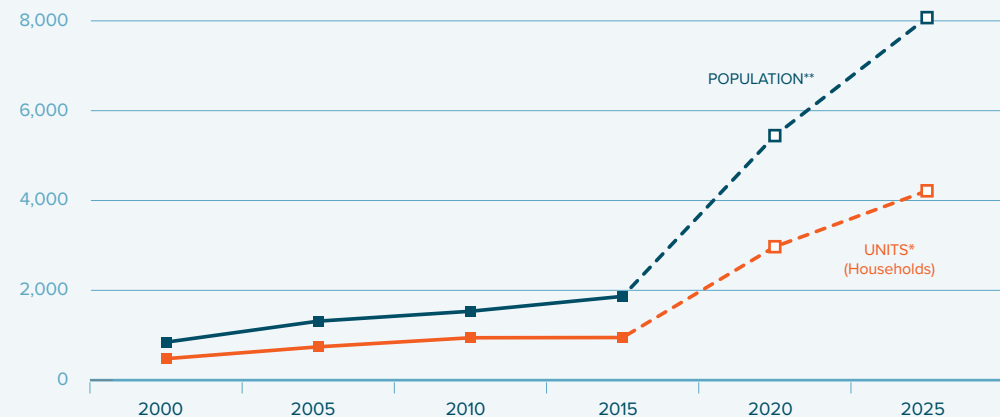


Housing development on Tennessee at 23rd Street

**FIGURE 2-13.**  
CURRENT DEVELOPMENT PROJECTS\*



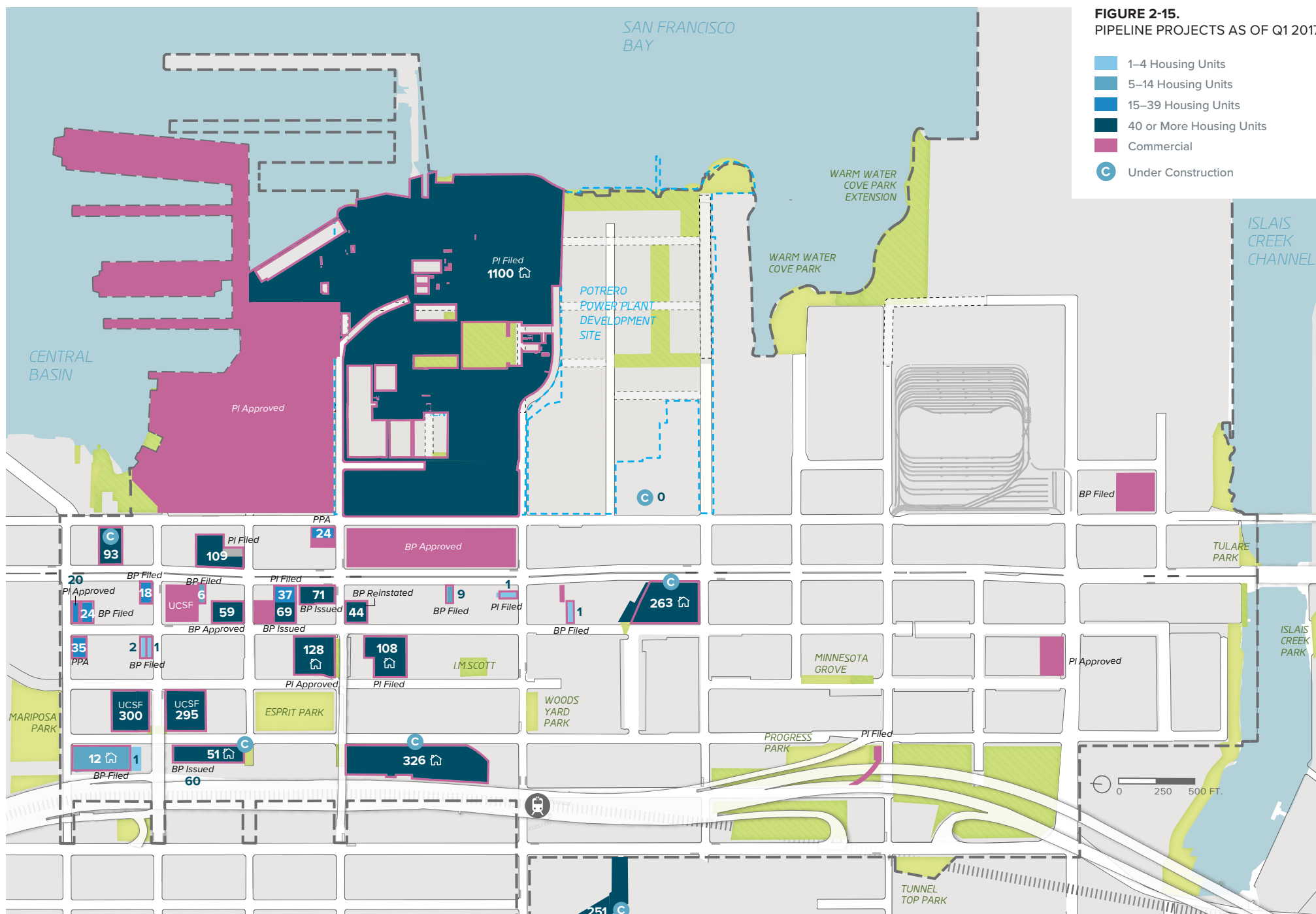
**FIGURE 2-14.**  
POPULATION GROWTH PROJECTIONS



\* Based on Q3 2016 development pipeline report (SF Planning). Does not yet include projects with no application on file at the time, such as the Potrero Power Plant site

\*\* Includes developments by State Agencies such as University of San Francisco or developments on Port Property

\*\*\* 2000 - 2015 population data via US Census / ACS for census tract 226. 2020 - 2025 population projections extrapolated from Q3 2016 development pipeline report (SF Planning)





3

# COMPLETE STREETS



## A PEDESTRIAN MASTER PLAN FOR THE CENTRAL WATERFRONT

This Public Realm Plan lays out a vision for Dogpatch streets and provides a conceptual design framework for a safer, more walkable neighborhood. The framework includes a set of recommendations based on the existing conditions analysis and community input received throughout the planning process. It is important to note that all suggested improvements will require further engineering and technical analysis by relevant City agencies including Public Works, SFMTA, and SF Port to determine feasibility and finalize designs.

### KEY PEDESTRIAN ROUTES

Figure 3-26 designates Key Pedestrian Routes identified through the Public Realm Plan. Together these Routes form a network that connects residents and workers to transit, open spaces, and community institutions. It is consistent with the "Vision Map" in Chapter 1, as well as the Priority Streets for Capital Improvement" map in Chapter 5. The maps will guide the capital planning and implementation of streetscape projects in the Central Waterfront, and are an important element in transforming Dogpatch into a people-centred neighborhood with safe, attractive streets that connect residents, workers and visitors to local destinations.

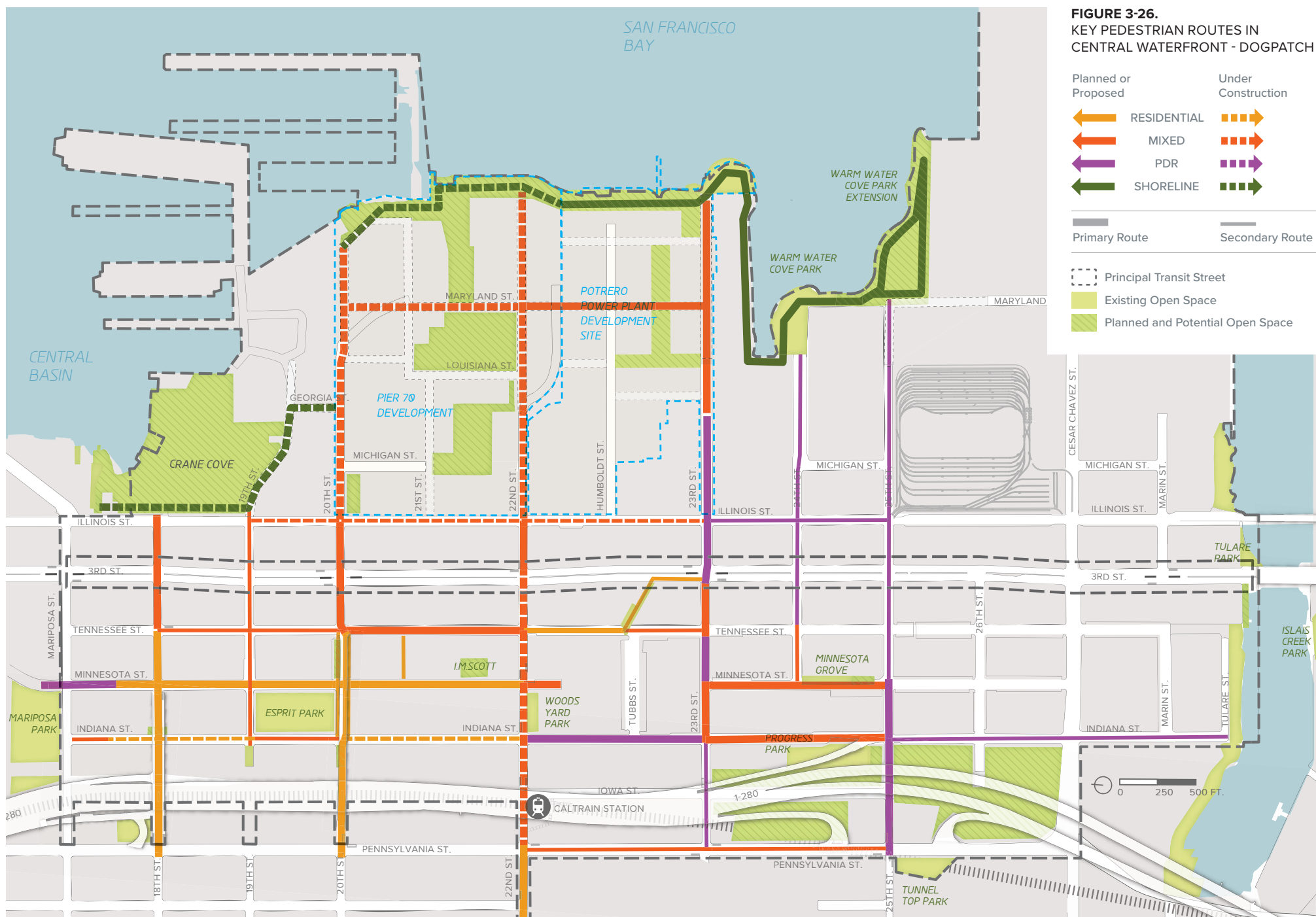
Route designations are based on current and projected land uses in the Central Waterfront - Dogpatch; not zoning. The latter was established by the Eastern Neighborhoods rezoning adopted in 2008, and this Public Realm Plan does not propose to change any zoning.

There are a number of drivers, established in Chapter 2: Plan Area Context, which factored into the establishment of these pedestrian routes:

- » Existing Residential Density
- » Anticipated Development ("Pipeline")
- » Connection to Existing & Future Open Spaces
- » Connection to Community & Cultural Institutions
- » Community Polling
- » Transit Nodes & Intersections of Concern

Figure 3-29 shows a palette of traffic calming and street improvements and streetscape elements recommended for Dogpatch. Most of them are drawn from the San Francisco Better Streets Plan, which sets forth city-wide design guidelines for streets and recommends standard and optional street elements based on street types.



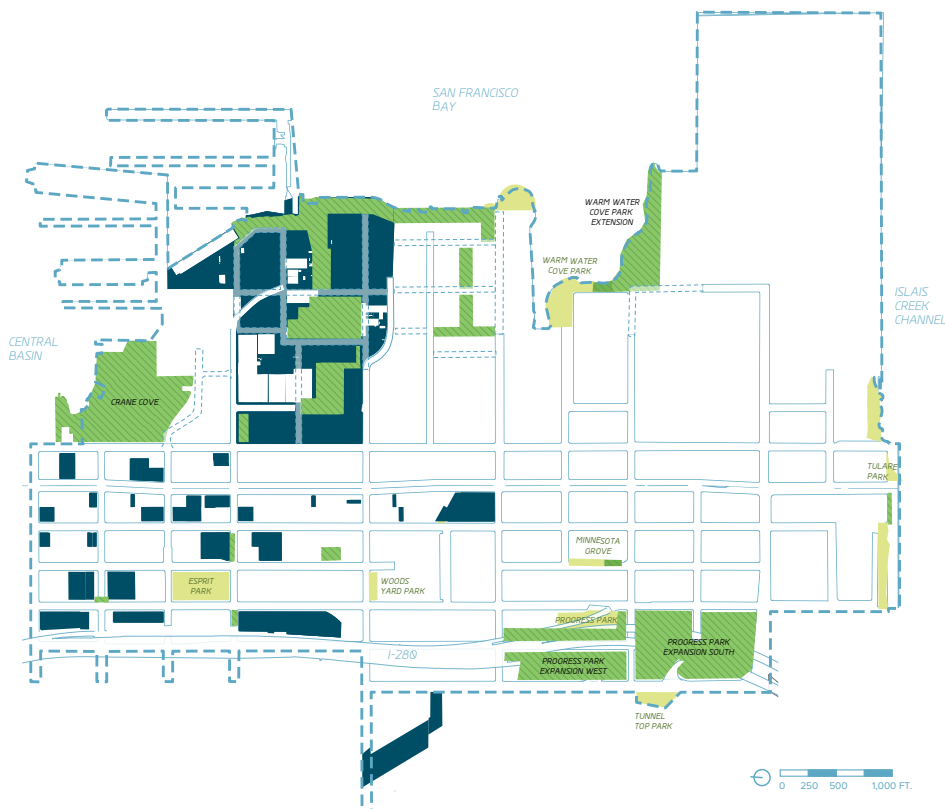




### Residential & Open Space Development

Current and anticipated residential development in the Central Waterfront - Dogpatch is centered heavily north of 22nd Street, with another cluster around 23rd Street.

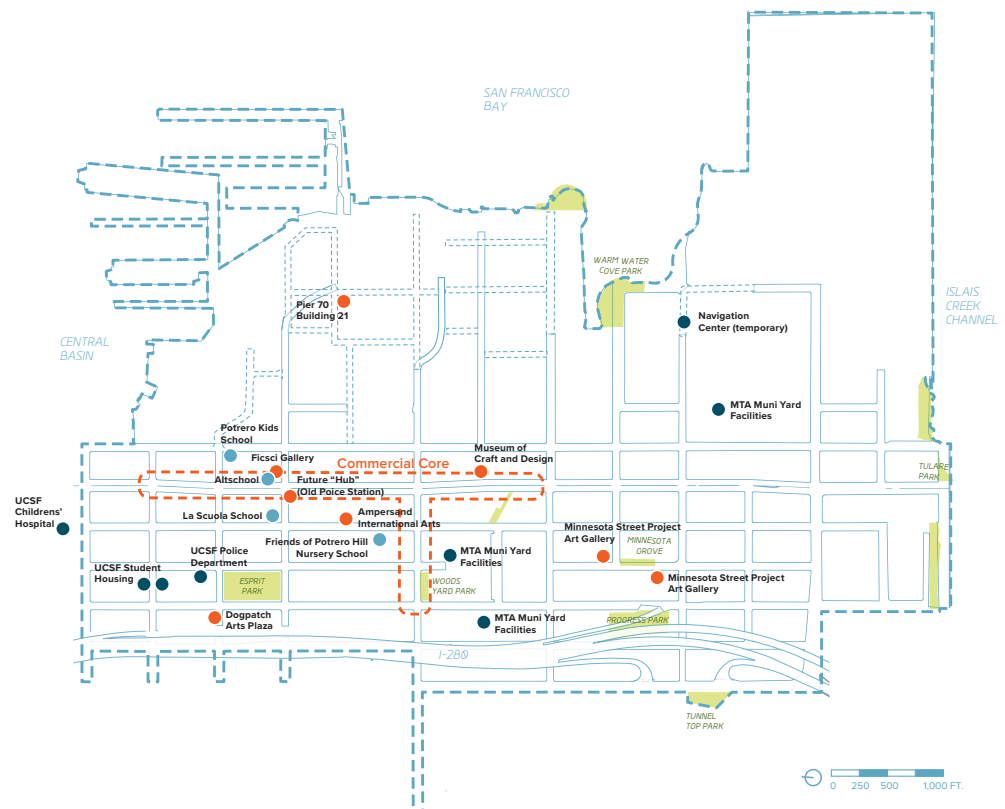
Planned and potential open spaces were also identified, forming a network not yet fully realized nor connected effectively by safe and comfortable pedestrian routes. For a more detailed narrative and map, see [Figure 2-13](#).



### Community & Cultural Institutions

Existing and emerging community and cultural organizations the Central Waterfront - Dogpatch are a key part of the neighborhood's identity. These commercial areas, galleries, museums, and educational institutions are both local and regional destinations. Unique craft production and fabrication facilities also draw visitors and employees.

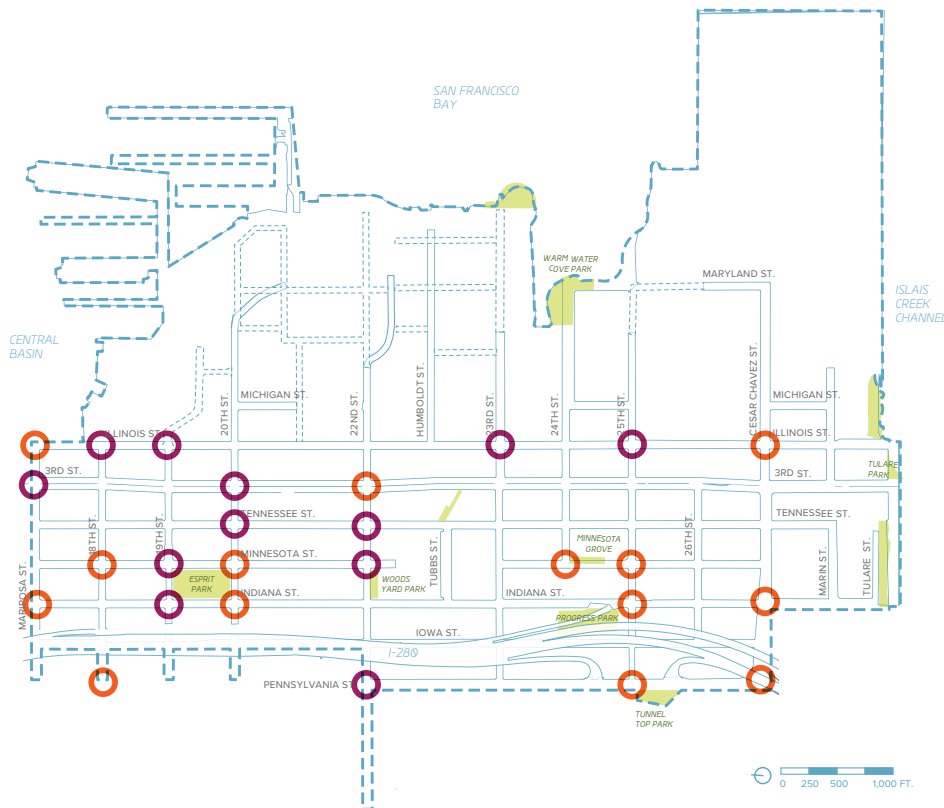
Though these destinations are concentrated north of 22nd Street, more and more are becoming established in the southerly regions of Dogpatch. For a more detailed narrative and map, see [Figure 2-17](#).



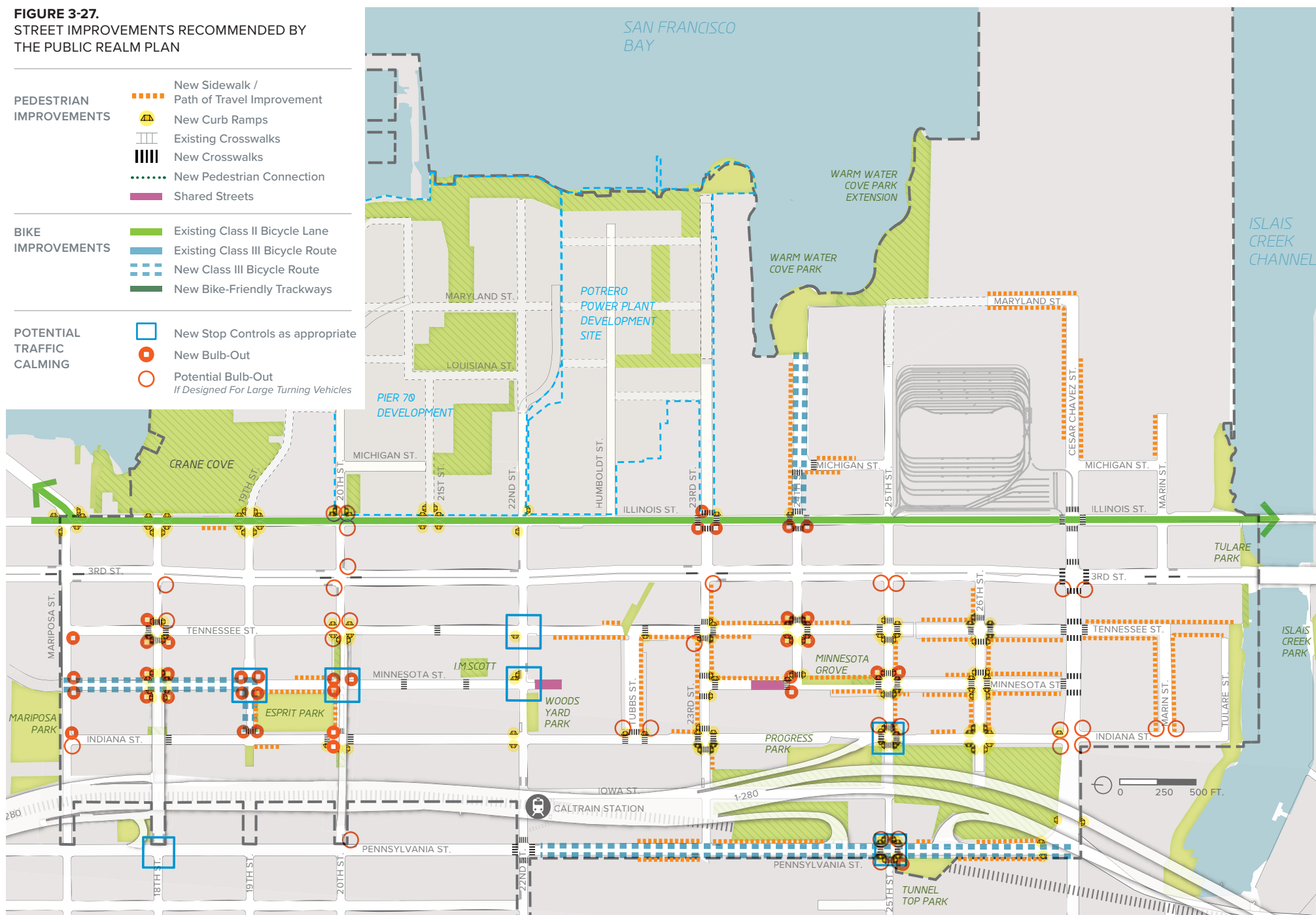
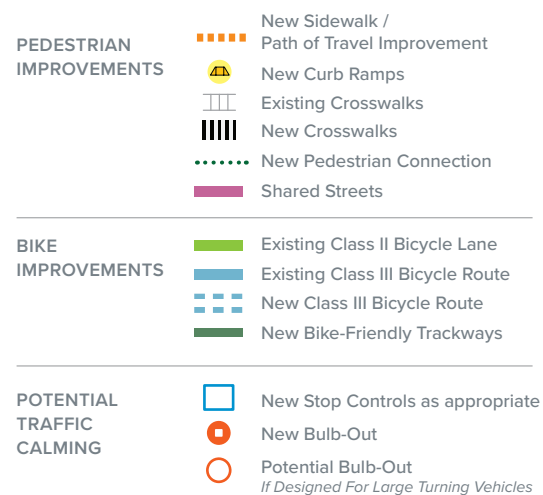
### Intersections of Concern

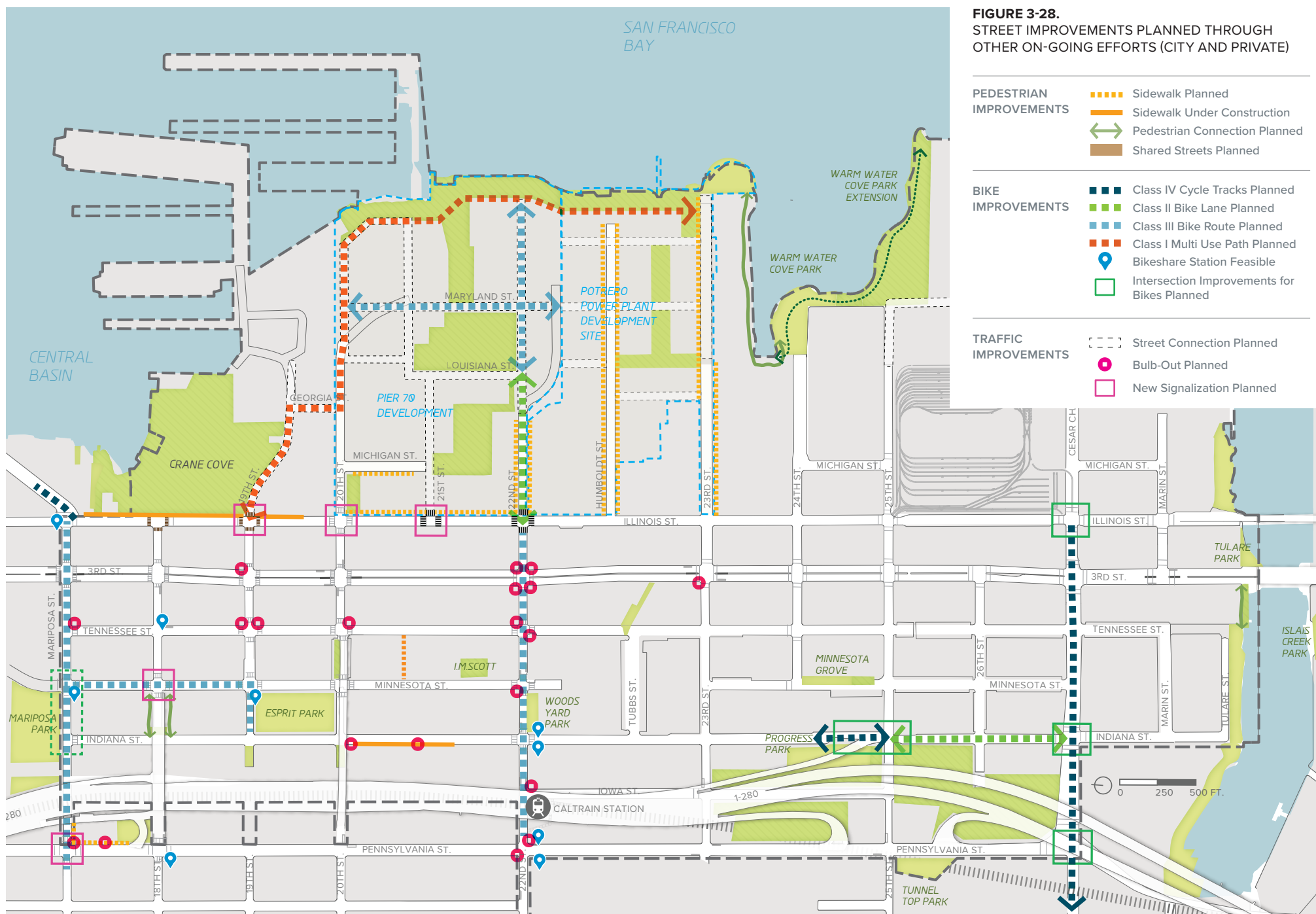
Traffic injuries have been documented at a number of intersections in the Central Waterfront. A number of other intersections have also been identified by community members through the public engagement process as dangerous or difficult to cross.

Many of these Intersections of Concern are along routes connecting Dogpatch to adjacent neighborhoods or to major future open spaces, between transit nodes, or embedded in areas of increasing development. For a more detailed narrative and map, see [Figure 2-23](#).



**FIGURE 3-27.**  
STREET IMPROVEMENTS RECOMMENDED BY  
THE PUBLIC REALM PLAN







## RECOMMENDED IMPROVEMENTS

As the Public Realm Plan sets forth a long-term vision for creating a complete street network for Dogpatch, some of the recommended improvements are more conceptual than others. [Figure 3-28 Street Improvements Planned Through Other On-going Efforts \(City and Private\)](#) illustrates improvements that are being planned and implemented separately from this Public Realm Plan through private development agreements and other projects. While potential improvements identified by the Public Realm Plan are supported by the community and City agencies, the implementation and timing of the improvements will depend on various factors, including technical feasibility and funding availability. For some improvements, efficiencies may be identified through coordination with planned developments in the neighborhood. Some of the recommended improvements are long-term and will require a separate design and approval process. These improvements are categorized as 'potential' improvements.

» **Traffic calming** – As volumes of all transportation modes in Dogpatch grow with the neighborhood, streets and intersections should function safely and accommodate increasing demands. In particular, multiple key locations in the street network are highlighted in [Figure 3-27 Street Improvements Recommended by the Public Realm Plan](#),

where concerns for pedestrian and bicycle safety already exist today. Based on traffic engineering standards, these locations do not currently “warrant” – or justify – the installation of measures such as stop signs or signals. However as circulation patterns change in the future, these locations should receive particular focus for traffic calming improvements that could include measures such as traffic controls, safer pedestrian crossings, or day-lighting (the extension of red curb for improved visibility). Some examples of these types of measures as illustrated in [Figure 3-29 Examples of Streetscape Improvements Recommended in Dogpatch](#). A combination of these measures should be carefully examined and analyzed by the SFMTA as the neighborhood continues to change. Factors to consider include incidents of collisions, high pedestrian volumes, transit routing and speeds, vehicle speeds and volumes, school zone locations, and elderly or disabled users. SFMTA will closely monitor the locations identified as an 'intersection of concern' and work with an interagency team to develop traffic calming strategies for the intersections.

» **Bulb-outs** – As part of the Better Streets Plan, bulb-outs are generally recommended at all corners of intersections where feasible. These increase visibility

for both drivers and pedestrians, and they reduce crossing distance for pedestrians. At a conceptual level, bulbouts are recommended throughout Dogpatch, as streets are wide, and conflict zones are apparent at many intersections. Due to the industrial history of the neighborhood, along with the very active Muni Woods Facility and Yards, standard bulb-out design could interfere with the right-turn movement of large trucks or buses and would require additional turning analyses before implementation. Though all corner locations were initially studied, those highlighted as potential bulb-outs in [Figure 3-27](#) were isolated as posing less conflict with bus operations, and their final design should be coordinated with SFMTA Transit Engineering. Examples of bulb-outs that have been successfully designed to allow bus right turns can be found at 18th and Castro Streets, and transit bulbs on McAllister and Fillmore Street.

[Figure 3-28](#) illustrates 'planned improvements' already underway through existing public and private development projects. [Figure 3-27](#) shows specific street improvements that are recommended by this Public Realm Plan. The implementation strategy for these improvements is detailed in Chapter 5 of this plan.

**FIGURE 3-29.** EXAMPLES OF STREETScape IMPROVEMENTS RECOMMENDED FOR DOGPATCH

## Intersection Traffic Calming

Bulbout (In 1 Direction)



High Visibility Crosswalk



Bulbout ('Bi-Directional')



Custom Crosswalk Treatment



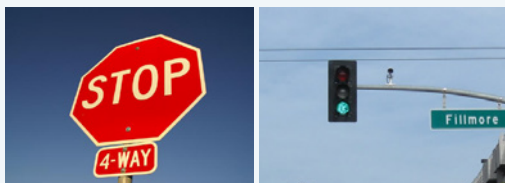
Bulbout Designed for Transit



Raised Crosswalk

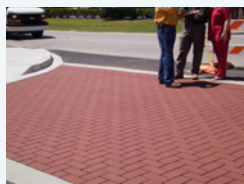


Intersection Control (Stop Sign/ Traffic Signal)



## Street Traffic Calming

Stamped / Textured Asphalt



Mid-Block Crossing



Shared Street



Raised Crosswalk



## Bicycle Facilities

Class II Bicycle Lane



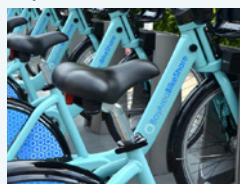
Bicycle Corral/Bike Parking



Class III Bicycle Route



Bicycle Share Station



Class IV Cycletrack



## Pedestrian Facilities

New Sidewalk



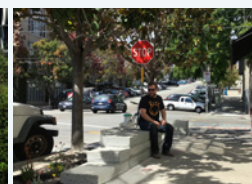
At-Grade Ped Path (Interim Solution)



Sidewalk Planting &amp; Trees



Street Furnishing



Street Lighting



Pedestrian-Scale Lighting



For more information about citywide street design standards, guidelines, and implementation strategies, see San Francisco Better Streets Plan at [www.sfbetterstreets.org](http://www.sfbetterstreets.org)

For cost information on these improvements, please see Chapter 5: Recommendations for Implementation..





## 1 MINNESOTA NORTH

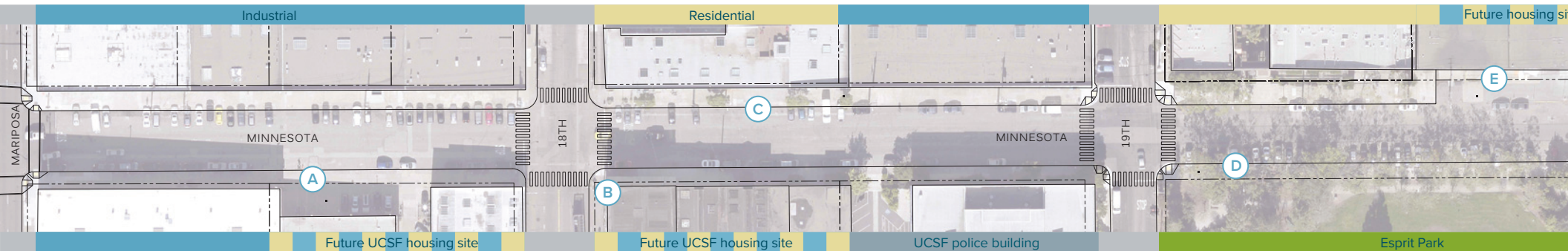
### Design Context

The Minnesota North corridor changes its character from industrial to residential as it gets closer to the 22nd Street commercial corridor. The area south of 19th Street has been historically residential, most of which was erected between 1870 and 1930.

The area north of 19th Street is predominantly industrial in character but is slowly transforming into a more mixed-use neighborhood. For example, the building on the northwest corner of 19th Street and Minnesota Street

was converted to the University of California (UC) Police Department Building from a heavy industrial warehouse, and two parcels adjacent to 18th Street are slated to become UCSF student housing.

The Central Waterfront Area Plan rezoned this area to Urban Mixed Use from M-2 (Heavy Industrial), so as to allow for additional residential, mixed-use development along this corridor. These land use changes are closely connected to streetscape changes as they encourage different types of street users. For instance, the UC Police Building project at 654 Minnesota Street added planting and





improved the sidewalk for pedestrians who would not have previously walked to the area when it was a light manufacturing facility. Similarly, the new student housing projects flanking 18th Street will introduce a more pedestrian-friendly streetscape to accommodate new street users associated with residential use, which would mostly include pedestrians and bicyclists.

Meanwhile, this corridor continues to serve existing industrial businesses. Except for the traditionally residential area between 22nd and 20th Streets, current streets are designed

for industrial operations and commercial and transit vehicles, with the long curb cuts for driveways in the sidewalks. Many industrial building frontages have vehicle parking along the building line, leaving no space for pedestrians and lacking separation from vehicle traffic.

As the Minnesota North corridor evolves into a major pedestrian route, connecting key neighborhood destinations, including Mariposa Park, Esprit Park, 22nd Street's commercial stretch, and Woods Yard Park, major community concern has arisen over the

issues of navigation and of safety due to a lack of intersection controls along the corridor. Most intersections along this corridor currently employ two-way stop controls, except for the Mariposa intersection, which is signalized.

The residential area between 22nd and 20th Streets has continuous sidewalks and street trees. Mature trees create great canopies and shade for pedestrians but often block roadway lights from illuminating the sidewalks at night. Residents have expressed concern, about dark sidewalks on Minnesota Street and throughout the plan area.

**FIGURE 3-30.** EXISTING CONDITIONS ON MINNESOTA STREET, NORTH



## RESIDENTIAL & COMMERCIAL: MINNESOTA NORTH PROPOSED IMPROVEMENTS



### BETWEEN MARIPOSA AND 19TH

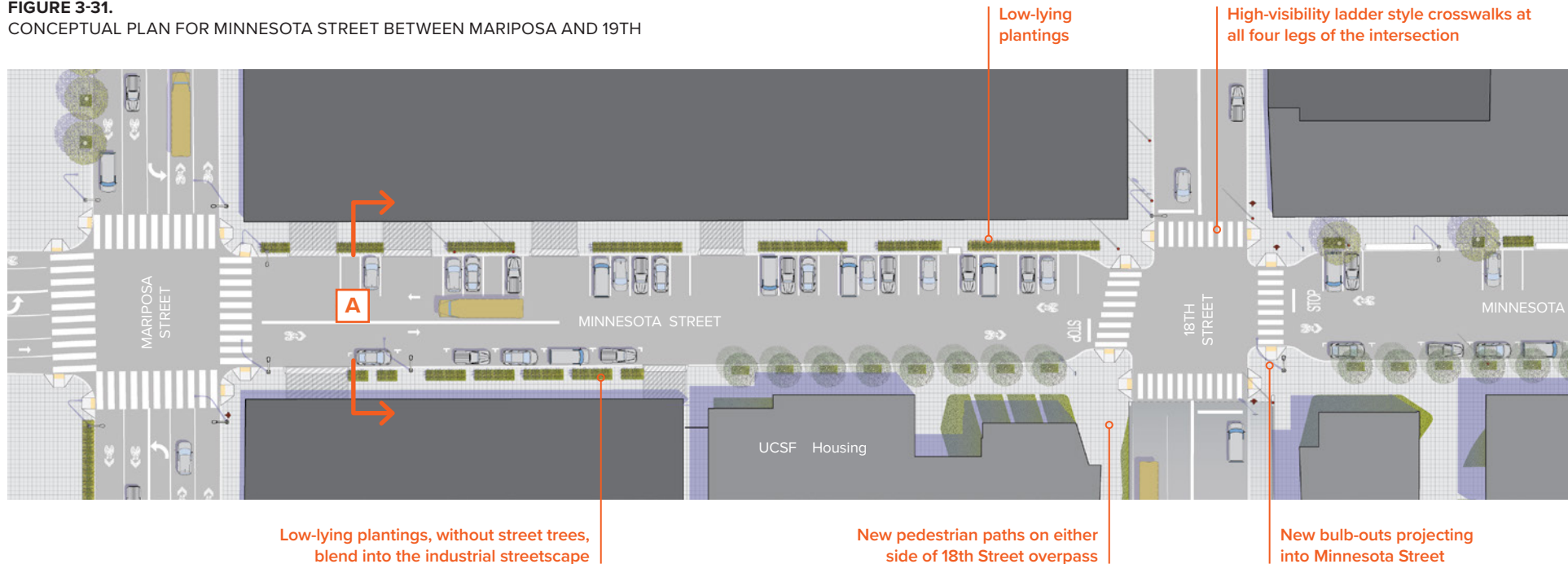
Currently, this section of Minnesota is predominantly industrial in character, but it will transition to a more mixed-use area after construction of the UCSF student housing projects flanking 18th Street. The project team sought input from UC and SFMTA on the following recommendations.

Given that there will still be active industrial businesses along the northern stretch of the street, new street designs must consider accommodating commercial vehicles while improving the bike and pedestrian environment.

### Recommended improvements:

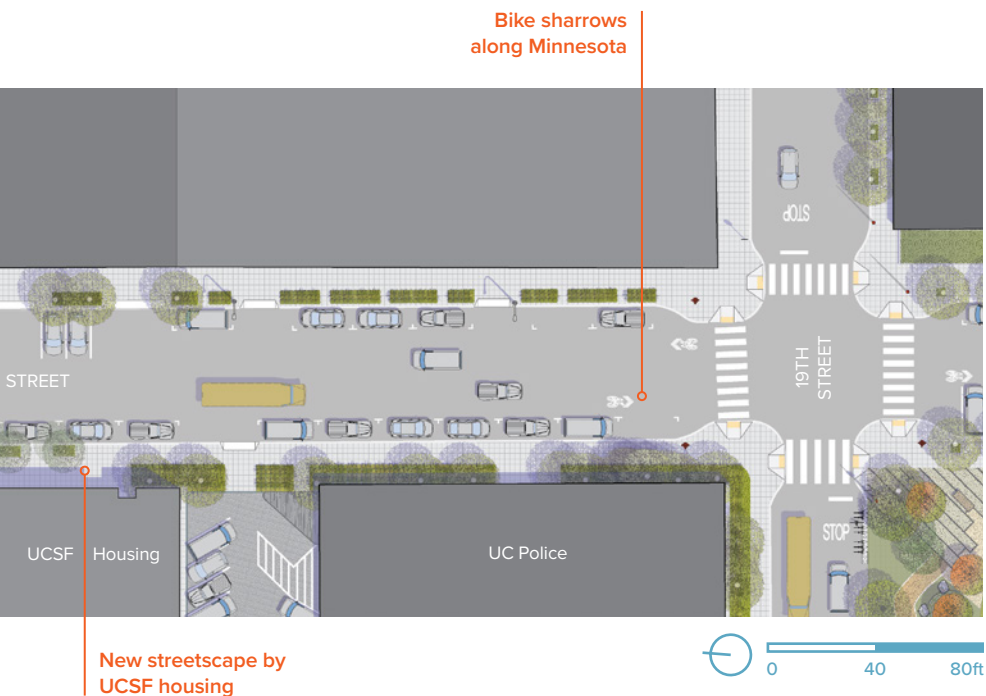
- » **Greening:** Planting strips are recommended along the sidewalks. To celebrate Dogpatch's unique character, the plan recommends understory planting with several seating elements that have an industrial look, such as concrete slabs or galvanized metal along non-residential frontages.
- » **Bulb-outs:** Bulb-outs are recommended for all corners of intersections where feasible to reduce the crossing distance and increase visibility for pedestrians.
- » **Bike facilities:** SFMTA is currently studying ways to improve bike safety along Minnesota Street. Until major improvement designs

**FIGURE 3-31.**  
CONCEPTUAL PLAN FOR MINNESOTA STREET BETWEEN MARIPOSA AND 19TH

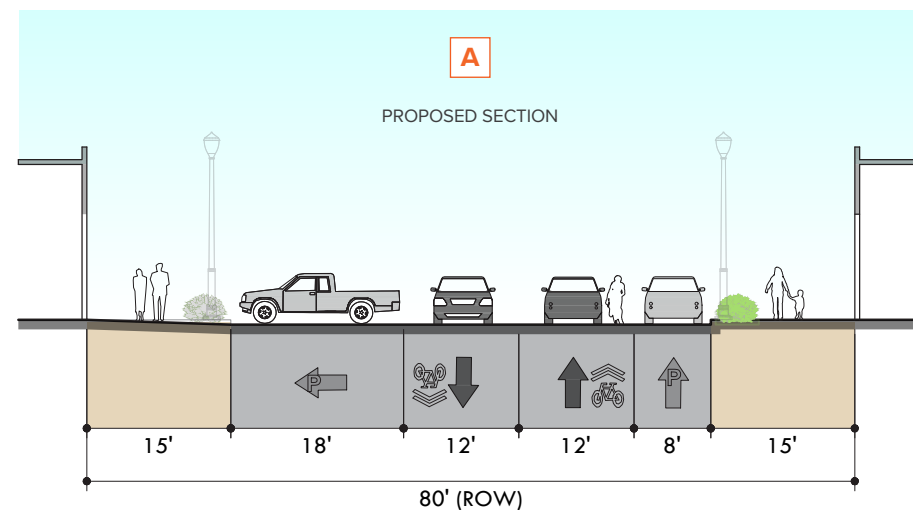
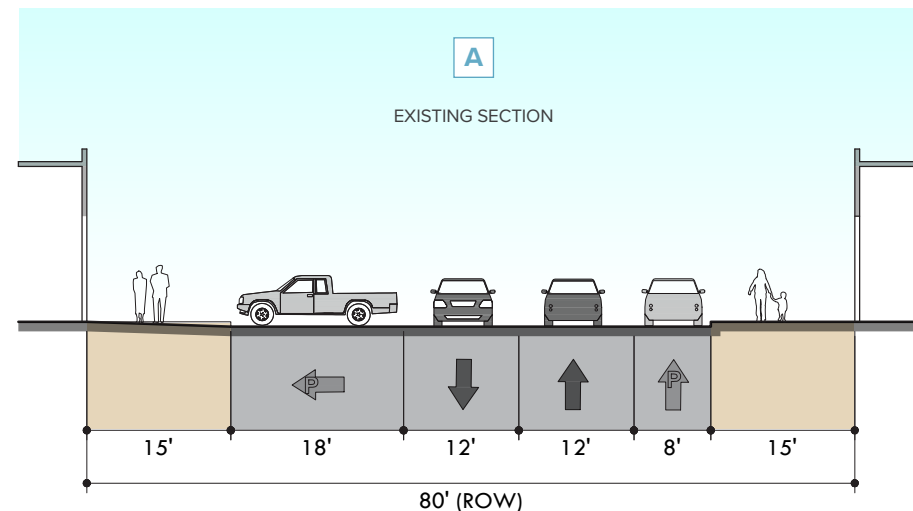


are developed, this plan recommends bike sharrows along Minnesota as an interim solution to support increasing bike volumes.

- » **Pedestrian-scale lighting:** New streetscape improvements, especially along housing and retail uses, should integrate pedestrian-scale lighting. Lighting fixtures could be integrated into the building facade or in form of light poles or bollards along the curbside.



**FIGURE 3-32.** SECTION A: MINNESOTA STREET, NORTH (1"=20')







### BETWEEN 19TH AND 20TH

This segment of Minnesota experiences heavy foot traffic because of Esprit Park and

adjacent residential buildings. Many Dogpatch residents, employees, and visitors walk to the park, including children from nearby schools.

New residential development projects are

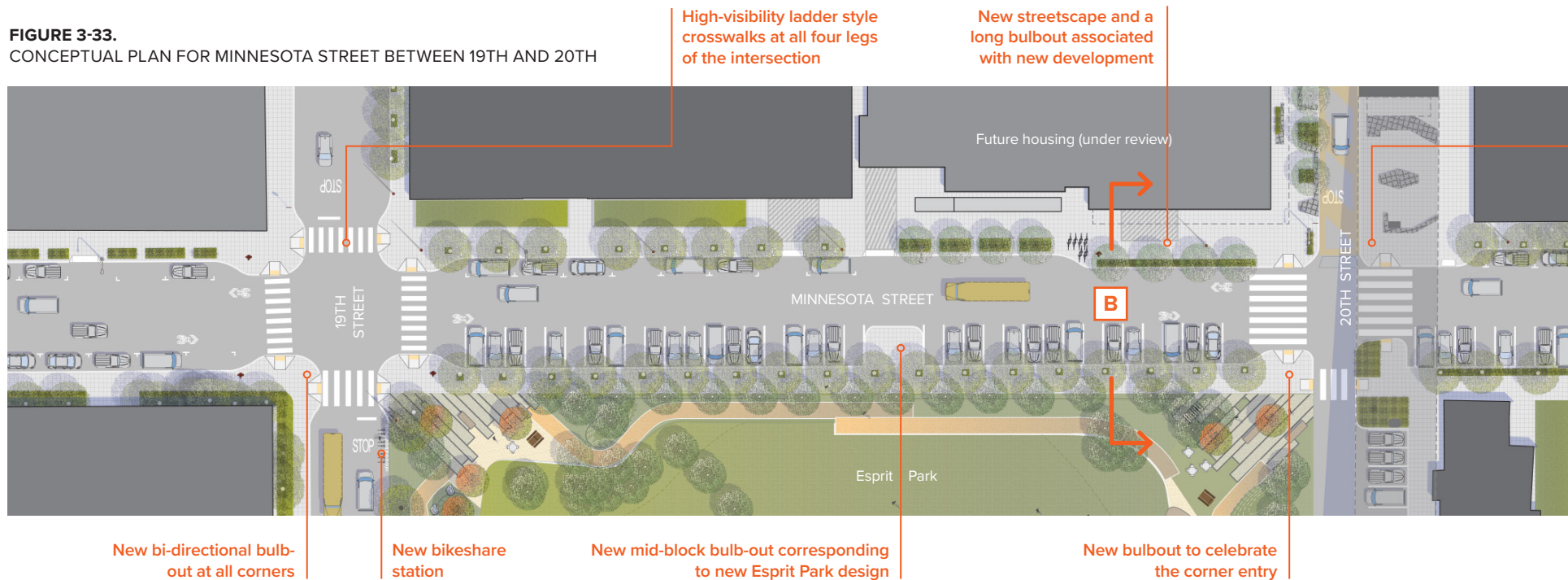
coming to the area, and the need for better pedestrian and bicycle facilities continues to increase. Wider sidewalks, safer crossings, bulbouts, greening, and other traffic calming measures should be considered to improve safety and promote walking and biking.

Street improvements along this segment of Minnesota should coordinate with the San Francisco Recreation and Parks Department's Esprit Park renovation project. See Chapter 4 of this plan for Esprit Park improvements.

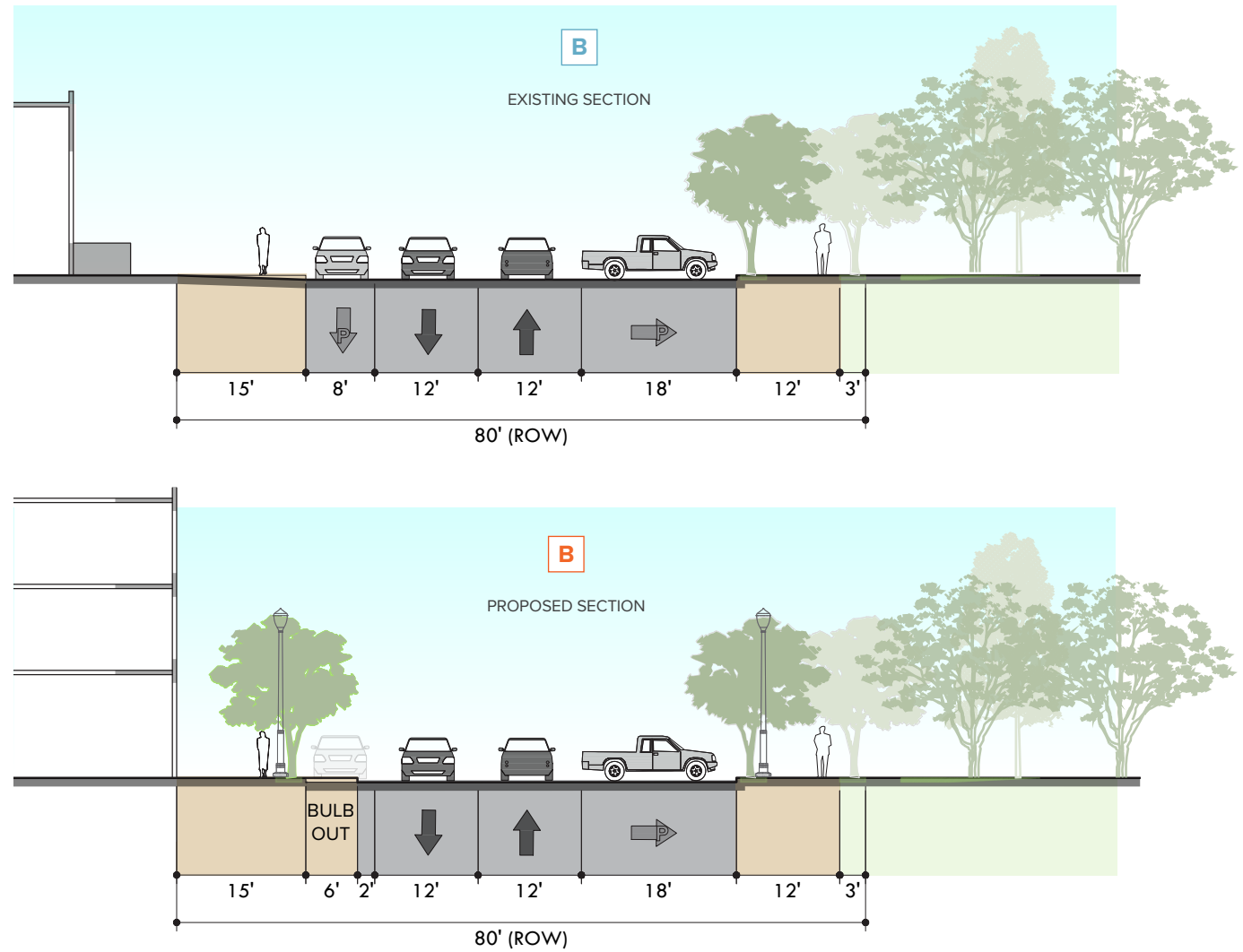
### Recommended improvements:

- » Planting
- » Bulb-outs
- » Bike facilities
- » Pedestrian-scale lighting
- » Traffic calming & new public space under 20th Street overpass east of Minnesota (associated with new development)

**FIGURE 3-33.**  
CONCEPTUAL PLAN FOR MINNESOTA STREET BETWEEN 19TH AND 20TH



**FIGURE 3-34.** SECTION B: MINNESOTA STREET, NORTH (1"=20')



**New shared street associated with new development and public space under the overpass**

Future housing (under review)



### BETWEEN 20TH AND 22ND

This segment lies in the heart of the Dogpatch Historic District, with a grouping of historic residential properties and with continuous tree canopies and planting strips. A bulb-out and storm water retention were recently added to the southeast corner of Minnesota Street and 22nd Street.

While the existing sidewalk and trees provide a pleasant walking experience, the long block encourages unsafe mid-block pedestrian crossings. The Public Realm Plan recommends two mid-block crosswalks to create visible, safe crossing locations. The street slopes upward midway between 20th and 22nd Streets; and perpendicular parking impedes visibility. Two raised mid-block crosswalks are recommended flanking the peak to improve pedestrian visibility. One of the crosswalks should be aligned to the I.M. Scott School. The other crosswalk is recommended next to a new development site, which plans to create a mid-block passage connecting

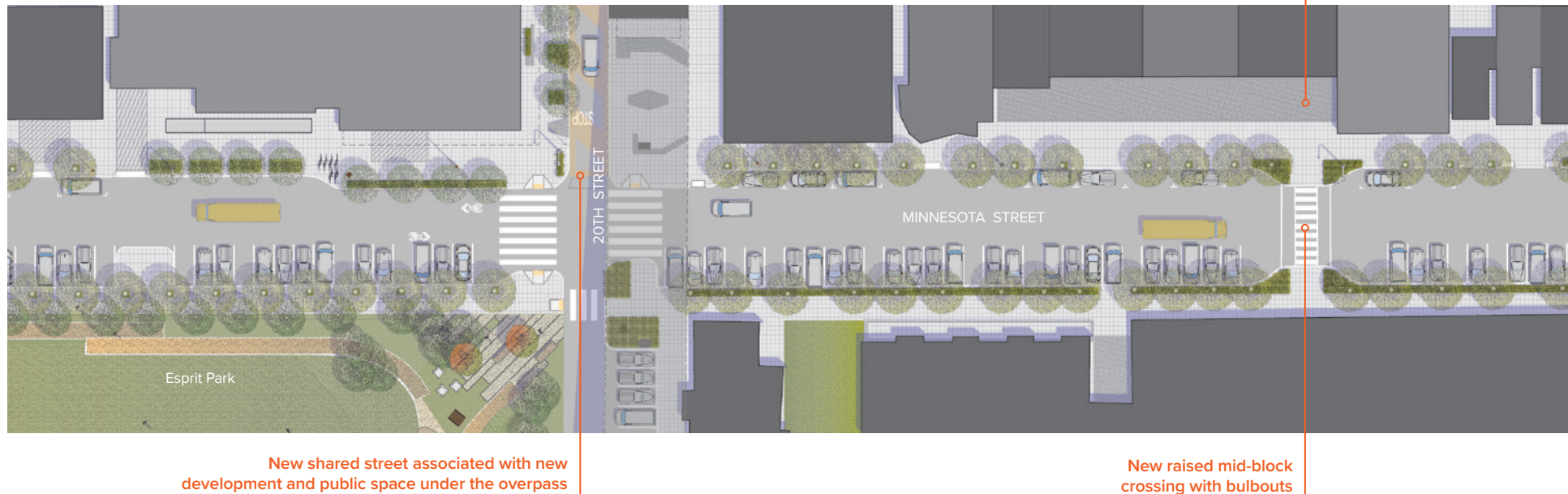
to Tennessee Street. Final locations will require more detailed analysis by the SFMTA.

Neighbors were also concerned that the street was not well-lit at night. Pedestrian lighting should be prioritized in this area.

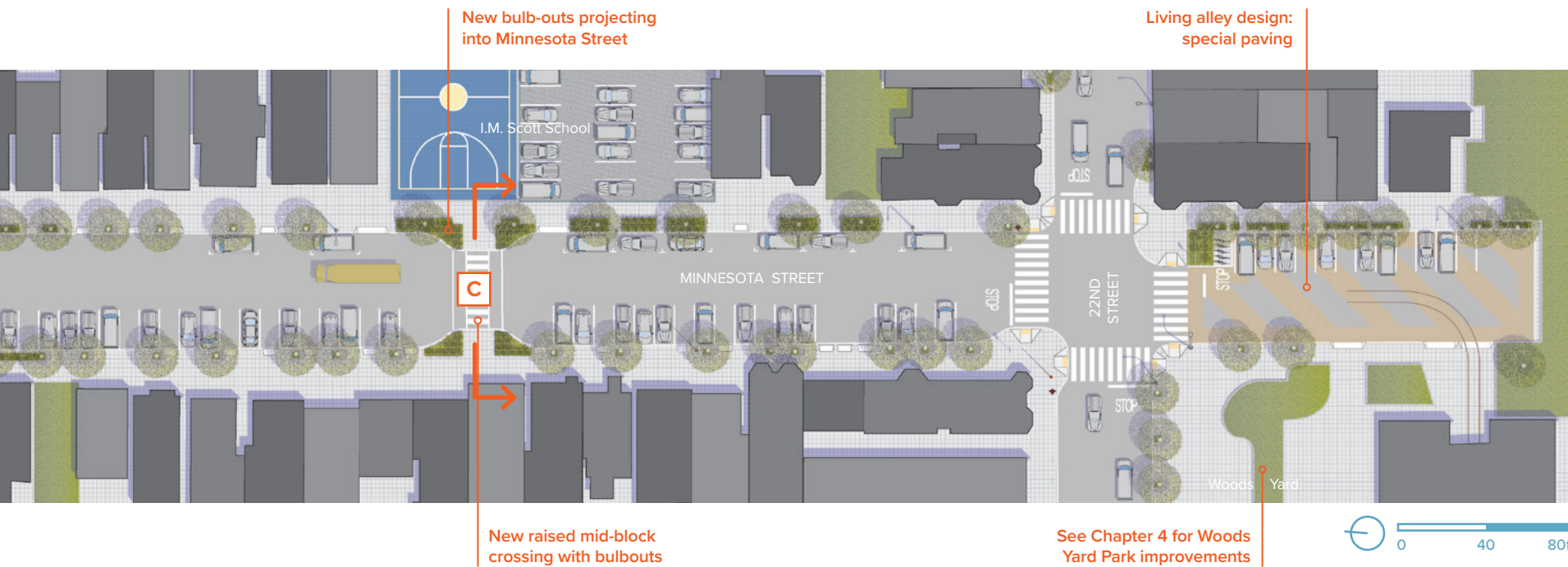
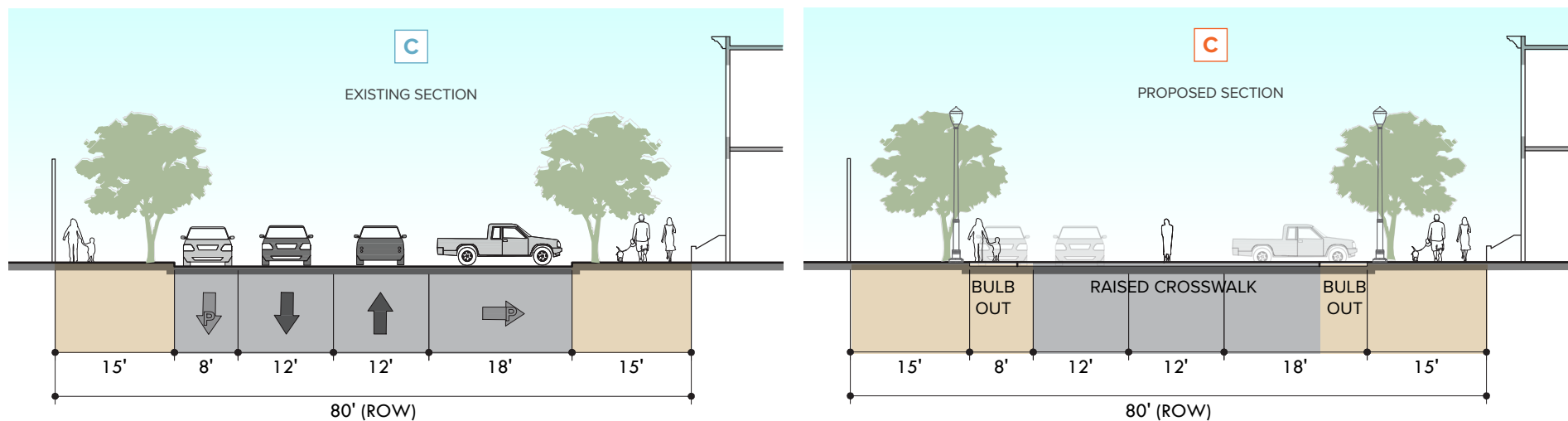
#### Proposed improvements:

- » Raised mid-block crossing
- » Mid-block passage
- » Planting
- » Bulb-outs
- » Pedestrian-scale lighting
- » 'Shared Street' design south of 22nd Street

**FIGURE 3-35.**  
CONCEPTUAL ILLUSTRATION FOR MINNESOTA STREET BETWEEN 20TH AND 22ND





**FIGURE 3-36.** SECTION C: MINNESOTA STREET, NORTH (1"=20')



## 2 MINNESOTA SOUTH

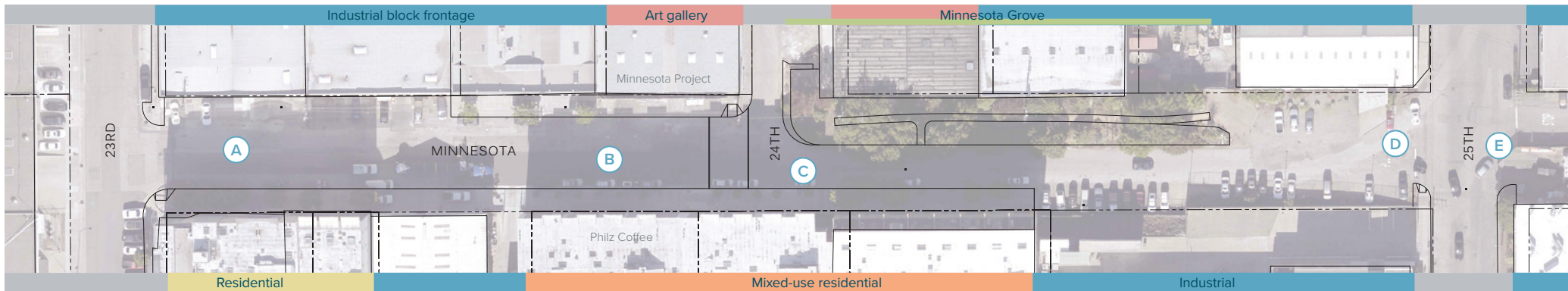
### Design Context

The Minnesota south corridor changes character north and south of 25th Street.

The mix of uses in the area north of 25th Street is more dynamic than the area south of 25th Street. Although this area is zoned for PDR, patches of this corridor have been converted to mixed-use residential, commercial and institutional uses. This mosaic of uses resulted in a non-cohesive streetscape. Only certain building frontages, those that were

redeveloped as non-industrial, have sidewalks and street trees. Pedestrians are forced to navigate their way into a traffic or parking lane as sidewalks are discontinuous and disappear in the middle of the block.

South of 25th Street, Minnesota Street is predominantly industrial, except for one residential building. Most of the public right-of-way is dedicated to vehicles in a manner consistent with the industrial heritage of the neighborhood where the building frontages are used as either loading docks or unregulated parking spaces.



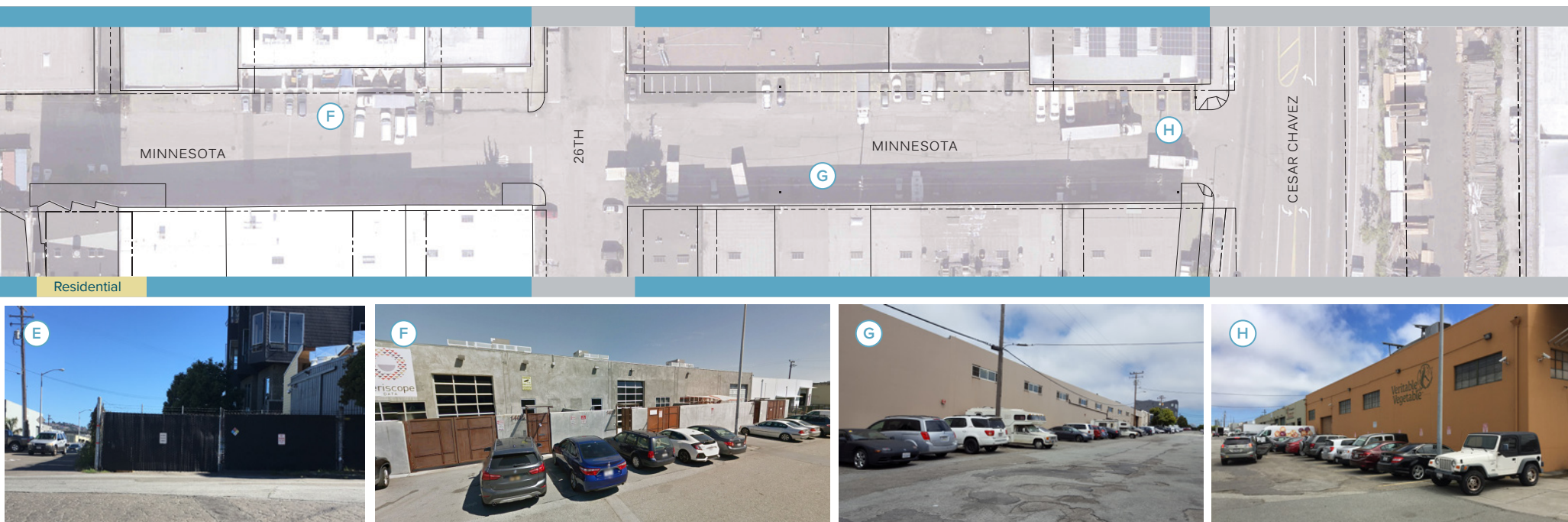


No pedestrian or bicycle facilities exist along the corridor south of 25th Street. The wide street currently carries low volumes of vehicles, and therefore does not prohibit pedestrians nor bicyclists from sharing the street with vehicles. However, uneven pavement and potholes, along with a lack of sidewalks and lighting for pedestrians make it uncomfortable to walk or bike down the street.

Given that this area serves a large number of active industrial uses and that low volumes of pedestrians come to this area, creating a complete set of pedestrian facilities along

this stretch of the street may not be a priority. Nonetheless, quick interim design interventions, such as those shown in an upcoming section focusing on Minnesota between 25th Street and Cesar Chavez Street, could help serve the pedestrians passing through this section.

**FIGURE 3-37.** EXISTING CONDITIONS ON MINNESOTA STREET, SOUTH  NTS





## INDUSTRIAL & MIXED USE: MINNESOTA SOUTH PROPOSED IMPROVEMENTS



### BETWEEN 23RD AND 25TH

This short stretch of Minnesota serves as a cultural and social hub for Dogpatch, with the Minnesota Street Project art galleries, Minnesota Grove, and Philz Coffee, clustering around 24th Street.

In contrast, the street itself is not configured for such active uses. At the intersection of 24th and Minnesota, a retaining wall for Minnesota Grove

on the southeast corner, and the grade change from east to west, create serious visibility issues for motorists and pedestrians.

Minnesota Street between 24th and 25th Streets is an unaccepted street, meaning that the street has not been brought up to City standards. Minnesota Grove encroaches into the roadway, leaving less than 28 feet for both parallel parking and two-way traffic circulation.

This type of irregular street configuration combined with unregulated parking invites unpredictable, hazardous driving and parking behaviors.

### Recommended improvements:

- » **SFMTA Parking Management Plan implementation:** reconfigure on-street parking and introduce parking meters and/or time limits as recommended by the Dogpatch Parking Management Plan. See [Appendix C](#) for most recent information.
- » **Continuous Sidewalk:** A standard 15-foot sidewalk is recommended to fill in the gaps, particularly along the east side of the street north of 24th and along the west side of the street south of 24th.

**FIGURE 3-38.**  
CONCEPTUAL ILLUSTRATION FOR MINNESOTA STREET BETWEEN 23RD AND 25TH

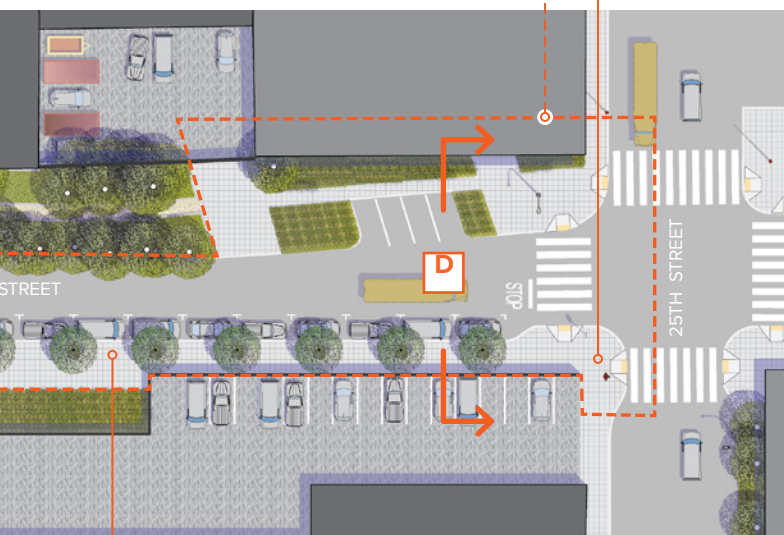


» **Special intersection treatment:** To heighten a sense of place and improve safety, special paving, traffic calming, and wayfinding signage are recommended for the 24th Street and Minnesota Street intersection. See Chapter 5 for examples of treatments.

» **Minnesota Grove extension:** Minnesota Grove should be extended to create a continuous pedestrian experience from 24th Street to 25th Street. See Appendix C for initial studies.

Minnesota Grove southern extension. Design to be developed further by Public Works and MTA. See Appendix C for early studies by the Public Realm Plan.

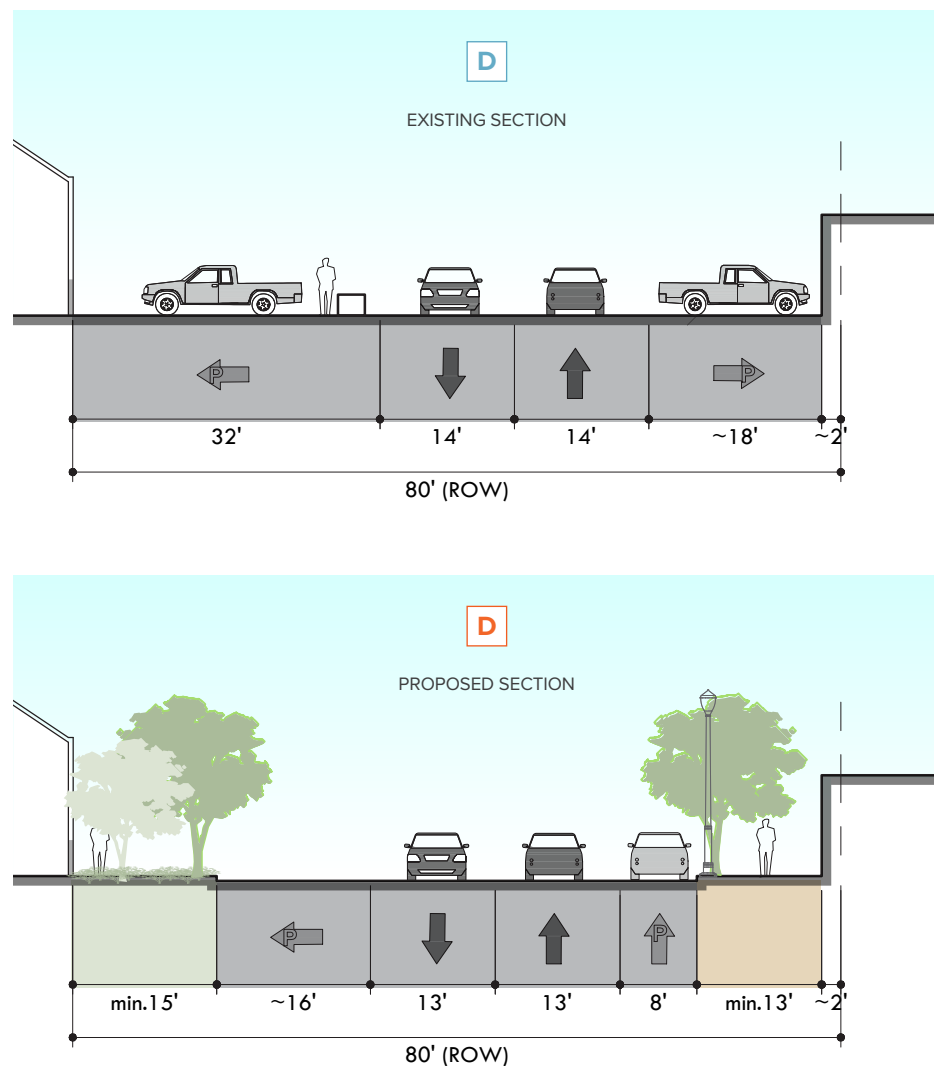
New bulbout and accessible curb ramps



New sidewalk and street trees



**FIGURE 3-39.** SECTION D: MINNESOTA STREET, SOUTH (1"=20')





### BETWEEN 25TH AND CESAR CHAVEZ

This section exemplifies southern Dogpatch's core industrial district. The

concepts presented below balance the needs of heavy trucks and loading function with the needs of low pedestrian volumes associated with workers and other passersby. Unless there are new development projects or City-initiated streetscape projects in southern

Dogpatch, the current street configuration, without a sidewalk, is likely to remain the same. As an interim solution, at-grade painted or buffered pedestrian paths could greatly improve pedestrian safety and comfort, if feasible.

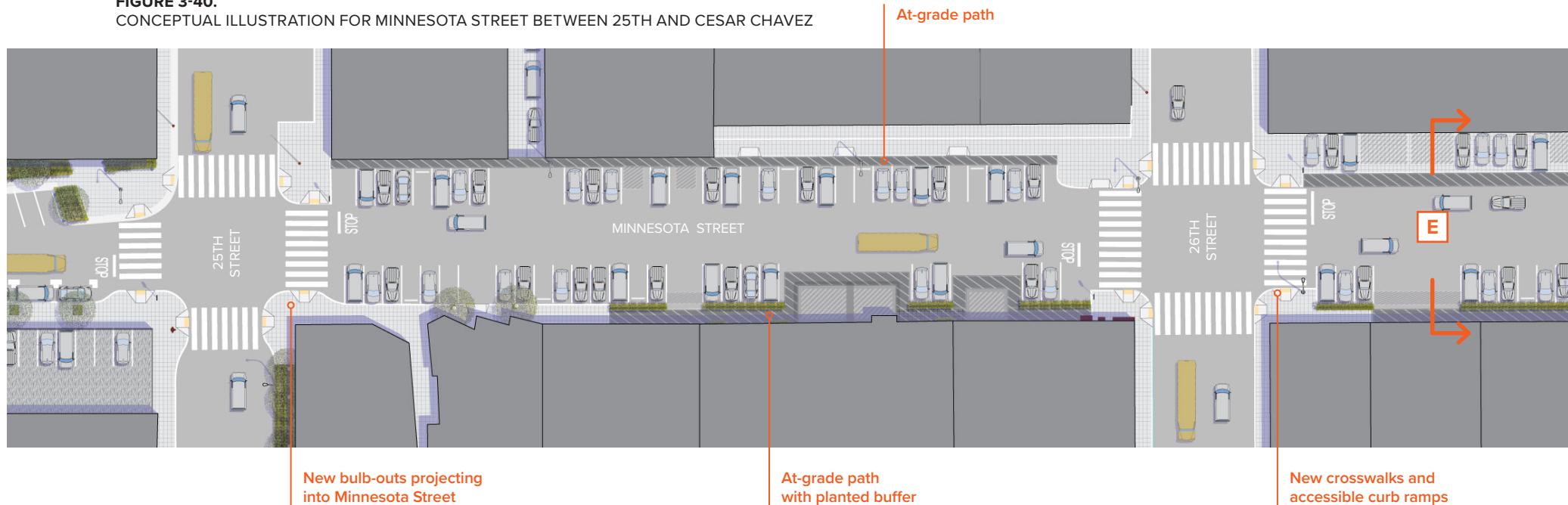
#### Recommended improvements:

- » **At-grade buffered pedestrian paths (interim solution):** At-grade paths should be ADA compliant by including some measures to clearly demarcate pedestrian space from vehicle space. An example of this type of at-grade path can be found along Carolina

Street between 16th and 17th Streets. These would require further ADA review.

- » **Bulb-outs:** Bulb-outs are recommended at Minnesota/25th Streets. As an interim solution, painted bulb-outs or pedestrian safety zones can be utilized until capital improvements occur.
- » **Planting/ sidewalk gardens:** Industrial streets should use property line planting where trees are not possible adjacent to the curb. Small sidewalk gardens can be incorporated to fulfil the need for public spaces as a place for workers to take breaks.

**FIGURE 3-40.**  
CONCEPTUAL ILLUSTRATION FOR MINNESOTA STREET BETWEEN 25TH AND CESAR CHAVEZ

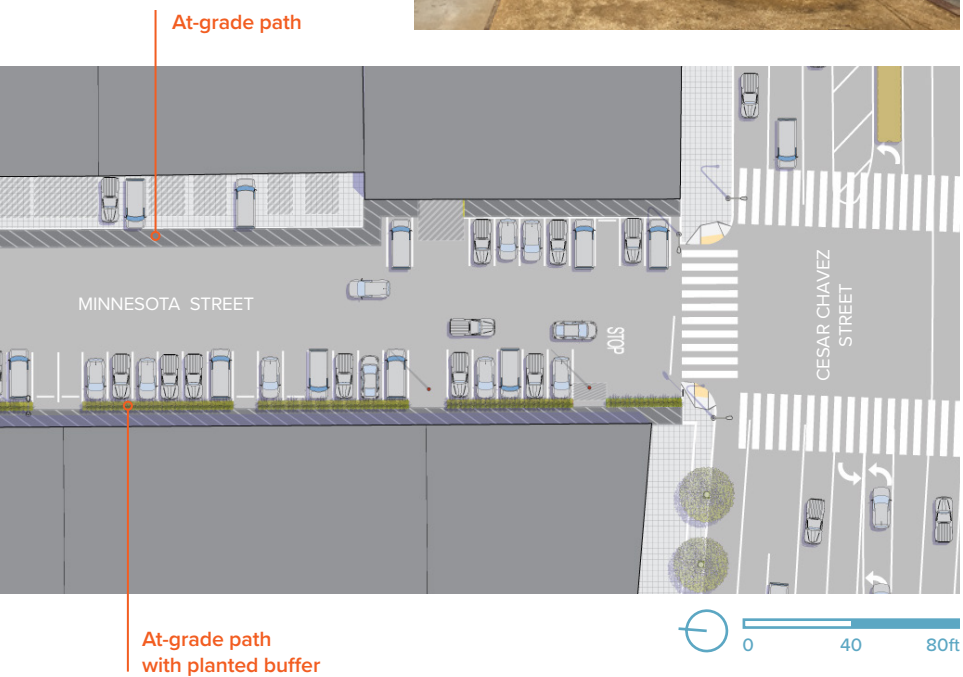




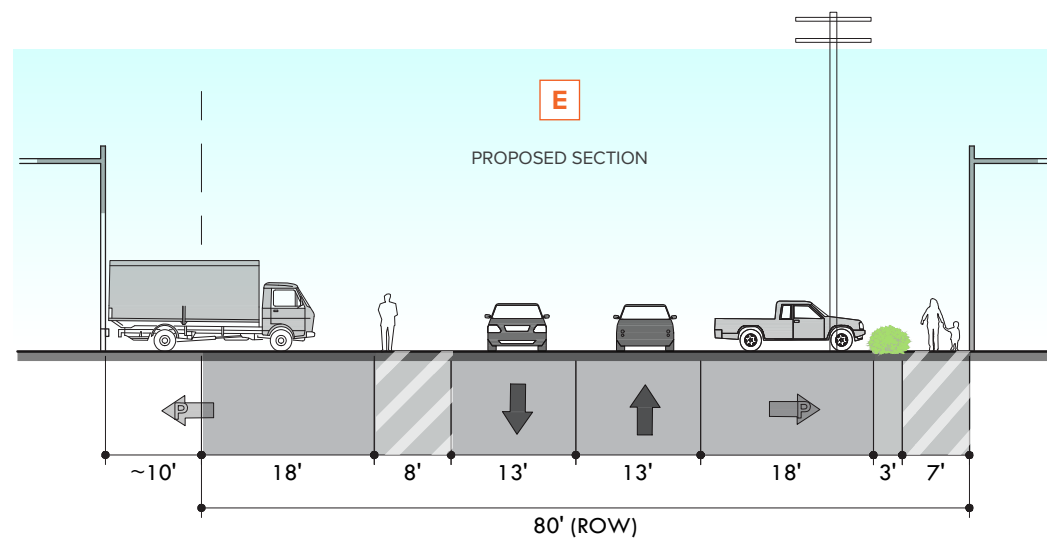
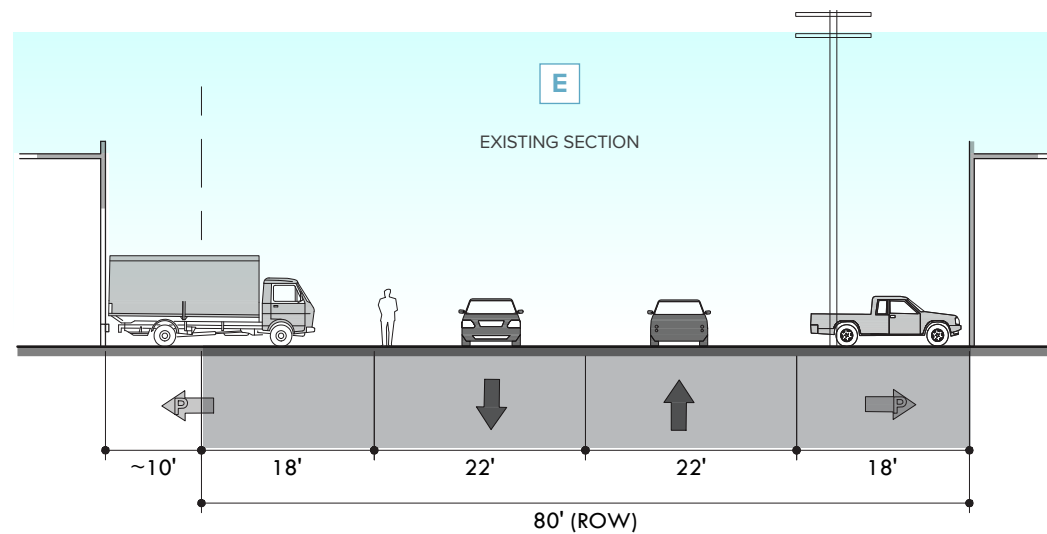
**FIGURE 3-42.**  
BUFFERED PEDESTRIAN PATH  
ON CAROLINA STREET AT 16TH  
STREET



**FIGURE 3-43.**  
INTERIM PEDESTRIAN PATH ON  
TENNESEE STREET AT 23RD  
STREET



**FIGURE 3-41.** SECTION E: MINNESOTA STREET, SOUTH (1"=20')



## INDUSTRIAL: 24TH STREET PROPOSED IMPROVEMENTS



### BETWEEN MINNESOTA AND ILLINOIS

The segment of 24th Street between Minnesota and Tennessee Streets sits on a very challenging topography. The street slopes down as it approaches Minnesota, and becomes narrower as the retaining wall of

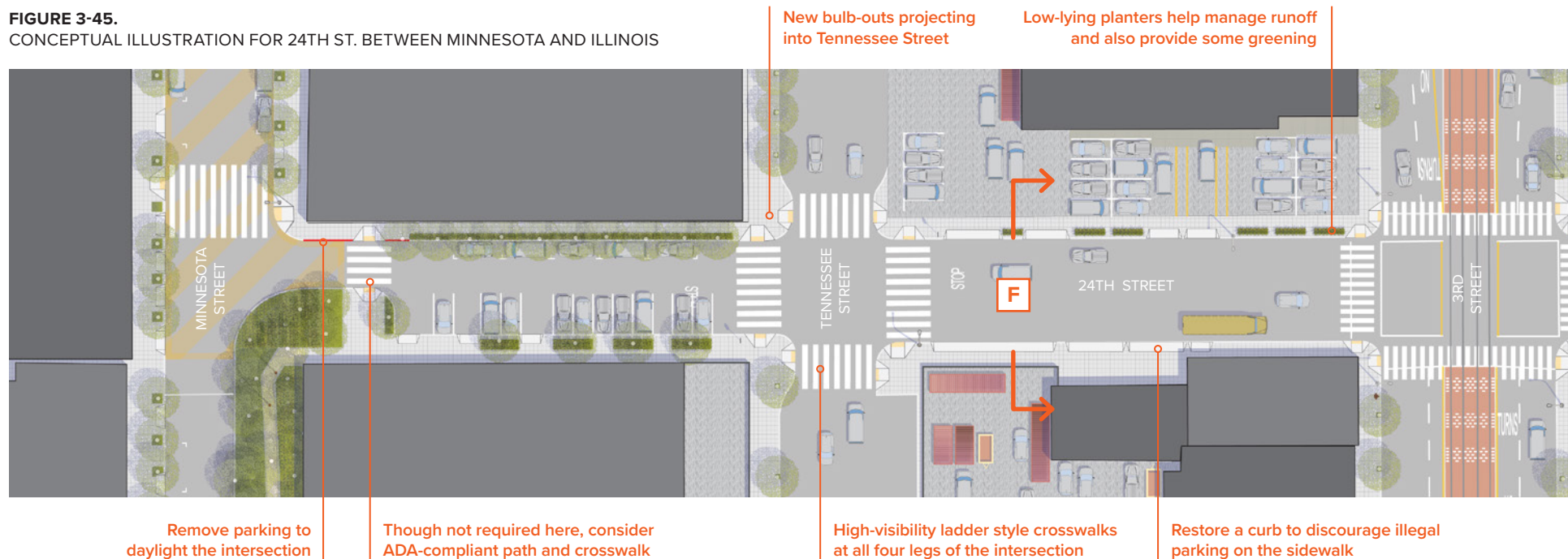
Minnesota Grove encroaches into the street. The plan recommends daylighting the intersection - establishing red curbs at the street corner - to improve drivers' sight lines. See [Figure 3-38](#) in the Minnesota South Section for more discussion about the intersection improvements.

24th Street between Tennessee and Illinois Street is highly industrial in terms of adjacent land uses, and the concept plan retains

wide driveways servicing these properties. Some basic streetscape features, such as contiguous sidewalks, low-level landscaping, and pedestrian-scale lighting can add visual interest and comfort to pedestrians walking from Minnesota Grove to Warm Water Cove.

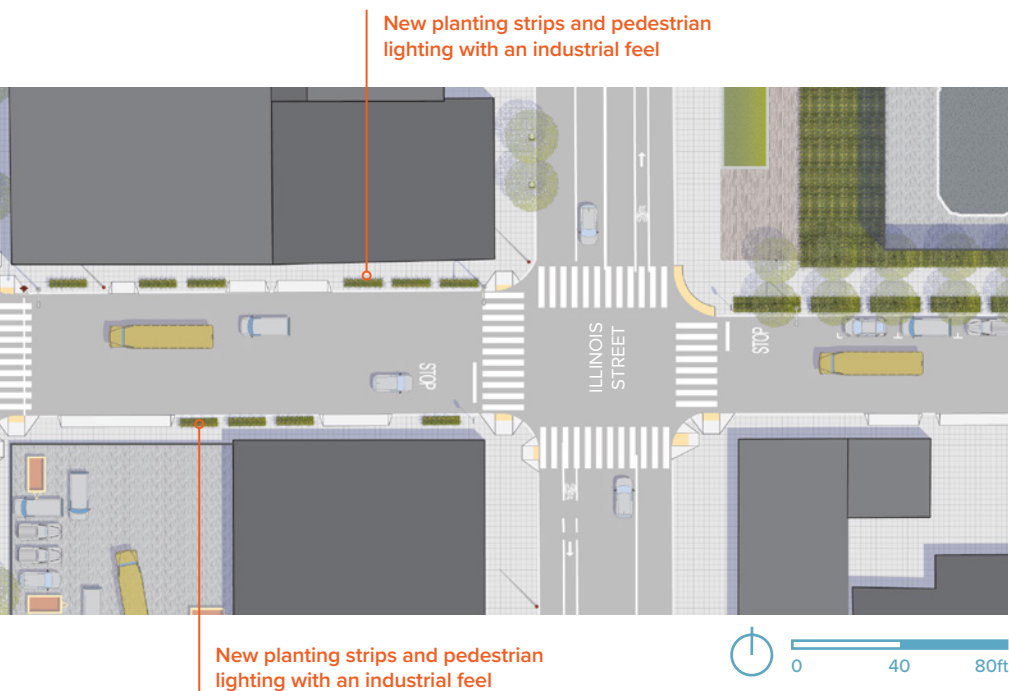
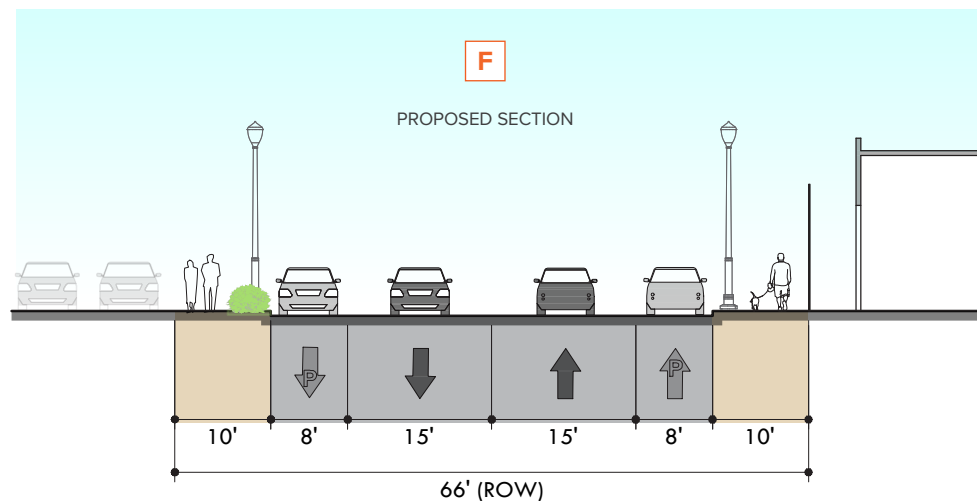
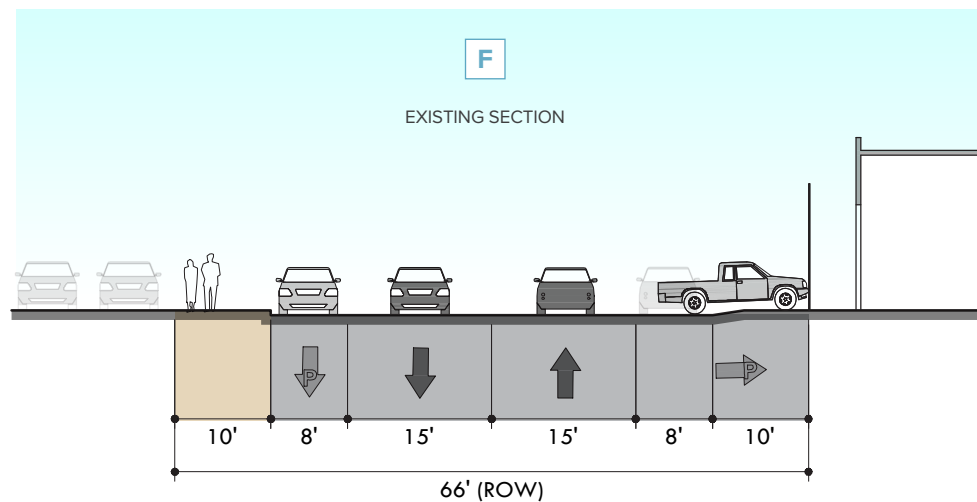
wide driveways servicing these properties. Some basic streetscape features, such as contiguous sidewalks, low-level landscaping, and pedestrian-scale lighting can add visual interest and comfort to pedestrians walking from Minnesota Grove to Warm Water Cove.

**FIGURE 3-45.**  
CONCEPTUAL ILLUSTRATION FOR 24TH ST. BETWEEN MINNESOTA AND ILLINOIS



**Recommended improvements:**

- » Bulb-outs and crosswalks
- » Street trees and planting
- » Vacate unused curb cuts
- » Pedestrian-scale lighting
- » 24th/Minnesota intersection: Daylight the intersection for better visibility. For improvements along Minnesota Street, see [Figure 3-38](#) in the Minnesota South Section

**FIGURE 3-46.** SECTION F: 24TH STREET (1"=20')





# RECOMMENDATIONS FOR IMPLEMENTATION

## PUBLIC REALM IMPLEMENTATION GUIDELINES & STRATEGIES

The Public Realm Plan establishes certain guidelines and strategies for implementing the Plan Vision presented in [Chapter 1](#), as well as the Objectives and Policies adopted by the Central Waterfront Area Plan (2008). The following chapter synthesizes public feedback with analysis from the City Agencies collaborating on the Public Realm Plan.



### A NETWORK OF COMPLETE STREETS

#### A. Prioritize pedestrian safety and comfort along key walking routes

- A1. Bring sidewalks up to City Standard, including ADA compliance
- A2. Implement appropriate pedestrian lighting
- A3. Implement mid-block crosswalks on longer blocks
- A4. Implement traffic-calming measures and pedestrian safety enhancements

#### B. Encourage Multi-Modal Transportation

- B1. Implement bicycle infrastructure to serve the city's growing ridership
- B2. Restore historic mid-block pedestrian alleys and through-passages where new development presents the opportunity
- B3. Implement improvements to transit station and bus stop areas for ease of use and switching between different modes
- B4. Maintain access for commercial and industrial land uses

#### C. Maximize Greening Opportunities

- C1. Fill gaps in the street tree network with new trees
- C2. Increase sidewalk planted areas with climate-appropriate plantings



## A DIVERSITY OF HIGH-QUALITY OPEN SPACES

### A. Distribute open spaces equitably throughout the plan area

- A1. Prioritize sites for improvement and acquisition that are closest to residential land uses

### B. Balance needs of local residents with those of other visitors

- B1. Coordinate across jurisdictions to ensure that site uses fit within the City's larger open space network and recreational facilities needs
- B2. Reflect the programmatic needs of the neighborhood's shifting demographic profile of increasing families and youth

### C. Maximize ecological and habitat functions of open spaces

- B1. When possible, use native and locally-adapted plantings
- B2. Shoreline sites should be designed to adapted to sea level rise.



## EXPRESS UNIQUE HISTORY AND CHARACTER

### A. Encourage the use of materials and forms that refer to industrial and maritime heritage

### B. Develop street designs that are appropriate for areas of differing land uses

### C. Continue developing a variety of open space types including plazas, street parks, pocket parks, and repurposing of under-freeway parcels

### D Partner with local organizations on stewardship, maintenance, and activation programming in the Public Realm

### E Support the adaptive reuse of historic buildings associated with past institutional uses for community-serving purposes



## IMPLEMENTATION PRIORITIES FOR COMPLETE STREETS

The Planning Department, Public Works, SFMTA, and the Port developed a capital planning framework for complete streets that broadly references citywide goals, policies and strategies including Vision Zero, Transit First priorities, and accessibility goals.

The City's capital planning framework produced a simple priority: safe and accessible pedestrian routes that connect transit stops, municipal buildings, commercial hubs and open spaces, focusing on the routes where the pedestrian infrastructure is currently below City standard.

In coordination with the Public Realm Plan, Public Works led a capital planning process to identify implementation priorities for complete streets in Dogpatch west of Illinois. The Public Realm Plan also consulted with the Port regarding complete streets within their purview (see [Figure 5-73 for a map of jurisdictions](#)). These activities led to the current capital planning priorities found in [Figure 5-74](#).

The capital planning process involved close examination of the unique conditions in the Dogpatch neighborhood where residential

development has been rapidly replacing industrial uses and missing or substandard sidewalks are not uncommon.

Public Works led a series of meetings with City departments to identify priorities and then worked with the EN CAC members and community leaders to confirm those priorities. This capital project prioritization process yielded two categories of key pedestrian route projects: Priority Implementation Projects where basic sidewalk infrastructure was lacking (see [Figure 5-75, Projects A - E](#)); and Second-Level Priority Implementation routes which currently meet infrastructure standards that are opportunities for enhanced quality of urban experience or greening (see [Figure 5-75, Second-Level Priorities](#)). Streets and sidewalks that were already being improved as part of a City or private development project are not included in [Figure 5-75](#).

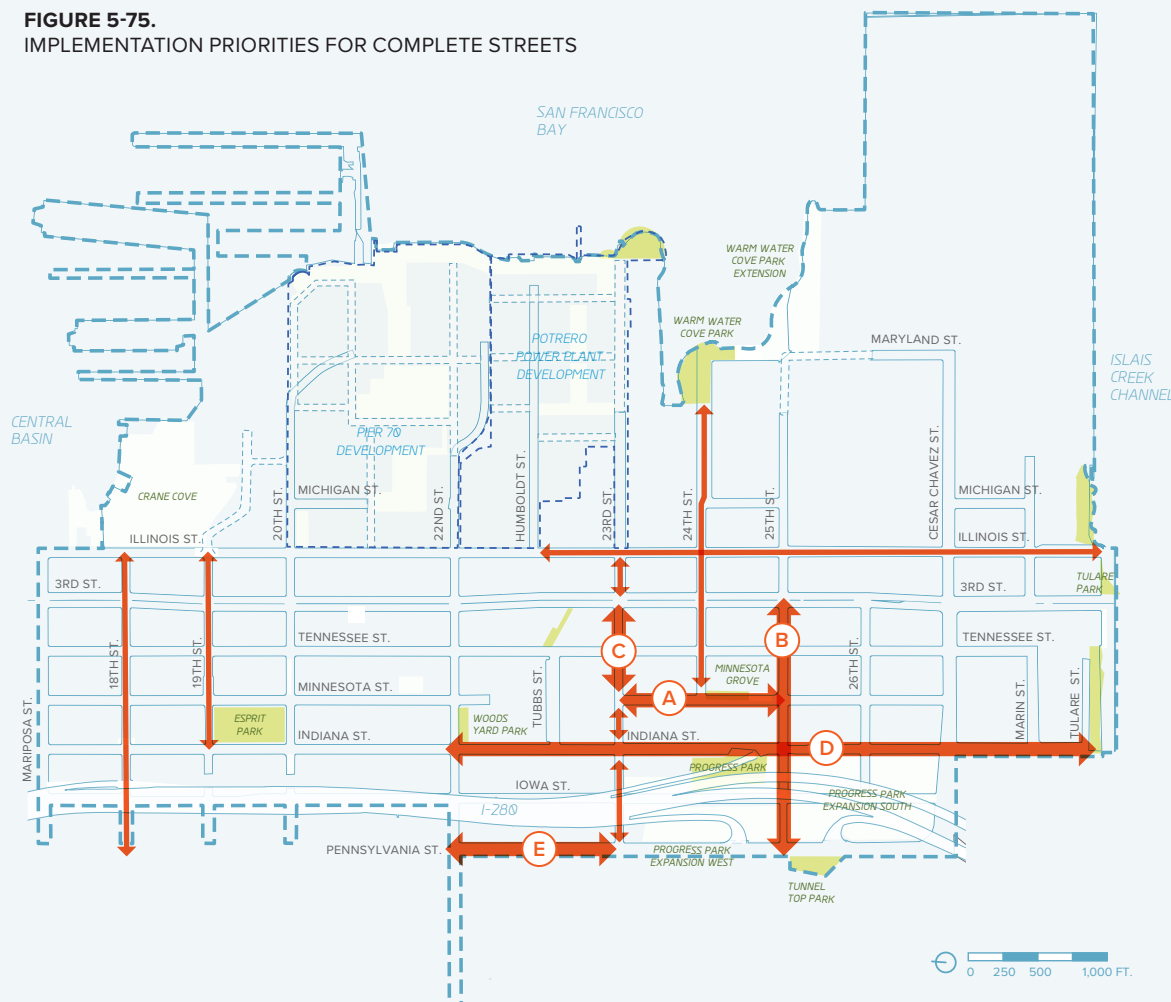
Through this lens, the multi-departmental Dogpatch capital planning team then reviewed an inventory of missing or substandard sidewalks (see [Figure 3-27 and 3-28](#)), as well as community input from the public work-

shops and surveys, and developed a mutually agreed upon list of right of way project priorities in Dogpatch. The team presented this list to the Eastern Neighborhoods CAC and other key community leaders in Dogpatch for feedback and finalize the capital planning priorities.

It was important to ensure that the Eastern Neighborhoods CAC, whose role is to provide input on public benefits using impact fee funding for right-of-way projects in the neighborhood, was in support not just of the capital planning priorities, but of the framework and process for developing it.

The framework provides a blueprint for capital projects in the Dogpatch rights-of-way. These priorities focus efforts to secure funding for these projects through sources such as development impact fees, grants, and development agreements, and working with developers to leverage their required improvements.

**FIGURE 5-75.**  
IMPLEMENTATION PRIORITIES FOR COMPLETE STREETS



**(A) Minnesota Street, 23rd to 25th streets, including Minnesota Grove**

Scope: infill sidewalks and streetscape, intersection improvements, Minnesota Grove upgrades (ADA compliance, lighting, extension southward)

\*Cost estimate: ~\$2.3M

**(B) 25th Street, 3rd to Pennsylvania streets**

Scope: infill sidewalks and lighting, bulbouts at Pennsylvania, Minnesota and Indiana streets where feasible.

\*Cost estimate: ~\$5.5M

**(C) 23rd Street, 3rd to Minnesota streets (Phase I)**

Scope: infill sidewalks and lighting, bulbouts at Tennessee where feasible

\*Cost estimate: ~\$2.5M

**(D) Indiana Street, 22nd Street to Islais Creek (most potential for an ADA compliant route)**

Scope: infill sidewalks, lighting and bulbouts where needed and feasible

\*Cost estimate: ~\$3.5M

**(E) Pennsylvania Street, 22nd to 23rd streets**

Scope: infill sidewalks

\*Cost estimate: ~\$675K

**Second Level Priorities**

Scope: pedestrian lighting, infill street trees, infill understory plantings, bulbouts where needed and feasible.

\* 2017 Rough-Order-of-Magnitude Cost Estimates.  
Assume 5% escalation costs per year.

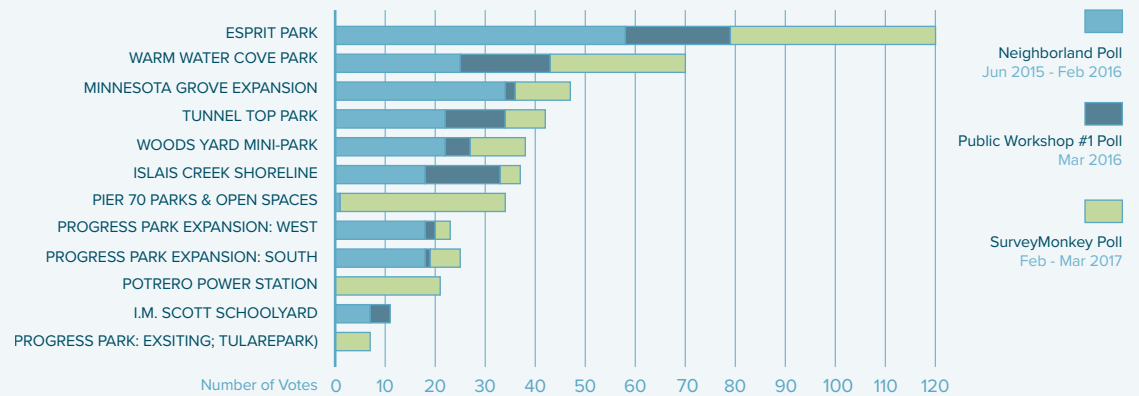
## OPEN SPACE & PARKS PUBLIC POLLING

### OPENS SPACES & PARKS

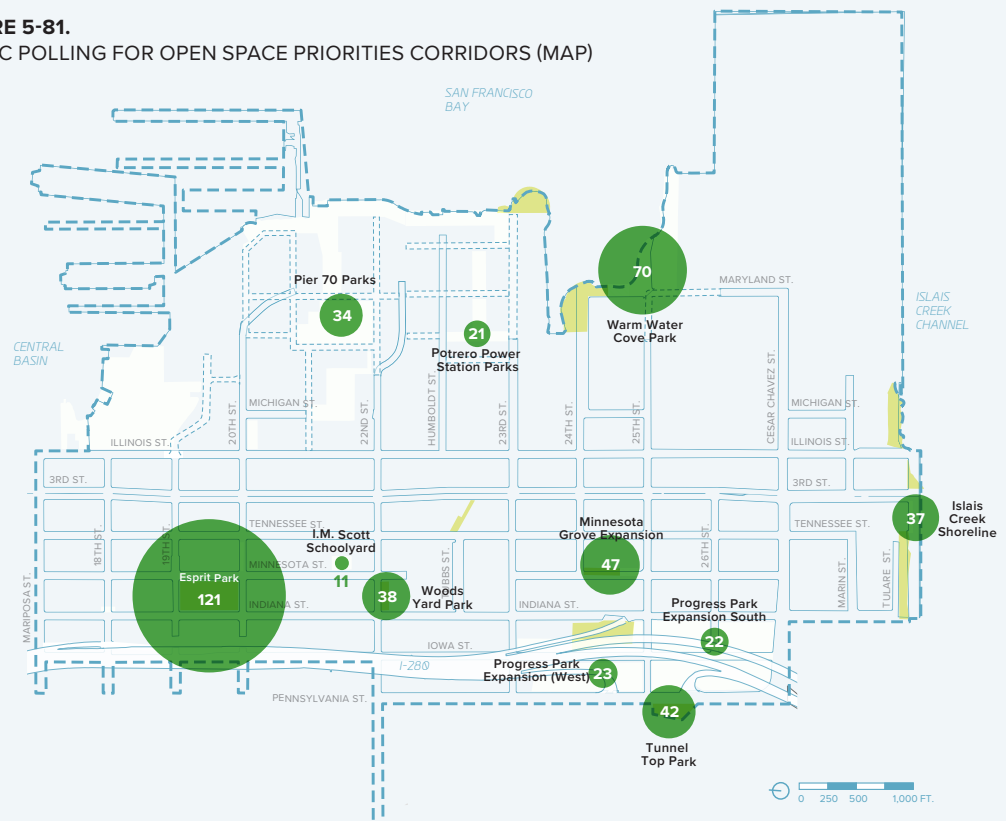
The public was polled three separate times throughout the community engagement process regarding priorities for improvements to the open space network in Central Waterfront. The first poll was administered online in the fall of 2015, followed closely by a real-time voting exercise at the first public workshop in winter 2016. Another online poll was administered in the winter of 2017 after a series of focus group meetings with different stakeholder groups throughout the Plan area. The aggregate results are shown in the figures to the right.

Esprit Park consistently polled highest in terms of priority for investment, being most proximate to a majority of residential land uses in the Central Waterfront; the oldest and longest-serving park in the whole plan area. Other highly scoring sites were associated with long-standing volunteer stewardship efforts (Warm Water Cove, Minnesota Grove, Tunnel Top Park, and Muni Woods Yard 'Mini-Park'). As residential and commercial development continue to intensify, especially along the waterfront and immediately to the southwest of the Plan Area (HOPE SF and other larger developments), open spaces near those areas will see more use and need for investment.

**FIGURE 5-80.**  
PUBLIC POLLING FOR OPEN SPACE PRIORITIES (GRAPH)



**FIGURE 5-81.**  
PUBLIC POLLING FOR OPEN SPACE PRIORITIES CORRIDORS (MAP)





## OPEN SPACE & PARKS: COST ESTIMATES & IMPROVEMENTS



### Esprit Park

Cost Estimate: \$7.0 M

Funding Status: \$5.0M from UCSF 'Cushioning' funds and \$1.7M in Eastern Neighborhood Development Impact Fees

Jurisdiction: Recreation and Parks



### Warm Water Cove Park

Cost Estimate: \$10.0 M

Funding Status: no funding identified at this time

Jurisdiction: Port of San Francisco



### Tunnel Top Park

Cost Estimate: \$3.0 M

Funding Status: no funding identified at this time

Jurisdiction: Caltrain



### Minnesota Grove and Extension

Cost Estimate: \$1.7 M

Funding Status: Partially funded

Jurisdiction: Public Works



### Woods Yard Mini-Park

Cost Estimate: \$2.0 M

Funding Status: no funding identified at this time

Jurisdiction: SFMTA



### Under-Viaduct Open Spaces

Cost Estimate: Exact Scope and Cost Estimate TBD

Funding Status: no funding identified at this time

Jurisdiction: Public Works for some sites; Caltrans for other sites



# SAN FRANCISCO PLANNING DEPARTMENT

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## Addendum #3 to Environmental Impact Report

*Addendum Date:* May 2, 2018  
*Case No.:* **2015-001821ENV**  
*Project Title:* Dogpatch Public Realm Plan  
*EIR:* Eastern Neighborhoods Rezoning and Area Plans Final EIR  
SCL No. 1984061912, certified August 7, 2008  
*Block/Lots:* Various  
*Lot Size:* Various  
*Project Sponsor:* San Francisco Planning Department  
*Sponsor Contact:* Robin Abad, Citywide Planning, 415-575-9123  
*Lead Agency:* San Francisco Planning Department  
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The purpose of this addendum to the Eastern Neighborhoods Rezoning and Area Plans Final EIR is to substantiate the Planning Department's determination that no supplemental environmental review is required for the proposed Dogpatch Public Realm Plan (DPRP) ("proposed project") because the environmental effects of the DPRP have been adequately analyzed pursuant to the California Environmental Quality Act ("CEQA") in a Final Environmental Impact Report ("FEIR") previously prepared for the Eastern Neighborhoods Rezoning and Area Plans. This addendum describes the proposed project's relationship to the Eastern Neighborhoods Rezoning and Area Plans FEIR and the Central Waterfront Area Plan, analyzes the proposed project in the context of the previous environmental review, and summarizes the potential environmental effects that may occur as a result of implementing the DPRP.

### BACKGROUND

The Eastern Neighborhoods Rezoning and Area Plans Project was adopted in December 2008. The project was adopted in part to support housing development in some areas previously zoned for industrial uses, while preserving an adequate supply of space for existing and future production, distribution, and repair ("PDR" or generally light industrial) employment and businesses. The project established new zoning districts that permit PDR uses exclusively; in combination with commercial uses; in districts mixing residential and commercial uses and residential and PDR uses; as well as new residential-only districts. The zoning districts replaced existing industrial, commercial, residential single-use, and mixed-use districts. The project also resulted in amendments to height and bulk districts in some areas to accommodate anticipated residential and commercial growth.

In conjunction with the Planning Code amendments, the Planning Department developed area plans for the East South of Market Area ("East SoMa"), the Mission, Showplace Square/Potrero Hill, and the Central Waterfront for inclusion in the General Plan. These area plans address policy-level issues pertaining to land use, transportation, urban design (including building heights and urban form), open space, housing, historic resources, community facilities and economic development. The overarching objective of the Eastern Neighborhoods Area Plans is to address key policy objectives that both ensure a stable future for PDR businesses in the city, mainly by reserving a certain amount of land for PDR use and also provide a substantial amount of new housing, particularly affordable housing, in appropriate

areas that create “complete neighborhoods” by providing appropriate amenities and services for area residents and workers.

During the Eastern Neighborhoods adoption phase, the Planning Commission held public hearings to consider the various aspects of the proposed area plans, and Planning Code and Zoning Map amendments. On August 7, 2008, the Planning Commission certified the Eastern Neighborhoods Final EIR by Motion 176592 and adopted the Preferred Project for final recommendation to the Board of Supervisors. The mayor signed the final legislation on December 19, 2008.

### ***Final Environmental Impact Report***

The Eastern Neighborhoods Final EIR is a comprehensive, programmatic document that analyzes the environmental effects of implementing the Eastern Neighborhoods Rezoning and Area Plans, as well as the environmental impacts under several alternative zoning scenarios. The Draft EIR evaluated three rezoning alternatives (“Options A, B and C”), two community-proposed alternatives that focused largely on the Mission District, and a “No Project” alternative. The alternatives varied in the amount of potential area-wide land supply that would be zoned for PDR, mixed-use or residential use compared to existing conditions at the time. Option A retained the greatest amount of land supply for PDR use within the 2,300-acre plan area; Option C the least, and designated comparatively more expansive areas of residential and mixed-use zoning throughout the Eastern Neighborhoods and a lesser amount of land area exclusively for PDR use. Option B sought to balance the disposition of land uses between Options A and C. The alternative selected, or the “Preferred Project”, was analyzed in the EIR’s Response to Comments document and represented a combination of Options B and C. The Planning Commission adopted the Preferred Project after fully considering its environmental effects and the various alternatives discussed in the FEIR.

The Final EIR included analyses of environmental issues associated with amended use and height districts and new General Plan policies including: land use; visual quality and urban design; population, housing, business activity, and employment (growth inducement); transportation; noise; air quality; parks, recreation and open space; shadow; archeological resources; historic architectural resources; hazards; and other issues not addressed in the previously issued initial study for the Eastern Neighborhoods project. No specific development projects were analyzed as part of the FEIR.

On September 12<sup>th</sup>, 2012, Addendum #1 to the FEIR was published (“Art & Design Educational Special Use District”) that examined environmental impacts of the creation of an Art and Design Special Use District (SUD) and its application to five contiguous lots near 1111 8<sup>th</sup> Street in the Showplace Square/Potrero Hill Area Plan area. The SUD was intended to facilitate the continued operation of the California College and the Arts and provide a regulatory scheme for a potential future expansion. Addendum #1 concluded that implementation of the SUD would not cause new significant impacts not identified in the FEIR, or result in a substantial increase in the severity of previously identified significant impacts.

On March 1, 2017, Addendum #2 to the FEIR was published (“UMU Heights Amendment”), which proposed an ordinance that would amend the San Francisco Planning Code and Zoning Map to prohibit gym and massage uses in the PDR zoning districts, eliminate the Transit-Oriented Retail Special Use District which includes all parcels in PDR districts along 16th Street from Mission Street to Potrero Avenue, and raise the allowable heights of certain parcels within the Urban Mixed Use (UMU) Zoning District. The former two items were not defined as projects under CEQA Guidelines Sections 15378 and 15060(c)(2) because they do not result in a physical change in the environment. Therefore, Addendum #2 examined only the potential environmental impacts of the UMU Height Amendments. Addendum #2



concluded that implementation of the proposed UMU Height Amendments would not cause new significant impacts not identified in the FEIR, or result in a substantial increase in the severity of previously identified significant impacts, and no new mitigation measures would be necessary to reduce significant impacts.

## PROJECT DESCRIPTION

The project sponsor, the Planning Department in coordination with the San Francisco Municipal Transportation Agency, San Francisco Public Works, San Francisco Recreation and Park Department, and the Port of San Francisco is proposing to implement the DPRP, as an interagency effort to guide public investment in open space infrastructure and streetscape improvements within the Central Waterfront Plan Area. The DPRP builds on the Central Waterfront Area Plan policies and the Blue Greenway Planning and Design Guidelines by addressing several improvement measures to enhance pedestrian safety and support upgrades to existing park and recreation facilities. Specifically, the Central Waterfront Area Plan, adopted in December 2008 includes numerous policies and objectives that call for open space and street improvements to promote the safety, connectivity, and sustainability of the Dogpatch neighborhood. The DPRP was developed as an implementation tool for policies related to open spaces and streetscape improvements in the area. The DPRP area generally encompasses the project area south of Mariposa Street, east of Pennsylvania Street, north of Islais Creek Channel, and west of the San Francisco Bay, excluding the Port's Pier 80 cargo facilities.

This addendum reviews the proposed DPRP in the context of the analysis conducted as part of the FEIR, particularly as captured within the FEIR's land use (zoning) and height district alternatives. Any future projects that could entail new development, changes of use or new uses, or alterations to existing structures and streetscapes that adoption of the DPRP would facilitate are unknown at this time because no specific development projects are proposed and being analyzed at this time. Therefore, future streetscape and open space improvement projects under the DPRP would be subject to project-specific environmental review. Each of the project components is further discussed below. In general, the intent of the proposed improvements is to reinvest in facilities and amenities to make parks and open spaces more resilient, sustainable, and serviceable and to improve the appearance, circulation, access, and pedestrian and bicycle experience along the streets and sidewalks within the Dogpatch neighborhood.

Although project-specific construction details (e.g., construction equipment, duration, amount of excavation, etc.) associated with future streetscape and open space improvements under the DPRP are not known at this time, they are expected to be well within the construction intensity and durations described and evaluated in the FEIR. This is because construction of streetscape improvements and open spaces would generally be less intensive and typically shorter in duration than construction of development projects (e.g., buildings). Moreover, as discussed throughout this Addendum, FEIR mitigation measures that would be applicable to development projects would likewise be applicable to the proposed streetscape and open space improvements under the DPRP.

In general, it is not expected that the proposed streetscape and open space improvement would incentivize new building development throughout the Central Waterfront/Dogpatch area or induce population growth within the Central Waterfront/Dogpatch area beyond what was already considered in the FEIR. Therefore, only direct construction and operational impacts of the DPRP are considered in this Addendum.

### *Open Space Improvements*

The DPRP proposes open space improvements within Esprit Park, Tunnel Top Park, Warm Water Cove Park, Minnesota Grove, Woods Yard Park, and Progress Park, as shown in Figure 1, Proposed Open Space Improvements by the Dogpatch Public Realm Plan, p. 28.

#### **Esprit Park**

Esprit Park is a 1.83-acre park located between Minnesota Street and Indiana Street and between 19<sup>th</sup> Street and 20<sup>th</sup> Street, owned by San Francisco Recreation and Park Department. Esprit Park is a well-groomed field, bordered with benches, redwood trees, and picnic areas in the southwest and southeast corners. The site elevations vary from 44 feet San Francisco Datum at the northern park boundary to 48 feet San Francisco Datum at the southern park boundary.

The proposed layout of Esprit Park would expand the existing two meadow areas (North and South Meadows) from 31,500 sf, up to 5,000 sf, divided by a universal play area within the central portion of the park. North and South Meadows would be surrounded by trees, forest groves, picnic and seating areas, and parcourse and active equipment areas. The improvements at Esprit Park consist of five key elements including: the restoration of original planting design and tree rehabilitation; addition and replacement of signs, watering stations, trash receptacles, parcourse and active exercise equipment; improvements to paths, hardscapes, sidewalks and streets; providing additional lighting along pedestrian paths; and installation of sub-grade drainage and site engineering services. Hardscape and sidewalk improvements include primary and secondary circulation paths consisting of natural stone paved hardscapes and permeable surfaces, a midblock path entrance on Indiana Street and Minnesota Street, sidewalk, paving, and street planting along the perimeter of Minnesota Street. Streetscape improvements include curb bulb-outs along the north and south corners of Minnesota Street and designing one of the entrances to Esprit Park to accommodate Recreation and Park vehicles.

#### **Tunnel Top Park**

Tunnel Top Park is a 0.7-acre park located at 1100 Pennsylvania Avenue on the southwest corner of 25<sup>th</sup> Street and Pennsylvania Avenue, atop the CalTrain tunnel. Tunnel Top Park is owned by CalTrain. The existing site has a flat area and open space for community gathering and recreation. The site elevations vary from 70 feet San Francisco Datum at the northern park boundary to 55 feet San Francisco Datum at the southern park boundary.

The proposed layout of Tunnel Top Park would include an arc like multi-use plaza with performance stage, a dog play area, a universal play area and wooden seating within the central portion of the park. The proposed improvements at Tunnel Top Park consist of internal circulation paths to ensure American with Disabilities Act (ADA) access to park facilities, fencing or similar structures to delineate functional use areas, a solar powered nighttime lighting program, and the development of a planting plan using native and well-adapted species. The improvements at Tunnel Top Park consist of two main elements including the addition of furnishings and equipment and improvements to paths and hardscapes. The addition of furnishings could include concrete seatwalls, wooden seating, overlook areas, a small performance stage, and steel vine structures. Equipment such as a dog play area and a universal play area with play slides could be added. Paths and hardscapes improvements could include site walls along the arc shaped plaza, and internal circulation paths consisting of decomposed granite paving line the park from the western side of the park to the eastern portion of the plaza. A corner bulbout at Pennsylvania and 25<sup>th</sup> Street and a mid-block bulbout along Pennsylvania Avenue would also be

proposed to help define park entry points and create a gateway aspect. There would be no substantial grading as the park is located atop the Caltrain tunnel.

### **Warm Water Cove Park**

Warm Water Cove Park is a 1.5-acre park located at the end of 24<sup>th</sup> Street and east of Michigan Street, and owned by the Port of San Francisco. The existing site is within the Blue Greenway<sup>1</sup> offering scenic vistas of the waterfront with narrow walking paths, drought tolerant landscaping, and benches. No lighting currently exists at the park. The site elevations vary from 17 feet San Francisco Datum at the northern park boundary to 10 feet San Francisco Datum at the southeastern park boundary.

The proposed project under the DPRP is to expand the park by approximately 2.5 acres (for a total of approximately 4 acres) to the south including new vegetation, lighting, site furnishings, public art and enhanced safety features, as envisioned in the San Francisco Port's *Blue Green Design Guidelines*. The improvements at Warm Water Cove Park are comprised of six key elements, including planting and landscaping design focused on restoring and preserving coastal grasslands, and coast live oak woodlands; the construction of the landscape stormwater treatment swales and native landscaping to treat stormwater runoff from associated planned adjacent Port Pier 80 (Western Pacific Site) land improvements; the addition of furnishings and equipment utilizing a flex space with outdoor seating areas for community gathering and passive recreation space created with lawn, terraced seating, and drumlin landscape mounds; the addition and improvements to circulation, paths, and hardscapes; the addition of public art features including pier posts, art pavilion, sculpture gardens, steel pergolas, hammock gardens, boulder fields, and gabion walls; and the addition of nighttime lighting designed and located away from sensitive habitat areas. Circulation, paths and hardscapes improvements could include an entry plaza created at 24<sup>th</sup> Street and 25<sup>th</sup> Street, which would connect to the Bay Trail. Secondary circulation pathways could be raised with permeable material options including patterned concrete paving, wood, and metal. In addition, a boardwalk located over the landscape swales could be provided for continuous pedestrian circulation, where feasible.

### **Minnesota Grove**

Minnesota Grove is a 0.4-acre area located on Minnesota Street between 24<sup>th</sup> and 25<sup>th</sup> Street, and owned by San Francisco Public Works. The existing site is along Minnesota Street, a neighborhood street that has one northbound travel lane and one southbound travel lane. The eastern portion of the site is lined with a retaining wall filled with trees, shrubs, and vegetation. The site elevations vary from 17 feet to 29 feet San Francisco Datum.

Under the DRPR, the proposed layout of Minnesota Grove would be expanded to the south and a continuous pedestrian path with a landscaped buffer would be provided to the intersection of Minnesota and 25<sup>th</sup> Street. The proposed improvements at Minnesota Grove would reconfigure and regrade the existing path to provide ADA accessibility, provide seating, redesign the existing retaining wall to improve visibility for drivers, and ensure the design and landscape of the expansion carries over the existing theme and surroundings of the area.

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<sup>1</sup> The Blue Greenway is a City project to improve a 13-mile-long portion of the 500-mile-long, nine-county, region-wide Bay Trail as well as the newly established San Francisco Bay Area Water Trail and associated waterfront open space system. (Port of San Francisco, *Blue Greenway – Planning and Design Guidelines*. July, 2012. Available: <http://sfport.com/blue-greenway-project>. Accessed April 10, 2018).



### **Woods Yard Park**

Woods Yard Park is a 0.3-acre park located on the southeast corner of 22<sup>nd</sup> Street and Indiana Street, and owned by the San Francisco Municipal Transportation Agency (SFMTA). Woods Yard Park is a block-long open space with two grassy areas, a few shade trees, and a large sand pit for children. The site elevation is 38 feet San Francisco Datum.

Under the DPRP, the proposed improvements at Woods Yard Park include demolishing existing concrete areas to provide more planted areas, potentially relocating or replacing existing children's play area, addition of more vegetation and trees, installation of solar-powered nighttime lighting, installation of adult fitness equipment, and installation of more seating and benches.

### **Progress Park**

Progress Park is a 0.5-acre open space area located between Indiana and Iowa Streets, north of 25<sup>th</sup> Street, owned by California Department of Transportation. The park site consists of planted areas and some lightly hardscaped areas with adult exercise equipment. The site elevations vary from 23 feet San Francisco Datum along the northern park boundary to 17 feet San Francisco Datum along the southern park boundary.

The proposed project would expand the park's footprint up to 419,500 square feet into other California Department of Transportation (Caltrans) owned parcels to the north, west, and south. Under the DPRP, the proposed improvements to Progress Park would include additional planted areas, expanded dog play facilities (dog run or dog play area), and active recreation facilities such as sports courts or fields. New nighttime lighting is also proposed.

While the FEIR project description included some open spaces as part of the project description, improvements at Progress Park and Minnesota Grove, specifically, were not anticipated at that time. However, construction characteristics associated with these two parks, as well as their operational uses, would be largely the same as other parks that were considered in the FEIR. Therefore, impacts associated with these two open spaces would not cause new significant impacts not identified in the FEIR, or result in a substantial increase in the severity of previously identified significant impacts, and no new mitigation measures would be necessary to reduce significant impacts at these two open spaces, specifically.

### ***Streetscape Improvements***

#### **Plan Area Streetscape Improvements**

The DPRP also proposes streetscape improvements, which would include designated and safe pedestrian paths of travel along PDR frontages that do not conflict with PDR operations and loading needs, construction of sidewalks that are currently legislated but unbuilt curb bulb outs, where they don't impede access required of PDR and maritime cargo operations marked crosswalks, raised midblock crossings, and a bike route, as shown in Figure 2, Proposed Street Improvements by the Dogpatch Public Realm Plan, p. 29. Other proposed improvements include the 24<sup>th</sup> Street Green Connection, improvements along Minnesota Street, providing trees and sidewalk plantings, and a pedestrian-scaled lighting program. Typical improvements that would be made to streets and sidewalks throughout the project area are shown in Figure 3, Types of Streetscape Improvements Recommended for Dogpatch, p. 30, and described in Table 1, Proposed Plan Area Streetscape Improvements.

**Table 1: Proposed Plan Area Streetscape Improvements**

Proposed Type of Streetscape Improvement		Streetscape Segment / Intersection
1	Sidewalks/Paths of Travel Improvements (including shared streets, textured asphalt, raised crosswalks, etc.) <sup>1</sup>	East and west sides of Michigan between 24 <sup>th</sup> Street and 25 <sup>th</sup> Street (New)
		East and west sides of Maryland Street, north of Cesar Chavez Street (New) or a multi-purpose trail if the street is not fully improved
		Various sections along the east and west sides of Tennessee Street between 22 <sup>nd</sup> Street to Tulare Street (New)
		Various sections along the east and west sides of Minnesota Street between 19 <sup>th</sup> Street and Cesar Chavez Street (New and/or widening up to 15 feet)
		Various sections along the east and west sides of Pennsylvania Street between 22 <sup>nd</sup> Street and Cesar Chavez Street (New)
		South side of 19 <sup>th</sup> Street between Indiana Street and Minnesota Street (Improvements to internal path as part of Esprit Park renovation for ADA compliance)
		North side of 20 <sup>th</sup> Street between Indiana Street and Tennessee Street (Improvements to internal path as part of Esprit Park renovation for ADA compliance)
		South side of Tubbs Street between Indiana Street and Tennessee Street (New)
		North side of 23 <sup>rd</sup> Street between Indiana Street and Tennessee Street (Improvements)
		North side of 24 <sup>th</sup> Street between Illinois Street to Warm Water Cove Park (Widening up to 10 feet)
		South side of 24 <sup>th</sup> Street between Michigan Street to Warm Water Cove Park (Widening up to an additional 10 feet)
		South side of 25 <sup>th</sup> Street between Indiana Street and Tennessee Street (New)
		Various sections along the north and south sides of 26 <sup>th</sup> Street between Indiana Street and 3 <sup>rd</sup> Street (New)
		Various sections along the north and south sides of Cesar Chavez east of Michigan Street (New or improvements)
		North and south sides of Marin Street from Indiana Street and Tennessee Street and east of Michigan Street (New or improvements)
2	Corner Curb Bulb outs	Various sections along Indiana Street from 22 <sup>nd</sup> Street to Islais Creek (Widening) <sup>2</sup>
		Illinois Street and 23 <sup>rd</sup> Street (northeast, northwest, and southwest corners)
		Illinois Street and 24 <sup>th</sup> Street (northwest and southwest corners)
		Tennessee Street and Mariposa Street (southwest corner)
		Tennessee Street and 18 <sup>th</sup> Street (northeast, northwest, and southwest corners)
		Tennessee Street and 23 <sup>rd</sup> Street (northwest corner) <sup>2</sup>
		Tennessee Street and 24 <sup>th</sup> Street (all four corners)
		Minnesota Street and Mariposa Street (southeast and southwest corners)
		Minnesota Street and 18 <sup>th</sup> Street (all four corners)
		Minnesota Street and 19 <sup>th</sup> Street (all four corners)
		Minnesota Street and 20 <sup>th</sup> Street (northeast, northwest, and southeast corners)
		Minnesota Street and 24 <sup>th</sup> Street (northeast and northwest corners)
		Minnesota Street and 25 <sup>th</sup> Street (northeast and southeast corners)
		Indiana Street and Mariposa Street (southeast and southwest corners)
		Indiana Street and 19 <sup>th</sup> Street (northeast and southeast corners)
		Indiana Street and 20 <sup>th</sup> Street (northeast and northwest corners)
		Indiana Street and Tubbs Street (northeast and southeast corners) <sup>2</sup>
		Indiana Street and 25 <sup>th</sup> Street (northeast and southeast corners) <sup>2</sup>
		Indiana Street and Cesar Chavez Street (all four corners) <sup>2</sup>
		Indiana Street and Marin Street (northeast and southeast corners) <sup>2</sup>
		Pennsylvania Street and 25 <sup>th</sup> Street (southwest corner)
3	Marked Crosswalks	Illinois Street at 23 <sup>rd</sup> Street, 24 <sup>th</sup> Street, Cesar Chavez Street (3 intersections)
		3 <sup>rd</sup> Street at Cesar Chavez Street (1 intersection)
		Tennessee Street at 18 <sup>th</sup> Street, Tubbs Street, 23 <sup>rd</sup> Street, 24 <sup>th</sup> Street, 25 <sup>th</sup> Street, 26 <sup>th</sup> Street, Cesar Chavez Street (7 intersections)

**Table 1: Proposed Plan Area Streetscape Improvements (continued)**

Proposed Type of Streetscape Improvement		Streetscape Segment / Intersection
3	Marked Crosswalks	Minnesota Street at 23 <sup>rd</sup> Street, 24 <sup>th</sup> Street, 25 <sup>th</sup> Street, 26 <sup>th</sup> Street, Cesar Chavez Street (5 intersections)
		Indiana Street at 18 <sup>th</sup> Street, 20 <sup>th</sup> Street, Tubbs Street, 23 <sup>rd</sup> Street, 25 <sup>th</sup> Street (5 intersections)
		Pennsylvania Street at 22 <sup>nd</sup> Street, 25 <sup>th</sup> Street (2 intersections)
		19 <sup>th</sup> Street at Indiana Street (1 intersection)
		Michigan Street (1 intersection)
4	Raised Mid-block Crossings	Tennessee Street between 20 <sup>th</sup> Street and 22 <sup>nd</sup> Street
		Minnesota Street between 20 <sup>th</sup> Street and 22 <sup>nd</sup> Street
5	Pedestrian/Bicycle Facilities (including sidewalk planting and trees, street furnishing and lighting, bicycle lanes, bicycle parking, bicycle share stations, etc.)	Class III Bike facilities on 24 <sup>th</sup> Street between Illinois Street to Warm Water Cove Park and on 19 <sup>th</sup> Street between Indiana Street and Minnesota Street, and Class II bicycle facilities with sharrows on Minnesota Street between 19 <sup>th</sup> Street and Mariposa Street
		Boardwalk located over the wetlands within Warm Water Cove Park
Notes:		
1. New sidewalks could be up to legislated sidewalk widths or per Better Streets Plan recommendations. Improvements are unknown at this time.		
2. Sidewalk widening and new corner bulbouts are a part of San Francisco Public Works capital plan priority projects.		
Source: Citywide Planning, San Francisco Planning Department, <i>Central Waterfront Public Realm Plan Public Review Draft</i> , January 30, 2018.		

## 24<sup>th</sup> Street Green Connection

The proposed street improvements for the 24<sup>th</sup> Street Green Connection are generally located between Minnesota Street and Warm Water Cove Park. The current condition of 24<sup>th</sup> Street varies from block to block with minimal planting such as street trees and landscaping, and missing and discontinuous sidewalks. No bicycle facilities are available along 24<sup>th</sup> Street. Under the DPRP, the proposed improvements along 24<sup>th</sup> Street would include the establishment of a dedicated *class III* bicycle routes, completing the sidewalk network, installing corner curb bulb-outs (as defined in Table 1 above) and intersection cross walks, and providing landscape planter areas and street trees. In addition, a reduction in the street width for a portion of the section east of Michigan Street is proposed. Certain curb bulb-outs improvements would need to be considered in the context of the maritime and industrial needs of those streets that serve the Port's maritime operations and other nearby industrial users.

## Minnesota Street Improvements

The proposed street improvements along Minnesota Street would include two segments of the street, between Cesar Chavez Street and Tubbs Street, and Tubbs Street and Mariposa Street. Current conditions of Minnesota Street varies by block with minimal tree planting and sidewalk planting, north of 19<sup>th</sup> Street and south of 23<sup>rd</sup> Street, as well as discontinuous sidewalks south of 23<sup>rd</sup> Street. Under DPRP, the proposed improvements along Minnesota Street would include designated and safe pedestrian paths of travel along PDR frontages that do not conflict with PDR operations and loading needs, installation of corner bulbouts and marked crosswalks, planting of trees and other vegetation along sidewalks, and a pedestrian-scaled lighting program. Additional street improvements include raised, midblock crossings between 20<sup>th</sup> Street and 22<sup>nd</sup> Street along Minnesota Street.



## *Regulatory Setting*

### Planning Code

The open space improvements sites are located in the Public (P), Urban Mixed Use (UMU), Light Industrial (M-1), Heavy Industrial (M-2), Production, Distribution and Repair–1–General (PDR-1-G) Use Districts. As stated in Planning Code Section 211, the P District is applied to “land that is owned by a governmental agency and in some form of public use, including open space. Within the P District, allowed uses include public structures and uses of City and County of San Francisco and of other governmental agencies, accessory nonpublic uses, neighborhood agriculture, city plazas, temporary uses, and publicly-owned and operated wireless telecommunications services facilities.” The UMU District is intended to promote a vibrant mix of uses while maintaining the characteristics of this formerly industrially-zoned area. Within the UMU District, allowed uses include PDR uses such light manufacturing, home and business services, arts activities, warehouse, and wholesaling. Additional permitted uses include retail, educational facilities, nighttime entertainment, outdoor activity areas and open space. As stated in Planning Code Section 210.4, the M-1 District is “more suitable for smaller industries dependent upon truck transportation, while the M-2 District are more suitable for larger industries served by rail and water transportation and by large utility lines. In M-1 Districts, most industries are permitted, but some with particularly noxious characteristics are excluded. The permitted industries in the M-1 District have certain requirements as to enclosure, screening, and minimum distance from Residential Districts. The M-2 District is the least restricted as to use and are located at the eastern edge of the City, separated from residential and commercial areas. The heavier industries are permitted, with fewer requirements as to screening and enclosure than in M-1 District, but many of these uses are permitted only as conditional uses or at a considerable distance from Residential Districts.” As stated in Planning Code Section 210.3, the intention of the PDR-1-G District is to “retain and encourage existing production, distribution, and repair activities and promote new business formation. Thus, the PDR-1-G District prohibits residential and office uses, and limits retail and institutional uses. Additionally, this district allows for more intensive PDR activities than PDR-1-B and PDR-1-D but less intensive than PDR-2. Generally, all other uses are permitted.” The goals of the proposed project aim to build on the Central Waterfront Area Plan policies and the Blue Greenway Planning and Design Guidelines by addressing improvement measures to improve pedestrian circulation and safety and to support upgrades to existing park and recreation facilities.

The open space improvements sites are located in the Open Space (OS), 40-X, 58-X, 65-J, Height and Bulk Districts. Article 2.5 of the Planning Code regulates the height and bulk of structures consistent with the Urban Design element and other elements of the General Plan. Height and Bulk Districts have been established for all parcels in the city for a variety of purposes, including relating the height of new buildings to important attributes of the City pattern and existing development, avoiding an overwhelming or dominating appearance in new construction, preserving and improving the integrity of open spaces and public areas, promoting harmony in the visual relationships between old and new buildings and protecting important city resources and the neighborhood environment. The proposed project is intended to address improvement measures to enhance pedestrian safety and support maintenance upgrades park and recreation facilities in Central Waterfront Area Plan consistent with these purposes.

### Changes in the Regulatory Environment

Since the certification of the Eastern Neighborhoods FEIR in 2008, several new policies, regulations, statutes, and funding measures have been adopted, passed, or are underway that affect the physical

environment and/or environmental review methodology for projects in the Eastern Neighborhoods plan areas. As discussed in each topic area referenced below, these policies, regulations, statutes, and funding measures have implemented or will implement mitigation measures or further reduce less-than-significant impacts identified in the FEIR. These include:

- State legislation amending CEQA to eliminate consideration of aesthetics and parking impacts for infill projects in transit priority areas, effective January 2014.
- State legislation amending CEQA and San Francisco Planning Commission resolution replacing level of service (LOS) analysis of automobile delay with vehicle miles traveled (VMT) analysis, effective March 2016 (see “CEQA Section 21099” heading below).
- The adoption of interim controls requiring additional design standards for large project authorizations within the Showplace Square/Potrero Hill and Central Waterfront plan areas of the Eastern Neighborhoods effective February 2016 through August 2017.
- The adoption of 2016 interim controls in the Mission District requiring additional information and analysis regarding housing affordability, displacement, loss of PDR and other analyses, effective January 14, 2016 through January 14, 2018.
- San Francisco Bicycle Plan update adoption in June 2009, Better Streets Plan adoption in 2010, Transit Effectiveness Project (aka “Muni Forward”) adoption in March 2014, Vision Zero adoption by various City agencies in 2014, Proposition A and B passage in November 2014, and the Transportation Sustainability Program (see addendum Transportation section).
- San Francisco ordinance establishing Noise Regulations Related to Residential Uses near Places of Entertainment effective June 2015 (see addendum Noise section).
- San Francisco ordinances establishing Construction Dust Control, effective July 2008, and Enhanced Ventilation Required for Urban Infill Sensitive Use Developments, amended December 2014 (see addendum Air Quality section).
- San Francisco Clean and Safe Parks Bond passage in November 2012 and San Francisco Recreation and Open Space Element of the General Plan adoption in April 2014 (see addendum Recreation section).
- Urban Water Management Plan adoption in 2011 and Sewer System Improvement Program process (see addendum Utilities and Service Systems section).
- Article 22A of the Health Code amendments effective August 2013 (see addendum Hazardous Materials section).

### *Aesthetics and Parking*

In accordance with CEQA section 21099 – Modernization of Transportation Analysis for Transit Oriented Projects – aesthetics and parking shall not be considered in determining if a project has the potential to result in significant environmental effects, provided the project meets all of the following three criteria:

- a) The project is in a transit priority area<sup>2</sup>
- b) The project is on an infill site<sup>3</sup>

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<sup>2</sup> According to SB 743, a “transit priority is defined as an area within one-half mile of an existing or planned major transit stop. A “major transit stop” is defined in Section 21064.3 of the California Public Resources Code as a rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods.”

<sup>3</sup> According to SB 743 an “infill site means a lot located within an urban area that has been previously developed, or on a vacant site where at least 75 percent of the perimeter of the site adjoins, or is separated only by an improved public right-of-way from, parcels that are developed with qualified urban uses.”

c) The project is residential, mixed-use residential, or an employment center<sup>4</sup>

The proposed project does not meet all of the above criteria. The DPRP would guide public investment of open space infrastructure and streetscape projects within the Central Waterfront Plan Area and would not meet criterion c) since the proposed DPRP would not involve projects that are residential, mixed-use residential, or an employment center. Thus, for the purposes of a conservative analysis, the addendum considers aesthetics and parking in determining the significance of the proposed project impacts under CEQA for all components of the proposed project. The Aesthetics section, p. 12, evaluates whether the project would result in a significant CEQA impact on aesthetics. The Transportation and Circulation section evaluates whether the project would result in a significant CEQA impact on parking.

## REMARKS

The Eastern Neighborhoods Rezoning and Area Plans Final EIR identified less-than significant environmental impacts in the following environmental topic areas: Visual Quality and Urban Design; Population, Housing, Business Activity and Employment (Growth Inducement); Parks, Recreation and Open Space; Mineral and Agricultural Resources; Wind; Utilities and Public Services; Biology; Geology/Topography; Water; and Energy and Natural Resources. The Final EIR found the following effects that can be avoided or reduced to a less-than-significant level with mitigation measures incorporated in the following areas: Archeological Resources; Noise; and Air Quality.

The FEIR found the following significant and unavoidable impacts associated with the adoption of the Eastern Neighborhoods zoning and area plans: Land Use; Transportation, including traffic and transit; Historic Architectural Resources; and Shadow.

As described under “Project Description” on p. 3 of this addendum, the proposed project would not amend the open space improvement sites’ existing height and bulk districts. Because the proposed project would rely on base zoning within the Central Waterfront Plan Area, the land use characteristics of the proposed DPRP fall within the range of alternatives included in the Eastern Neighborhoods Rezoning and Area Plans FEIR.

## ANALYSIS OF POTENTIAL ENVIRONMENTAL EFFECTS

San Francisco Administrative Code Section 31.19(c)(1) states that a modified project must be reevaluated and that “If, on the basis of such reevaluation, the Environmental Review Officer determines, based on the requirements of CEQA, that no additional environmental review is necessary, this determination and the reasons therefore shall be noted in writing in the case record, and no further evaluation shall be required by this Chapter.”

CEQA Guidelines Section 15164 provides for the use of an addendum to document the basis of a lead agency’s decision not to require a Subsequent or Supplemental EIR for a project that is already adequately covered in an existing certified EIR. The lead agency’s decision to use an addendum must be supported by substantial evidence that the conditions that would trigger the preparation of a Subsequent EIR, as provided in CEQA Guidelines Section 15162, are not present.

Since certification of the EIR, no changes have occurred in the circumstances under which the original project (e.g., zoning and map amendments and adoption of area plans) as currently proposed would be implemented, that would change the severity of the physical impacts of implementing the Central

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<sup>4</sup> According to SB 743, an “employment center project means a project located on property zoned for commercial uses with a floor area ratio of no less than 0.75 and that is located within a transit priority area.”



Waterfront Area Plan as explained herein, and no new information has emerged that would materially change the analyses or conclusions set forth in the FEIR.

Further, the proposed DPRP, as demonstrated below, would not result in any new significant environmental impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR. The effects associated with the legislative amendment would be substantially the same as those reported for the project in the Eastern Neighborhoods Rezoning and Area Plans FEIR. Moreover, any individual streetscape or open space improvements undertaken under the DPRP would be subject to review by the Planning Department to determine if the project would result in potential impacts to the environment.

### *Land Use and Land Use Planning*

The Eastern Neighborhoods FEIR evaluates land use effects based on three adopted criteria: whether a project would physically divide an existing 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 plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; or, have a substantial adverse impact on the existing character of the vicinity.

The FEIR determined that implementation of the area plans would not create any new physical barriers in the Eastern Neighborhoods because the rezoning and area plans do not provide for any new major roadways, such as freeways that would disrupt or divide the plan area or individual neighborhoods or subareas. The proposed project provides a plan for future open space and streetscape improvements within the DPRP. Implementation of the proposed project would allow for future open space and streetscape improvements on certain parcels within the Central Waterfront/Dogpatch neighborhood and would not include any land use changes. These open space and streetscape improvements, including maintenance upgrades to park and recreation facilities and better connections and enhanced pedestrian safety between the open spaces and surrounding streets, would be consistent with the density and intensity of the existing urban environment and would not cause substantial adverse impact on the existing character of these land use districts.

In terms of land use compatibility, adoption of the DPRP would support the types of uses that already exist in the project areas. The DPRP was developed as an implementation tool for policies related to open spaces and streets within the Central Waterfront Area Plan. The DPRP provides a plan for future streetscape and open space improvements to enhance pedestrian safety and to support upgrades to existing park and recreation facilities. Thus, the DPRP is not anticipated to result in any land use impacts of greater severity than those reported in the Eastern Neighborhoods FEIR. As the proposed project would not amend the open space improvement sites' existing height and bulk districts and would rely on the existing zoning within the area, adoption of the DPRP would not conflict with any applicable land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

In the cumulative context, the FEIR found that adoption of the preferred Eastern Neighborhoods use districts and zoning controls would result in a significant, adverse impact in the cumulative supply of land for PDR uses and would not be mitigable without substantial change in use controls on land under

Port of San Francisco jurisdiction. The finding was based on supply, demand and land use projections prepared for the Eastern Neighborhoods Final EIR.<sup>5</sup>

The FEIR found that industrially-zoned land and PDR building space is expected to decrease over the foreseeable future. The use districts and zoning controls adopted as part of the Eastern Neighborhoods Rezoning and Area Plans are expected to accommodate housing and primarily management, information, and professional service land uses within the area over time. The proposed project would involve improvements to existing open space and streetscape areas and expand into Caltrans-owned parcels within the DPRP area. Other than expanding into Caltrans-owned parcels, no other development parcels would be affected. Based on the above, the proposed project would not result in any new significant land use impacts, substantial increases in the significance of previously identified traffic effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

### *Aesthetics*

The Eastern Neighborhoods FEIR noted that natural boundaries in the Central Waterfront area include the San Francisco Bay, which defines the eastern edge of the plan area and Islais Creek, which defines the southern edge of the plan area. Built elements such as the I-280 freeway define the western edge of the plan area and create a border between Central Waterfront and Potrero Hill. The FEIR concluded that with implementation of the design policies proposed as part of the area plans, future development would not substantially degrade the visual character or quality of the area, have a substantial adverse effect on a scenic vista, substantially damage scenic resources that contribute to a scenic public setting, or create a new source of substantial light or glare which would adversely affect day or nighttime views in the area or which would substantially impact other people or properties. The FEIR found that no direct change in visual quality would occur and all of the indirect visual effects of development that could occur would occur over a lengthy period of time. Given that aesthetic impacts are inherently subjective and given the changes would occur within a highly developed urban environment and would be guided by the urban design principles contained within the area plans, the FEIR could not conclude that there was a significant adverse effect on visual quality and urban design.

The proposed project would alter some public views as well as visual character of the open spaces, streets, and its immediate surroundings, similar to those identified in the FEIR. The proposed project would result in visual changes to the existing open spaces associated with replacing trees and landscaping, adding furnishings and equipment, refining circulation paths, adding lighting and public art and visual changes to the existing streets associated with the construction and widening of sidewalks, addition of corner bulbouts, marked crosswalks, raised midblock crossings, a bike route, sharrows, and a boardwalk. The addition of these physical elements would not adversely affect the aesthetics of the open spaces and streetscapes and would contribute to a greater sense of overall visual quality and organization associated with specific functions for pedestrians and bicyclists than currently exists. For example, the addition of trees and landscaping within the open space areas would provide shade, function as a buffer between the travel lanes and sidewalks, and add aesthetic value by softening the edges of the urban landscape that currently exists. In addition, bulbouts at corners, marked crosswalks, and raised midblock crossings would result in traffic calming and enhanced sight lines for both motorists and pedestrians at crossings. Pedestrian and bicycle facilities along 24<sup>th</sup> Street, 19<sup>th</sup> Street, Minnesota Street, and within Warm Water Cove Park would provide visually delineated paths of travel for

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<sup>5</sup> *Eastern Neighborhoods Rezoning and Area Plans Final EIR*, p. 77. This document is available for review in Case File No. 2011.1381E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA.

pedestrians, cyclists as well as for motorists. No unique scenic resources would be adversely affected. This would not result any additional or more severe aesthetics impacts than were identified in the FEIR.

The proposed project would result in installation of additional lighting along pedestrian paths, nighttime lighting, and street lighting. Street lighting would operate in accordance with current City regulations and would not result in adverse light and glare effects, similar to those discussed in the FEIR. As a result, the proposed project's physical features would not affect a scenic vista, nor would it create new sources of substantial light or glare, or cast shadows. Therefore, the proposed project would have no significant impacts with respect to public views, scenic vistas, light, or glare. Thus, similar to the conclusions reached in the FEIR, there would be no significant adverse impacts related to aesthetics and visual character resulting from the proposed project.

### *Historic Architectural and Archeological Resources*

The Eastern Neighborhoods FEIR found that implementation of areawide zoning controls would result in a significant, adverse environmental impact related to historical resources. Demolition or significant alteration of buildings that are identified as historical resources, potential resources, or age-eligible properties could be anticipated to occur as a result of development subsequent to implementation of the zoning and area plans. The FEIR indicates that such impacts could occur individually (to single buildings) as well as cumulatively (to known or potential historic districts).

The DPRP does not propose the demolition or significant alteration of a historical resource such that the significance of the historical resource would be impaired. However, the proposed DPRP provides guidance for implementation of open space and streetscape improvement projects. Due to the programmatic nature of the proposed DPRP, it is not known at this time if future development would involve a request for demolition or significant alteration of a historic resource. Any development proposal undertaken in San Francisco is subject to review to determine whether the project would result in potential impacts to the environment, including historical resources. When an Environmental Evaluation Application is filed with the Environmental Planning Division of the Planning Department for a project that would result in demolition or alteration of an individual historic architectural resource or a contributor to a historic district or conservation district, or would result in new construction within or immediately adjacent to such a district, Preservation staff will conduct an initial evaluation of the building and of the proposed project. Should staff determine that there is potential for the project to materially alter an individual resource or an important historic characteristic of the district, the project sponsor will be required to contract for preparation of an Historic Resource Evaluation (HRE) by a qualified professional consultant who meets the Secretary of the Interior's Professional Qualification Standards in Historic Architecture, Architectural History, History, or Preservation Planning. If, through this process, a significant impact on a resource or a district is identified and concurred with by Preservation staff and the Environmental Review Officer (ERO), mitigation measures and alternatives will be required to avoid or reduce the impact on the resource or the district to a less-than-significant level, if feasible. Any new development, alterations, or additions to existing structures within the DPRP would be required to undergo a separate development review process and be subject to standards and guidelines created at that time. Therefore, the proposed project would not result in a significant effect on historical resources.

Implementation of the DPRP could include excavation or other construction methods that could disturb archeological resources. The Eastern Neighborhoods FEIR determined that implementation of the Area Plan could result in significant impacts on archeological resources and identified three mitigation measures that would reduce these potential impacts to a less than significant level. Eastern Neighborhoods FEIR Mitigation Measure J-1 applies to properties for which a final archeological



research design and treatment plan (ARDTP) is on file at the Northwest Information Center and the Planning Department and calls for the development of an addendum to the ARDTP that includes the development of an archeological testing program. Mitigation Measure J-2 applies to properties for which no archeological assessment report has been prepared or for which the archeological documentation is incomplete or inadequate to serve as an evaluation of potential effects on archeological resources under CEQA and calls for the development of ARDTP or other appropriate action for the treatment of archeological resources. Mitigation Measure J-3, which applies to properties in the Mission Dolores Archeological District, requires that a specific archeological testing program be conducted by a qualified archeological consultant with expertise in California prehistoric and urban historical archeology. Both J-1 and J-2 are applicable for the DPRP.

Any future projects that could entail new development, changes of use or new uses, or alterations to existing structures and streetscapes that adoption of the DPRP would facilitate are unknown at this time because no specific development projects are proposed and being analyzed at this time. Any development proposal undertaken in San Francisco is subject to review to determine whether the project would result in potential impacts to the environment, including archeological resources. Impacts to archeological resources can only be understood once a specific project has been proposed because the effects are highly dependent on both the individual project site conditions and the characteristics of the proposed ground-disturbing activity. For any project involving any soils-disturbing or soils improving activities including excavation, utilities installation, grading, soils remediation, compaction/chemical grouting would be subject to Archeology Review (PAR) by the San Francisco Planning Department archeologist. Based on the PAR, the ERO shall determine if there is a potential for future individual projects to result in an effect to an archeological resource, including human remains, and, if so, what further actions are warranted to reduce the potential effect of the project on archeological resources to a less-than-significant level. Therefore, the proposed project would not result in any new significant archeological impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

### *Transportation*

The Eastern Neighborhoods FEIR anticipated that growth resulting from the zoning changes would not result in significant impacts related to pedestrians, bicyclists, loading, or construction traffic. The FEIR states that in general, the analyses of pedestrian, bicycle, loading, emergency access, and construction transportation impacts are specific to individual development projects, and that project-specific analyses would need to be conducted for future development projects under the Eastern Neighborhoods Rezoning and Area Plans.

The proposed project would include streetscape improvements throughout the plan area. As described in Table 1 of the project description (p. 6), streetscape changes would include installing new sidewalks, widening existing sidewalks in approximately 16 areas, 48 new corner bulb-outs, new crosswalks at 25 intersections, 3 new raised mid-block crosswalks, new *class III* bicycle facilities<sup>6</sup> on 24th Street between Illinois Street and Warm Water Cove Park and on 19<sup>th</sup> Street between Indiana Street and Minnesota Street, new *class II* sharrows<sup>7</sup> on Minnesota Street between 19<sup>th</sup> Street and Mariposa Street, a pedestrian

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<sup>6</sup> Class III bicycle facilities are typically wide travel lanes shared by bikes and vehicles. They are commonly marked with sharrows and wayfinding signs to indicate shared use and the direction of travel.

<sup>7</sup> Class II bicycle facilities with sharrows are typically bike lanes where a portion of the road is reserved for the preferential or the exclusive use of bicyclists and marked with sharrows.

boardwalk over the wetlands within Warm Water Cove Park, and a 10 foot reduction of the width of the street width on 24th Street from Michigan Street to Warm Water Cove Park. Other project features include enhancements at the following existing parks: Esprit Park, Tunnel Top Park, Warm Water Cove Park, Minnesota Grove Park, Woods Park, and Progress Park.

#### Traffic and Vehicle Miles Traveled

The Eastern Neighborhoods FEIR included a level of service analysis at 40 study intersections within the plan area, eight within the Central Waterfront subarea. However, as discussed above under “Senate Bill 743,” in response to state legislation that called for removing automobile delay from CEQA analysis, the Planning Commission adopted resolution 19579 replacing automobile delay with a vehicle miles travelled metric for analyzing transportation impacts of a project. Therefore, impacts and mitigation measures from the Eastern Neighborhoods FEIR associated with automobile delay are not discussed in this addendum.

The proposed project is to provide a plan for future streetscape and open space improvements in the Central Waterfront/Dogpatch neighborhood, and would not include any land use changes. While the proposed would include new and enhanced public open spaces at Esprit Park, Tunnel Top Park, Warm Water Cove, Minnesota Grove, Woods Park, Progress Park, it is anticipated that these spaces would be used by people in the neighborhood, since they are local neighborhood parks rather than citywide or regional destinations. Thus, the proposed project would not result in nor enable an increase in vehicle trips.

Therefore, the proposed project would not result in any new significant traffic impacts, substantial increases in the significance of previously identified traffic effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

#### *Vehicle Miles Traveled (VMT)*

Many factors affect travel behavior. These factors include density, diversity of land uses, design of the transportation network, access to regional destinations, distance to high-quality transit, development scale, demographics, and transportation demand management. Typically, low-density development at great distance from other land uses, located in areas with poor access to non-private vehicular modes of travel, generate more automobile travel compared to development located in urban areas, where a higher density, mix of land uses, and travel options other than private vehicles are available.

Given these travel behavior factors, San Francisco has a lower vehicle miles travelled ratio than the nine-county San Francisco Bay Area region. In addition, some areas of the city have lower vehicle miles travelled ratios than other areas of the city. These areas of the city can be expressed geographically through transportation analysis zones. Transportation analysis zones are used in transportation planning models for transportation analysis and other planning purposes. The zones vary in size from single city blocks in the downtown core, multiple blocks in outer neighborhoods, to even larger zones in historically industrial areas like the Hunters Point Shipyard.

The San Francisco County Transportation Authority uses the San Francisco Chained Activity Model Process (SF-CHAMP) to estimate VMT by private automobiles and taxis for different land use types. Travel behavior in SF-CHAMP is calibrated based on observed behavior from the California Household Travel Survey 2010-2012, Census data regarding automobile ownership rates and county-to-county worker flows, and observed vehicle counts and transit boardings. SF-CHAMP uses a synthetic

population, which is a set of individual actors that represents the Bay Area's actual population, who make simulated travel decisions for a complete day. The transportation authority uses tour-based analysis for retail, office, residential, and other land uses, such as day care centers, which examines the entire chain of trips over the course of a day, not just trips to and from the project. For retail uses, the transportation authority uses trip-based analysis, which counts VMT from individual trips to and from the project (as opposed to entire chain of trips). A trip-based approach, as opposed to a tour-based approach, is necessary for retail projects because a tour is likely to consist of trips stopping in multiple locations, and the summarizing of tour VMT to each location would over-estimate VMT.<sup>8,9</sup>

A project would have a significant effect on the environment if it would cause substantial additional VMT. The State Office of Planning and Research's (OPR) *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA* ("proposed transportation impact guidelines") recommends screening criteria to identify types, characteristics, or locations of projects that would not result in significant impacts to VMT. If a project meets one of the three screening criteria provided (*map-based screening, small projects, and proximity to transit stations*), then it is presumed that VMT impacts would be less than significant for the project and a detailed VMT analysis is not required. Map-based screening is used to determine if a project site is located within a transportation analysis zone that exhibits low levels of VMT; small projects are projects that would generate fewer than 100 vehicle trips per day; and the proximity to transit stations criterion includes projects that are within a half mile of an existing major transit stop, have a floor area ratio of greater than or equal to 0.75, vehicle parking that is less than or equal to that required or allowed by the planning code without conditional use authorization, and are consistent with the applicable sustainable communities strategy.

#### *Induced Travel Demand*

A project would have a significant effect on the environment if it would substantially induce additional automobile travel by increasing physical roadway capacity in congested areas (i.e., by adding new mixed-flow lanes) or by adding new roadways to the network. OPR's proposed transportation impact guidelines includes a list of transportation project types that would not likely lead to a substantial or measureable increase in VMT. If a project fits within the general types of projects (including combinations of types), then it is presumed that VMT impacts would be less than significant and a detailed VMT analysis is not required.

The proposed project is not a transportation project. However, the project would include features that would alter the transportation network. These features include new bulb-outs, crosswalks, bicycle facilities, sidewalks, street trees, pedestrian/bicyclist pathways, and a reduction in the street width on 24th Street from Michigan Street to Warm Water Cove Park. These features fit within the general types of projects that would not substantially induce automobile travel.

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<sup>8</sup> To state another way: a tour-based assessment of VMT at a retail site would consider the VMT for all trips in the tour, for any tour with a stop at the retail site. If a single tour stops at two retail locations, for example, a coffee shop on the way to work and a restaurant on the way back home, then both retail locations would be allotted the total tour VMT. A trip-based approach allows us to apportion all retail-related VMT to retail sites without double-counting.

<sup>9</sup> San Francisco Planning Department, Executive Summary: Resolution Modifying Transportation Impact Analysis, Appendix F, Attachment A, March 3, 2016.



Moreover, the proposed project does not include any land use development and would not enable or incentivize land use development. Thus, it is not anticipated to increase VMT in the plan area, and would not result in any new impacts or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

### Transit

The Eastern Neighborhoods FEIR anticipated that growth resulting from the zoning changes could result in significant impacts on transit ridership, and identified seven transportation mitigation measures. Even with mitigation, however, it was anticipated that the significant adverse cumulative impacts on transit lines could not be reduced to a less than significant level. Thus, these impacts were found to be significant and unavoidable.

Implementation of the proposed project would not result in an incremental increase in the demand for public transit. The proposed project, which would include new bulb-outs, crosswalks, sidewalks, pedestrian/bicyclist pathways, and open space, is not anticipated to induce growth and generate new transit trips beyond those identified and analyzed in the Eastern Neighborhoods FEIR. For these reasons, the proposed project would not cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity.

Muni routes 8BX Bayshore B Express, 14X Mission Express, 22 Fillmore, and 48 Quintara/24<sup>th</sup> Street operate within the project area. The design of the proposed bulb-outs would be subject to review and approval by the SFMTA. SFMTA review would ensure the bulb-outs are designed to accommodate turns by Muni vehicles. Thus, the proposed new bulb-outs would not interfere with transit operations. Under the proposed project, the 24th Street would be reduced from 33 feet to approximately 23 feet from east of Michigan Street to Warm Water Cove Park and *class III* bicycle facilities would be installed on 24th Street from Illinois Street to Warm Water Cove Park. As the proposed bike lane on 24th Street would not be located within an existing transit only lane and there are no transit routes along this portion of 24th Street, the proposed right-of-way reduction would not result in transit delays. Similarly, the proposed *class II* bicycle facilities on Minnesota Street between 19th Street and Mariposa Street and the proposed *class III* bicycle facilities on 19th Street between Indiana Street and Minnesota Street would not be located within an existing transit only lane and there are no transit routes along these portions of Minnesota Street and 19th Street. Thus, these bicycle facilities would not result in transit delay.

Other project features include new crosswalks and sidewalks within the project area, as described above in the Project Description section. This includes widening the sidewalk on the north side of 24th Street between Illinois Street to Warm Water Cove Park, widening various sections of the existing sidewalks along the east and west sides of Minnesota Street between 19th Street and Cesar Chavez Street, widening various sections of Indiana Street from 22nd Street to Islais Creek, and modifications to existing sidewalks along the north and south sides of Cesar Chavez Street east of Michigan Street and the north and south sides of Marin Street between Indiana and Tennessee streets and east of Michigan Street. The 22 Fillmore bus line runs through the location of the proposed new crosswalk at the intersection of 18th Street/Indiana Street and the 48 Quintara/24<sup>th</sup> Street route runs through the location of the proposed new crosswalks at the intersections of 22nd Street/Pennsylvania Street, and 25th Street/Pennsylvania Street. These new crosswalks would be installed at existing intersections and would not be signalized or stop controlled. There are no transit routes along the other streets where new crosswalks are proposed. The SFMTA and San Francisco Public Works would review the proposed new sidewalks, widening of existing sidewalks and sidewalk modifications to ensure that the travel lanes on the streets adjacent to these sidewalks would be of an adequate width to provide access for vehicles, including transit buses.

For these reasons, the proposed new crosswalks, sidewalks, sidewalk widening, and other modifications would not result in transit delays. Thus, the proposed project would not result in new significant impacts on transit service levels beyond what was analyzed in the Eastern Neighborhoods FEIR.

Therefore, the proposed project would not result in any new significant transit impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

#### Pedestrians

The Eastern Neighborhoods FEIR anticipated that growth resulting from the zoning changes would not result in significant impacts related to pedestrians. The proposed project is not anticipated to induce growth that would generate pedestrian trips. The proposed project does not include any changes that would create overcrowding of neighboring sidewalks, create hazardous conditions for pedestrians or otherwise interfere with pedestrian accessibility. As noted in the FEIR (pp. 287), traffic calming measures, such as bulb-outs and ladder (i.e., striped) crosswalks, would enhance pedestrian travel and safety. The proposed project would improve pedestrian facilities through 48 new corner bulb-outs, new striped crosswalks at 25 intersections, 3 new raised mid-block crosswalks, new sidewalks and widened sidewalks in 15 areas, and the pedestrian/bicyclist pathways proposed for Warm Water Cove. Therefore, the proposed project would not result in any new significant pedestrian impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

#### Bicycle

The Eastern Neighborhoods FEIR anticipated that growth resulting from the zoning changes would not result in significant impacts related to bicycles. The proposed project is not anticipated to induce growth that would generate bicycle trips. The proposed project does not include any changes that would create hazardous conditions for pedestrians or otherwise interfere with bicycle accessibility. Bicycle conditions would be improved by through the proposed traffic calming measures, the new *class III* bicycle facilities proposed for 24th Street between Illinois and Warm Water Cove Park, and the pedestrian/bicyclist pathways proposed for Warm Water Cove. Therefore, the proposed project would not result in any new significant bicycle impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

#### Construction

The Eastern Neighborhoods FEIR anticipated that growth resulting from the zoning changes would not result in significant transportation-related construction impacts. Implementation of the proposed project would include construction of the streetscape elements (bulb-outs, crosswalks, sidewalks, bike facilities) and the public open spaces. Many of the proposed project's elements would be constructed as part of open space and streetscape improvements identified in the Central Waterfront Area Plan and Blue Greenway Planning and Design Guidelines. In addition, the FEIR anticipated construction in the Central Waterfront Area would result in additional traffic from truck movements to and from project sites, but that these effects would be temporary and intermittent, and impacts would be less than significant. Thus, the proposed project would not result in more construction activity than what was anticipated in the FEIR. Therefore, the proposed project would not result in any new significant transportation-related construction impacts, substantial increases in the significance of previously identified effects, or requirement for additional or considerably different mitigation measures than those identified in the FEIR.

### Loading

The Eastern Neighborhoods FEIR anticipated that growth resulting from the zoning changes would not result in significant impacts related to loading. The proposed project is not a land use development project, and is not anticipated to induce growth that would generate loading trips. The proposed project would alter existing sidewalk facilities and add 48 new curb bulb-outs. While the new bulb-outs would reduce the space available for loading activities, the potential reduction in loading space in the plan area is not anticipated to create potentially hazardous conditions affecting traffic, transit, bicycles, or pedestrians or significant delays affecting transit. Therefore, the proposed project would not result in any new significant loading impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

### Parking

San Francisco does not consider parking supply as part of the permanent physical environment and therefore, does not consider changes in parking conditions to be environmental impacts as defined by CEQA. 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. 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.

However, the potential secondary effects of parking availability are analyzed to determine whether a substantial deficit in parking caused by a project creates hazardous conditions affecting traffic, transit, bicycles, or pedestrians or significant delays affecting transit or render other modes of travel infeasible, depending on the project and its setting. The proposed project includes streetscape changes and new recreational facilities, and would not include any land use development or enable land use development. Thus, the proposed project would not increase parking demand in the area covered by the Dogpatch Public Realm Plan. The proposed streetscape changes could reduce the amount of on-street parking in the Dogpatch Public Realm Plan area the locations of the proposed changes. However, these changes would add or widen existing sidewalks, add new bulbouts, and add new bicycle facilities, thereby improving conditions for pedestrians and bicyclists. As discussed above, the proposed changes would be reviewed by the SFMTA prior to approval, ensuring the proposed project would not result significant transit delays. In addition, the proposed streetscape changes would not present traffic safety hazards or create new sources of substantial conflict with existing traffic. The number of travel lanes in the Dogpatch Public Realm Plan area would remain the same and any reduction in on-street parking would reduce traffic conflicts. Thus, the proposed project would not result in a substantial parking deficit that could create hazardous conditions or significant delays in travel

Therefore, the proposed project would not result in any new significant parking impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

For the reasons described above, the proposed project would not change or alter the Eastern Neighborhoods FEIR findings with respect to transportation and circulation impacts and would not require new mitigation measures. In addition, there are no changed circumstances or new information that would change the FEIR's impact findings with respect to the transportation and circulation network.



## *Noise*

The Eastern Neighborhoods FEIR noted that the existing ambient noise environment within the DPRP area is dominated by vehicular traffic on the U.S. 101 and I-280 freeways and traffic on local roadways. The FEIR concluded that compliance with the San Francisco Noise Ordinance (Article 29 of the Police Code) and implementation of Eastern Neighborhoods FEIR Mitigation Measure F-2 would reduce construction related noise impacts from any subsequent development projects to a less than significant level.

Implementation of the DPRP would not result in substantial trip generation that could cause a noticeable increase in the ambient noise level in the project vicinity (typically, traffic has to double for there to be a noticeable increase in noise levels, which is not expected as part of this project). Any future construction that would occur with implementation of the proposed project would temporarily generate noise and possibly vibrations that could be considered an annoyance by occupants of nearby properties. Construction noise is regulated by the San Francisco Noise Ordinance. Given the similarity in construction noise expected under the proposed project, the construction noise impact conclusions reached for the FEIR would be substantially the same and implementation of the proposed project would not result in any new significant noise impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

## *Air Quality*

The Eastern Neighborhoods FEIR identified potentially significant air quality impacts resulting from construction activities and impacts to sensitive land uses<sup>10</sup> as a result of exposure to elevated levels of diesel particulate matter (DPM) and other toxic air contaminants (TACs). The Eastern Neighborhoods FEIR identified four mitigation measures that would reduce these air quality impacts to less-than-significant levels and stated that with implementation of identified mitigation measures, the Area Plan would be consistent with the Bay Area 2005 Ozone Strategy, the applicable air quality plan at that time. All other air quality impacts were found to be less than significant.

Eastern Neighborhoods FEIR Mitigation Measure G-1 addresses air quality impacts during construction, and FEIR Mitigation Measures G-3 and G-4 address proposed uses that would emit DPM and other TACs.<sup>11</sup>

## **Construction Dust Control**

Eastern Neighborhoods FEIR Mitigation Measure G-1 Construction Air Quality requires individual projects involving construction activities to include dust control measures and to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants. The San Francisco Board of Supervisors subsequently approved a series of amendments to the San Francisco Building and Health Codes, generally referred to as the Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008). The intent of the Construction Dust Control Ordinance is to reduce the quantity of fugitive dust generated during site preparation, demolition, and construction work in order

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<sup>10</sup> The Bay Area Air Quality Management District (BAAQMD) considers sensitive receptors as: children, adults or seniors occupying or residing in: 1) residential dwellings, including apartments, houses, condominiums, 2) schools, colleges, and universities, 3) daycares, 4) hospitals, and 5) senior care facilities. BAAQMD, Recommended Methods for Screening and Modeling Local Risks and Hazards, May 2011, page 12.

<sup>11</sup> The Eastern Neighborhoods FEIR also includes Mitigation Measure G-2, which has been superseded by Health Code Article 38, as discussed below, and is no longer applicable.

to protect the health of the general public and of on-site workers, minimize public nuisance complaints, and to avoid orders to stop work by DBI.

Construction activities associated with individual future projects would result in construction dust, primarily from ground-disturbing activities. In compliance with the Construction Dust Control Ordinance, the project sponsor and contractor responsible for construction activities at the project site would be required to control construction dust on the site through a combination of watering disturbed areas, covering stockpiled materials, street and sidewalk sweeping and other measures. For projects over one half-acre, such as some proposed open space improvements, the Dust Control Ordinance requires that the sponsoring agency submit a Dust Control Plan for approval by the San Francisco Department of Public Health. The site-specific Dust Control Plan could require the project sponsor to implement additional dust control measures such as installation of dust curtains and windbreaks and to provide independent third-party inspections and monitoring, provide a public complaint hotline, and suspend construction during high wind conditions.

The regulations and procedures set forth by the San Francisco Dust Control Ordinance would ensure that construction dust impacts would not be significant.

### **Criteria Air Pollutants**

While the Eastern Neighborhoods FEIR determined that at a program-level the Eastern Neighborhoods Rezoning and Area Plans would not result in significant regional air quality impacts, the FEIR states that “Individual development projects undertaken in the future pursuant to the new zoning and area plans would be subject to a significance determination based on the BAAQMD’s quantitative thresholds for individual projects.”<sup>12</sup> The BAAQMD’s *CEQA Air Quality Guidelines* (Air Quality Guidelines) provide screening criteria<sup>13</sup> for determining whether a project’s criteria air pollutant emissions would violate an air quality standard, contribute to an existing or projected air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants. Pursuant to the Air Quality Guidelines, projects that meet the screening criteria do not have a significant impact related to criteria air pollutants.

Future individually proposed projects would be screened against the Air Quality Guidelines screening criteria; however, it is unlikely that any of the projects proposed under the DPRP would exceed these criteria, which, for a “city park” is 2,613 acres for operational criteria pollutants and 67 acres for construction criteria pollutants. All of the open spaces proposed for improvements are well within these sizes and linear street improvements would also not be expected to exceed these screening thresholds since, typically, they would disturb smaller footprints and are likely to be sequenced such that only a few proposed project would be under construction at any given time.

Because criteria air pollutant emissions during construction and operation of the proposed project would meet the Air Quality Guidelines screening criteria, the DPRP would not have a significant impact related to criteria air pollutants.

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12 San Francisco Planning Department, Eastern Neighborhood’s Rezoning and Area Plans Final Environmental Impact Report. See page 346. Available online at: <http://www.sf-planning.org/Modules/ShowDocument.aspx?documentid=4003>. Accessed June 4, 2014.

13 Bay Area Air Quality Management District, CEQA Air Quality Guidelines, updated May 2011. See pp. 3-2 to 3-3.

## Health Risk

Since certification of the FEIR, San Francisco Board of Supervisors approved a series of amendments to the San Francisco Building and Health Codes, generally referred to as the Enhanced Ventilation Required for Urban Infill Sensitive Use Developments or Health Code, Article 38 (Ordinance 224-14, amended December 8, 2014)(Article 38). The purpose of Article 38 is to protect the public health and welfare by establishing an Air Pollutant Exposure Zone and imposing an enhanced ventilation requirement for all urban infill sensitive use development within the Air Pollutant Exposure Zone. The Air Pollutant Exposure Zone as defined in Article 38 are areas that, based on modeling of all known air pollutant sources, exceed health protective standards for cumulative PM<sub>2.5</sub> concentration, cumulative excess cancer risk, and incorporates health vulnerability factors and proximity to freeways. Projects within the Air Pollutant Exposure Zone require special consideration to determine whether the project's activities would expose sensitive receptors to substantial air pollutant concentrations or add emissions to areas already adversely affected by poor air quality.

A portion of the DPRP area is within the Air Pollutant Exposure Zone (APEZ). Because of this and because individual future projects would be sponsored by City agencies, any project construction within the APEZ would be subject to the Clean Construction Ordinance, which requires public projects to reduce emissions at construction sites in certain areas with high levels of background concentrations of air pollutants (APEZ). This would be achieved through requiring engines with higher emissions standards on construction equipment and would be expected to reduce DPM exhaust from construction equipment by 89 to 94 percent compared to uncontrolled construction equipment.<sup>14</sup> Through the implementation of the requirements of the Clean Construction Ordinance, which supersedes FEIR Mitigation Measure G-1 Construction Air Quality, contractors for publicly-funded construction projects can substantially reduce their emissions and the associated public health risk at construction sites.

In addition, in 2012, Planning Department conducted environmental analysis of various improvements proposed to 6.1-acre Minnie and Lovie Ward playfields, including replacement of the existing grass turf with synthetic turf, installation of 12 60- to 80-foot tall light standards, replacement of the existing bleachers and fencing, and various other improvements.<sup>15</sup> The renovation of the fields assumed excavation to a depth of approximately 1 foot below the existing ground surface (bgs) over the field area and approximately 10 feet bgs for the installation of the light standards (an area approximately 30 to 36 inches in diameter per light standard).

Air quality analysis conducted to estimate impacts from project construction found that renovations of the Minnie Lovie playfields would not result in significant air quality impacts, both with respect to criteria air pollutants or health risks (toxic air contaminants). The analysis was conservative in that it did not account for compliance with the Clean Construction Ordinance. Thus, it is likely that future

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<sup>14</sup> PM emissions benefits are estimated by comparing off-road PM emission standards for Tier 2 with Tier 1 and 0. Tier 0 off-road engines do not have PM emission standards, but the United States Environmental Protection Agency's *Exhaust and Crankcase Emissions Factors for Nonroad Engine Modeling – Compression Ignition* has estimated Tier 0 engines between 50 hp and 100 hp to have a PM emission factor of 0.72 g/hp-hr and greater than 100 hp to have a PM emission factor of 0.40 g/hp-hr. Therefore, requiring off-road equipment to have at least a Tier 2 engine would result in between a 25 percent and 63 percent reduction in PM emissions, as compared to off-road equipment with Tier 0 or Tier 1 engines. The 25 percent reduction comes from comparing the PM emission standards for off-road engines between 25 hp and 50 hp for Tier 2 (0.45 g/bhp-hr) and Tier 1 (0.60 g/bhp-hr). The 63 percent reduction comes from comparing the PM emission standards for off-road engines above 175 hp for Tier 2 (0.15 g/bhp-hr) and Tier 0 (0.40 g/bhp-hr). In addition to the Tier 2 requirement, ARB Level 3 VDECSs are required and would reduce PM by an additional 85 percent. Therefore, the mitigation measure would result in between an 89 percent (0.0675 g/bhp-hr) and 94 percent (0.0225 g/bhp-hr) reduction in PM emissions, as compared to equipment with Tier 1 (0.60 g/bhp-hr) or Tier 0 engines (0.40 g/bhp-hr).

<sup>15</sup> Planning Department, *Minnie and Lovie Ward Playfields Renovation, Final Mitigated Negative Declaration*, February 8, 2012.



individual projects under the DPRP, which would be subject to the Clean Construction Ordinance, would likewise not result in construction-related air quality impacts.

In addition, the proposed project would not conflict with the *2017 Clean Air Plan* (which is the most recent regional air quality plan and supersedes the *Bay Area 2005 Ozone Strategy* discussed in the FEIR), because the DPRP would support the primary objectives of the plan by creating an environment that is more amenable to bicyclists and pedestrians, thus reducing mobile-related air emissions. Moreover, the DPRP would also not hinder the implementation of the *2017 Clean Air Plan*, would not result in VMT that could exceed the plan's population growth; and would not cause localized CO impacts.

Based on the above, the proposed project would not change or alter the Eastern Neighborhoods FEIR findings with respect to air quality impacts and would not require new mitigation measures. In addition, there are no changed circumstances or new information that would change the FEIR's impact findings with respect to air quality.

### *Shadow*

Planning Code Section 295 generally prohibits new structures above 40 feet in height that would cast additional shadows on open space that is under the jurisdiction of the San Francisco Recreation and Park Commission between one hour after sunrise and one hour before sunset, at any time of the year, unless that shadow would not result in a significant adverse effect on the use of the open space. Under the Eastern Neighborhoods Rezoning and Area Plans, sites surrounding parks could be redeveloped with taller buildings without triggering Section 295 of the Planning Code because certain parks are not subject to Section 295 of the Planning Code (i.e., under jurisdiction of departments other than the Recreation and Parks Department or privately owned). The Eastern Neighborhoods FEIR could not conclude if the rezoning and community plans would result in less-than-significant shadow impacts because the feasibility of complete mitigation for potential new shadow impacts of unknown proposals could not be determined at that time. Therefore, the FEIR determined shadow impacts to be significant and unavoidable. No mitigation measures were identified in the FEIR.

The Eastern Neighborhoods Final EIR found that adoption of new use districts, associated land use controls and implementation of the area plans could result in significant, adverse shadow impacts on the following parks and open spaces within Central Waterfront: Victoria Manalo Draves Park, South of Market Recreation Center/Eugene Friend Recreation Center, Alice Street Community Gardens, and South Park in East SoMa; KidPower Park, Franklin Square, Mission Playground, Alioto Mini-Park, 24th and York Mini Park and the James Rolph Playground in the Mission; Potrero del Sol Park and Jackson Playground in Showplace Square/Potrero Hill; and, Esprit Park, Warm Water Cove and Wood Yard Mini-Park in the Central Waterfront.

The proposed project includes open space improvements in Esprit Park, Tunnel Top Park, Warm Water Cove Park, Minnesota Grove, Woods Yard Park, and Progress Park, and streetscape improvements throughout the Central Waterfront Plan Area. As stated on pg. 3 of this addendum, the proposed DPRP would involve replacing trees and landscaping, improving amenities and infrastructure, refining circulation paths, addressing drainage and irrigation concerns, treating stormwater runoff, improving nighttime lighting, and providing public art. Additionally, the proposed project would result in streetscape improvements including construction of sidewalks, curb bulb outs, marked crosswalks, raised midblock crossings, a bike route, sharrows, and a boardwalk. The proposed project would not include buildings construction. Implementation of the DPRP could lead to an incremental increase in shading of portions of nearby streets and sidewalks and private property at times, shadows upon streets

and sidewalks are expected to be minimal and not exceed levels commonly expected in urban areas. Although the DPRP does not propose specific projects at this time, because of the potential for new shadow impacts associated with the proposed project, impacts would be significant and unavoidable.

Any future development proposal over 40-feet in height would be subject to the Planning Department's requirement to prepare a shadow study to evaluate project-specific shading impacts to comply with Planning Code Section 295 and CEQA. In addition, future development or additions in the area surrounding Esprit Park, Warm Water Cove, and Wood Yard Park would also be subject to site-specific environmental analysis, and shadow effects could be limited through design of individual projects that takes into consideration shading effects on nearby parks. While open space and streetscape improvements pursuant to the implementation of the DPRP may result in a nominal increase in new shadow, the proposed project would not result in any new significant shadow impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

### *Hazards and Hazardous Materials*

The Eastern Neighborhoods FEIR noted that implementation of any of the proposed project's rezoning options would encourage construction of new development within the project area. The FEIR found that there is a high potential to encounter hazardous materials during construction activities in many parts of the project area because of the presence of 1906 earthquake fill, previous and current land uses associated with the use of hazardous materials, and known or suspected hazardous materials cleanup cases. However, the FEIR found that existing regulations for facility closure, Underground Storage Tank (UST) closure, and investigation and cleanup of soil and groundwater would ensure implementation of measures to protect workers and the community from exposure to hazardous materials during construction.

Since certification of the FEIR, Article 22A of the Health Code, also known as the Maher Ordinance, was expanded to include properties throughout the city where there is potential to encounter hazardous materials, primarily industrial zoning districts, sites with industrial uses or underground storage tanks, sites with historic bay fill, and sites in close proximity to freeways or underground storage tanks. The over-arching goal of the Maher Ordinance is to protect public health and safety by requiring appropriate handling, treatment, disposal and when necessary, remediation of contaminated soils that are encountered in the building construction process. Projects that disturb 50 cubic yards or more of soil that are located on sites with potentially hazardous soil or groundwater within Eastern Neighborhoods Plan area are subject to this ordinance.

Given that the proposed project would not include buildings construction, and no structures would be demolished that contain hazardous materials and no construction activities are expected to involve hazardous materials, implementation of the DPRP would not result in 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. Due to the programmatic nature of the proposed DPRP, it is not known at this time if future development would involve disturbance of 50 cubic yards or more of soil. Future projects that may be implemented within the context of the DPRP would be required to comply with existing hazardous materials regulations. Therefore, the proposed project would not result in any new significant hazardous materials impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR.

### *Less than Significant Environmental Effects*

The Eastern Neighborhoods Final EIR found that the implementation of area-wide zoning and associated Area Plans would not result any significant environmental impacts in the following areas: Population, Housing, Business Activity and Employment (Growth Inducement); Parks, Recreation and Open Space; Mineral and Agricultural Resources; Wind; Utilities and Public Services; Biology; Geology/Topography; Water; and Energy and Natural Resources. Each of these topics is analyzed and discussed in detail including, but not limited to, in the Final EIR (and Initial Study or “IS”) Chapters: 4.D; 4.H; 4.M; 6.D; 7.A, B,-D (IS); 8.A-C (IS); 9.A, B (IS); 10.A-C (IS); 11.A-B (IS). Adoption of the proposed DPRP would not change these conclusions because there are no changed circumstances surrounding the proposed project that would cause significant environmental impacts to which the proposed project would contribute considerably, and no new information has become available that shows that the proposed project would cause significant environmental impacts.

### *Effects That Can Be Avoided or Reduced to Less than Significant with Mitigation Measures*

The Final EIR found that the implementation of area-wide zoning and associated Area Plans would result in potentially significant environmental impacts that may be avoided with implementation of mitigation measures; adoption of the proposed DPRP would not alter these conclusions because there are no changed circumstances surrounding the proposed project that would cause significant environmental impacts to which the proposed project would contribute considerably, and no new mitigation measures would be necessary to reduce significant impacts. The Final EIR’s mitigation measures, incorporated here by reference, may apply to future development projects within the DPRP as applicable, if project-specific review finds that such a project were to result in potentially significant environmental impacts.<sup>16</sup> The measures are summarized below.

**Measure F-2, Construction Noise:** requires contractors to utilize noise attenuation measures during construction to minimize noise effects. Measures may include: temporary barriers around construction sites; noise control blankets; ongoing monitoring of noise attenuation measures through by taking noise measurements; and posting construction schedule, construction contact and complaint procedures for affected parties.

**Measure F-5, Siting of Noise Generating Uses:** similar to above, this measure directs the Planning Department to require 24-hour exterior noise meter testing prior to any project-specific entitlement to ensure that the siting of potentially noisy land uses do not adversely affect nearby sensitive receptors.

**Measure J-1, Properties with Previous Studies:** requires applicability of certain properties within the project area for which a final archeological research design and treatment plan (ARD/TP) is on file at the Northwest Information Center and the Planning Department. Any project resulting in soils-disturbance of 2.5 feet or greater below existing grade proposed within the AMM-A shall be required to submit to the Environmental Review Officer (ERO) for review and approval an addendum to the respective ARD/TP prepared by a qualified archeological consultant with expertise in California prehistoric and urban historical archeology. The addendum to the ARD/TP shall evaluate the potential effects of the project on CEQA-significant archeological resources with respect to the site- and project-specific information absent in the ARD/TP.

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<sup>16</sup> *Eastern Neighborhoods Rezoning and Area Plans Mitigation Monitoring and Reporting Program*, Planning Commission Motion No. 17659, adopted August 7, 2008. This document is available for review in Case File No. 2011.1381E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, CA.



**Measure J-2, Properties with No Previous Studies:** requires preparation of a Preliminary Archeological Sensitivity Study by an archeological consultant with expertise in California prehistoric and urban historical archeology. The Sensitivity Study should: determine the historical uses of the project site based on any previous archeological documentation and Sanborn maps; determine types of archeological resources/properties that may have been located within the project site and whether the archeological resources/property types would potentially be eligible for listing in the California Register of Historical Resources; determine if 19th or 20th century soils-disturbing activities may adversely affected the identified potential archeological resources; assess potential project effects in relation to the depth of any identified potential archeological resource; and include a conclusion assessing whether any CRHP-eligible archeological resources could be adversely affected by the proposed project and recommendation as to appropriate further action.

#### CONCLUSION

Based on the foregoing, the Department concludes that the analyses conducted and the conclusions reached in the FEIR certified on August 7, 2008 remain valid, and that no supplemental environmental review is required for the proposed project. Implementation of the proposed DPRP would not cause new significant impacts not identified in the FEIR, or result in a substantial increase in the severity of previously identified significant impacts, and no new mitigation measures would be necessary to reduce significant impacts. No changes have occurred with respect to circumstances surrounding the original project that would cause significant environmental impacts to which the proposed project would contribute considerably, and no new information has been put forward which shows that the proposed project would cause significant environmental impacts. Therefore, no supplemental environmental review is required beyond this addendum.

I do hereby certify that the above determination has been made pursuant to State and Local requirements.

DATE 5/2/18

Lisa Gibson  
Lisa Gibson, Environmental Review Officer

**FIGURE 1.**  
**PROPOSED OPEN SPACE IMPROVEMENTS BY**  
**THE DOGPATCH PUBLIC REALM PLAN**

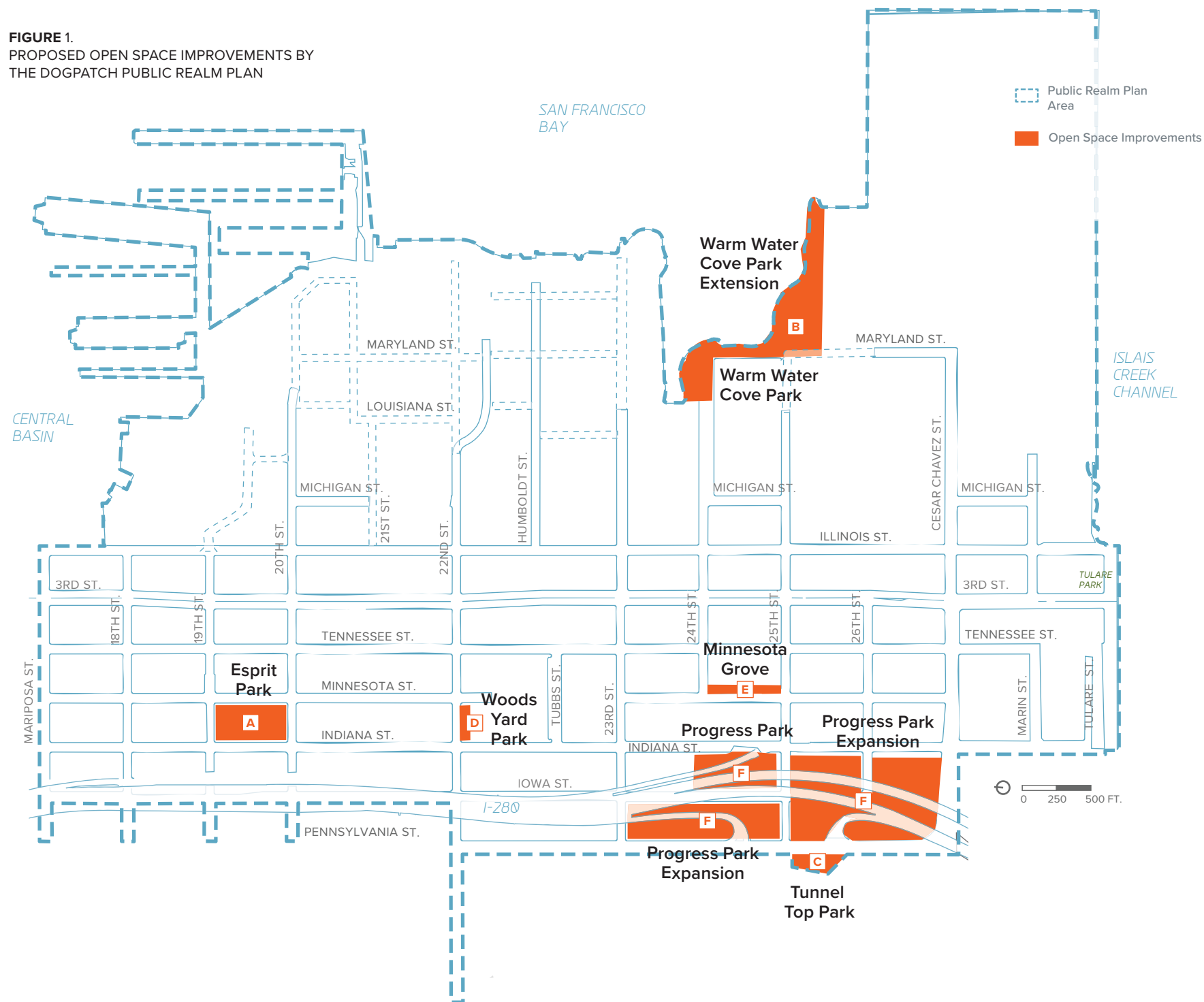
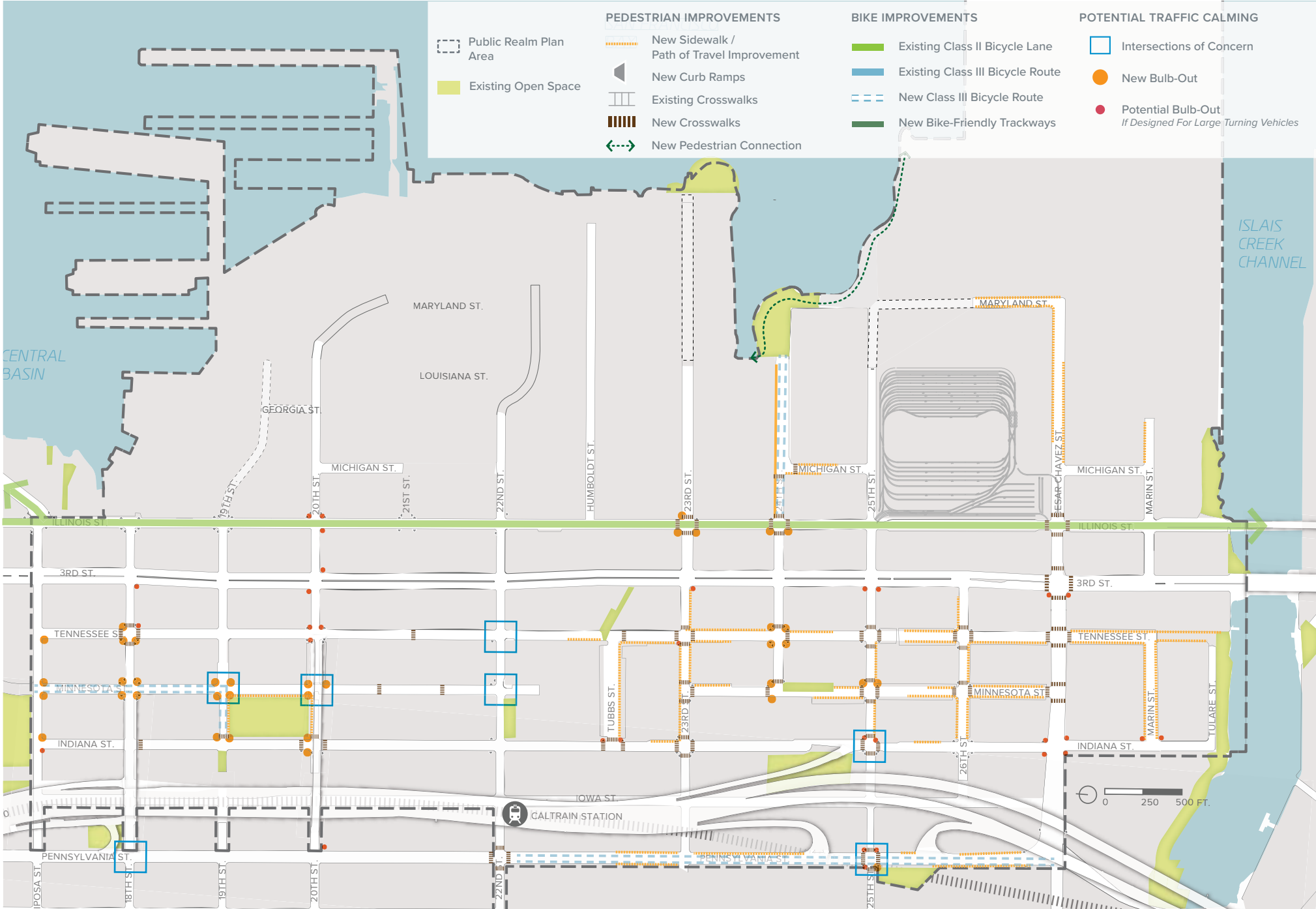


FIGURE 2. PROPOSED STREET IMPROVEMENTS BY THE DOGPATCH PUBLIC REALM PLAN





**FIGURE 3. TYPES OF STREETScape IMPROVEMENTS RECOMMENDED FOR DOGPATCH**

## Intersection Traffic Calming

Bulbout (In 1 Direction)



High Visibility Crosswalk



Bulbout ('Bi-Directional')



Custom Crosswalk Treatment



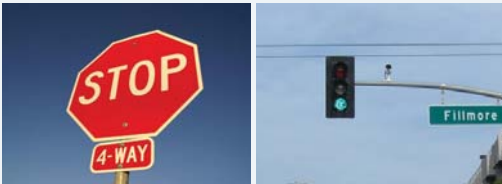
Bulbout Designed for Transit



Raised Crosswalk



Intersection Control (Stop Sign/ Traffic Signal)



For more information about citywide street design standards, guidelines, and implementation strategies, see San Francisco Better Streets Plan at [www.sfbetterstreets.org](http://www.sfbetterstreets.org)

For cost information on these improvements, please see Chapter 5: Recommendations for Implementation..

## Street Traffic Calming

Stamped / Textured Asphalt



Mid-Block Crossing



Shared Street



Raised Crosswalk



## Bicycle Facilities

Class II Bicycle Lane



Bicycle Corral/Bike Parking



Class III Bicycle Route



Bicycle Share Station



Class IV Cycletrack



## Ped Facilities

New Sidewalk



At-Grade Ped Path (Interim Solution)



Sidewalk Planting & Trees



Street Furnishing



Street Lighting



Pedestrian-Scale Lighting

