



# **FINAL ENVIRONMENTAL IMPACT REPORT – Volume 3**

## Biosolids Digester Facilities Project

PLANNING DEPARTMENT  
 CASE NO. **2015-000644ENV**

STATE CLEARINGHOUSE NO. 2015062073

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SAN FRANCISCO  
**PLANNING**  
 DEPARTMENT

ENVIRONMENTAL PLANNING DIVISION | SAN FRANCISCO PLANNING DEPARTMENT

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City and County of San Francisco  
San Francisco Planning Department

A dot (●) indicates material that has been revised since publication of the Draft EIR. A dot with an asterisk (●\*) is used in the Table of Contents to identify which sections of the document contain changes. Long changes are indicated with opening dots (␣) and closing dots (␣).

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## CHAPTER 8

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# Introduction to Responses to Comments

### 8.1 Purpose of the Responses to Comments Document

The purpose of this Responses to Comments (RTC) document is to present comments on the Draft Environmental Impact Report (Draft EIR) for the proposed Biosolids Digester Facilities Project (BDFP or project), to respond in writing to comments on environmental issues, and to revise the Draft EIR as necessary to provide additional clarity. Pursuant to the California Environmental Quality Act (CEQA) Public Resource Code Sections 21091(d)(2)(A) and (B), the San Francisco Planning Department has considered the comments received on the Draft EIR, evaluated the issues raised, and is providing written responses that address each substantive environmental issue that has been raised by the commenters. In accordance with CEQA, the responses to comments focus on clarifying the project description and addressing physical environmental issues associated with the project. In addition, this RTC document includes text changes to the Draft EIR initiated by Planning Department staff.

None of the comments received provide new information that warrants recirculation of the Draft EIR. The comments do not identify new significant impacts or a substantial increase in the severity of previously identified impacts or feasible project alternatives or mitigation measures that are considerably different from those analyzed in the Draft EIR and/or that the project sponsor has not agreed to implement.

The Draft EIR together with this RTC document constitutes the Final EIR for the project in fulfillment of CEQA requirements consistent with CEQA Guidelines Section 15132. The Final EIR has been prepared in compliance with CEQA, including the CEQA Guidelines and the San Francisco Administrative Code, Chapter 31. It is an informational document for use by (1) governmental agencies (such as the City and County of San Francisco) and the public to aid in the planning and decision-making process by disclosing the physical environmental effects of the project and identifying possible ways of reducing or avoiding the potentially significant impacts; and (2) the Planning Commission and other City and County of San Francisco (CCSF or City) entities (such as San Francisco Public Utilities Commission [SFPUC] and the Board of Supervisors) where applicable prior to their decision to approve, disapprove, or modify the project.

This RTC document provides written responses to all substantive comments received during the public review period. It contains the following: (1) a list of persons, organizations, and public agencies commenting on the Draft EIR; (2) copies of comments received on the Draft EIR; (3) written responses to those comments; and (4) revisions to the Draft EIR to clarify or correct



information in the Draft EIR. See Section 8.3, below, for a description of the overall contents and organization of the combined Draft EIR and RTC document.

## **8.2 Environmental Review Process**

### **8.2.1 Notice of Preparation and Public Scoping**

The Planning Department sent a Notice of Preparation (NOP) to governmental agencies, organizations, and persons interested in the proposed project on June 24, 2015 (see Appendix NOP of the Draft EIR, Volume 2). During a 30-day public scoping period that ended on July 27, 2015, the Planning Department received three written comments from agencies and interested parties identifying environmental issues that should be addressed in the EIR. The comment letters received in response to the NOP are summarized in EIR Chapter 1, Table 1-1 and are included in Appendix NOP of the Draft EIR, Volume 2. In addition, a public scoping meeting was held on July 16, 2015 in the Alex Pitcher Room at the Southeast Community Facility, 1800 Oakdale Avenue, San Francisco, California to receive oral comments on the scope of the EIR. Oral comments were received from 10 speakers and are also summarized in the Draft EIR Chapter 1, Table 1-1. The Planning Department has considered all comments made by the public and agencies during the scoping period in preparing the EIR on the project.

In addition, the Native American Heritage Commission was contacted on November 25, 2015 to determine if there were known cultural sites within or near the area affected by the BDFP.<sup>1</sup> A list of Native American groups and individuals interested in the project was also requested and received from the Native American Heritage Commission. All eight contacts were sent letters on December 14, 2015, requesting their input on the project. No responses were received. Follow up phone calls conducted in February and March 2016 received two responses that were considered while preparing the EIR.

### **8.2.2 Draft EIR Public Review**

The Draft EIR on the BDFP was published on May 3, 2017 and circulated to local, state, and federal agencies and to interested organizations and individuals for their review and comment. The Planning Department held a 45-day public review period, starting on May 4, 2017 and ending on June 19, 2017. Paper copies of the Draft EIR were made available for public review at the following locations: (1) San Francisco Planning Department, 1650 Mission Street, 1st Floor, Planning Information Counter, San Francisco, California; (2) San Francisco Main Library, 100 Larkin Street, San Francisco, California; and (3) Bayview Library, 5075 Third Street, San Francisco, California. Electronic copies of the Draft EIR could be accessed through the internet on the Planning Department website, Environmental Impacts and Negative Declarations webpage at the following address: <http://sf-planning.org/sfpuc-negative-declarations-eirs>. On May 3, 2017, the Planning Department also distributed notices of availability of the Draft EIR to over 2,500 interested parties, published

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<sup>1</sup> Byrd, Brian F., Philip Kaijankoski, Rebecca Allen, and Matthew Russell, Archaeological Research Design and Treatment Plan for the Biosolids Digester Facility Project, Southeast Water Pollution Control Plant, San Francisco, California. Prepared for San Francisco Public Utilities Commission, October, 2016.

notification of its availability in a newspaper of general circulation in San Francisco (the San Francisco Chronicle), and posted nine notices at the project sites.

During the public review period, the Planning Department conducted a public hearing to receive oral comments on the Draft EIR. The public hearing was held before the San Francisco Planning Commission on June 1, 2017 at San Francisco City Hall. A court reporter present at the public hearing transcribed the oral comments verbatim and prepared a written transcript. See Attachment PH of this RTC document for the public hearing transcript. During the Draft EIR public review period, the Planning Department received comments from three public agencies, seven organizations, and nine private individuals. See Chapter 9, *List of Persons Commenting*, for a complete list of persons, agencies, and organizations commenting on the Draft EIR.

### 8.2.3 Responses to Comments Document and Final EIR

The comments received during the public review period are the subject of this RTC document, which addresses all substantive written and oral comments on the Draft EIR. Under CEQA Guidelines Section 15201, members of the public may comment on the project. Further, CEQA Guidelines Section 15204(a) states that the focus of public review should be “on the sufficiency of the [Draft EIR] in identifying and analyzing the possible impacts on the environment and ways in which the significant effects of the project might be avoided or mitigated.” In addition, “when responding to comments, lead agencies need only respond to significant environmental issues and do not need to provide all information requested by reviewers, as long as a good faith effort at full disclosure is made in the EIR.” CEQA Guidelines Section 15088 specifies that the lead agency is required to respond to the comments on the major environmental issues raised in the comments received during the public review period. Therefore, this RTC document is focused on the sufficiency and adequacy of the Draft EIR in disclosing the significance of the environmental impacts of the project that was evaluated in the Draft EIR.

The Planning Department distributed this RTC document for review to the San Francisco Planning Commission, as well as to the agencies, organizations, and individuals who commented on the Draft EIR. The Planning Commission will consider the adequacy of the Final EIR—consisting of the Draft EIR and the RTC document—in complying with the requirements of CEQA. If the Planning Commission finds that the Final EIR complies with CEQA requirements, it will certify the Final EIR under CEQA.

If the Final EIR is certified, the SFPUC will then review and consider the Final EIR before making a decision to approve the proposed project. If the SFPUC decides to approve the project, it will adopt CEQA findings, including adopting or rejecting mitigation measures and alternatives to avoid or reduce significant impacts, and a mitigation monitoring and reporting program (MMRP). Consistent with CEQA Guidelines Section 15097, the purpose of the MMRP is to ensure implementation of the mitigation measures identified in the Final EIR and adopted by decision-makers to mitigate or avoid the project’s significant environmental effects. CEQA also requires the adoption of findings prior to approval of a project for which a certified EIR identifies significant environmental effects (CEQA Guidelines Sections 15091 and 15092). If the EIR identifies significant adverse impacts that cannot be mitigated to less-than-significant levels and the project is approved,

the findings must reject project alternatives and include a statement of overriding considerations for those impacts (CEQA Guidelines Section 15093(b)). The SFPUC adopts the MMRP as a condition of project approval.

## 8.3 Document Organization

This RTC document is organized to complement the Draft EIR and follows the sequential numbering of chapters in the Draft EIR. The Draft EIR consists of Chapters S through 7 as follows:

- **Chapter S, *Summary*.** This chapter summarizes the project, identifies significant environmental impacts and mitigation measures, and describes the alternatives considered in this EIR, including the environmentally superior alternative. It also identifies areas of controversy and issues to be resolved.
- **Chapter 1, *Introduction*.** This chapter describes the purpose and organization of the EIR, as well as the environmental review process and additional public outreach efforts.
- **Chapter 2, *Project Description*.** This chapter describes the project (including project background and project objectives), summarizes project components, and provides information about project construction and operation. The chapter also lists permits and approvals relevant to the construction and operation of the BDFP.
- **Chapter 3, *Plans and Policies*.** This chapter describes applicable land use plans and policies and their relevance to the project and identifies any inconsistencies with those plans.
- **Chapter 4, *Environmental Setting and Impacts*.** This chapter is subdivided into sections for each environmental resource topic. Each section describes the environmental and regulatory setting, the criteria used to determine impact significance, and the approach to the analysis for that resource topic. It then presents analyses of potential environmental impacts as well as the project-specific mitigation measures that have been developed to address significant and potentially significant impacts. Each section also includes an evaluation of cumulative impacts with respect to that resource topic. The environmental resource topics are:
  - Land Use
  - Aesthetics
  - Population and Housing
  - Cultural Resources
  - Transportation and Circulation
  - Noise and Vibration
  - Air Quality
  - Greenhouse Gas Emissions
  - Wind and Shadow
  - Recreation
  - Utilities and Service Systems
  - Public Services
  - Biological Resources
  - Geology, Soils, and Paleontological Resources
  - Hydrology and Water Quality
  - Hazards and Hazardous Materials
  - Mineral Resources, Energy Resources, and Water Use
  - Agriculture and Forest Resources
- **Chapter 5, *Other CEQA Issues*.** This chapter discusses growth-inducing effects, identifies the significant environmental effects that cannot be avoided if the project is implemented, and describes significant irreversible impacts.

- **Chapter 6, *Alternatives*.** This chapter describes the alternatives to the project and compares their impacts to those of the project. This chapter also summarizes the alternatives that were considered but eliminated from further analysis.
- **Chapter 7, *Report Preparers*.** This chapter lists the authors of this EIR.

Technical and other supporting information for the Draft EIR is included as appendices to the Draft EIR.

This RTC document consists of Chapters 8 through 11 plus supplemental attachments, as follows:

- **Chapter 8, *Introduction to Responses to Comments*.** This chapter describes the purpose of the RTC document, the environmental review process, and the organization of the entire EIR.
- **Chapter 9, *List of Persons Commenting*.** This chapter lists the persons, agencies, and organizations that submitted comments on the Draft EIR and describes the coding and organization of comments.
- **Chapter 10, *Responses to Comments*.** This chapter presents the substantive comments received on the Draft EIR together with responses to those comments. The comments and responses in this chapter are organized by topic, covering several of the environmental topics addressed in Chapter 4 of the EIR. Similar comments on the same topic were received from multiple commenters. These comments are grouped together, and a single comprehensive response is provided.
- **Chapter 11, *Draft EIR Revisions*.** This chapter presents changes and additions to the Draft EIR. The Planning Department has made changes and additions to the Draft EIR in response to comments received on the Draft EIR and/or as necessary to clarify statements and conclusions made in the Draft EIR. In all cases, changes and additions are provided to clarify or correct content in the Draft EIR or to add information received after the release of the Draft EIR. None of the changes or additions in Chapter 11 affect the conclusions presented in the Draft EIR.
- ***Responses to Comments Attachments*.** The attachments include full copies of the written comments received on the Draft EIR (Attachment COM, Written Comments on Draft EIR, Coded) and the transcript of the public hearing held for the Draft EIR (Attachment PH, Public Hearing Transcript, Coded). Attachment COM and Attachment PH also show, in the margin of each letter or transcript, the bracketing and comment code used to identify comments and the corresponding response code.

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## CHAPTER 9

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### List of Persons Commenting

This Responses to Comments (RTC) document provides written responses to comments received on the Draft Environmental Impact Report (Draft EIR) during the public review period, including all written comments submitted either by letter or email and all oral comments presented at the public hearing on the Draft EIR. This chapter lists all persons who submitted comments on the Draft EIR. Persons who submitted written comments are grouped according to whether they represent a public agency, an organization, or commented as an individual, as shown in **Table 9-1**. The complete set of written and oral comments received on the Draft EIR is contained in Attachment COM, Written Comments on the Draft EIR, Coded, and Attachment PH, Public Hearing Transcript, Coded.

The commenter codes were assigned to facilitate the preparation of responses, and there is a unique commenter code for each comment letter, email, and public hearing transcript based on the name of the agency, organization, or individual submitting the comment. Comments submitted by mail, email, or orally at the public hearing (as transcribed in the official public hearing transcript) are all coded and numbered the same way. The commenter code begins with a prefix indicating whether the commenter represents a public agency (A), an organization or business (O), or an individual (I). The prefix is followed by a hyphen and an acronym or name for the agency or organization, or the individual's last name. If a commenter submitted more than one set of comments, the acronym or name is followed by a number indicating the comment set (e.g., 1, 2, 3...). Within each category (public agencies, organizations, and individuals), commenters are listed in alphabetical order by code.

As described further in Chapter 10, *Responses to Comments*, the commenter codes are used to identify individual comments on separate topics within each comment letter, email, or public hearing transcript. Each individual comment from each commenter is bracketed and numbered sequentially following the commenter code. The bracketed comments and corresponding comment codes are shown in the margins of the comments in Attachments COM and PH. There is a unique comment code for each distinct substantive comment.

**TABLE 9-1**  
**PERSONS COMMENTING ON DRAFT EIR**

Commenter Code	Name and Title of Commenter	Agency/Organization	Format	Date
<i>Federal, State, Regional, and Local Agencies, Boards, and Commissions</i>				
A-BAAQMD	Jean Roggenkamp, Deputy Executive Officer	Bay Area Air Quality Management District	Letter	July 28, 2017
A-CPC-Johnson	Christine Johnson, Commissioner	San Francisco Planning Commission	Hearing Transcript	June 1, 2017
A-SWRCB	Susan Stewart, Environmental Scientist	State Water Resources Control Board	Letter	June 16, 2017
<i>Organizations</i>				
O-BayviewCP-1	Dan Dodt	Bayview Community Planning	Hearing Transcript	June 1, 2017
O-BayviewCP-2	Dan Dodt	Bayview Community Planning	Letter	June 17, 2017
O-BHS	Adrian Card, President	Bayview Historical Society	Letter	June 19, 2017
O-BRITE	Steven Tiell	Bayview Residents Improving Their Environment	Letter and E-mail	May 30 and 31, 2017
O-BVHPCAC	Jack Gallagher	Bayview Hunters Point Citizens Advisory Committee	Letter	June 19, 2017
O-Greenaction	Bradley Angel, Executive Director	Greenaction for Health & Environmental Justice	Letter	June 26, 2017
O-PetCamp-1	Mark Klaiman	PetCamp	Hearing Transcript	June 1, 2017
O-PetCamp-2	Mark Klaiman	PetCamp	E-mail	June 19, 2017
O-SFWPM-1	Michael Janis, General Manager	San Francisco Wholesale Produce Market	Hearing Transcript	June 1, 2017
O-SFWPM-2	Michael Janis, General Manager	San Francisco Wholesale Produce Market	Letter	June 19, 2017
<i>Individuals</i>				
I-Ares	Ximena Ares		E-mail	May 24, 2017
I-Blacketer	Linda K. Blacketer, Proprietress		Letter	June 19, 2017
I-Hamman-1	Michael Hamman		Hearing Transcript	June 1, 2017
I-Hamman-2	Michael Hamman		Letter	June 19, 2017
I-Hamman-3	Michael Hamman		Letter	June 19, 2017
I-Hamman-4	Michael Hamman		Letter	June 20, 2017
I-Harney	Chris Harney, HC&M Commercial Properties, Inc		E-mail	June 26, 2017
I-Hinton	Rosalind Hinton, Member, Resilient Bayview		Letter	June 19, 2017
I-Karlin	Sean Karlin		E-mail	May 24, 2017
I-Kelly	Tony Kelly		Letter	June 26, 2017
I-Lawerence-1	Steve Lawrence		E-mail	May 4, 2017
I-Lawerence-2	Steve Lawrence		E-mail	June 14, 2017
I-Matlock	Perry Matlock		Letter	June 19, 2017

# CHAPTER 10

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## Responses to Comments

### 10.1 Organization of Responses to Comments

The San Francisco Planning Department, as lead agency for the California Environmental Quality Act (CEQA) environmental review process for the environmental impact report (EIR) on the Biosolids Digester Facilities Project (BDFP or project), has reviewed all letters, emails, and oral testimony presenting comments received on the Draft EIR, as listed in Chapter 9, *List of Persons Commenting*. This chapter presents all substantive comments received on the Draft EIR and responses to those comments, organized by topic. The substantive comments contained in the letters, emails, and public hearing transcript have been bracketed and numbered, and this chapter groups together comments on the same topic and provides a comprehensive response on that topic. Substantive comments are those comments that relate to the project, the adequacy or accuracy of the EIR, or the environmental review process, and do not include comments such as a description of an agency or organization's mission or a reiteration of the BDFP project description. All comments and written materials submitted during the public review period, however, are considered by the Planning Department and provided to the decision-makers for their consideration.

Attachments COM and PH contain the full text of all comments received on the BDFP Draft EIR and show the bracketing and associated comment code. Each bracketed comment is assigned a unique comment code that corresponds to the type of commenter (i.e., public agency [A], organization [O], and individual [I]); an acronym or name for the agency, organization, or individual; and the sequentially numbered, bracketed comment from that commenter. For example, the comment letter from the Bay Area Air Quality Management District is coded A-BAAQMD; the first comment in the letter is coded A-BAAQMD.1, the second comment on a different topic is coded A-BAAQMD.2, and so on.

This chapter is organized generally in the same order as the topics presented in the Draft EIR. The topics of the comments and responses included in this chapter are shown below, and the prefix of the response code<sup>1</sup> used to cross-reference the responses with the comment code is shown in parentheses:

- 10.2 Project Description (PD)
- 10.3 Aesthetics (AE)
- 10.4 Cultural Resources (CR)
- 10.5 Transportation and Circulation (TR)
- 10.6 Air Quality and Greenhouse Gas Emissions (AQ)

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<sup>1</sup> The bracketed comments in Attachments COM and PH also include a response code beneath the comment code so that a commenter can readily locate the response to individual comments within this chapter.

- 10.7 Hydrology and Water Quality (HY)
- 10.8 Hazards and Hazardous Materials (HZ)
- 10.9 Other CEQA Considerations (OC)
- 10.10 Alternatives (AL)
- 10.11 General Comments (GC)

Within each section of this chapter under each topic area, similar comments are grouped together by subtopic. Subtopics are assigned a response code prefix and then numbered sequentially for each subtopic in that resource area. For example, Cultural Resources (CR) comments are listed as CR-1, CR-2, CR-3, and so on. For each subtopic, there is a list of the comments addressed showing the unique comment code that identifies the commenter and the specific comment. Following the list of comment codes for each subtopic, the comments are presented verbatim (including font styling such as bolded or italicized text). Comments with identical text have been combined.

Following each comment or group of comments on a specified subtopic, a comprehensive response is provided that addresses issues raised in the comments and clarifies or augments information in the Draft EIR as appropriate. Each response is assigned a response code that reflects the subtopic; for example, the response to the Comment CR-1 comment group is provided under Response CR-1. In some cases, where a comment addresses more than one topic, the response includes a cross-reference to other responses. As appropriate, the responses also provide clarification of the information presented in the Draft EIR and may also include revisions or additions to the Draft EIR. Revisions to the Draft EIR are shown as indented text. New or revised text is double-underlined; deleted material is shown in strikethrough (~~strikethrough~~). Chapter 11, *Draft EIR Revisions*, presents all changes and revisions to the Draft EIR, including those made as part of a response to comments.

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## 10.2 Project Description

The comments and corresponding responses in this section relate to the topic of the Project Description, presented in Draft Environmental Impact Report (EIR) Chapter 2. For ease of reference these comments are grouped into the following issues that the comments raise:

- PD-1: Project Objectives
- PD-2: Proposed Solids Treatment Process
- PD-3: Resiliency Planning

### Comment PD-1: Project Objectives

This response addresses the following comment, which is quoted below:

I-Lawrence-2.1

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“Ratepayers are to spend in the neighborhood of \$1.5 billion for new digesters at SEP. Work and commissioning is to be completed May 2025. Objectives for the project include "meet treatment capacity for projected 2045 flows and loads." The City is growing, and is expected to continue to grow both jobs and residents. Recently growth has been faster than past estimates; growth projections keep being revised upward. The existing digesters were built in the early 1950s, and will have lasted seventy years. The proposed digesters may be adequate for only twenty years. Given the size and cost of the project, both in dollars and in disruption, and environmentally, the objective of meeting flows and loads for only twenty years seems questionable. While per person use of water has declined, has "load" per person for purposes here? One reads that more pills, household products, and other new challenges make their way into sewage. One reads that the average person is larger than in the past. Have these trends been considered? Is it environmentally sound to plan for a twenty-year period, especially when recent experience suggests that projections might be low?" (Steve Lawrence, Email, June 14, 2017)

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### Response PD-1

The comment does not address the adequacy or accuracy of the EIR; rather, the comment speaks to the merits of the proposed Biosolids Digester Facilities Project (BDFP). The comment will be transmitted to City decision-makers for consideration in their deliberations on whether to approve the proposed BDFP.

Based on projections by the Association of Bay Area Governments, the San Francisco Planning Department has projected population to year 2040, but not beyond, in the *San Francisco General Plan*.<sup>1</sup> The SFPUC then extrapolated the 2040 projections to 2045, which is the project's planning

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<sup>1</sup> City and County of San Francisco, *San Francisco General Plan 2014 Housing Element Part 1: Data and Needs Analysis*, adopted April 27, 2015.

horizon.<sup>2</sup> The growth assumptions underlying the BDFP design capacity and the methodology used to project future flows and loads are presented in the SFPUC's 2014 *Wastewater Flow and Load Projections Technical Memorandum*.<sup>3</sup> The SFPUC elected to plan for an approximately 20+ year period based on available planning information and a typical design life for municipal wastewater treatment plants. Consistent with industry standards, the life expectancies associated with this project are anticipated to be 15-20 years for equipment and 50 years for buildings, structures and pipelines. BDFP equipment would be maintained and/or replaced over time to extend the life of the facilities beyond 2045.

The proposed facilities can be adapted in the future to changing conditions and/or increased population growth if needed. With the project's more efficient solids treatment technologies, including the pre-digestion thermal hydrolysis process, less digester tank capacity is required to accommodate future needs compared to what would be needed if the current solids handling treatment processes were maintained. Moreover, the SFPUC designed the layout of the BDFP such that additional facilities could be installed at the Southeast Plant in the future if needed (such as additional digester capacity through additional digested sludge storage). Any additional facilities not included in the BDFP would undergo separate environmental review in the future, when designed and proposed.

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## Comment PD-2: Proposed Solids Treatment Process

This response addresses the following comment, which is quoted below:

A-BAAQMD.7

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"We also recommend that this project consider how it might be designed to allow for addition of additional anaerobic digestion infrastructure at the SEP, given that the [California] Air Resources Board is looking toward publicly owned treatment works as co-location opportunities for food waste management as part of its "Short-lived Climate Pollutant Reduction Strategy" (March 2017). Further, to meet the requirements of SB 1383 (Lara, 2016), the City and County of San Francisco, as well as all other local jurisdictions around the State, will need to divert 50 percent of organics wastes from landfill in 2020 and 75 percent in 2025. Given the requirements of SB 32 (Pavley, 2016) to reduce greenhouse gas emissions by forty percent below 1990 levels by 2030, there is further need to assure that long-haul trucking is not required to satisfy the intention of SB 1383. As such, there is growing need to identify opportunities close to or within San Francisco and the Bay Area to compost and/or digest organic materials. Given that this facility has been permitted for biodigestion, we encourage this project to consider potential co-location during its design and buildout. Such consideration may mean designing a project that is conducive to any or all of the following: (i) the addition of more biodigester vessels at this site, (ii) the upsizing or addition of biogas storage facilities at this site, (iii) the addition of infrastructure that will enable upgrading of biogas to renewable

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<sup>2</sup> SFPUC, *Wastewater Flow and Load Projections Technical Memorandum*, prepared for San Francisco Public Utilities Commission Sewer System Improvement Program, updated February 2014.

<sup>3</sup> SFPUC, *Wastewater Flow and Load Projections Technical Memorandum*, prepared for San Francisco Public Utilities Commission Sewer System Improvement Program, updated February 2014.

natural gas, and (iv) the capacity to install piping that enables produced biogas to be transported via rail tanker or pipeline.” (Jean Roggenkamp, Bay Area Air Quality Management District, Letter, July 28, 2017)

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## Response PD-2

The BDFP as proposed would not preclude the consideration of future installation of facilities that treat food waste. As noted in **Response PD-1**, above, the SFPUC designed and located the BDFP such that additional facilities (such as additional digested sludge storage) could be installed at the Southeast Water Pollution Control Plant in the future if needed. Any additional facilities not included in the BDFP would undergo separate environmental review in the future, when designed and proposed. In any case, this comment will be transmitted to City decision-makers for consideration in their deliberations on whether to approve the proposed BDFP.

Regarding compliance with Senate Bill (SB) 1383, as described on Draft EIR page 4.12-10, in 2002 the San Francisco Board of Supervisors set goals of achieving 75 percent diversion of wastes from landfills and incineration by 2010, and zero solid waste (i.e., 100 percent diversion) by a date determined once the 50 percent diversion goal was met (Ordinance 679-02). Following adoption of Ordinance 679-02, it was determined that the goal of 50 percent landfill diversion had been met in 2001, and the San Francisco Commission on the Environment established a goal of achieving zero solid waste by 2020 in Resolution 002-03-COE (dated March 6, 2003). The City achieved 75 percent landfill diversion in 2008 through the implementation of numerous programs and efforts. The San Francisco Department of the Environment has been directed by the Board of Supervisors to develop policies and programs to achieve zero waste by methods such as increasing producer and consumer responsibility. The San Francisco Board of Supervisors adopted the Mandatory Recycling and Composting Ordinance in 2009, which requires all of San Francisco to separate recyclables, compostables, and trash to be landfilled (Draft EIR page 4.12-11). The purpose of this ordinance is to send no compostable or recyclable material to landfills, which goes beyond the requirements of SB 1383. To achieve this goal, in addition to increasing consumer and producer responsibility, the City has partnered with Recology to pilot a program to capture organics from multifamily housing mixed waste by compressing the waste to extract the organics and sending the organic materials to digestion facilities owned by East Bay Municipal Utility District in Oakland, less than 15 miles from the Recology facility.<sup>4</sup> Implementation of the BDFP would not adversely affect the City’s compliance with SB 1383, the City’s goals to divert organic waste from landfills, or the City’s pilot program with Recology, nor would it encourage any long-haul trucking to satisfy SB 1383 requirements.

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<sup>4</sup> San Francisco Department of the Environment, Jack Macy, personal communication with Larry Kass, ESA, August 24, 2017.

## Comment PD-3: Resiliency Planning

This response addresses the following comment, which is quoted below:

I-Lawrence-1.1

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“The proposed new digesters are to employ a new technology, THP. Will there be less resilience than now? San Francisco is subject to earthquake, flood or deluge, possibly tidal wave sea rise, and terror attack, any of which may change digester feedstock. Avoiding digester upset should be a priority. Digester upset, especially if extended in length, could harm San Francisco’s livability and its economy. Will the new digesters (will the sewage treatment plant with them) be as resilient as what we have, or could have, and if not, what mitigations or steps are prudent?” (Steve Lawrence, Email, May 4, 2017)

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### Response PD-3

As required by CEQA, the Draft EIR evaluates physical environmental effects of the BDFP, including the potential for the BDFP to exacerbate existing environmental hazards.<sup>5</sup> As this comment does not address the adequacy or accuracy of the EIR, no further response is required under CEQA. Nonetheless, information pertaining to resiliency planning relative to the BDFP is provided below.

*Resilient San Francisco* defines resilience as “the capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt and grow, no matter what kinds of chronic stresses and acute shocks they experience.”<sup>6</sup> In this case the amount of maintenance (and associated time offline) required at Southeast Water Pollution Control Plant solids processing facilities after chronic stress or a given acute shock (such as a seismic event) would reflect the facilities’ resilience. The SFPUC intends for the new biosolids digester facilities to be more resilient than the existing digester system. As stated in Draft EIR Section 2.3 (page 2-19), explicit project objectives include, among others, adding infrastructure redundancy for critical processes to provide reliability and operational flexibility; improving seismic reliability; and designing and siting the new facilities to accommodate or adapt to expected sea level rise. The new facilities are designed to meet the latest building codes and seismic design requirements (see EIR Section 4.15.2.3, Draft EIR pages 4.15-14 to 4.15-17, and Impact GE-1, Draft EIR pages 4.15-20 to 4.15-21). The location of the new facilities is not in a defined flood zone or in an area known to flood (see EIR Section 4.16.1.4, Draft EIR page 4.16-5). Regardless, the new biosolids facilities would include features to address sea level rise and meet the requirements as defined by the Sea Level Rise checklist developed under the City’s

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<sup>5</sup> CEQA requires an evaluation of the project’s physical environmental effects. Analysis of the effects of existing environmental conditions on a project’s occupants or users is not required under CEQA, but CEQA does require an analysis of existing environmental hazards if the project might exacerbate them.

<sup>6</sup> City and County of San Francisco Office of Resilience and Recovery, *Resilient San Francisco: Stronger Today, Stronger Tomorrow*, April 18, 2016. Available online at <http://sfgov.org/orr>.



Capital Planning Committee (see EIR Section 2.4.2.2, Draft EIR pages 2-41 to 2-42, Section 4.16.2.3, Draft EIR pages 4.16-32 to 4.16-34, and Impact HY-8, Draft EIR pages 4.16-51 to 4.16-52).

As described on Draft EIR page 6-20, if the BDFP is not undertaken the SFPUC would need to implement an increased frequency of maintenance compared to either existing or future-with-project conditions, and would need a more rigorous program to repair and replace facilities for reliable operations. As described on Draft EIR page 6-21, the risk of upset of the proposed project would be lower than the risk associated with existing facilities. The existing facilities were built prior to current seismic standards, and are not designed for future sea level rise considerations. In addition, as discussed in Draft EIR Section 6.3.1.3 (starting on page 6-22), long-term continued use of the existing solids treatment facilities would result in an increasing risk of failure and shutdown the longer this equipment is used. The new digesters are designed in accordance with current engineering standards, which are developed to reduce the amount of maintenance work and offline time required for the facilities.

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## 10.3 Aesthetics

The comments and corresponding responses in this section relate to the topic of aesthetics, evaluated in Draft Environmental Impact Report (EIR) Section 4.3. For ease of reference, these comments are grouped into the following issues that the comments raise:

- AE-1: Aesthetic Impacts

### Comment AE-1: Aesthetic Impacts

This response addresses the following comments, which are quoted below:

O-Greenaction.3      O-Greenaction.8

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“A major concern is the projected increase in truck traffic. The project estimates a thirty to fifty percent increase in truck traffic to/from the Southeast Plant, and we consider 10-14 truck trips per day to be a large number of trips, particularly for a facility that operates 24 hours a day, 7 days a week, 365 days per year. We strongly encourage the project to explore ways to reduce and mitigate the increase in truck trips, particularly given the air quality overburden and environmental justice concerns in this community. Even if the trucks are using 2010 or new engines and if they are Tier 4 for pollution control, having over a dozen trucks rumbling into and out of the plant daily increases the intensity of impacts on the community, particularly if taking place in evenings, during the night, or over the weekend. We strongly encourage SFPUC to come up with a plan to mitigate the aesthetic and health impacts of this increase in truck traffic.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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“We observe that the project proposes using 1500 Evans/Third and the adjacent Greenhouses as staging areas. The project also plans to use Pier 94 Backlands as a staging area. On aesthetic concerns, these choices are problematic and warrant mitigation. The construction phase of this project is planned for 2018-2023. This timeframe means that the community will have five years of construction equipment and materials, as well as ongoing truck traffic, piled in a visible parking lot on the main thoroughfare into and out of the neighborhood. We strongly encourage the project not to use 1500 Evans as a staging area and, instead, to use areas internal to the plant and behind walls more efficiently. We also encourage aesthetic mitigation for any use of the Greenhouses and of Pier 94 Backlands as staging areas.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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### Response AE-1

#### *Operational Truck Traffic Visual Effects*

The commenter expresses concern about aesthetic impacts of operational truck traffic. Section 4.3.3.2, Approach to Analysis (Draft EIR pages 4.3-18 - 4.3-20) describes the methodology used to evaluate project impacts on aesthetic conditions. The project’s operations-phase impact on the existing

visual character of the site and its surroundings are evaluated under Impact AE-3 (Draft EIR pages 4.3-23 – 4.3-28), and were found to be less than significant; therefore, no mitigation is required. Consistent with the Approach to Analysis presented in Section 4.3.3.2, the analysis focused on long-term changes to the visual character of the project site and vicinity associated with the removal of existing structures and vegetation, construction of new facilities, and landscaping and street improvements, and the net effect on views of the site and vicinity resulting from these changes. Although not explicitly considered in Impact AE-3, the proposed change in the number of operations-phase truck trips associated with the project does not alter the conclusions of the analysis (and thus warrant the inclusion of a mitigation measure) for the following reasons. As stated in Draft EIR Chapter 2, *Project Description*, operational truck traffic would increase by approximately 3-4 trucks per day (from between 7 and 10 to between 10 and 14 biosolids hauling trips per day once the project is complete). This increase in operational truck traffic would be even higher under the No Project Alternative due to population growth and because the proposed BDFP treatment process would further condense the resulting biosolids. As identified in Appendix TR, single-unit trucks<sup>1</sup> comprise approximately seven percent of the average daily weekday traffic along Jerrold Avenue. The additional operational trucks (which would be routed on Evans Avenue rather than Jerrold Avenue in the future) would not visually contrast with the area's predominant industrial and warehouse land uses and associated vehicles in the area. Trucks would pass through the project vicinity and thus would not dominate views compared to other site features nor permanently block or obscure views. Thus, visual impacts of these truck trips would be less than significant and no mitigation is required.

### ***Staging Area Visual Effects***

Regarding the comment pertaining to the staging areas, as shown in Figure 2-2 of the DEIR (page 2-4), potential staging areas include Pier 94/96, 1550 Evans, Southeast Greenhouses, as well as areas within the Southeast Water Pollution Control Plant and the project site. The San Francisco Public Utilities Commission intends to maximize the use of the project area for staging to the extent feasible, balancing space requirements for construction and worker safety, but additional off-site staging area would still be needed. As described in Draft EIR Section 4.3.3.2, the analysis in the Draft EIR evaluated the potential visual impacts of the proposed temporary use of off-site staging areas, including assessing whether the project would substantially degrade the existing visual character of the site or its surroundings or damage scenic resources. The Biosolids Digester Facilities Project (BDFP) proposes to use 1550 Evans Avenue, not 1500 Evans Avenue, as a potential construction staging area. The parking lot at 1550 Evans Avenue is currently partially obscured by an approximately 6-foot-tall brick-red fence on Newhall Street and Evans Avenue. The parking lot is visible at locations immediately adjacent to the entry and exit gates on the property. Trees along the Evans-facing fence line also obscure views of the parking lot. Project effects on visual character of the 1550 Evans Avenue site are evaluated on Draft EIR page 4.3-21; as described therein, the San Francisco Public Utilities Commission would remove some perimeter trees and other landscaping along Evans Avenue and Newhall Street and within the site to facilitate use of the site for construction staging. No trees would be removed within 30 feet of Third Street, as there is an easement for the landscaping in this portion of the site. As shown in Draft EIR Appendix BIO, most

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<sup>1</sup> Single-unit trucks are medium or heavy trucks in which the engine, cab, drive train, and cargo area are all one base frame (chassis).

trees nearest Evans Avenue within the site would remain. Based on the EIR analysis (included in Draft EIR page 4.3-21), while removal of some trees at 1550 Evans Avenue would somewhat lessen the overall visual quality of the site, the net change in visual quality would not be substantial, given that perimeter trees that would be retained would continue to provide visual interest (as well as screening), few viewing opportunities exist in the surround areas, and activities at the site would be similar to and visually compatible with surrounding land uses. Thus, visual impacts would be less than significant and mitigation would not be required.

The Draft EIR (page 4.3-21) also evaluated the effect on visual character that would result from use of the Southeast Greenhouses site for construction staging. Use of the site for construction staging would be temporary and (given the site's existing visual character and its future appearance following removal of structures at the site as part of the Southeast Greenhouses Demolition Project [see Draft EIR p. 4.1-10 for a description of this project]) was not found to cause a significant aesthetic effect. Thus, mitigation is not required. Note, however, that temporary noise barriers that may be erected in accordance with Mitigation Measure M-NO-1b (Draft EIR page 4.7-32) could also function as a visual barrier between the construction staging at the Southeast Greenhouses site and the surrounding neighborhood.

As described in Draft EIR Section 4.3.1.2 (page 4.3-10), the Pier 94 Backlands area is currently used for storage of large piles of dredged sand and other materials. The Pier 94 Backlands is surrounded by industrial uses; a railyard obscures the view of the Pier 94 Backlands from Cargo Way. The aesthetic effects of use of Piers 94 and 96 for construction staging are evaluated on Draft EIR pages 4.3-20 and 4.3-21. The existing visual quality of the staging areas is considered moderate to low based on the industrial, utilitarian character of land uses in the area, and views of the off-site staging areas are limited by intervening structures and other features (e.g., piles of dredged sand and demolition debris). The equipment and activities associated with project construction would not affect the existing visual character of the area or scenic resources due to intervening structures and similarity with current uses of the piers. As a result, the EIR analysis concluded that the impact of project construction on the visual character and scenic resources of staging on Pier 94 Backlands would be less than significant. Thus, mitigation is not required.

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## 10.4 Cultural Resources

The comments and corresponding responses in this section relate to the topic of cultural resources, evaluated in Draft EIR Section 4.5. For ease of reference, these comments are grouped into the following issues that the comments raise:

- CR-1: Historical Resources
- CR-2: Archeological Resources
- CR-3: Tribal Cultural Resources

### Comment CR-1: Historical Resources

This response addresses the following comments, which are quoted below:

O-BayviewCP-2.1

O-BHS.1

I-Blacketer.2

I-Blacketer.3

I-Hamman-3.1

I-Hamman-3.2

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“Impacts on Individual Historic Elements - **The Central Shops** and Southeast Treatment Plant Streamline Moderne Industrial Historic District

“As noted in the EIR, the proposed project would result in the removal of the Central Shops (including Buildings A and B), a complex that is eligible for listing in the California and National Registers. (Vol 1. S-6)

*“The removal of Buildings A and B at the Central Shops would cause a substantial adverse change in the significance of the historical resource because the project would demolish the physical characteristics that convey the resource’s historical significance and that justify its individual eligibility for inclusion in the California and National Registers, resulting in a significant impact under CEQA Guidelines Section 15064.5.”* (Dan Dodt, Bayview Community Planning, Letter, June 17, 2017; Adrian Card, Bayview Historical Society, Letter, June 19, 2017)

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#### “Recommendation

“Understanding that implementing Mitigation Measure M-CR-1 (Documentation of Historic Resources and Interpretive Display)

*“‘would reduce the severity of the impact...but would not reduce the severity of the impact to a less-than-significant level’ and even though ‘the impact would be significant and unavoidable with mitigation’,*

*“we nevertheless recommend a combined solution for the loss of these historic resources. It is suggested that the complete and thorough **Mitigation Measure M-CR-1 be conducted, along with the implementation of Alternative C**, the Historical Resources Relocation, with the relocation of the Central Shops serving as the permanent public display and archival venue for the documentation and interpretive material. As indicated in M-CR-1:*

*“‘the SFPUC shall provide a permanent display of interpretive materials (which may include, but are not limited to, a display of photographs, a brochure, educational website, or an exhibitivite display)*

*....Development of the interpretive materials shall be supervised by an architectural historian or historian who meets the Secretary of the Interior's Professional Qualification Standards...shall be placed in a prominent, public setting. A proposal describing the general parameters of the interpretive materials shall be approved by Planning Department Preservation staff prior to construction completion. The substance, media and other elements of such interpretive display shall be approved by Planning Department Preservation staff prior to completion of the project.'*

"And as indicated in Alternative C:

*"The Historical Resources Relocation Alternative, would consist of full construction and operation of the BDFP as proposed, plus the relocation of Central Shops Buildings A and B to a similar industrial setting in San Francisco. The relocation, rehabilitation, and reuse of Buildings A and B would be consistent with the Secretary of the Interior's Standards, and would reduce the significant and unavoidable impact on historical resources under the proposed project to a less than- significant level. Rather than demolishing Buildings A and B, the SFPUC would dismantle these structures such that they could be relocated consistent with the Secretary of the Interior's Standards for Rehabilitation."*  
(Dan Dodt, Bayview Community Planning, Letter, June 17, 2017)

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#### **"Recommendation**

"We have reviewed the proposed Mitigation Measure M-CR-1 (Documentation of Historic Resources and Interpretive Display) which 'would reduce the severity of the impact...but would not reduce the severity of the impact to a less-than-significant level' and even though 'the impact would be significant and unavoidable with mitigation', and have also noted the Alternative C mitigation option -'The Historical Resources Relocation Alternative' - and understand that this 'would consist of full construction and operation of the BDFP as proposed, plus the relocation of Central Shops Buildings A and B to a similar industrial setting in San Francisco. The relocation, rehabilitation, and reuse of Buildings A and B would be consistent with the Secretary of the Interior's Standards, and would reduce the significant and unavoidable impact on historical resources under the proposed project to a less than-significant level. Rather than demolishing Buildings A and B, the SFPUC would dismantle these structures such that they could be relocated consistent with the Secretary of the Interior's Standards for Rehabilitation.'

**"We recommend a combined solution for the loss of these historic resources.** It is suggested that the complete and thorough Mitigation Measure M-CR-1 be conducted, along with the implementation of Alternative C, the Historical Resources Relocation, with the relocation of the Central Shops serving as the permanent public display and archival venue for the documentation and interpretive material, and establish this location as the Bayview Architectural Resources Archive.

"As indicated in M-CR-1:

*"the SFPUC shall provide a permanent display of interpretive materials; shall be supervised by an architectural historian or historian who meets the Secretary of the Interior's Professional Qualification Standards; shall be placed in a prominent, public setting; a proposal describing the general parameters of the interpretive materials shall be approved by Planning Department Preservation staff prior to construction completion; with the substance, media and other elements of such interpretive display shall be approved by Planning Department Preservation staff prior to completion of the project.'*



“And as indicated in Alternative C:

““The Historical Resources Relocation Alternative, would consist of full construction and operation of the BDFP as proposed, plus the relocation of Central Shops Buildings A and B to a similar industrial setting in San Francisco.’ A port property on Pier 92 is suggested.” (Adrian Card, Bayview Historical Society, Letter, June 19, 2017)

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“As the party responsible for the 40 year-long restoration of a City Landmark in Bayview, I am also dismayed with the plan for wholesale destruction of the Streamline Moderne Industrial Historic District in Bayview and for the Display Greenhouse structures at McKinnon and Phelps Streets, both iconic markers in the area.” (Linda K. Blacketer, Letter, June 19, 2017)

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*“Central Shops*

“I do understand the need to locate the digesters to an area far removed from residents, and, as such, concur with the recommendations proposed to remove and relocate Central Shops A and B. I also recommend that a combined solution for the loss of these historic resources be implemented, including fulfillment of **Mitigation Measure M-CR-1 along with the implementation of Alternative C**, the Historical Resources Relocation, with the relocation of the Central Shops serving as the permanent public display and archival venue for the documentation and interpretive material.” (Linda K. Blacketer, Letter, June 19, 2017)

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“As an admirer of architecture, I am also dismayed with the plan for wholesale destruction of the Streamline Moderne Industrial Historic District in Bayview and for the Display Greenhouse structures at McKinnon and Phelps Streets, both iconic markers in the area and contributory to the historic district. The preservation of such buildings is crucial for the community to retain a sense of it’s past and it’s distinctive character.” (Michael Hamman, Letter, June 19, 2017)

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*“Central Shops*

“I do understand the need to locate the digesters to an area far removed from residents, and, as such, concur with the recommendations proposed to remove and relocate Central Shops A and B. I also recommend that a combined solution for the loss of these historic resources be implemented, including fulfillment of **Mitigation Measure M-CR-1 along with the implementation of Alternative C**, the Historical Resources Relocation, with the relocation of the Central Shops serving as the permanent public display and archival venue for the documentation and interpretive material. As I have had some experience in relocating building in my capacity as General Contractor I can attest to the fact that such a relocation would not be unduly expensive.” (Michael Hamman, Letter, June 19, 2017)

## Response CR-1

The comments express support for Mitigation Measure M-CR-1 (Documentation of Historic Resources and Interpretive Display, Draft EIR pages 4.5-44 – 4.5-45) and implementation of Alternative C (Historical Resources Relocation Alternative, described and evaluated starting on Draft EIR page 6-50), rather than the BDFP, and suggest that Mitigation Measure M-CR-1 and Alternative C be combined such that the interpretive display would be installed at relocated Buildings A and B.

As noted in the Draft EIR (page 6-55), Alternative C would substantially reduce the severity of impacts on historic architectural resources (Impact CR-1), but the cumulative impact on historical architectural resources would remain significant and unavoidable. The commenters' support for adoption of Alternative C and suggestion to relocate historic resources to Pier 92 are noted and will be transmitted to City and County of San Francisco (City or CCSF) decision-makers for consideration in their deliberations on whether to approve the BDFP, as proposed. As stated on Draft EIR page 6-51, the SFPUC identified a site at Pier 90 (not Pier 92) for Alternative C.

Regarding the display greenhouses, the Southeast Greenhouse Demolition project is a separate project previously approved by the SFPUC, which the Draft EIR considered in the analysis of cumulative impacts. As stated in Draft EIR Table 4.1-1 (page 4.1-10), the Southeast Greenhouse buildings, which include the display greenhouses, were constructed in 1986 and are not historic structures. Refer also to **Response OC-3** in Section 10.9 of this document.

Please note that Bayview Historical Society misidentifies the source of the quote as being on page S-6; the quote is included on Draft EIR page 4.5-43.

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## Comment CR-2: Archeological Resources

This response addresses the following comment, which is quoted below:

I-Matlock.3

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"...Nonetheless, I wish to express my interest in the preservation of the Ohlone heritage site, CA-SFR-171. Since I have not been in a position to research the DEIR during the past 48 days, I am not prepared to address the DEIR adequately. Thus, I have enclosed some copies of the educational materials which my group, Save the Shellmounds, distributes.

"Please note, that CA-SFR-171 is a cultural treasure of the Ohlone, and that its protection ought to be of greatest importance. The Ohlone do not get to make the decisions about the preservation of their own heritage sites. The fate of shellmounds, cemeteries, village places, and other sacred sites is in the hands of property owners and politicians. The Ohlone and their heritage places have been controlled by others since the Spanish invasion of the 1770s. Destruction of these heritage places is a hate crime. Very few of the shellmounds, and other heritage places, are preserved. Once CA-SFR-171 has been destroyed, the opportunity to save this priceless monument has ended.

“Please, reconsider this project so that not only CA-SFR-171 remains intact, but also that any other shellmounds might be saved. SAVE THE SHELLMOUNDS!” (Perry Matlock, Letter, June 19, 2017)

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## Response CR-2

Educational materials provided by this commenter are included in Attachment COM, Written Comments on the Draft EIR, Coded.

The City recognizes the legal significance and cultural importance of CA-SFR-171, a National Register-eligible prehistoric archaeological site. The City has determined that a significant impact could result if ground-disturbing activities during project construction were to affect CA-SFR-171. The impact could be an adverse effect to the scientific significance of the resource and/or an adverse effect to its significance to associated Native American tribal groups.

The overall goal of the BDFP is to replace the existing aged and unreliable solids processing facilities at the Southeast Water Pollution Control Plant with new, modern, and efficient facilities to ensure the long-term sustainability of the Southeast Plant wastewater treatment system. Many of the existing solids treatment facilities at the wastewater treatment plant are over 60 years old, require significant maintenance, and are operating well beyond their useful life. The proposed project would adversely affect CA-SFR-171, as discussed in Impact CR-2 on Draft EIR pages 4.5-45 through 4.5-48.

The City has proposed Mitigation Measure M-CR-2a (Archeological Testing, Monitoring, and/or Data Recovery, Draft EIR pages 4.5-48 and 4.5-53). This mitigation measure formalizes the City’s commitment to conduct archeological testing and monitoring (as well as data recovery, if warranted) consistent with the project’s Archeological Research Design and Treatment Plan, in consultation with the City’s Environmental Review Officer (ERO). This would reflect both the findings of archeological testing previously approved, planned and/or currently underway, and potential future project design changes. The measure also would require that the archeological testing and monitoring program be consistent with the City’s standard protocols.

The mitigation measure also includes provisions for engaging and consulting with the Native American community, as follows:

**Consultation with Descendant Communities.** On discovery of an archeological site associated with descendant Native Americans, the Overseas Chinese, or other potentially interested descendant group, an appropriate representative of the descendant group, the ERO, and the SFPUC shall be contacted. The representative of the descendant group shall be given the opportunity to monitor archeological field investigations of the site and to offer recommendations to the ERO and SFPUC regarding appropriate archeological treatment of the site, of recovered data from the site, and, if applicable, any interpretative treatment of the associated archeological site. A copy of the Final Archeological Resources Report shall be provided to the representative of the descendant group.

The City has determined that implementation of Mitigation Measure M-CR-2a (Archeological Testing, Monitoring, and/or Data Recovery) and Mitigation Measure M-CR-2b (Accidental Discovery of Archeological Resources, Draft EIR pages 4.5-53 through 4.5-54) would reduce potential impacts on CA-SFR-171 to a less-than-significant level. Mitigation Measure M-CR-2a would formalize the SFPUC's commitment to conduct archeological testing and monitoring (as well as data recovery, if warranted) consistent with the project's Archeological Research Design and Treatment Program, in consultation with the City's Environmental Review Officer, to reflect both the findings of archeological testing previously approved, planned and/or currently underway, and any future project design changes. The measure also would require that the archeological testing and monitoring program be consistent with the City's standard protocols. Mitigation Measure M-CR-2b would ensure that (1) work would halt if archeological resources are inadvertently discovered during project implementation, and that (2) proper procedures are followed to ensure appropriate treatment of significant archeological resources.

In addition, the San Francisco Public Utilities Commission (SFPUC) intends to seek low-interest financing from the Environmental Protection Agency (EPA) through the Water Infrastructure Finance and Innovation Act (WIFIA) and the Clean Water State Revolving Fund (SRF), which would require consultation with the State Historic Preservation Officer and other consulting parties required under Section 106 of the National Historic Preservation Act of 1966 (NHPA), as amended (see Draft EIR page 2-70). The SRF Program is partially funded by the U.S. Environmental Protection Agency and administered by the SWRCB. EPA has authorized SFPUC to initiate NHPA Section 106 consultation.<sup>1</sup>

The Pier 94 Backlands Alternative would avoid impacts on CA-SFR-171, but the potential remains that this alternative could contribute to cumulative impacts on unrecorded archeological resources in the Pier 94 Backlands vicinity as well as along the pipeline route between the Pier 94 Backlands site and the Southeast Plant. However, as with the proposed project, implementation of Mitigation Measure M-CR-2a and Mitigation Measure M-CR-2b would ensure that potentially significant impacts on archeological resources would be mitigated to a less-than-significant level by conducting archeological testing and monitoring as well as ensuring that work would halt if archeological resources are inadvertently discovered.

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### **Comment CR-3: Tribal Cultural Resources**

This response addresses the following comments, which are quoted below:

A-SWRCB.3      I-Matlock.1

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<sup>1</sup> Letter from Andrew Sawyers, Director of Office of Wastewater Management, USEPA, to Jenan Saunders, Deputy State Historic Preservation Officer, Office of Historic Preservation, regarding Authorization for National Historic Preservation Act Section 106 Review for San Francisco Public Utilities Commission Biosolids Digester Facilities Project, November 22, 2017.

"We have noted the statement in the footnote on page 4.5-1, that provisions for Assembly Bill No. 52 Native Americans: California Environmental Quality Act only apply to projects that have a notice of preparation (NOP) filed on or after July 1, 2015, and that the NOP for the Project was released June 24, 2015. Therefore, the Project is not subject to separate tribal cultural resources analyses." (Susan Stewart, SWRCB, Letter, June 16, 2017)

"...Initially, I must point out that the term 'midden' which is used in the DEIR to describe the Ohlone heritage site, CA-Sfr-171, is derogatory. 'Shellmound, village site, or cemetery' would be more accurate, for the word midden means 'dung hill.'" (Perry Matlock, Letter, June 19, 2017)

## Response CR-3

### *Tribal Cultural Resources Consultation*

As noted by the commenter and in the EIR, the NOP for the project was released on June 24, 2015; consequently, the project is not subject to a separate tribal cultural resources analysis pursuant to the provisions of Assembly Bill 52 (codified in Public Resources Code Sections 21074, 5097.94 et seq).

Although Public Resources Code Section 21074 does not apply, tribal consultation efforts were conducted for the project. On behalf of the San Francisco Planning Department, Far Western Anthropological Research Group (Far Western) contacted the Native American Heritage Commission (NAHC) on November 25, 2015, and requested a search of their Sacred Lands File to determine if there were known cultural sites within or near the project area. Far Western also requested a list of Native American groups and individuals for the project area. On December 14, 2015, the NAHC responded stating that no Native American cultural resources were reported from the Sacred Lands file records search. Far Western sent letters to the eight contacts on the NAHC list on December 14, 2015, requesting input on the project. No responses were received. Follow-up phone calls were completed in February and March 2016, and two responses were received. Ramona Garibay and Ann Marie Sayers both expressed their concern regarding the known prehistoric archeological site (CA-SFR-171) and stated that a Native American monitor should be present during ground disturbance.<sup>2</sup> As discussed above in **Response CR-2**, the City has proposed Mitigation Measure M-CR-2a (Archeological Testing, Monitoring, and/or Data Recovery, Draft EIR pages 4.5-48 and 4.5-53), formalizing the City's commitment to conduct archeological testing and monitoring (as well as data recovery, if warranted) consistent with the project's Archeological Research Design and Treatment Plan, in consultation with the City's Environmental Review Officer (ERO). The measure would require that the archeological testing and monitoring program be consistent with the City's standard protocols. The mitigation measure also includes provisions for

<sup>2</sup> Brian F. Byrd, Ph.D., *Archaeological Research Design and Treatment Plan for the Biosolids Digester Facilities Project, Southeast Water Pollution Control Plant, San Francisco, California*. Prepared for San Francisco Public Utilities Commission, October 2016.

engaging and consulting with the Native American community, as quoted in **Response CR-2**. The SFPUC sent letters to all eight contacts on December 4, 2017 to provide a project update.<sup>3</sup>

### ***Cultural Resources Terminology***

The term midden is commonly used in archeology in both the United States and elsewhere, and refers to “a large refuse heap, mound, or concentration of cultural debris associated with human occupation. The term includes such materials as discarded artifacts (e.g., broken pots and tools), food remains, shells, bones, charcoal and ashes, and may include the material in which the debris is encapsulated and modifications of this matrix. Midden debris usually contains decayed organic material, bone scrap, artifacts (broken and whole), and miscellaneous detritus. The long-term disposal of refuse can result in stratified deposits, which are useful for relative dating.”<sup>4</sup> The terms ‘shellmound’, ‘village site’ and ‘cemetery’ are more specific terms used to describe certain archaeological features.

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<sup>3</sup> Letters to NAHC list recipients, sent by Karen Frye, SFPUC, December 4, 2017.

<sup>4</sup> Barbara Ann Kipfer, Archeology Wordsmith, 2017. Available online at <https://archaeologywordsmith.com/lookup.php?terms=midden>.

## 10.5 Transportation and Circulation

The comments and corresponding responses in this section relate to the topic of transportation and circulation, evaluated in Draft Environmental Impact Report (EIR) Section 4.6. For ease of reference, these comments are grouped into the following transportation-related issues that the comments raise:

- TR-1: Construction Impacts – Traffic Circulation
- TR-2: Construction Impacts – Emergency Access
- TR-3: Construction Impacts – Parking
- TR-4: Cumulative Transportation Impacts
- TR-5: Operational Transportation Impacts

### Comment TR-1: Construction Impacts – Traffic Circulation

This response addresses the following comments, which are quoted below:

A-CPC-Johnson.2	O-BayviewCP-2.3	O-BayviewCP-2.10	O-BVHPCAC.1
O-BVHPCAC.7	O-BRITE.4	O-PetCamp-1.3	O-Petcamp-1.4
O-Petcamp-2.3	O-PetCamp-2.4	O-SFWPM-1.1	O-SFWPM-1.3
O-SFWPM-2.2	O-SFWPM-2.6	I-Ares.1	I-Blacketer.6
I-Harney.2	I-Karlin.2		

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“I actually also was going to point out the -- both the air quality, where there was significant mitigation that was necessary. I would like the staff to further explain what alternative mitigations could have been considered and as well for the traffic and the circulation. I think specifically, when it comes to an EIR, we do look at traffic and circulation as an impact. And I think that we can take a look at what are the alternative, again, mitigations for some of the impacts that we're looking at.” (Christine Johnson, Planning Commission, Public Hearing Comments, June 1, 2017)

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#### “II. TRAFFIC, CIRCULATION and TRANSPORTATION

“In our work with the Bayview CAC and many others, we are also requesting additional review of the impact analysis with respect to traffic and circulation (Impact TR 1-5 incl.; Vol.1 s28) from the existing ‘LS’ -less than significant - status to the LSM condition, requiring mitigation. While the EIR indicates potential compliance with ‘applicable regulations’ and the incorporation of a ‘traffic and control plan’, no such plan is articulated or explored within the report, nor is there a suggested mitigation for alleviating the traffic and circulation impacts as outlined in the analysis.

“In addition to a request for a thorough and multi-agency review and written plan as a requirement prior to final certification of the EIR, several straightforward, feasible mitigations are proposed.

...

“Recommendations:

**“1. Study and re-evaluate the conclusions drawn in the EIR regarding the significance of the traffic impacts, along with a more clearly articulated and written, multi-agency transportation and traffic plan prior to certification of the EIR.”**

(Dan Dodt, Bayview Community Planning, Letter, June 17, 2017; Jack Gallagher, Bayview Hunters Point Citizens Advisory Committee, Letter, June 19, 2017)

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“Second, residents have historically been deeply concerned about the lack of accessibility between Bayview and Hunters Point neighborhoods with the rest of the City – we have one North/South route, and less than a handful of East/West routes (Evans, Jerrold, Oakdale, and Paul). This long-imposed exile is currently exacerbated by game-day traffic for the Giants and will be further stressed once the basketball arena opens, also around the time when BDFP construction will be in full affect. Constricting the flow of traffic on Evans and closing Jerrold means the community will effectively lose its two Northern-most E/W routes, leaving only Oakdale and Paul “unaffected”. Both of which are already heavily used and Oakdale is in terrible condition and getting worse.

...

“One example from a family in our community demonstrates how these street closures could test the resiliency of an already fragile community, compromise the economic stability of families, and exacerbate delicate issues of equitable justice. This family has children at a school in Cole Valley – getting to the school requires two, 1-hour round-trips per day. They take either Evans or Jerrold to Caesar Chavez / 101. One parent takes CalTrain to San Jose for work (approximately a 1h45m door-to-door commute). The children are dropped off by 8:30 am and picked up before 6pm. For every minute they’re late, it costs \$5/min/child. This family has minimal resiliency in their day already and see a strong education as the most accessible path to generational economic mobility. Adding even a 5-10 minute delay in their day due to traffic as a result of these street closures (compounded by aforementioned systemic impacts) will impose a “social justice tax” of \$50 - \$100/per day – they have 2 kids and are already stretched thin to get to the school by 6pm. This family is not alone in their transit struggles as a direct consequence of living in the isolated Bayview neighborhood.

“BRITE calls on the SFPUC to define a construction and staging plan that does not call for Jerrold to close. Consider using existing road infrastructure within the SEP boundaries; instead of performing roadwork during Phase 1 to transform the traffic patterns through the produce market, use that time and funding to make roadway improvements within the SEP boundary to handle the construction and hazardous material traffic currently targeted for Jerrold.” (Steven Tiell, Bayview Residents Improving Their Environment, Letter, May 30, 2017, and Email, May 31, 2017)

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“Asking small businesses to comment on a 1400-page Draft EIR that does not even include the traffic control plan places us at a distinct disadvantage. This document is complicated, convoluted and technical, yet is still missing a critical component, the traffic control plan. Sorry.



"It's unfair to expect small businesses to be able to comment on this type of document when it is lacking such a critical component." (Mark Klaiman, PetCamp, Public Hearing Comments, June 1, 2017)

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"Yet there are better alternatives available for traffic. Rather than sending trucks and buses down such a narrow street as Phelps Street, negatively impacting the small businesses that have already been negatively impacted for decades by the plant, traffic should be directed from Evans to Mendell to Jerrold or from Evans to Rankin directly into the plant.

"These routes would significantly lessen the impact on small businesses in the Bayview and should be prioritized over the Phelps Street locations. Thank you so much." (Mark Klaiman, Public Hearing Comments, June 1, 2017)

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"I encourage you to investigate better alternatives then than sending all of this traffic on Phelps Street from Evans to Jerrold including routing traffic from Evans to Mendell Street to Jerrold or along Evans to Rankin and directly into the plant. In so doing the burden on small businesses in the Bayview would be significantly lessened, bicycle riders will be protected, and San Franciscans patronizing the businesses on Phelps Street will be safer." (Mark Klaiman, PetCamp, Email, June 19, 2017)

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"Lastly, that small businesses are being asked to comment on the DEIR without completion of a Traffic Control Plan places small business at a significant disadvantage. The DEIR is already long and complicated; to ask small businesses to comment on such a document when it is lacking such a critical component as the Traffic Control Plan is simply untenable. The DEIR should be withdrawn from public comment until such time that the Traffic Control Plan is available." (Mark Klaiman, PetCamp, Email, June 19, 2017)

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"While we understand the importance of the treatment plant's project, we have significant concerns and ask the Commission to consider that the project's description does not adequately reflect the Market's reinvestment plan nor our schedule. So long as Jerrold Avenue remains open on our site, we have challenges with the PUC's plan to use it for construction truck traffic as it severely impacts and impairs the operations of our businesses.

"The Market does not want the PUC's proposed construction truck routing to discourage, delay, or prevent the execution of our reinvestment plan, our path to needed improvements." (Michael Janis, San Francisco Wholesale Produce Market, Public Hearing Comments, June 1, 2017)

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#### "Conclusion

- "1. Project description in DEIR does not accurately reflect the Market's Reinvestment Plan or our schedule

- "2. So long as Jerrold Avenue remains open on our site, we oppose the PUC's plan to use it for construction truck traffic as it severely impairs the operations and viability of our merchants
- "3. The Market does not want PUC's proposed construction truck routing to discourage, delay, or prevent the execution of our Reinvestment Plan, which [is a] path to providing our merchants with new facilities" (Michael Janis, San Francisco Wholesale Produce Market, Public Hearing Comments, June 1, 2017)
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## **"II. SFWPM Project Includes Changes to Jerrold Avenue Access**

"To improve safety and security, and to enhance the efficiency of loading operations on the Market's main site, the SFWPM Project includes the eventual closure of the portion of Jerrold Avenue that bisects the Market, and the re-routing of through traffic around the Market onto Innes and Kirkwood Avenues. This change to the roadway network has always been a key part of the vision for the SFWPM Project. As of the time of this letter, SFMC anticipates that, in furtherance of the SFWPM Project, Jerrold Avenue will be unavailable to through traffic beginning in October of 2018. As such, the DEIR should be revised to include an update to the project description for the SFWPM Project that includes this anticipated timing for the rerouting of traffic around the Market. Additionally, as discussed below, the DEIR needs to consider impacts to the Market, the SFWPM Project, and the Biosolids Project that stem from the anticipated changes to the availability of the portion of Jerrold Avenue that runs through the Market.

## **"III. The DEIR Does Not Properly Consider And Mitigate Various Environmental Impacts**

### **"A. Transportation and Circulation Impacts**

"Transportation and circulation, in general, are significant issues in this portion of San Francisco. Due to the patchwork of PDR activities that have arisen over the years, many of the streets do not follow a typical street grid. In addition, a number of streets, including several streets around the Market, are either degraded or were never improved to current standards. The generally less-than-ideal condition and layout of the streets will be further strained by the boom of new development proposed in the neighborhood, as described in the DEIR's cumulative analysis. In particular, the DEIR identifies a total of forty (40) cumulative projects<sup>1</sup>, twenty (20) of which are scheduled to overlap with the construction activities of the Biosolids Project, and eight (8) more of which may have some overlap depending on those projects' final construction timelines.<sup>2</sup>

"As described above, the SFWPM Project intends to close the portion of Jerrold Avenue that bisects the Market and begin to reconfigure and improve the surrounding roadways in or about October of 2018. In recognition of the need for greater security, and to mitigate the current operational conflicts caused by Jerrold Avenue's bisection of the main Market site, the closing of Jerrold Avenue and redirection of through traffic onto Innes and Kirkwood Avenues has always been a key component of the SFWPM Project.

"The DEIR shows that the Biosolids Project intends to use the to-be-closed portion of Jerrold Avenue through construction and operation of the facility.<sup>3</sup> The DEIR does not analyze what impacts the Jerrold Avenue closure would have on the Biosolids Project, and, in particular, how and where construction and operational truck traffic would be rerouted. Instead, the

transportation analysis assumes that the Biosolids Project will have continued access to Jerrold Avenue for truck off-haul, even beyond October 2018.

“Additional truck traffic from the Biosolids Project through the Market on Jerrold Avenue poses safety and operational constraint issues for all users of the Market due to the Market's intensity of loading operations on Jerrold Avenue. Currently, approximately thirty (30) produce merchants occupy warehouse space with loading docks that front on Jerrold Ave. Even under current conditions and traffic loads, this loading arrangement poses operational challenges and safety concerns. Indeed, this (in addition to food safety regulations) is one of the main reasons why the SFWPM Project envisions the eventual closure of Jerrold through the Market. The additional truck traffic caused by the Biosolids Project's use of Jerrold will exacerbate this already sub-optimal traffic coordination issue.

“For the reasons described above, the SFWPM Project intends to move as quickly as possible to close Jerrold Avenue through the Market. As such, we are keenly interested in making sure that the Biosolids Project does not depend on the Jerrold Avenue truck route in a way that would discourage, delay, or prevent the SFWPM Project from moving forward with the planned closure of Jerrold Avenue. The DEIR must address alternative routes that do not rely on Jerrold Avenue for ingress and egress to and from the Biosolids Project site.

“After the closure of Jerrold Avenue as part of the SFWPM Project, the Biosolids Project's most direct and logical alternative route, and the route for all other east-west through traffic, would be via Innes Avenue. Accordingly, the DEIR should study the Biosolids Project's potential use of Innes Avenue, rather than Jerrold Avenue. As noted above, the SFWPM Project plans include improving Innes and Kirkwood Avenues to improve general circulation through the area, both for safety and efficiency. These public improvements will benefit the neighborhood, generally, and the Biosolids Project, specifically. The Market, therefore, proposes coordinating the improvement of Innes Avenue and the creation of a new intersection connecting the improved Innes Avenue to the portion of Jerrold Avenue northeast of the SFWPM. An analysis of the coordinated design should be included in the DEIR and added to the Project Description for the Biosolids Project.

“Finally, the DEIR discusses how Evans Avenue, an east-west route parallel to Jerrold Avenue, offers one alternative travel path for the vehicles currently traveling on the section of Jerrold Avenue that will be closed during construction of the Biosolids Project.<sup>4</sup> The DEIR goes on to note that Evans Avenue has “sufficient capacity to accommodate diverted traffic without a substantial effect on local vehicle circulation.”<sup>5</sup> However, this analysis leaves out any discussion of the SFPUC's Southeast Plant Headworks Replacement Project, one of the many cumulative projects in the area. That project contemplates closing at least one lane of Evans Avenue through project construction, which is estimated to occur between January 2018 and June 2024, as discussed in that project's Final Mitigated Negative Declaration. The DEIR must analyze the planned use of Evans Avenue in the context of the upcoming lane closure to determine whether there is sufficient capacity on Evans Avenue to serve as an alternative route for Jerrold Avenue traffic, given the proposed closure of travel lanes due to the SFPUC Headworks Project, as well as the planned closure of Jerrold as part of the SFWPM Project.” (Michael Janis, San Francisco Wholesale Produce Market, Letter, June 19, 2017)

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“In summary, the SFMC, Market, and SFWPM Project recognize the importance of the Biosolids Project to the City. However, as a vital business and adjacent site, it is important to the SFMC and Market that the Biosolids Project fits into the existing (and ever-growing and

changing) neighborhood. As such, it is our position that the DEIR is inadequate in its (1) failure to properly describe the SFWPM Project and the anticipated closure of Jerrold Avenue in connection therewith; (2) failure to consider transportation... impacts to the Market and the SFWPM Project.... We respectfully request that the DEIR be modified to address these inadequacies.”

1. DEIR, p. 4.1-6 et seq., Table 4.1-1.
2. DEIR, p. 4.6-51.
3. DEIR, pp. 2-60, Figure 2-15; 2-61, Figure 2-16.
4. DEIR, p. 4.6-36.
5. DEIR, pp. 4.6-36 and 37.

(Michael Janis, San Francisco Wholesale Produce Market, Letter, June 19, 2017)

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“While I support the BDFP for its potential to reduce the odors we currently experience from the existing water treatment plant, I am and have always been deeply concerned about the lack of accessibility of Bayview. In particular:

“- the existence of Caltrain tracks and lack of underpasses on all streets worsened by the permanent closure of the Quint bridge a couple of years ago: [http://www.caltrain.com/projectsplans/Projects/Caltrain\\_Capital\\_Program/Quint\\_Street\\_Project.html](http://www.caltrain.com/projectsplans/Projects/Caltrain_Capital_Program/Quint_Street_Project.html);

“- the lack of an intake mechanism by the SFMTA to improve traffic signage, flow and pedestrian access and safety in the industrial zones that surround Bayview, making them hazardous deserts for bikers and pedestrians;

“- the lack of streets and routes of access to Bayview, being Jerrold, Evans and Third Street the only 3 routes available to Bayview residents and business to exit Bayview towards the West and North, where the most traditionally attractive features of SF are, including jobs.

“The above conditions make living in Bayview an isolating experience and an unsustainable one in view of the projected growth of the Bayview population in the next couple decades.

**“I would be deeply grateful if you could please object to any additional proposed street closure, or any other measure or proposal that could reduce automotive and pedestrian accessibility of Bayview even further, including any temporary closure of Jerrold St.”**  
(Ximena Ares, Email, May 24, 2017)

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“I am supporting the recommendations made by others in this regard, and outlined as follows:

**“1. Study and re-evaluate the conclusions drawn in the EIR regarding the significance of the traffic impacts, along with a more clearly articulated and written, multi-agency transportation and traffic plan prior to certification of the EIR.”** (Linda K. Blacketer, Letter, June 19, 2017)

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“Traffic Circulation-Phelps cannot handle any increase traffic and it will only get worse should Jerrold Avenue be closed to through traffic. Has access to the construction site off of **Rankin** at Evans been fully vetted? Can the site be accessed off of Oakdale with the re-opening of Quint Street in a more timely matter than what has been discussed to date? I would like to see that a thorough traffic analysis be completed taking into account these two other access options.” (Chris Harney, Email, June 26, 2017)

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“I understand that this is a major project that will take six years to complete and in that period significant east-west streets will need to be blocked, specifically Jerrold Ave and parts of Evans Ave.

“While you are focused on doing your best work, I hope that your plans take into account the folks who live and work in the Bayview and ensure we continue to have access to Cesar Chavez, Bayshore Blvd. and the freeways.” (Sean Karlin, Email, May 24, 2017)

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## Response TR-1

The comments express concerns regarding the circulation impacts of the temporary closure of Jerrold Avenue during Biosolids Digester Facilities Project (BDFP) construction, including east-west access and on Phelps Street; request that the San Francisco Public Utilities Commission (SFPUC) keep Jerrold Avenue open during BDFP construction; and request consideration of alternative construction vehicle access routes or other ways to reduce traffic impacts, particularly on Phelps Street. Other comments state that a detailed Traffic Control Plan should have been included in the BDFP Draft EIR.

One comment states that the Draft EIR did not include an impact assessment of the permanent closure of Jerrold Avenue between Toland and Rankin Streets as part of the San Francisco Wholesale Produce Market (SFWPM, or produce market) Project, nor the temporary travel lane closures on Evans Avenue associated with the SFPUC’s Southeast Plant Headworks Replacement Project. Cumulative impacts of the BDFP in combination with the Headworks Replacement Project and the SFWPM Project, including transportation and circulation impacts, were evaluated in the Draft EIR analysis. Refer to **Response TR-4** for responses regarding specific cumulative projects and associated street closures. Note that BDFP is not proposing any changes to the roadway configuration of Evans Avenue. This commenter (the produce market) also requests assurances from the SFPUC that BDFP construction trucks would be able to use alternative routes to the Southeast Water Pollution Control Plant (Southeast Plant or SEP) construction site when the SFWPM Project results in the permanent closure of Jerrold between Toland and Rankin Streets. In addition, the commenter requests assurances from the SFPUC that BDFP construction would not “discourage, delay, or prevent the execution of the SFWPM’s reinvestment plan” or their schedule. The commenter requests coordinated design of the produce market’s planned improvements to Innes Avenue. The commenter also states that the additional construction truck traffic through the produce market associated with BDFP construction would pose safety and operational constraint issues for produce market users due to the intensity of loading operations.

Other comments cite general concerns regarding lack of accessibility between the Bayview and other parts of the city due to the Caltrain tracks, closure of Quint Street, lack of overpasses, and lack of adequate procedures by the San Francisco Municipal Transportation Agency (SFMTA) to implement traffic signage and other improvements; and express objection to any additional street closures in the Bayview.

As discussed in Draft EIR Section 4.6, *Transportation and Circulation*, the Draft EIR did not identify any significant transportation and circulation impacts resulting from construction and operation of the BDFP; for this reason, no mitigation measures applicable to transportation and circulation were developed.

### ***Temporary Jerrold Avenue Closure between the Caltrain Tracks and Phelps Street during BDFP Construction***

As noted in the Draft EIR (e.g., page S-10, 2-41, and 2-55), the SFPUC is proposing the temporary closure of a segment of Jerrold Avenue to minimize conflicts and potentially hazardous conditions for pedestrians, bicyclists and general public vehicles due to construction vehicles traveling between the two construction sites north and south of Jerrold Avenue; and to construct a pipe chase<sup>1</sup> under Jerrold Avenue. During this time, the closed segment of Jerrold Avenue could be used as a staging/parking area. The SFPUC has now retained a Construction Manager General Contractor, who will work with the SFPUC to evaluate options to reduce the duration and/or alter the type (full or partial) of road closure while considering safety concerns and overall construction duration. (The selection of the Construction Manager General Contractor does not commit SFPUC to approving the BDFP.) In response to community concerns, the SFPUC is also hiring a Southeast Area Program Construction Manager (whose responsibilities are summarized on Draft EIR page 2-53) to plan the logistics and coordination among the various SFPUC projects to be constructed in the area. Following completion of BDFP construction, this segment of Jerrold Avenue would be reconstructed in accordance with Better Street Plan standards (see Figure 2-9 on Draft EIR page 2-40 and the discussion of long-term changes to Jerrold Avenue on page 2-39). The temporary closure of this segment of Jerrold Avenue would result in traffic using other available routes such as Evans Avenue, Oakdale Avenue and Third Street to access other roadways, including Cesar Chavez Street, Bayshore Boulevard, or the regional freeways. BDFP construction would not include any temporary travel lane or full roadway closures of Evans Avenue. As described in **Response TR-4**, the Draft EIR cumulative impact analysis considered the effects of BDFP in combination with the planned construction activities and travel lane closures on Evans Avenue associated with the Headworks Project.

The effects of the temporary closure of this segment of Jerrold Avenue and the effects of BDFP construction activities on travel on Phelps Street are described in Impact TR-1 (Draft EIR pages 4.6-35 to 4.6-46) and were determined to be less than significant. Draft EIR Figures 2-14 and 2-15 (pages 2-57 and 2-60) present the construction staging access plan for the project site and

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<sup>1</sup> As described in the Draft EIR (page 2-41), pipe chases are covered trenches designed to carry multiple pipes (including, with respect to the pipe chase to be constructed under Jerrold Avenue, a pipeline to convey digester gas to the energy recovery and steam generation facilities).

haul routes, respectively. As described on Draft EIR page 4.6-36, the temporary closure of Jerrold Avenue to public through traffic would remove the approximately 6,800 daily vehicles currently traveling through this section and replace them with between about 35 and 50 daily eastbound (inbound) construction truck trips during the period of maximum construction truck traffic (about a five-month period), and 5 to 10 daily eastbound truck trips during the period of maximum construction workers (about a six-month period). Thus, during project construction there would be a substantial reduction in traffic volume on this segment of Jerrold Avenue. Other construction trucks are expected to access the project site via Evans Avenue and Rankin Street. As described on Draft EIR pages 4.6-36 - 4.6-38, both Oakdale Avenue and Evans Avenue have sufficient travel lane capacity to accommodate diverted traffic volumes without a substantial effect on local vehicle circulation. In addition, as discussed below, with the diversion of existing through traffic from Jerrold Avenue and with the additional BDFP construction traffic accessing the site from the west, it is not anticipated that there would be a noticeable increase in traffic congestion on Jerrold Avenue or on Phelps Street in the vicinity of Jerrold Avenue.

The comment about the economic effects of “even a 5-10 minute delay” due to the travel lane closures is noted, however, economic and social or quality of life effects of a project are generally not considered environmental impacts under CEQA unless there would be a physical impact on the environment or if such effects result in the need for the construction of new or physically altered facilities that would result in significant physical environmental effects. That is not the case here. Comments on socioeconomic or quality of life effects will be transmitted to City decision-makers for consideration in their deliberations on whether to approve the proposed BDFP. Please refer to **Response GC-2** in Section 10.11 of this document regarding comments pertaining to socioeconomic and quality of life effects. As indicated in the comment, Evans Avenue is already used by the resident with small children for access to Cesar Chavez Street/U.S. Highway 101 (Highway 101), and BDFP does not propose any closure or reduction in lane capacity of Evans Avenue. In addition, during BDFP construction, residents would also be able to use Oakdale Avenue one block south of Jerrold Avenue for access to Bayshore Boulevard and Highway 101.

### **Jerrold Avenue and Produce Market Operations**

The addition of up to 50 BDFP-related trucks per day during the period of maximum construction truck traffic would not substantially affect traffic conditions on Jerrold Avenue or the produce market operations for the following reasons. As noted above, the temporary Jerrold Avenue closure would substantially decrease the number of vehicles (to less than 1 percent of existing) traveling on Jerrold Avenue west of Rankin Street, as vehicles other than those associated with the produce market would be detoured to other east-west streets, including Oakdale and Evans Avenues. Thus, with the 99 percent reduction in vehicles, the potential for through traffic to conflict with produce market operations would be noticeably reduced. Therefore, the use of Jerrold Avenue for BDFP construction would not severely impair produce market operations. In addition, the number of BDFP trucks traveling eastbound on Jerrold Avenue to the water pollution control plant would be low throughout the majority of the five-year BDFP construction period (i.e., outside of the peak five-month maximum construction truck demand period, there would be between 10 and 20 daily construction trucks per day for 11 months, and fewer than 10 daily construction trucks for 44 months). Lastly, these trucks would

travel primarily between 7:00 a.m. and 3:30 p.m., resulting in minimal overlap with produce market peak activities. As described in the *Final Mitigated Negative Declaration, San Francisco Wholesale Produce Market Project*<sup>2</sup> (page 81), market wholesale and distribution activities start around 8:00 p.m., with receiving continuing throughout the early morning. Wholesale activities increase between 3:00 a.m. and 7:00 a.m. and are largely completed by 9:00 a.m. Outbound merchant distribution activity travel takes place in the morning, with most of the trucks leaving before 9:00 a.m., and is mostly completed in the afternoon (1:00 to 4:00 p.m.) when trucks return empty from their deliveries.

### Phelps Street and Construction Site Access Options

Some comments express concerns about increased traffic on Phelps Street, and others suggest the use of Rankin Street or internal roads at the water pollution control plant as alternatives to the temporary closure of Jerrold Avenue. The BDFP Draft EIR project description (on pages 2-51 to 2-70) provides detailed information on the transportation aspects of project construction. As indicated therein, the primary construction vehicle access route for construction haul trucks and deliveries to the project site would indeed be via Evans Avenue and Rankin Street; however, given the volume of construction truck traffic coupled with the constraints of routing traffic through the water pollution control plant (which must operate continuously), use of Rankin Street as the sole ingress/egress point is not considered a practical option. Draft EIR Figure 2-15 (page 2-60) presents proposed construction truck and delivery access, while Draft EIR Figure 2-16 (page 2-61) presents proposed operational truck access during project construction. These routes were developed based on current access routes to the water pollution control plant and preliminary plans for project construction, and were reviewed and vetted by City and County of San Francisco (City or CCSF) agencies involved in the project development and assessment (i.e., SFPUC, SFMTA, Planning Department). As shown on Figure 2-15, construction vehicles on Phelps Street would primarily include equipment deliveries and concrete trucks. The number of BDFP-related vehicles on Phelps Street would be greatest if the Southeast Greenhouses are used for construction staging and construction worker parking. However, primary construction truck access to the water pollution control plant would be via Evans Avenue at Rankin Street. Due to the temporary Jerrold Avenue closure, traffic volumes on Phelps Street would be generally similar to existing conditions, as the reduction in through traffic turning left or right onto Jerrold Avenue would be offset by the addition of BDFP construction-related traffic. Thus, during BDFP construction, it is not anticipated that there would be a noticeable increase in traffic volumes or congestion on Phelps Street. See **Response TR-3** regarding effects on parking and local businesses on Phelps Street.

One comment asks whether construction access via a re-opened Quint Street (in combination with Oakdale Avenue) could occur. Use of Quint Street for access to the water pollution control plant site would not be feasible, as the portion of Quint Street under the Caltrain tracks was permanently closed in October 2015 to accommodate the berm required to replace the old railroad bridge that was seismically inadequate, and to allow for a potential Caltrain station to be

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<sup>2</sup> San Francisco Planning Department, *Final Mitigated Negative Declaration, San Francisco Wholesale Produce Market Project*, Case No. 2009-1153E, May 11, 2011, as amended July 5, 2011.



located at Oakdale Avenue in the future. The construction of the Quint-Jerrold Connector Road project (by the San Francisco County Transportation Authority) along the west side of the Caltrain tracks is not expected to be completed prior to the start of the BDFP construction (see Draft EIR page 4.1-10).

***Produce Market's Proposed Permanent Closure of Jerrold Avenue between Toland and Rankin Streets***

The existing produce market (Main Site) occupies approximately eight acres along Jerrold Avenue between Toland Street and Rankin Street, and is bisected north-south by the elevated Interstate 280 (I-280) freeway, which runs parallel to and above the existing Selby Street right-of-way. The Main Site possesses four primary building locations at the four quadrants defined by the intersection of Jerrold Avenue and I-280. The produce market is in the process of implementing a phased Master Plan to improve and expand the area available for its activities.

Pursuant to the *Final Mitigated Negative Declaration, San Francisco Wholesale Produce Market Project* (2011), the Master Plan would increase warehouse and office building square footage at the site from approximately 373,000 to 526,000 gross square feet, and implement street improvements (listed below) to control access to the site, better facilitate the flow of traffic around the site, and improve the existing transportation network in the project vicinity. That project includes phased implementation, with Phase I including construction of a new building at 901 Rankin Street and all of the roadway improvements identified below, demolition of a number of buildings, and rerouting of the Muni 23 Monterey bus route. Phase I was to begin in 2012 and be completed in fall 2013. Phase II (2017-2020) and Phase III (2015-2028) include construction and renovation of the Main Site. The City adopted the Final Mitigated Negative Declaration and approved a 60-year lease of the land to the produce market in 2012.<sup>3</sup> Approval of the lease was conditioned upon implementation of a Streetscape Plan for the Project site, as discussed in the General Plan Referral prepared for the lease.<sup>4</sup> Preparation of the Streetscape Plan is to be conducted in consultation with the San Francisco Planning Department and the Department of Public Works (now San Francisco Public Works).

The SFWPM Project as approved by the Planning Department includes the following circulation improvements, which the Streetscape Plan would incorporate:

- Vacation of a portion of Kirkwood Avenue east of Rankin Street on the 901 Rankin Street site.
- Vacation of the portion of Jerrold Avenue between Toland Street and Rankin Street. Vehicular traffic not related to the produce market will be rerouted to the north on an improved Innes Avenue. Produce market traffic will also use an improved Kirkwood Avenue between Toland and Rankin Streets for local access.

<sup>3</sup> San Francisco Board of Supervisors Resolution No. 0280-12, Ground Lease – Retention and Expansion of the San Francisco Wholesale Produce Market, passed July 17, 2012.

<sup>4</sup> San Francisco Planning Department, General Plan Referral, Case No. 2009.1153R, San Francisco Wholesale Produce Market Retention and Expansion Project, September 6, 2011.

- Lease of the portion of Selby Street (underneath I-280) between Innes and Kirkwood Avenues.
- Vacation of the Lettuce Lane and Milton I. Ross Lane rights-of-way, and a small portion of the Rankin Street right-of-way internal to the existing produce market.
- Dedication of portions of the land occupied by the produce market facilities to create two new intersections at Toland/Innes and Toland/Kirkwood.
- Dedication of a portion of existing produce market facilities to become a portion of the Innes Avenue right-of-way, to allow the connection of Innes Avenue to Toland Street and remove the existing Innes Avenue dead end from the existing street grid.
- Dedication of a portion of existing produce market facilities to become a portion of the Kirkwood Avenue right-of-way, to allow for the connection of Kirkwood Avenue to Toland Street and for the removal of the existing Kirkwood Avenue dead end from the existing street grid.
- Relocation of the portion of Rankin Street between Jerrold Avenue and Innes Avenue to parallel the existing and adjacent Caltrain right-of-way, and reconfiguration of the intersection of Jerrold Avenue and Rankin Street.

In addition, the produce market's planned street improvements necessitate permanent relocation of the Muni 23 Monterey bus route from Jerrold Avenue. As described in the BDFP Draft EIR (page 4.6-12), the Muni Forward 23 Monterey Muni service improvements have not yet been approved by the SFMTA board; this approval would have to occur prior to implementation of the street improvements. The SFMTA has not identified a schedule to bring this service improvement to the SFMTA board.

At this time, only the 901 Rankin Street building included as part of Phase I has been completed, and none of the proposed circulation changes (e.g., reconstruction and extension of Innes and Kirkwood Avenues) have been implemented. As described in the materials supporting Resolution 0280-12, the produce market is required to prepare and submit the Streetscape Plan associated with Phase II improvements to the City for review and approval one year prior to commencement of construction. As of late July 2017, San Francisco Public Works had not received the Streetscape Plan.<sup>5</sup> Because the Streetscape Plan has not yet been submitted to the City, the timing of the produce market Jerrold Avenue permanent roadway closure, as well as the roadway improvements on Innes Avenue, Kirkwood Avenue, and Rankin Street, were determined to be unknown.

As indicated above, the SFWPM Project, including the permanent closure of Jerrold Avenue between Toland and Rankin Streets, was included as a cumulative project in the BDFP Draft EIR (see, for example, Draft EIR page 4.6-58) with the produce market closure of Jerrold Avenue assumed in the future during BDFP operation (but not during BDFP construction). In its comments on the BDFP Draft EIR, the produce market has indicated that it intends to implement the Jerrold Avenue permanent roadway closure in October 2018. If that proves to be the case,

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<sup>5</sup> J. Rivera, San Francisco Public Works, Personal Communication, July 31, 2017.

through access on Jerrold Avenue will be restricted by the produce market regardless of the BDFP. Nevertheless, the produce market's possible closure of Jerrold Avenue between Rankin and Toland Streets during BDFP construction would affect inbound trucks traveling empty to the water pollution control plant. As noted above, this includes approximately 35 to 50 daily trucks during the period of maximum construction truck traffic (for approximately five months), and 5 to 10 daily trucks during the period of maximum construction workers (for approximately six months). If inbound access to the water pollution control plant via Jerrold Avenue were not available (i.e., if the produce market permanent Jerrold Avenue roadway closure is implemented), inbound trucks would instead reach the site via alternative routes such as Cesar Chavez Street to Evans Avenue, Cesar Chavez to Third Street to Jerrold Avenue, or Bayshore Boulevard to Oakdale Avenue to Phelps Street. Because alternative access to the water pollution control plant is available for these vehicles, the use of Innes Avenue (as suggested in a comment) would not be warranted.

If the produce market closes Jerrold Avenue in October 2018 as noted by the commenter, the closure would overlap with BDFP soil excavation truck-traffic for three months (including overlap with the month of maximum construction truck traffic). After December 2018, the number of trucks accessing the water pollution control plant would be substantially lower than during soil excavation, as the demolition and excavation activities that generate the greatest number of construction haul trucks would be substantially completed. Either Cesar Chavez Street or Evans Avenue could accommodate the 50 trucks per day maximum that could no longer use Jerrold Avenue through the produce market; consequently, no substantial change to the discussion of impacts or impact determinations presented in the Draft EIR is warranted.<sup>6</sup> Thus, the BDFP would not discourage, delay, or prevent the produce market from moving forward with the planned closure of Jerrold Avenue between Toland and Rankin Streets or other planned produce market improvements.

The produce market also requests that the design of its planned improvements to Innes Avenue be coordinated with the BDFP, and included in the BDFP Draft EIR project description. However, as presented on Figure 2-12 (Draft EIR page 2-48), upon completion of the BDFP construction, all BDFP operational trucks (including chemical delivery, yellow grease loading, and biosolids trucks) would use Evans Avenue for access to the water pollution control plant, and would therefore not travel on Jerrold Avenue or the new roadways required to be constructed by the produce market. The produce market Innes Avenue improvements should not be part of the BDFP project description and no change to the Draft EIR is necessary. Regardless, the SFPUC will continue to coordinate with the produce market on the two projects.

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<sup>6</sup> The level-of-service analysis conducted for the project did not identify any future potential capacity issues on Evans Avenue or Cesar Chavez Street. (Technical Memorandum Biosolids Digester Facilities Project – Case No. 2015.000644ENV, Intersection Level of Service Analysis Documentation, prepared by Adavant Consulting and LCW Consulting for Debra Dwyer [San Francisco Planning Department] and Karen Frye [San Francisco Public Utilities Commission], December 29, 2016.) In addition, both Evans Avenue and Cesar Chavez Street have multiple lanes each way, and the additional truck traffic (5 to 6 trucks per hour) would represent between 0.3 and 0.7 percent of the existing traffic on these roadways (800-900 vehicles per hour on Evans Avenue at Rankin Street, 950-2,200 vehicles per hour on Cesar Chavez Street at Bayshore Boulevard). Expected daily variations in traffic on these roadways (3 to 5 percent) are larger than the additional traffic generated by project construction once soil excavation is complete.

### ***Traffic Control Plan***

As indicated on Draft EIR page 4.6-23, the SFPUC would implement standard construction measures for the BDFP, which include implementation of a Traffic Control Plan prepared consistent with the requirements of the SFMTA's Blue Book. While a detailed Traffic Control Plan is typically prepared by the contractor prior to construction and not during environmental review (because it takes into account specific conditions on the streets that may be unknown at the time of preparation of the Draft EIR), the Draft EIR (pages 2-53 to 2-54) describes the various elements of the plan, the requirements of which would be included in the contract specifications for the project. The Traffic Control Plan would address circulation and detour routes, construction staging locations, roadside safety protocols, maintenance of bicycle and pedestrian access, and emergency vehicle access. The Traffic Control Plan would also include measures to reduce travel by construction workers in private automobiles, and a public information plan to provide residents and businesses with regularly updated information regarding project construction activities, duration, peak construction vehicle activities, and lane and full-roadway closures. In addition, given the number of planned and ongoing construction activities at the water pollution control plant, the SFPUC has issued a Request for Proposals to retain a Southeast Area Program Construction Manager to manage coordinated implementation of the Traffic Control Plans for the major projects being implemented at the water pollution control plant (including the BDFP and Headworks projects), as well as with other projects in the area. The selection of the Southeast Area Program Construction Manager does not commit SFPUC to approving the BDFP.

The Draft EIR project description (Chapter 2), including elements of the Traffic Control Plan, provides sufficient information on proposed construction activities to assess the transportation impacts of project construction (presented in Section 4.6, Transportation and Circulation, pages 4.6-1 to 4.6-61).

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### **Comment TR-2: Construction Impacts – Emergency Access**

This response addresses the following comments, which are quoted below:

O-BayviewCP-1.2      O-BayviewCP-2.5      O-BVHPCAC.3      I-Blacketer.5  
I-Hamman-4.3

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"It should also be noted that the sole northwest -- north-south access along Third Street at Islais Creek is a documented potential liquefaction zone. This is issue is about public safety in Bayview." (Dan Dodt, Bayview Community Planning, Public Hearing Comments, June 1, 2017)

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"It should also be noted that the **sole NORTH bound** access, along Third Street @ Islais Creek, is a documented potential **liquefaction zone** and will be significantly compromised as a transportation route following a seismic event." (Dan Dodt, Bayview Community Planning,

Letter, June 17, 2017; Jack Gallagher, Bayview Hunters Point Citizens Advisory Committee, Letter, June 19, 2017)

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"The only exit to the North, along Third Street, is the Islais Creek Bridge. This area is a noted potential liquefaction zone and will be significantly compromised during a seismic event. These transportation issues are life safety and quality of life issues. Please take these concerns seriously." (Linda K. Blacketer, Letter, June 19, 2017)

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"The impacts to this community during an emergency especially a seismic event was not well considered. With all the main corridors into and out of the Bayview closed and the main bridge across the creek closed and the huge [increase] in [population] access into and especially out of the Bayview after an earthquake will be severely compromised. With no access how will we fight fires or evacuate the injured? This aspect must be further analyzed." (Michael Hamman, Letter, June 20, 2017)

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## Response TR-2

The comments raise concerns regarding vehicular access for the Bayview community during an emergency, such as following an earthquake, particularly in the northbound direction.

Transportation impacts related to emergency vehicle access during project construction are described in Impact TR-2 (Draft EIR pages 4.6-46 to 4.6-47) and were determined to be less than significant. As described on Draft EIR page 4.6-46, Jerrold Avenue would be closed to public through traffic during the five-year construction period, and the closed segment would be used for construction staging and parking. However, either emergency vehicles would be allowed access through Jerrold Avenue or a detour route would be provided, as determined through coordination with emergency service providers. Consequently, Jerrold Avenue could be available for emergency access in the event of an earthquake or other disaster. Note that there are two fire stations east of the project site (Station 49 at 1415 Evans Avenue and Station 25 at 3305 Third Street), as well as one to the west (Station 9 at 2245 Jerrold Avenue), that would continue to serve the Bayview neighborhood during emergencies.

While the impact analysis assumed the closure of Jerrold Avenue between the Caltrain tracks and the driveways west of Phelps Street for the entire five-year duration of project construction, as indicated in **Response TR-1**, SFPUC and the Construction Manager General Contractor will evaluate options to reduce the duration of the closure to the extent possible to balance the needs of construction and public safety.

Transportation impacts related to emergency vehicle access during project operations are described in Impact TR-3 (Draft EIR page 4.6-49) and were determined to be less than significant. The BDFP does not include any permanent roadway closures following completion of construction; consequently, BDFP operations would not affect emergency vehicle access into or out of the Bayview in the long term.

The commenters' concerns regarding north-south access along Third Street at Islais Creek being within a potential liquefaction zone are acknowledged; however, this condition would not be affected by either BDFP construction or operations. The Islais Creek Bridge Rehabilitation Project is described in **Response TR-4**, and would require a complete bridge closure for one to two months, during which time detour routes using Illinois Street, Evans Avenue, Cesar Chavez Street, and other north-south streets to the west, such as Potrero Avenue would be required. The construction contractor would be required to cause the least possible obstruction and inconvenience to the community, and provide travel lanes and routing for vehicular, pedestrian, and Muni riders, in a manner that would be safe and would minimize traffic congestion and delays. The City's Department of Emergency Management maintains a number of emergency plans to ensure that the City is ready to respond to a variety of threats and hazards.

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### **Comment TR-3: Construction Impacts – Parking**

This response addresses the following comments, which are quoted below:

O-PetCamp-2.2

I-Harney.3

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"The businesses on Phelps Street cannot exist without easy street access and parking. Pet Camp's clients, for example, cannot take the Third Street Light Rail as is suggested in the DEIR. Pet Camp's clients must drive to Pet Camp often with multiple pets and belongings and more often than not with young children. The ability to safely drive on Phelps Street and to be able to park in close proximity to Pet Camp is essential to their continued patronage and the jobs created from such. As presented the DEIR would place Pet Camp's clients at serious risk of injury causing them to seek pet care elsewhere and thus placing both the business and the jobs it has created at serious risk as well.

"Phelps Street is a narrow street with two lanes of traffic, two lanes of parking and a bicycle route. It simply cannot sustain the proposed increase traffic while safely maintaining access to the small businesses located there. That the DEIR suggest that 5 years is only a temporary inconvenience reflects a complete lack of understanding of the burdens of running a small business. It is inconceivable that a small business could sustain itself for 5 years without clients being able to access it!" (Mark Klaiman, PetCamp, Email, June 19, 2017)

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"With the proposed closure of Jerrold Avenue I do not see how one could overburden the neighborhood businesses and residents by proposing to use Phelps for construction staging/parking for this project. The local business count on this street parking for their livelihood. I would like to see a better solution for construction staging /parking for this should not be considered as a use for Phelps street which street parking should be reserved for local business and residents." (Chris Harney, Email, June 26, 2017)

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### Response TR-3

The comments raise concerns regarding construction-related activities affecting access on Phelps Street, particularly construction staging and parking, and the ability of visitors to park near the businesses. The response below addresses parking. As discussed under **Response TR-1** (section titled “Phelps Street and Construction Site Access Options”), due to the Jerrold Avenue closure, traffic volumes on Phelps Street during BDFP construction would be generally similar to existing conditions, as the reduction in through traffic turning left or right onto Jerrold Avenue would be offset by the addition of BDFP construction-related traffic. Refer also to **Response GC-2** in Section 10.11 of this document regarding effects on businesses.

The adequacy of parking supply relative to parking demand is no longer considered in determining the significance of project impacts under CEQA. However, the Draft EIR presents a discussion of the effect of the proposed project on parking demand and supply for informational purposes (pages 4.6-43 to 4.6-44), and evaluates whether the proposed project would result in secondary effects of people searching for available parking spaces. The secondary effects consider whether a substantial parking deficit could create hazardous conditions affecting traffic, transit, bicycles, or pedestrians and whether particular characteristics of the project or its site demonstrably render use of other modes infeasible, for example by causing significant transit delays.

As described in the Draft EIR (pages 2-55 to 2-59), BDFP construction staging and parking would occur on-site within the water pollution control plant, within the portion of Jerrold Avenue between the Caltrain tracks and Phelps Street that would be closed during project construction, and at off-site staging areas (1550 Evans Avenue, the Southeast Greenhouses, and/or Piers 94 and 96). BDFP construction staging and parking would not occur within the parking lane of Phelps Street, as stated by the commenter.

As presented on Table 4.6-15 (Draft EIR page 4.6-34), the shuttle service between the water pollution control plant and Piers 94 and 96 would only be required if the 1550 Evans Avenue site is not used as a staging area, as the maximum expected number of parked vehicles could be accommodated within the water pollution control plant and 1550 Evans Avenue sites. The worker shuttle service during BDFP construction would be required for approximately 16 months between April 2021 and July 2022. Figure 2-14 (Draft EIR page 2-57) shows the location of the proposed shuttle stop and route in the vicinity of the Southeast Plant. The BDFP construction employee shuttle bus would stop on Phelps Street at the approach to Jerrold Avenue. At this time, it is not known whether the stop would be a curb stop (the shuttle stops within the parking lane) or a pole stop (the shuttle stops within the travel lane). A curb stop would require temporary use of two to three existing parking spaces.

The SFPUC continues to conduct outreach to local businesses in the area to identify and address concerns around customer parking and access.<sup>7</sup>

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<sup>7</sup> SFPUC, BDFP Public Outreach, e-mail from K. Frye, November 7, 2017.

## Comment TR-4: Cumulative Transportation Impacts

This response addresses the following comments, which are quoted below:

O-BayviewCP-1.1	O-BayviewCP-1.3	O-BayviewCP-2.4	O-BayviewCP-2.7
O-BayviewCP-2.8	O-BayviewCP-2.10	O-BVHPCAC.2	O-BVHPCAC.5
O-BVHPCAC.7	O-SFWPM-1.2	O-SFWPM-1.4	I-Blacketer.4
I-Blacketer.6	I-Hamman-1.1	I-Hamman-4.1	I-Kelly.4

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“But on the third, related to transportation, traffic, and congestion -- both construction related and local -- I'm requesting the Commission consider a reevaluation of the conclusions drawn in the EIR. As noted, there are significant cumulative traffic and circulation impacts, including the closure of Jerrold from Phelps to Rankin for a period of approximately five to six years; the current existing lane closure and narrowing along the Evans Avenue alignment beginning in August 17th for the Headworks phase - now, that's not part of this EIR, but it is currently under construction -- with construction vehicles, manpower transportation, et cetera; the construction staging along the Phelps Avenue parking and the equipment relay.

“This is a narrow street, as Mark Klaiman had indicated, and includes many PDR businesses, residences, et cetera. And please note the circulation in the graphics.

“Please also note that nearby Palou Avenue will be under construction for a \$3 1/2 million streetscape improvement plan beginning this year for a couple of years.

“Other projects by the Fire Department, SFPD, DPW, and others will and are impacting the adjacent streets. When considering these traffic and circulation impacts alone, one should consider that these crucial east-west arterials, particularly Evans and Jerrold, in a closed or blocked condition, will increase traffic on an already heavily used Oakdale Avenue and Palou alignments.

“These major streets in and out of Bayview provide the daily transportation routes for those who live and work in Bayview, for parents who take their kids to school and back, for employees and employers who must get to their jobs, and, most importantly serve as an essential transportation route in the event of a natural disaster or a major event.” (Dan Dodt, Bayview Community Planning, Public Hearing Comments, June 1, 2017)

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“As noted in the EIR, the long-term changes include the Quint Street berm construction, which closed under the -- under the Caltrain's bridge. But what's missing is a commitment and a plan in conjunction with that closure for a bypass road along the railroad alignment. The Quint Street connector bypass should be expedited and built as part of the PUC project prior to major construction in 2018, in my opinion, and should be urged by this Commission -- (Dan Dodt, Bayview Community Planning, Public Hearing Comments, June 1, 2017)

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“Noted in the report are forty (40) projects considered in the cumulative impact analysis for traffic and circulation, with 25 of these projects, or 63% of the impact to Bayview, as SSIP and/or SFPUC related. (Table 4.1-1; Vol.1 p. 4.1.6).



“Specifically, the following projects noted in the analysis will severely impact the surrounding community and neighborhoods, in our opinion, with questionable ‘public safety’ and ‘emergency routing’ possibilities due to the closure or blocking of major East/West thoroughfares in Bayview:

“>**Current, existing lane narrowing/access along the Evans Street** beginning in August 2017 for the Headworks phase; (Table item #1). Beginning in August, 2017, this work is under pre-development now and includes hundreds of construction vehicles, manpower transportation efforts, shuttles, and staging relays due to the SSIP early phase implementation. Evans Avenue is a major East/West arterial utilized by residents, businesses and visitors including City and County employees, USPS facility employees, SFFD manpower, residents of India Basin, Hunters-Point Shipyard, and thousands of residents, businesses and nonprofits throughout the community.

“>**Closure of Jerrold Avenue from Phelps to Rankin Street.** Specifically, as noted in the EIR, is the 5-6 year closure of Jerrold Avenue between Phelps Avenue and Rankin Street. Another major East/West arterial, Jerrold is similarly traversed by thousands of residents, business owners, employees on a daily basis. The closure of Jerrold Avenue presents a very high level of concern for all nearby businesses and residents, and will significantly and negatively impact the quality of life for those utilizing this alignment.

“>**Construction staging along Phelps Avenue/** parking / equipment relay. This narrow street includes many active and essential PDR businesses and nearby residences. Note the circulation graphics contained in the EIR, with additive impacts to to [sic] staging areas at Evans and McKinnon Avenues and with routing from 1550 Evans Avenue and Piers 92-94 for construction employees and equipment.

“Not included in the cumulative impact analysis on traffic, and not mentioned in the BSFP-EIR, yet key to understanding the need for feasible mitigation as a requirement to LSM status are:

“> **Palou Avenue** streetscape improvement project -from Barneveld to Crisp Avenues- beginning late 2017, this is an approved \$10m, SFDPW/SFMTA project with significant staging, parking, re-routing and daily traffic impacts on this heavily used East/West alignment.

“> **2245 Jerrold Avenue** - Project by SFFD - construction of SFFD Ambulance Deployment Facility - a \$27m project slated for construction in 2020. As noted in the project conceptual design documentation, “The Project site is in an intensively developed area of San Francisco’s Bayview neighborhood characterized by various warehouse, distribution and light industrial uses”.

“> Re-routing of the **23 Muni Bus Line to Palou Avenue.** While the BSFP-EIR indicates relocation of the 23 Monterey Muni Line from Jerrold Avenue to Palou Avenue as a temporary measure during course of construction, the Palou Streetscape project indicates the eventual and permanent relocation of the 23 to Palou Avenue following the streetscape improvements. A temporary relocation of this public transportation element to Palou Avenue from Jerrold Avenue is neither practical nor safe during concurrent major construction on both E/W alignments.

“> **Other:** Multiple private construction projects for residential mixed-use, PDR, commercial improvements, etc. are under review and/or are being considered for the Third Street Corridor in Bayview between Williams Avenue and Evans Avenue for 2018-2025.

“When considering these traffic and circulation impacts alone, one should consider that these crucial East/West arterials (Evans, Jerrold, Palou), in a ‘closed’, ‘blocked’ or ‘under construction’ condition, will increase traffic on already heavily used E/W Oakdale Avenue.

“These major East/West street alignments, in and out of Bayview, provide the daily transportation routes for tens of thousands of individuals who live and work in Bayview, for parents who take their children to school and back, for employees and employers who must get to their jobs, and, most importantly serve as essential transportation routes in the event of a natural disaster such as an earthquake, flood, fire or other impactful ‘event’. (see attachments 2-60, 61)” (Dan Dodt, Bayview Community Planning, Letter, June 17, 2017; Jack Gallagher, Bayview Hunters Point Citizens Advisory Committee, Letter, June 19, 2017)

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“As noted in the EIR in section 2.4.2.1 Long-Term Changes to Local Roadway Network, ‘In October 2015, Quint Street between Oakdale Avenue and the Caltrain tracks was permanently closed to through traffic as part of Caltrain's Quint Street Bridge Replacement project.’ Also noted in the Impact Analysis Table 4.1-1; Vol.1 p. 4.1.6-14, are **two projects which we suggest provide partial solutions for feasible mitigation on these traffic impacts.**

**“Item #24 (Table 4.1.1; Vol 1. p 4.1.10) - The Quint Connector**

“This project would construct a new 950-foot-long roadway to provide access between existing Quint Street and Jerrold Avenue. The roadway would consist of two 13-foot-wide lanes (within a 50-footwide corridor), one northbound and one southbound. Construct a new 27-foot-wide curb cut located along the San Francisco Wholesale Produce Market property (Project 25, below); and install street trees and street lighting;

**“Item #25 (Table 4.1.1; Vol 1. p 4.1.10) -City and County of San Francisco Produce Market**

“Jerrold Avenue would be reconfigured to direct through traffic around the site onto Innes and Kirkwood Avenues. Innes Avenue would be improved and portions of the project site would also be dedicated to create two new intersections where Toland Street crosses Innes and Kirkwood Avenues. Rankin Street would be relocated between Kirkwood and Innes Avenues to parallel the west side of the Caltrain right-of-way, and the intersection of Rankin Street and Jerrold Avenue would be reconfigured. All roadway improvements would be constructed under Phase 1.” (Dan Dodt, Bayview Community Planning, Letter, June 17, 2017; Jack Gallagher, Bayview Hunters Point Citizens Advisory Committee, Letter, June 19, 2017)

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“Construction and implementation of the Quint Connector Road, prior to major construction at the SEP, will reduce pressure on the remaining, key E/W arterial (Oakdale Avenue) and allow local traffic to be routed to the NW along the alignment - to Innes, etc. and out to Bayshore and 101N in the short, medium and long term.” (Dan Dodt, Bayview Community Planning, Letter, June 17, 2017; Jack Gallagher, Bayview Hunters Point Citizens Advisory Committee, Letter, June 19, 2017)

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“Recommendations:

**“1. Study and re-evaluate the conclusions drawn in the EIR regarding the significance of the traffic impacts, along with a more clearly articulated and written, multi-agency transportation and traffic plan prior to certification of the EIR.**

**“2. Completion of the Quint Street Connector by December 31, 2018.**

“The **Quint Street Connector By-Pass** roadway plan should be **expedited and built, as part of the PUC project**, prior to major construction in 2018/19, in our opinion. An inter-agency cooperative effort is essential in this regard. Leadership and guidance from the Mayor’s Office, the City Administrator’s Office, the District 10 Supervisor, SFPDPW, SFMTA, SFPUC, SFFD, SFPD, Union Pacific and the Department of Emergency Management is highly recommended and urged.

**“3. Reconsideration of the temporary relocation of Muni 23 Monterey Bus line.** SFPUC, with SFMTA as lead agency, to consider the cumulative impact of the Jerrold Street closure, the streetscape improvement project on Palou Avenue, the narrowing of Evans Avenue, and the heavily impacted Oakdale Avenue arterial due to the above concurrent projects.” (Dan Dodt, Bayview Community Planning, Letter, June 17, 2017; Jack Gallagher, Bayview Hunters Point Citizens Advisory Committee, Letter, June 19, 2017)

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“The Market seeks improved collaboration and coordination with the PUC on the redesign of all of the full length of Jerrold Avenue and neighboring streets and intersections. Thank you.” (Michael Janis, SF Wholesale Produce Market, Public Hearing Comments, June 1, 2017)

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#### ***“TRAFFIC and TRANSPORTATION***

“As I’ve been revising this documentation with many others in the community, I am also requesting additional review of the impact analysis on traffic and circulation from the existing ‘LS’ -less than significant - status to the LSM condition, requiring mitigation. Of the 40 projects considered in the cumulative impact analysis for traffic and circulation, 63% of these are SFPUC related. (see Table 4.1-1; Vol.1 p. 4.1.6).

“There are multiple projects affecting the area, with many occurring simultaneously with the Biosolids Digester Project. Other projects that will affect transportation in the area are not listed in the EIR. For example, in addition to the partial closing of **Evans Street** beginning in August 2017; the **closure of Jerrold Avenue from Phelps to Rankin Street for 5-6 years**; the **construction staging along Phelps Avenue**; the **Palou Avenue** streetscape improvement project -from Barneveld to Crisp Avenues; the **2245 Jerrold Avenue** - construction of SFFD Ambulance Deployment Facility; ;the re-routing of the **23 Muni Bus Line to Palou Avenue**, the temporary closure of the Illinois Street Bridge at Islais Creek, we are potentially in real trouble when desiring to enter or exit our neighborhood by vehicle. There is also the relocation of the 23 Monterey Muni Line from Jerrold Avenue to Palou Avenue as a temporary measure during course of construction, but the Palou Streetscape project indicates the eventual and permanent relocation of the 23 to Palou Avenue following the streetscape improvements. Better planning is required for the transportation elements of the project, in my opinion.” (Linda K. Blacketer, Letter, June 19, 2017)

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“I am also recommending that the construction of the Quint Street bypass road be completed quickly. The loss of the Quint Street roadway due to the construction of the CalTrain berm and crossing has caused innumerable delays and traffic circulation problems for may in the community. I am supporting the recommendations made by others in this regard, and outlined as follows:

**“1. Study and re-evaluate the conclusions drawn in the EIR regarding the significance of the traffic impacts, along with a more clearly articulated and written, multi-agency transportation and traffic plan prior to certification of the EIR.**

**“2. Completion of the Quint Street Connector by December 31, 2018.** The **Quint Street Connector ByPass** roadway plan should be **expedited and built, as part of the PUC project**, prior to major construction in 2018/19, in our opinion. An inter-agency cooperative effort is essential in this regard. I ask the Mayor, Mr. Kelly(SFPUC), Mr. Nuru (SFDPW), Supervisor Cohen (D10) and other respected and effective City leaders to coordinate closely and purposely to see this project completed as soon as possible.

**“3. Reconsideration of the temporary relocation of Muni 23 Monterey Bus line.** Work with Muni/SFMTA to reconsider the placement of the 23 Monterey Bus from Palou to another location during the construction timeframe.” (Linda K. Blacketer, Letter, June 19, 2017)

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“And I’m here today to talk about a serious flaw in the EIR for this project.

“Specifically, I’m referring to the cumulative analysis of the traffic problems. As Mr. Dodt so accurately portrayed, the situation in the Bayview is we have three major north-south corridors of which one is Jerrold. Jerrold they’re planning to close. Evans, they’re going to reduce that to one lane in each direction controlled by a flag man. And Oakdale, we don’t even know how badly that’s going to be torn up when they do -- the PUC does their project at Oakdale and Phelps, 1800 Oakdale.

“So imagine, if you would, that they’ve disrupted Van Ness, but they’ve also closed Gough and Franklin. That would be a catastrophe for this city. And that is the nature of this perfect storm that the PUC is going to visit on our neighborhood.

“They -- by their analysis, there are 7,000 people a day that use that route. Those 7,000 people will be severely impacted. The businesses will be placed under a hardship.

“But that 7,000 is just the beginning. They failed to take into account the major projects that are being built in India Basin. The India Basin Project is 1250 units, the Shipyard is coming online with 900 units, Hunters View hundreds more, plus the projects up and down Third Street. The traffic will increase. It’s going to be a lot worse than 7,000 in five years.

“Five-year temporary closure. Allow me to put that in perspective. In five years, your children will start college, graduate from college, get married, and have their first child before anyone can go down Jerrold Avenue. It’s very possible you could all become grandparents before they open Jerrold Avenue. Five years is not a temporary closure. Five years is -- for many people of a certain age, that’s a lifetime, a lifetime of severe inconvenience, economic hardship.

“I urge you, please, please, do not allow them to close Jerrold Avenue. It’s going to be a major impact in our neighborhood” (Michael Hamman, Public Hearing Comments, June 1, 2017)

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“As I’ve been revising this documentation with many others in the community, I am also requesting additional review of the impact analysis on traffic and circulation. For the following reasons:

“There are multiple projects affecting the area, with many occurring simultaneously and the EIR does not consider the cumulative impact of all these projects together. Several huge projects in the area were not considered at all, including the 1200 new housing units in the Build Inc project the 900 units in the Shipyard project as well as numerous projects on Third Street such as the Chris Harney project. In addition projects by other agencies such as the closing of the Third Street “Nishkin” bridge by DPW. I request a complete inventory of all the projects expected during this project be considered.” (Michael Hamman, Letter, June 20, 2017)

“In the interest of reducing traffic and congestion, I also ask the PUC to live up to their promises to the neighborhoods by building the Quint Street Connector Bypass, as soon as feasible, to re-connect Oakdale and Jerrold Avenues” (Tony Kelly, Letter, June 26, 2017)

## Response TR-4

The comments raise concerns regarding cumulative transportation impacts associated with the numerous projects currently underway or planned in the vicinity of the water pollution control plant. The comments identify several specific projects and concerns related to BDFP construction, addressed below, and state that significant cumulative transportation and circulation impacts would occur during BDFP construction. Reasons stated in the comments as causing significant cumulative impacts include the characteristics of the BDFP itself or the cumulative projects; cumulative projects that were not included in Draft EIR; effects on emergency access; and the assertion that a Traffic Control Plan is required to evaluate the significance of impacts. Commenters also identify strategies to improve circulation in the neighborhood.

Note that comments indicating that the Draft EIR does not contain a Traffic Control Plan and requests for inclusion of a Traffic Control Plan are responded to under **Response TR-1** (under the heading “Traffic Control Plan”), and **Response TR-2** provides responses to comments regarding emergency access into and out of the Bayview-Hunters Point neighborhood. Refer to **Response GC-2** in Section 10.11 of this document for a response regarding socioeconomic effects.

### *Overview of BDFP Draft EIR Cumulative Analysis*

The cumulative transportation impact analysis is presented on Draft EIR pages 4.6-51–4.6-61, and includes analysis of cumulative impacts during project construction (Impact C-TR-1, pages 4.6-52–4.6-58) and project operations and maintenance activities (Impact C-TR-2, 4.6-58–4.6-61). The cumulative impact analysis was conducted based on the transportation significance criteria presented on Draft EIR pages 4.6-23–4.6-25, and includes assessment of impacts on vehicles miles traveled, traffic safety, public transit, bicyclists, pedestrians, and emergency vehicle access. As described there, the San Francisco Planning Commission uses the vehicle miles traveled metric instead of automobile delay to evaluate the transportation impacts of projects; consequently,

degradation of vehicular delay and level of service (LOS) are no longer considered a significant impact under CEQA and are not reported in the Draft EIR. However, discussion of cumulative traffic circulation effects is provided in the Draft EIR for informational purposes. In addition, as described above in **Response TR-3**, while the adequacy of parking is no longer considered in determining the significance of project impacts under CEQA, the Draft EIR assesses whether the proposed project would result in secondary effects that could create hazardous conditions affecting traffic, transit, bicycles, or pedestrians and whether it could result in significant delays to transit. Cumulative transportation impacts were determined to be less than significant; therefore, mitigation measures are not required.

The cumulative impact analysis considered impacts from projects that would overlap with the BDFP temporally and, with respect to affected roadways, spatially. The majority of the cumulative projects identified in the comments are included in Draft EIR Table 4.1-1 (Draft EIR pages 4.1-6–4.1-15). The cumulative analysis was developed based on the most recently available information regarding cumulative project implementation to determine potential effects, and in particular, overlap with BDFP construction activities.

The following information is provided to clarify the characteristics of the BDFP and other cumulative projects identified by commenters as potentially contributing to a cumulative impact in combination with the BDFP. This information was included in the Draft EIR cumulative impact analysis, which for transportation and circulation concluded that construction-related cumulative impacts would be less than significant.

- **BDFP Temporary Closure of Jerrold Avenue.** The analysis of the proposed temporary closure of Jerrold Avenue between the Caltrain tracks and Phelps Street as part of BDFP construction, in combination with cumulative projects in the vicinity, was included in the BDFP Draft EIR. The effects of the temporary closure of Jerrold Avenue between the Caltrain tracks and Phelps Street, and effects of BDFP construction activities on travel on Phelps Street are described in Impact TR-1 on Draft EIR pages 4.6-35–4.6-46. Both Oakdale and Evans Avenues would offer alternative travel paths for vehicles currently traveling on this section of Jerrold Avenue that would be closed, and based on the traffic analysis conducted for the project, both streets have sufficient capacity to accommodate these diverted vehicles without a substantial effect on local vehicle circulation. **Response TR-1** provides additional discussion of the temporary closure of Jerrold Avenue. As noted in **Response TR-1**, in response to the community concerns regarding the closure of Jerrold Avenue for a five-year duration, the SFPUC construction contractor would evaluate options to reduce the duration and/or alter the type (full or partial) of the temporary closure of Jerrold Avenue.
- **BDFP Construction Shuttle on Phelps Street.** The construction worker shuttle bus from BDFP off-site construction parking at Piers 94 and 96 was included as part of the transportation analysis. As described on Draft EIR page 4.6-30, when construction workers park at the Piers 94 and 96 staging areas (expected to be needed for approximately 16 months, from April 2021 to July 2022), a worker shuttle bus service would be provided between the piers and the water pollution control plant. The shuttle service would run approximately one hour before and after the project construction worker arrival and

departure hours. Table 4.6-14 (Draft EIR page 4.6-33) presents the number of daily and a.m. and p.m. peak hour shuttle trips. Construction workers who park at the Southeast Greenhouses or 1550 Evans staging areas would walk between the staging area and the water pollution control plant.

- **SFPUC Southeast Plant Headworks Replacement Project (Cumulative Project No. 1).** As described on Draft EIR page 4.6-53, the Headworks Project would remove on-street parking on both sides of Evans Avenue adjacent to the water pollution control plant and would use the parking lane on the north side of the street to maintain four travel lanes on Evans Avenue throughout the approximately five-year construction period estimated for that project. The exception would be during a five-month period when one travel lane each way (rather than the existing two travel lanes each way) would be provided for a one-block segment of Evans Avenue between Rankin and Quint Streets to allow for construction between the water pollution control plant and the Bruce Flynn Pump Station that is located to the north of Evans Avenue. The circulation impacts of two, rather than four, travel lanes on Evans Avenue for the one block segment for a five-month period are discussed on Draft EIR pages 4.6-53 to 4.6-54. While BDFP-generated vehicles traveling to and from the water pollution control plant access at Rankin Street would continue to travel on Evans Avenue during the five-month period, the Headworks Traffic Control Plan would address the travel lane reduction, including use of advance construction warning signs, identification of alternative routes, and use of flaggers, as appropriate, to maintain vehicle flow with minimal disruption. Thus, east-west access on Evans Avenue would be maintained during construction of the Headworks Project. In addition, Cesar Chavez Street and Oakdale Avenue would continue to provide east-west arterial access to and from the Bayview during Headworks Project and BDFP construction. The temporary reduction in travel lanes for the one-block segment of Evans Avenue during the five-month period would not result in significant impacts on vehicular access in the area or result in traffic safety hazards. Overall, BDFP construction, in combination with the Headworks Project and other cumulative projects would not substantially affect traffic circulation in the area, and would result in less-than-significant cumulative construction-related traffic circulation impacts.

Neither the Headworks project nor the BDFP includes any on-street construction staging or parking on either side of Phelps Street, although the Headworks project does include an off-street construction staging area along Phelps Street, on SFPUC property, and as described in **Response TR-3**, a shuttle stop may be located near the corner of Phelps Street and Jerrold Avenue for a limited duration of construction to transport workers between staging areas within Port property and the water pollution control plant as part of the BDFP. The Headworks project will have an off-street construction staging area within the water pollution control plant boundaries at the southwest corner of the intersection of Phelps Street and Evans Avenue, but would not remove any on-street parking spaces or travel lanes on Phelps Street. The Headworks Project may require some trenching along Phelps Street to install a sewer line from the construction trailers to an adjacent sewer manhole; however, this construction would be of very limited duration.

- **Southeast Community Facility Revitalization (Cumulative Project No. 20).** The Southeast Community Facility Revitalization project at 1800 Oakdale, cited in a comment, was evaluated as a cumulative project. Following a year-long community engagement process, the SFPUC Commission approved recommendations from the Southeast Community

Facility Commission and Citizen's Advisory Committee to initiate environmental review and design to relocate the Southeast Community Facility, currently located at 1800 Oakdale, to 1550 Evans, which is also a proposed staging area for the BDFP.<sup>8, 9</sup> Planning and design are underway to construct new facilities at 1550 Evans by 2022.<sup>10</sup> Therefore, it is possible that construction at 1550 Evans could be concurrent with and/or following completion of the BDFP construction. However, regardless of the timing, if work were to occur at this location, it would not require excavation within Oakdale Avenue.

- **Quint-Jerrold Connector Road (Cumulative Project No. 24).** The Quint-Jerrold Connector Road is a San Francisco County Transportation Authority (SFCTA) project that would restore local access eliminated by the Caltrain Quint Street Bridge Replacement Project in October 2015. The connector road would essentially restore north-south access on Quint Street, including access for pedestrians and bicyclists. In addition, the connector road would provide for local vehicular circulation (Quint Street is not a major north-south arterial). The connector road would be partially constructed on transMetro right-of-way (formerly owned by Union Pacific Railroad), and the SFCTA is currently in negotiations with transMetro for use of the right-of-way.<sup>11</sup> Once negotiations are completed, the SFCTA is expected to proceed with the project as planned. Construction of the connector road is anticipated to take one year.
- **San Francisco Wholesale Produce Market Expansion (Cumulative Project No. 25).** The SFWPM Project, including the permanent closure of Jerrold Avenue between Toland and Rankin Streets, was included as a cumulative project in the BDFP Draft EIR (see, for example, Draft EIR page 4.6-38). Refer to **Response TR-1** for a discussion of the timing of implementation of the Jerrold Avenue closure as part of that project.

### *Additional Projects Suggested for Inclusion in the Cumulative Analysis*

Four proposed projects cited in the comments, the Palou Avenue Streetscape Improvement Project and Quesada Bike Lane, the 2245 Jerrold Avenue Emergency Medical Services Facility, the Hunters View project, and Islais Creek Bridge Rehabilitation, were not included in the list of cumulative projects in Draft EIR Table 4.1-1 (page 4.1-6). **Table 10.9-1** in Section 10.9, Other CEQA Considerations, describes these projects.

Based on the information provided below and in Table 10.9-1, inclusion of these projects in the cumulative scenario would not alter the cumulative transportation and circulation impact significance conclusions in the EIR, as discussed below for each project.

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<sup>8</sup> From January through September 2016, the SFPUC initiated a broad-based stakeholder engagement process. Outreach efforts included surveys of area residents, public meetings, door-to-door campaigns and awareness surveys, and online engagement tools. (SFPUC, *Southeast Community Facility and Greenhouses: A Summary of Stakeholder Engagement and Preferences*, October 11, 2016. Available online at <http://peir.sfwater.org/Modules/.aspx?documentID=10949>)

<sup>9</sup> SFPUC, Commission Resolution No. 16-0233, November 8, 2016.

<sup>10</sup> SFPUC, *Our New Home: Envisioning Our Bayview Together*, 2017. Available online at <http://sfwater.org/index.aspx?page=1183>. Accessed on January 26, 2018. SFPUC has indicated completion of this project is anticipated in 2022.

<sup>11</sup> Mike Tan, San Francisco County Transportation Authority, November 9, 2017.



- **Palou Avenue Streetscape Improvement Project and Quesada Avenue Bike Lane.**<sup>12</sup> This project includes streetscape improvements on a seven-block segment of Palou Avenue between Rankin and Jennings Streets and a new bicycle lane on Quesada Avenue between Third and Griffith Street, as described in Table 10.9-1. Traffic volumes on both streets are low, and neither component of the project involves substantial construction activity (i.e., there would be no excavation or work within the travel lanes for extended durations; see Table 10.9-1 for more details). Implementation of the project will take about one year, starting in April 2018.
- **2245 Jerrold Avenue Emergency Medical Services Facility.**<sup>13</sup> The Emergency Medical Services (EMS) Facility project would construct an EMS facility and a parking garage approximately 0.4 miles west of the water pollution control plant (see Table 10.9-1). The facility would replace an existing facility located on Evans Avenue between Newhall and Mendell Streets (east of the water pollution control plant). Presuming approval of the land transfer to the San Francisco Fire Department in late 2017, construction is anticipated to begin in 2018. Construction would take about 1.5 years, and would not generate a substantial amount of construction vehicle trips. The CEQA analysis conducted for this project did not identify any substantial construction or operational impacts.
- **Hunters View Project.**<sup>14</sup> The Hunters View Project includes revitalization of the existing Hunters View public housing site located about 0.7 miles southeast of the water pollution control plant. The project includes demolition of existing residential units and other facilities on the site, and construction of up to 800 residential units and other supporting land uses. The project is being developed in multiple phases to allow the market-rate units to come into the market such that the sale of these units would help subsidize public housing units. Phased construction also allows all existing residents to be temporarily relocated on-site during construction.<sup>15</sup> Phased construction of the Hunters View Project is currently underway: Phase 1 (267 units) was completed in 2013, Phase 2a (107 units) was completed in early 2017, Phase 2b (72 units) was in progress as of late 2017, and the remaining phases (up to 426 units) will be constructed between 2019 and 2023.<sup>16</sup> Consequently, construction vehicle trips associated with Phase 1 and Phase 2a of the Hunters View Project are included in the existing conditions in the BDFP Draft EIR. The final phase of the Hunters View Project construction activities are planned to end around the same time as the BDFP construction (i.e., around 2023), at which time Jerrold Avenue between the Caltrain tracks and Phelps Street would be reopened and reconstructed to Better Streets Plan standards.

<sup>12</sup> San Francisco Planning Department, CEQA Categorical Exemption Form, SFMTA – Palou Avenue Streetscape Improvement Project and Quesada Avenue Bike Lanes, January 20, 2017.

<sup>13</sup> San Francisco Planning Department, CEQA Categorical Exemption Form, 2245 Jerrold Ave SFFD Emergency Medical Services Facility, March 2, 2017.

<sup>14</sup> San Francisco Planning Department, Hunters View Redevelopment Project Environmental Impact Report, State Clearinghouse No. 20070168E, certified June 12, 2008.

<sup>15</sup> San Francisco Planning Department, Hunters View Redevelopment Project Environmental Impact Report, State Clearinghouse No. 20070168E, certified June 12, 2008

<sup>16</sup> Catherine Etzel, John Stewart Company, personal communication with Karen Lancelle, ESA, August 22, 2017.

- **Islais Creek Bridge Rehabilitation Project.**<sup>17</sup> The Islais Creek Bridge Rehabilitation Project would rehabilitate and repair the Islais Creek Bridge, as described in Table 10.9-1, and is currently undergoing environmental review. No change to the alignment or widening of the bridge is proposed. Prior to initiation of rehabilitation work, the construction contractor would be required to submit a Traffic Control Plan to the City's Traffic Engineer for review and approval. The contractor would be required to conduct construction activities to cause the least possible obstruction and inconvenience to the community, and provide travel lanes and routing for vehicular, pedestrian, and Muni riders, in a manner that would be safe and would minimize traffic congestion and delays. The bridge rehabilitation work is anticipated to require complete bridge closure for one to two months, during which time detour routes would be required. The detour routes could include use of Illinois Street, Evans Avenue, Cesar Chavez Street, and other north-south streets to the west, such as Potrero Avenue. The Traffic Control Plan for the Islais Creek Bridge Rehabilitation Project would be required to consider the one- to two-month bridge closure with other planned construction activities in the area, including the temporary closure of Jerrold Avenue as part of the BDFP, and temporary partial closure of two lanes on Evans Avenue as part of the Headworks project. During the one- to two-month bridge closure, BDFP construction traffic using this segment of Third Street (i.e., between Cesar Chavez Street and Cargo Way), would be routed to Illinois Street (i.e., one block to the east of Third Street), and therefore, the Islais Creek Bridge Rehabilitation Project would not substantially affect the cumulative impact analysis presented in the BDFP Draft EIR. A CEQA Categorical Exemption is being prepared for the project, and it is anticipated that the Islais Creek Bridge Rehabilitation Project would not result in any substantial construction impacts.

### *Commenter Suggestions to Improve Circulation*

Commenter suggestions to improve circulation in the vicinity of the water pollution control plant focus on how BDFP implementation could be coordinated with select nearby cumulative projects.

- **Temporary Reroute of the Muni 23 Monterey Bus Route.** As noted by a commenter, and discussed on Draft EIR page 4.6-39, the five-year closure of Jerrold Avenue between the Caltrain tracks and Phelps Street would require the temporary rerouting of the 23 Monterey bus route. Because the SFMTA's Muni Forward project identified a service improvement that would permanently relocate the bus route from Jerrold Avenue onto Palou Avenue, the BDFP included this route as a proposed route during the BDFP construction period. A commenter cited concern regarding relocating the bus route to Palou Avenue during construction of the Palou Avenue Streetscape Project, and recommended reconsideration of the reroute. As discussed above, implementation of the Palou Avenue Streetscape Improvements would not involve substantial construction activity, and temporary relocation of the bus route to Palou Avenue would not be substantially affected by the streetscape implementation activities. However, depending on sequencing and actual schedule of the Palou Avenue Improvement Project, which is currently not known, the SFMTA may identify during preparation of the BDFP Traffic Control Plan an alternate route that avoids Palou Avenue. For example, instead of traveling

<sup>17</sup> San Francisco Planning Department, Preliminary Project Assessment, Third Street Crossing of Islais Creek, Case No. 2014.0097U, March 14, 2014; Oscar Gee, San Francisco Public Works, personal communication with Karen Lancelle, ESA, August 28, 2017.

on Industrial Street to access Palou Avenue, the 23 Monterey could continue on Oakdale Avenue between Industrial and Phelps Streets. Impacts of such an alternative alignment, if it were to be used during the BDFP project construction, would be similar to those discussed on Draft EIR page 4.6-39, and as a result would be less than significant.

- **Coordination with Produce Market.** One comment requests improved collaboration and coordination between the SFPUC and the produce market on the redesign of the full length of Jerrold Avenue and neighboring streets and intersections. This request is noted. The SFPUC will continue to meet periodically with the produce market regarding implementation of the BDFP. The SFPUC's continued collaboration with local stakeholders would seek to improve project coordination and attempt to reduce traffic conflicts but would not affect the cumulative impact analysis or conclusions contained in the BDFP Draft EIR because any physical improvements to neighboring streets and intersections not currently planned would be covered in project-level CEQA review when proposed.
- **Construction of the Quint-Jerrold Connector Road.** As noted above, SFCTA is implementing the Quint Street Connector Road project, not SFPUC. For this reason, SFPUC does not control the schedule of this project. The connector road is not expected to be completed by December 2018, as recommended in a comment. The Quint-Jerrold Connector Road would not be required for BDFP construction trucks traveling to and from the water pollution control plant, and therefore, would not need to be constructed prior to initiation of BDFP construction.

Because cumulative transportation impacts were determined to be less than significant, no mitigation would be required. Thus, while SFPUC acknowledges the commenters' suggestions to include the Quint Street Connector Road Project and the San Francisco Wholesale Produce Market Expansion Project's roadway improvements as mitigation for transportation circulation impacts, they are not warranted.

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## Comment TR-5: Operational Transportation Impacts

This response addresses the following comment, which is quoted below:

O-Greenaction.3

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"A major concern is the projected increase in truck traffic. The project estimates a thirty to fifty percent increase in truck traffic to/from the Southeast Plant, and we consider 10-14 truck trips per day to be a large number of trips, particularly for a facility that operates 24 hours a day, 7 days a week, 365 days per year. We strongly encourage the project to explore ways to reduce and mitigate the increase in truck trips, particularly given the air quality overburden and environmental justice concerns in this community." (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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## Response TR-5

As described on Draft EIR page 4.6-24, the San Francisco Planning Commission uses a vehicle miles traveled metric instead of automobile delay or intersection levels of service (e.g., resulting from an increase in vehicles on affected roadways) in significance thresholds. The effects of the BDFP on vehicle miles traveled during operations were evaluated in Draft EIR Impact TR-3, starting on Draft EIR page 4.6-47. As discussed there, the VMT generated by the additional three to four trucks per day due to projected increases in solids loads associated with anticipated population growth could be offset somewhat by the additional market reuse options available for the Class A biosolids produced by the BDFP, which could be located closer to the site. The BDFP also would not substantially alter existing traffic circulation associated with facility operations, and would reroute operational truck trips to Evans Avenue, identified as a Freight Traffic Route in the SF General Plan (see Draft EIR page 4.6-3). For these reasons, impacts of BDFP operations on vehicle miles traveled were determined to be less than significant and no mitigation would be required. Refer to **Response AQ-1** for discussion of air quality impacts resulting from BDFP operations.

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## 10.6 Air Quality and Greenhouse Gas Emissions

The comments and corresponding responses in this section relate to the topic of air quality, evaluated in Draft Environmental Impact Report (EIR) Section 4.8. For ease of reference, these comments are grouped into the following air quality-related issues that the comments raise:

- AQ-1: Standard for Mitigating Construction-Related and Operational Impacts
- AQ-2: Construction-Related Air Quality Impacts
- AQ-3: Mitigation to Reduce Fugitive Dust
- AQ-4: Additional Mitigation to Reduce Construction-Related NO<sub>x</sub> and PM<sub>2.5</sub> Emissions
- AQ-5: Additional Mitigation to Address Operational Criteria Air Pollutant Impacts
- AQ-6: Odor Issues
- AQ-7: Mitigation to Reduce GHG Impacts
- AQ-8: Inclusion of Air Quality Technical Report and Diesel Equipment Compliance Requirements

### Comment AQ-1: Standard for Mitigating Construction-Related and Operational Impacts

This response addresses the following comments, which are quoted below:

A-BAAQMD.3      O-Greenaction.3      O-Greenaction.6      I-Kelly.1

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“We also have identified project aspects that warrant additional review and/or clarification in the FEIR. The first of these aspects is the project's location. Two noteworthy programs have classified the location as a disadvantaged and vulnerable community that warrants heightened protection from air quality-related health risk. In San Francisco's Community Risk Reduction Plan (CRRP), this area has been designated an Air Pollution Exposure Zone (APEZ) and a Health Vulnerability zip code. At the Air District this area has been identified as an area with disproportionate air quality burden by our Community Air Risk Evaluation (CARE) program. The Air District's 2017 Clean Air Plan strives to eliminate the disparity in air quality between the eight CARE communities and the rest of the region by stabilizing and decreasing emissions around and in them. For this reason, we suggest that this project strive for "no net increase" in criteria air pollutant and toxic air contaminant emissions over existing conditions. We recommend this standard across construction and operation phases of the project. We strongly recommend that NO<sub>x</sub> and PM<sub>2.5</sub> emission increases associated with this project (i.e., those listed in Tables 4 and 14 of the AQTR) be reduced or offset by lower-emission equipment choices in this project, by revised operating plans or other equipment upgrades within the SEP, and/or by off-site initiatives. We recommend that any off-site mitigation occur in or immediately upwind of the communities affected by this project to assure consistency with SFPUC's environmental justice policy, the environmental justice report written for this project, and the community vulnerability concerns discussed above. We encourage more detailed equipment choices prior to finalization of the EIR to strive for no net increases in emissions and to assure consistency between the FEIR and the application for a Permit to Operate from the Air District.” (Jean Roggenkamp, Bay Area Air Quality Management District [BAAQMD], Letter, July 28, 2017)

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“A major concern is the projected increase in truck traffic. The project estimates a thirty to fifty percent increase in truck traffic to/from the Southeast Plant, and we consider 10-14 truck trips per day to be a large number of trips, particularly for a facility that operates 24 hours a day, 7 days a week, 365 days per year. We strongly encourage the project to explore ways to reduce and mitigate the increase in truck trips, particularly given the air quality overburden and environmental justice concerns in this community. Even if the trucks are using 2010 or new engines and if they are Tier 4 for pollution control, having over a dozen trucks rumbling into and out of the plant daily increases the intensity of impacts on the community, particularly if taking place in evenings, during the night, or over the weekend. We strongly encourage SFPUC to come up with a plan to mitigate the aesthetic and health impacts of this increase in truck traffic. Other than creating a more efficient trucking route, we see no such plan in the draft EIR.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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“One of our significant concerns in this project is the expansion in the amount of production and combustion of biogas in the neighborhood. San Francisco has already designated the Bayview-Hunters Point neighborhood as a Health Vulnerability zip code in its Community Risk Reduction Plan. Increasing and burning 50 percent more biogas will exacerbate community health concerns, particularly given that part of the increase is in PM2.5 emissions. There is already considerable concern in the neighborhood about respiratory health and asthma rates in children. We strongly encourage SFPUC to offset any estimated increases in PM2.5 with actions that will reduce direct emissions in the Bayview-Hunters air shed. We repeat this call for any other increases in other criteria pollutant emissions associated with this project. We do not understand why SFPUC would increase the community health burden in this project instead of assiduously offsetting or reducing it.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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“I am writing today in support of my neighbors in Bayview and their comments regarding the Biosolids Digester Facilities Project EIR, requesting additional review of the impact analysis for Air Quality (Section 4.8).” (Tony Kelly, Letter, June 26, 2017)

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## **Response AQ-1**

The comments (a) indicate that aspects of the project “warrant additional review and/or clarification” regarding the Biosolids Digester Facilities Project’s (BDFP) location within an Air Pollution Exposure Zone (APEZ), a Health Vulnerability zip code, and an area identified in the Bay Area Air Quality Management District’s (BAAQMD) Community Air Risk Evaluation (CARE) program; and (b) call for heightened protection from air quality-related health risks in these areas. The comments suggest that the project strive for “no net increase” in criteria air pollutant and toxic air contaminant emissions over existing conditions.

The Draft EIR describes the APEZ, Health Vulnerability designations and the CARE program on pages 4.8-11 to 4.8-12 and 4.8-63, and describes how the project is compared against thresholds specifically designed to address the increased air quality risks associated with its location in the APEZ and Health Vulnerability zip code on page 4.8-39. The Draft EIR also discusses the project's consistency with the CARE program (Draft EIR pages 4.8-63 to 4.8-64). In support of this program, the City and County of San Francisco (city) completed the San Francisco Community Risk Reduction Plan (CRRP), which included a city-wide health risk assessment (HRA). The CRRP-HRA provides the basis for the designation of APEZs in San Francisco and establishes more stringent thresholds for projects located within these zones. The APEZ and Health Vulnerability zip codes were the result of a joint effort by the city and the BAAQMD to identify areas with poor air quality and assess the cumulative exposures to air pollution throughout the city (Draft EIR page 4.8-11). Figure 4.8-2 (Draft EIR page 4.8-13) presents the APEZ and Health Vulnerability zip code boundaries in the project vicinity. Table 4.8-7 (Draft EIR page 4.8-40) presents a comparison of the thresholds applied to areas within and outside the Health Vulnerability zip codes, reflecting the increased health risks within these zip codes. Table 4.8-7 also indicates lower (more stringent, health-protective) thresholds for a project's incremental contribution to cumulative health risks when sensitive receptors are located within the APEZ. Because the project site is located within the APEZ and a Health Vulnerability zip code, the Draft EIR's impact analysis applies these lower (more stringent) thresholds. The thresholds applied in the Draft EIR analysis are equivalent to, or more stringent than, the California Environmental Quality Act (CEQA) significance thresholds that were recommended by the BAAQMD in its *Options and Justifications Report* (2009) and presented in Table 2-1 of the BAAQMD's *CEQA Air Quality Guidelines*.<sup>1</sup>

While the comments suggest that the project should strive to achieve no net increase in criteria air pollutant and toxic air contaminant emissions over existing conditions, application of such a threshold is not consistent with the CEQA significance thresholds implemented by the city (shown in Tables 4.8-6 and 4.8-7 on Draft EIR pages 4.8-36 and 4.8-40, which in turn are based on BAAQMD guidance), or with CEQA. As explained in CEQA Guidelines Section 15041, subdivision (a), "[a] lead agency for a project has authority to require feasible changes in any or all activities involved in the project in order to substantially lessen or avoid significant effects on the environment, consistent with applicable constitutional requirements such as the 'nexus' and 'rough proportionality' standard established by case law." (Citing *Nollan v. California Coastal Commission* (1987) 483 U.S. 825, *Dolan v. City of Tigard* (1994) 512 U.S. 374, and *Ehrlich v. City of Culver City* (1996) 12 Cal.4th 854; see also CEQA Guidelines, Section 15126.4, subd., (a)(4)(A), (B).) The rough proportionality standard means that the type and amount of mitigation must roughly correspond in size, degree, and intensity to the project impact. In other words, an agency may not impose mitigation on a project that is greater than necessary to mitigate a particular impact of the project to a less-than-significant level.

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<sup>1</sup> Table 2-1 is presented on page 2-2 of both the May 2011 and May 2017 versions of BAAQMD's *CEQA Air Quality Guidelines*.

Comments also recommend that the project's construction-related and operational nitrogen oxides (NOx) and fine particulate matter (PM2.5) emissions be reduced or offset by selecting lower-emission equipment for the project, by modifying operating plans or implementing other equipment upgrades at the Southeast Water Pollution Control Plant, or by off-site initiatives. For purposes of CEQA, there is no nexus (i.e., connection) to require mitigation of the project's *operational* NOx emissions or *construction-related and operational* PM2.5 emissions because estimated operational NOx emissions and construction-related and operational PM2.5 emissions would not exceed the city's significance thresholds and were therefore determined to be less than significant (Draft EIR pages 4.8-49 and 4.8-54). (Nonetheless, please refer to **Response AQ-5** for a discussion of expected reductions in operational NOx emissions to below existing levels, based on new information received since preparation of the Draft EIR.) Construction-related NOx emissions would, however, exceed the threshold level, and the Draft EIR recommends Mitigation Measures M-AQ-1a (Construction Emissions Minimization) and M-AQ-1b (Emission Offsets) to reduce NOx emissions. Implementation of these mitigation measures would reduce the project's construction-related NOx emissions to below the threshold levels. However, because the availability of sufficient NOx offset opportunities is uncertain and may require an agreement with a third party, the Draft EIR determined that construction-related NOx emissions during the first and third construction years may not be reduced to below threshold levels and conservatively determined this potential exceedance to be significant and unavoidable with mitigation. However, if NOx emissions offsets are achieved, then the project's construction-related NOx exceedance would be reduced to a less-than-significant level during all five construction years. Additionally, if NOx emissions offset projects are located in the vicinity of the water pollution control plant (as suggested above in Comment A-BAAQMD.3), then they would directly benefit neighbors by reducing NO<sub>2</sub> concentrations because NO<sub>2</sub>, a component of NOx, can have adverse, but typically mild health effects (i.e., an increased risk of acute and chronic respiratory disease, as well as reduced visibility). Localized concentrations of NOx are not specifically considered a potential CEQA significant impact by the BAAQMD; the NOx emissions threshold is intended to limit NOx because it is a precursor to regional ozone formation, not because of its mild health effects. (See **Response AQ-4** below for more discussion of mitigation measures to reduce NOx and PM2.5 emissions.) With respect to providing more detailed equipment choices prior to finalization of the EIR to assure consistency between the FEIR and the application for a Permit to Operate from the Air District, the air quality emissions modeling utilized conservative assumptions (see **Response AQ-5** for more explanation).

Regarding the request that San Francisco Public Utilities Commission (SFPUC) "offset any estimated increases in PM2.5," the SFPUC completed an environmental justice analysis for the project separate from the CEQA process.<sup>2</sup> In accordance with SFPUC's 2009 Environmental Justice Policy, that report finds that localized PM2.5 concentrations are disproportionately high in Bayview-Hunters Point compared to other parts of the city, and recommends that the SFPUC enact a PM2.5

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<sup>2</sup> Consistent with CEQA, economic or social effects of a project are not to be treated as significant effects on the environment (CEQA Guidelines Section 15131). The EIR focuses on physical environmental effects rather than socioeconomic effects. The SFPUC has completed a separate environmental justice analysis for the project: ESA, *Environmental Justice Analysis for Bayview-Hunters Point, Biosolids Digester Facilities Project and Community Benefits Program*, prepared for SFPUC, June 2017. Available online at [www.sfwater.org/bdfp-ej-analysis](http://www.sfwater.org/bdfp-ej-analysis).



offset program to reduce operational emissions from the turbines (which account for approximately 90 percent of the BDFP's estimated operational PM<sub>2.5</sub> emissions<sup>3</sup>) if source testing indicates that PM<sub>2.5</sub> emissions exceed 3.0 tons per year, with a goal of "no net increase" over future no-project conditions. The future no-project condition refers to the estimated condition with no modification to the water pollution control plant but accounting for population growth (and associated increases in the quantity of wastewater treated at the plant). The environmental justice report indicates that SFPUC should prioritize PM<sub>2.5</sub> reduction options that are located near the Southeast Plant and/or within the APEZ, followed by options located within the broader Bayview-Hunters Point neighborhood. The SFPUC will consider the recommendations of the environmental justice report separately from the CEQA process. For additional discussion of the SFPUC's environmental justice policy, and the environmental justice report prepared for this project, refer to **Response GC-4** in Section 10.11 of this document.

The comment stating that the 10 to 14 truck trips per day is a large number of trips for a facility that operates 24/7 and encouraging the SFPUC to mitigate the increase in truck trips requires clarification. As indicated in Draft EIR Table 4.6-16 (page 4.6-35), existing average daily truck trips total about 33 trucks per day including up to 10 trucks per day associated with biosolids hauling. With the project, a total of up to 36 truck trips per day would be generated, including up to 14 truck trips per day associated with biosolids hauling. This would represent a total net increase of three truck trips per day, comprised of an increase of four truck trips per day associated with biosolids hauling and a decrease of one truck trip per day associated with coarse and fine screenings hauling. This increase would be attributable to increased solids loads resulting from projected population growth by 2045 rather than the BDFP *per se*. A net increase in solids loading would occur irrespective of the BDFP.<sup>4</sup> As stated on Draft EIR page 4.8-37, such a small change in truck trips on local roadways would not substantially alter transportation-related criteria pollutant emissions.

Another commenter expresses support for comments by other Bayview neighbors for additional review of the air quality impact analysis. The commenter is referred to **Response AQ-2** regarding provision of more details from the impact assessment related to construction, **Response AQ-3** regarding the adequacy of fugitive dust mitigation, and **Responses AQ-4** and **AQ-5** for consideration of additional mitigation to reduce construction-related NO<sub>x</sub> and PM<sub>2.5</sub> emissions and operational criteria pollutant emissions.

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<sup>3</sup> See Table 12c of the *Air Quality Technical Report, Biosolids Digester Facilities Project Draft EIR (AQTR)*. (Ramboll Environ, *Air Quality Technical Report, Biosolids Digester Facilities Project Draft EIR*, March 10, 2017. Available online at [http://sfmea.sfplanning.org/SFPUC%20SEP%20Biosolids\\_AQTR\\_2017-03-10.pdf](http://sfmea.sfplanning.org/SFPUC%20SEP%20Biosolids_AQTR_2017-03-10.pdf).)

<sup>4</sup> As indicated in Note g in Table 2-1 (Draft EIR page 2-7), *without implementation of the BDFP* the amount of biosolids generated and the number of haul trips would actually be greater because the proposed BDFP solids treatment processes would reduce the quantity of biosolids generated compared to existing solids treatment processes.

## Comment AQ-2: Construction-Related Air Quality Impacts

This response addresses the following comments, which are quoted below:

O-BayviewCP-2.9      O-BVHPCAC.6      O-SFWPM-2.3      O-SFWPM-2.6

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“In addition, and as a result of the completion of this Quint connector alignment, a portion of the deteriorating air quality issues noted as ‘significant and unavoidable’ during the construction process may be improved as the likely impacts of congested and idling automobiles, trucks and busses on the remaining Oakdale corridor could be reduced.” (Dan Dodt, Bayview Community Planning, Letter, June 17, 2017; Bayview Hunters Point Citizens Advisory Committee, Letter, June 19, 2017)

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“The discussion of and mitigation related to potential air quality impacts of the Biosolids Project on the environment is inadequate in its (1) failure to consider potential impacts to the SFWPM and (2) failure to consider and mitigate for dust related impacts. The DEIR should be revised to include a more comprehensive discussion of these issues.

“The entire air quality section of the DEIR<sup>6</sup> only has one passing reference to the Market and/or the SFWPM Project, and even then only in a footnote.<sup>7</sup> As described above, the Market is the primary source for San Francisco’s produce, including that served in restaurants, sold in grocery stores, and consumed by San Francisco residents. Given the potential sensitivity of these operations to air quality impacts - including emissions, dust, and odors - the DEIR should have included within its analysis a discussion of the potential impacts specific to the Market and the SFWPM Project.”

<sup>6</sup> DEIR, pp. 4.8-1 et seq.

<sup>7</sup> DEIR, p. 4.8-72, fn. 116

(Michael Janis, San Francisco Wholesale Produce Market, Letter, June 19, 2017)

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“[A]s a vital business and adjacent site, it is important to the SFMC and Market that the Biosolids Project fits into the existing (and ever-growing and changing) neighborhood. As such, it is our position that the DEIR is inadequate in its ... failure to consider ... air quality...impacts to the Market and the SFWPM Project .... We respectfully request that the DEIR be modified to address these inadequacies.” (Michael Janis, San Francisco Wholesale Produce Market, Letter, June 19, 2017)

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## Response AQ-2

The first comment presented above suggests that a portion of the project’s construction-phase significant and unavoidable air quality impact could be reduced once the “Quint connector alignment” is completed because there would be less congestion (fewer idling vehicles). Note that the San Francisco County Transportation Authority is the entity overseeing implementation of

the Quint Connector Road; the SFPUC has no authority or control over its implementation. As described on Draft EIR page 4.1-10, the Quint Connector Road is expected to be constructed from late 2018 to 2019, depending upon land acquisition.

As shown in Draft EIR Table 4.8-9 (page 4.8-47), roughly 24 percent of reactive organics (ROG), 44 percent of NO<sub>x</sub>, and 15 percent of PM of the mitigated total construction criteria air pollutant emissions result from on-road construction vehicles traveling to and from the project site. These emissions are based on estimates of total vehicle miles traveled (VMT) and assume trip lengths ranging from 0.6 miles to 65 miles (one-way). Any reduction in VMT that might result from travel via the future Quint Connector Road (assuming that project is completed before or prior to completion of BDFP construction) would represent a very small fraction of total VMT. As such, while any reduction in traffic congestion associated with completion of this connector would help to reduce construction-related on-road criteria pollutant emissions, it would have a negligible effect on the Project impact and conclusions in the DEIR would remain the same. In any case, idling emissions from off-road equipment (also shown in Table 4.8-9) would not be affected by implementation of the Quint Street Connector Road and were assumed to be limited to two minutes, in accordance with the requirements of the Clean Construction Ordinance.

The comments that the air quality analysis fails to consider impacts on the San Francisco Wholesale Produce Market (SFWPM or produce market), and therefore is inadequate, requires clarification regarding localized versus regional effects of air pollutants, as well as the approach to evaluating health risk. For the purposes of CEQA, impacts associated with the project's increases in criteria air pollutants (evaluated under Impact AQ-1, beginning on Draft EIR page 4.8-43) are regional in nature (i.e., they affect regional air quality), and most health risks associated with criteria air pollutants are not localized (i.e., they do not necessarily affect adjacent receptors directly or especially) except for particulates (PM), which are evaluated in terms of PM<sub>2.5</sub> concentration. However, nuisance effects of fugitive dust and health risks associated with toxic air contaminant (TAC) emissions are more localized. Impacts and mitigation related to fugitive dust are discussed below in **Response AQ-3**. The Draft EIR (page 4.8-56) evaluated the project's health risk impacts on all receptors within 1 kilometer of the project site, which includes the produce market. As required by the City and BAAQMD CEQA guidelines, health risks evaluated for the project include lifetime excess cancer risk, chronic and acute health indices (HI)), and PM<sub>2.5</sub> concentration. Cumulative health risks evaluated include lifetime excess cancer risk and PM<sub>2.5</sub> concentration. These health risks are based on inhalation risk factors only (and not ingestion) due to the types of airborne TAC emissions from major pollution sources such as traffic and stationary sources. The vast majority of these TACs are designated by the California Office of Environmental Health Hazard Assessment (OEHHA), the state agency responsible for providing guidance on evaluation of exposure to chemicals, as "inhalation only" and do not have multi-pathway effects (such as those resulting from ingestion).

The health risks of the project were evaluated at 20 meter intervals (designated as "receptors") up to 1 kilometer from the site (the "study area," as shown on Draft EIR Figure 4.8-5, page 4.8-57), consistent with the CRRP-HRA conducted by the city. Several of the receptor locations evaluated cover the produce market, but the specific results at these receptors were not reported in the Draft EIR, as only sensitive receptors (i.e., residential or other high sensitivity uses such as

daycares or medical facilities)<sup>5</sup> were evaluated. This is consistent with BAAQMD guidance, as non-sensitive receptors are not expected to have continuous exposure for an extended period (e.g., residential exposure assumes an infant is exposed all-day, every day for the complete construction period and lives in the same location for the first 30 years of their life). In addition, only the maximum impacts at sensitive receptors are required to be reported; the maximums for each health impact at sensitive receptors are shown in Draft EIR Tables 4.8-11, 4.8-12, 4.8-14, and 4.8-15 (pages 4.8-59, 4.8-61, 4.8-73, and 4.8-75, respectively). As such, health impacts from the project for the non-sensitive, worker receptors (adult) at the produce market would be much lower than those reported in the Draft EIR.

Note that these health impacts do not provide information on the health risks associated with the ingestion of any produce which is brought to, temporarily stored at, and distributed from the site. (As discussed above, the vast majority of TACs associated with the project is deemed an “inhalation only” risk by OEHHA and would not be expected to cause adverse health effects through deposition onto, and subsequent ingestion of produce.) Note also that the produce market is located at least approximately 200 feet upwind of the project’s northern property line, and its upwind location would help to further minimize exposure to health impacts. The impacts on the products at the produce market would be further mitigated by the fact that the produce appears to mainly be stored indoors, which would limit its exposure to fugitive dust and other pollutants.

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### Comment AQ-3: Mitigation to Reduce Fugitive Dust

This response addresses the following comments, which are quoted below:

O-SFWPM-2.4

O-SFWPM-2.6

I-Karlin.3

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“Among the potential air quality impacts to the Market are dust related impacts. Indeed, fugitive dust is specifically identified as part of Impact AQ-1.<sup>8</sup> The DEIR purports to address these issues through references to the San Francisco Construction Dust Control Ordinance<sup>9</sup> and the Biosolids Project’s required compliance therewith. However, no mitigation measures specific to dust control or dust impacts are imposed on the Biosolids Project, including in response to Impact AQ-1. Instead, the sole focus on the mitigation measures for air quality is on emissions, with two emissions-related mitigation measures imposed.

“Given the sensitive nature of surrounding uses, including the Market’s operations, and the DEIR’s admission that fugitive dust is an impact from the Biosolids Project, mitigation measures should be imposed to ensure that any such impacts are less than significant, particularly given the Market’s role in maintaining the City’s public health. The Biosolids Project’s compliance with the San Francisco Construction Dust Control Ordinance, in and of itself, is not adequate to mitigate these impacts.”

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<sup>5</sup> Refer to Draft EIR Section 4.8.1.2 (page 4.8-3) for a definition of sensitive receptors and a description of sensitive uses near proposed Biosolids Digester Facilities Project (BDFP) facilities and staging areas.

<sup>8</sup> DEIR, pp. 4.8-43 and 44.

<sup>9</sup> DEIR, pp. 4.8-31, 32, 35, 36, 43, and 44.

(Michael Janis, San Francisco Wholesale Produce Market, Letter, June 19, 2017)

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"[A]s a vital business and adjacent site, it is important to the SFMC and Market that the Biosolids Project fits into the existing (and ever-growing and changing) neighborhood. As such, it is our position that the DEIR is inadequate in its ... failure to require mitigation specific to air quality ... impacts. We respectfully request that the DEIR be modified to address these inadequacies." (Michael Janis, San Francisco Wholesale Produce Market, Letter, June 19, 2017)

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"We also appreciate keeping the dust to a minimum and protecting our community from toxic waste while you work on our pipes." (Sean Karlin, Email, May 24, 2017)

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### Response AQ-3

One commenter states that there are no mitigation measures specific to dust control and that compliance with the San Francisco Construction Dust Control Ordinance, in and of itself, is not adequate to mitigate dust impacts. Another commenter is concerned with health risks associated with exposure to dust from toxic waste.

As explained in the Draft EIR (page 4.8-43), the SFPUC and project contractors responsible for construction activities at the project site would be required to comply with the San Francisco Construction Dust Control Ordinance (San Francisco Health Code Article 22B and San Francisco Building Code Section 106A.3.2.6). The city adopted the ordinance to reduce the quantity of airborne dust generated during site preparation, demolition, and overall construction work in order to protect the health of the general public and on-site workers, to minimize public nuisance complaints, and to avoid orders to stop work by the Department of Building Inspection (DBI).

The Construction Dust Control Ordinance requires that the SFPUC submit a Dust Control Plan for approval by the San Francisco Department of Public Health (SFPDH). The plan must specify how construction dust on the site will be controlled. The Draft EIR (page 4.8-43) lists over a dozen measures (reprinted below) that could be included in this plan, and these measures are consistent with recommended dust control measures included in the BAAQMD's CEQA Guidelines. The plan would describe dust monitoring requirements, action levels that would require implementation of corrective actions, and corrective actions that would be implemented if action levels are exceeded or a dust complaint is received. For the BDFP, the dust control plan may include any of the following (or equivalent) measures to accomplish the goal of minimizing visible dust, as described on Draft EIR pages 4.8-43 and 4.8-44:

- Wet down areas of disturbed soil at least three times per day using non-potable water;

- Analyze wind direction and install upwind and downwind particulate dust monitors;
- Record particulate monitoring results;
- Hire an independent third party to conduct inspections and keep a record of those inspections;
- Establish requirements for when dust-generating operations have to be shut down due to dust crossing the property boundary or if dust within the property boundary is not controlled after a specified number of minutes;
- Establish a hotline for surrounding community members to call and report visible dust problems;
- Limit the area subject to dust-generating construction activities at any one time;
- Minimize on-site storage of excavated material or waste materials;
- Install dust curtains and windbreaks on the property lines on windward and down windward sides of construction, as necessary;
- Pave or apply water or non-toxic soil stabilizers on all unpaved access roads, parking areas, and staging areas;
- Limit the amount of soil in hauling trucks to the size of the truck bed and walls and cover with a tarpaulin or other effective covers those trucks hauling soil, sand, and other loose materials;
- Establish a 15 mile-per-hour (mph) speed limit for vehicles entering and exiting construction areas;
- Sweep streets with water sweepers at the end of the day where visible soil material is present;
- Install and use wheel washers to clean truck tires if possible or otherwise brush off tires or tracks before they reenter City streets;
- Temporarily stop excavation, grading, and other construction activities when winds exceed 25 mph; and
- Hydroseed or apply soil stabilizers to previously graded areas for at least 10 calendar days; and sweep adjacent streets to reduce particulate emissions.

The produce market site is located at least approximately 200 feet upwind of the project's northern property line, and its upwind location would help to further minimize exposure to fugitive dust.

The requirements described above are mandatory for all construction projects in San Francisco. For example, San Francisco Building Code Section 106A.3.2.6 states as follows:

"Dust control required. All applicants for a building, demolition, excavation, grading, foundation, or other permit required by this Code to construct a new building, to demolish a building, to substantially alter or to add to an existing building shall comply with the requirements for dust control and, in addition, for projects over a half acre the applicant will be required to submit a Dust Control Plan for approval by the San Francisco Health Department as set forth in Article 22B of the San Francisco Health Code."

The city's Construction Dust Control Ordinance establishes "best management practices" (BMPs), to reduce dust emissions during construction. An agency's decision to rely on BMPs to address a project's impacts has been upheld on numerous occasions under both federal and state law,<sup>6</sup> and the BAAQMD has acknowledged that implementation of BMPs represents sufficient insurance of avoiding significant impacts related to fugitive dust generated by construction activities.<sup>7</sup> Studies have demonstrated that the application of BMPs at construction sites has significantly controlled fugitive dust emissions.<sup>8</sup> Individual measures have been shown to reduce fugitive dust by anywhere from 30 percent to more than 90 percent. These studies support BAAQMD staff's recommendation that projects like the BDFP that implement these construction BMPs will reduce fugitive dust emissions to a less-than-significant level.<sup>9</sup>

The comment that BDFP compliance with existing regulations is not adequate to reduce dust impacts to a less-than-significant level is incorrect. California courts recognize that an agency may rely on compliance with existing regulations or requirements in finding a project's impacts would be less than significant.<sup>10</sup> In fact, reliance on compliance with the applicable regulatory framework is a common and widely accepted CEQA practice.

As stated on Draft EIR page 4.8-8, while dust can cause nuisance effects (i.e., watery eyes or irritation to the lungs, nose, and throat), adverse health effects associated with fugitive dust could occur if specific contaminants such as lead or asbestos are constituents in the soil. Such health-related impacts on the produce market and surrounding community are discussed in **Response HZ-2** in Section 10.8 of this document, and in Draft EIR Section 4.17, *Hazards and Hazardous Materials*.

Since the San Francisco Construction Dust Control Ordinance was adopted for the purpose of taking feasible available actions to reduce sources of particulate matter exposure, compliance with the regulations and procedures set forth by the Construction Dust Control Ordinance is feasible and mandatory, and would ensure that potential dust-related air quality impacts would be less than significant. For the reasons stated above, it was determined operations at the produce

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<sup>6</sup> See *Hapner v. Tidwell*, 621 F.3d 1239, 1246 (9th Cir. 2010) (citing use of BMPs to reduce soil disturbance during logging operations); *Env'tl. Prot. Info. Ctr. v. U.S. Forest Serv.*, 451 F.3d 1005, 1015-16 (references to detailed BMPs incorporated into proposed timber sale supported the conclusion agency had taken "hard look" at project's impacts as required by National Environmental Policy Act); *Alaska Survival v. Surface Transp. Bd.*, 705 F.3d 1073, 1089 (9th Cir. 2013) (agency properly relied on BMPs imposed under the Clean Water Act as mitigation for wetlands impacts); and *Endangered Habitats League, Inc. v. County of Orange* (2005) 131 Cal.App.4th 777, 795-796 (upholding agency's reliance on mitigation measure requiring installation and maintenance of BMPs to address runoff).

<sup>7</sup> BAAQMD, *Revised Draft Options and Justification Report, California Environmental Quality Act Thresholds of Significance*, October 2009, pages 2 and 25.

<sup>8</sup> Western Regional Air Partnership, *WRAP Fugitive Dust Handbook*, September 7, 2006. Available online at [https://www.wrapair.org/forums/dej/fdh/content/FDHandbook\\_Rev\\_06.pdf](https://www.wrapair.org/forums/dej/fdh/content/FDHandbook_Rev_06.pdf). Accessed on July 19, 2017.

<sup>9</sup> Bay Area Air Quality Management District, *CEQA Air Quality Guidelines*, May 2017, page D-47.

<sup>10</sup> See, for example, *Tracy First v. City of Tracy* (2009) 177 Cal.App.4th 1933 [holding agency could rely on project's compliance with Building Code's energy efficiency standards for conclusion that project would not have significant energy impacts, and therefore did not require mitigation]; *Oakland Heritage Alliance v. City of Oakland* (2011) 195 Cal.App.4th 884 (project's compliance with existing laws and regulations provided substantial evidence that seismic impacts would be less than significant).

market would not be significantly affected by dust generated by construction activities at the project site or by dust from the off-site transport of soil and other materials.

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### Comment AQ-4: Additional Mitigation to Reduce Construction-Related NO<sub>x</sub> and PM<sub>2.5</sub> Emissions

This response addresses the following comments, which are quoted below:

A-BAAQMD.4  
I-Hinton.4

A-BAAQMD.6

A-CPC-Johnson.2

I-Blacketer.1

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"To mitigate its NO<sub>x</sub> emissions during construction, the project proposes Mitigation Measure M-AQ-1a, which will require that "equipment with engines greater than or equal to 140 horsepower must meet Tier 4 final standards; [and] equipment with engines less than 140 horsepower must meet Tier 2 standards and be equipped with diesel particulate filters (DPFs)" (p. 4.8-46). We recommend or affirm the use of this mitigation approach for both municipally-owned and contractor-owned equipment in this project. We also see in the same section that "at least 80 percent of haul trucks (i.e., trucks used to remove or deliver backfill soil, excavated soil, and demolition debris) used must have 2010 or newer engines." Unless or until there is a conflicting local business enterprise requirement, we encourage the project to strive for 100 percent of all haul trucks to be 2010 engines or newer." (Jean Roggenkamp, BAAQMD, Letter, July 28, 2017)

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"To mitigate NO<sub>x</sub> emissions during the five years anticipated for construction, the project proposes funding off-site efforts that reduce emissions. The DEIR anticipates an offset price of \$18,030 per weighted ton. Our expectation is that the price of offsets for NO<sub>x</sub> emissions alone is around \$35,000 per weighted ton and is likely to rise during the course of the project. We strongly recommend revision of this cost estimate, while also noting that this pricing correction was raised by the Air District in a comment letter on the Seawall Project (dated June 7, 2017) and the Event Center & Mixed use Development at Mission Bay (dated July 20, 2015)." (Jean Roggenkamp, BAAQMD, Letter, July 28, 2017)

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"I actually also was going to point out the -- both the air quality, where there was significant mitigation that was necessary. I would like the staff to further explain what alternative mitigations could have been considered and as well for the traffic and the circulation. I think specifically, when it comes to an EIR, we do look at traffic and circulation as an impact. And I think that we can take a look at what are the alternative, again, mitigations for some of the impacts that we're looking at." (Christine Johnson, Planning Commission, Public Hearing Comments, June 1, 2017)

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"For example, it is determined that the BDFP would result in **significant and unavoidable impacts** in the areas of cultural resources and air quality that would remain significant and unavoidable even with implementation of feasible mitigation measures.



#### *"AIR QUALITY*

"On the air quality issue, I am troubled that there are no serious mitigation measures proposed to offset these proposed **air quality** conditions during a construction period that 'generate levels of **'nitrogen oxide emissions that would exceed significance thresholds** during **two of the five years** of construction and that would also be a **cumulatively considerable contribution to regional air quality conditions.**' Does this indicate that we should withhold breathing for a period of 2-5 years in Bayview?

"Surely there are serious plans to offset these deplorable conditions proposed for the tens of thousands of residents, including a number of elderly citizens, many young children, and thousands of active students and working adults. 'Significant and unavoidable' are profoundly disturbing descriptors.

"I believe that a robust and thoroughly vetted air quality monitoring and reporting plan be developed and implemented as the project proceeds, with local and consistent notification regarding serious air quality deficiencies present, plans for 'sheltering in place' or other actions as required on extremely bad air days, etc. A repeat of 'failed' or 'battery-less' air quality monitors, as witnessed during the denuding of Parcel A in the Hunters-Point Shipyard some years ago, for example, will not be tolerated in Bayview or by our City leadership. I'm sure that you can appreciate these concerns regarding air quality (or the lack thereof) and the overall environmental impact of this project." (Linda Blacketer, Letter, June 19, 2017)

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"I would ask that you at the very least... 3. Enroll fenceline residents in the area in a long-term health study that seeks both to understand and mitigate the detrimental health effects of the "deteriorating air quality issues" that are noted as 'significant and unavoidable' during construction. This study should continue for all fenceline residents who live near the SFPUC Sewerage treatment plant and who will be exposed to significant and unavoidable pollution from the sewerage treatment facilities." (Rosalind Hinton, Letter, June 19, 2017)

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#### **Response AQ-4**

One comment encourages the project to strive for 100 percent of all haul trucks to be 2010 or newer model engines. Other comments request further explanation regarding the adequacy of proposed mitigation to address NOx impacts and of alternative mitigation measures that could be used to reduce impacts to less-than-significant levels. Commenters also propose or request additional mitigation measures for BDFP air pollutant emissions.

#### ***Engine Requirements for Haul Trucks***

The SFPUC considered the requirement for 100 percent of haul trucks to be 2010 or newer and determined that it was infeasible due to San Francisco Local Business Enterprise (LBE) requirements<sup>11</sup> and the fact that compliance with the California Truck and Bus Regulation's final requirement (mandating fleets with heavy trucks or buses to have 100 percent 2010 or newer

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<sup>11</sup> LBE requirements are contained in San Francisco Administrative Code Chapter 14B, *Local Business Enterprise and Non-Discrimination in Contracting Ordinance*. Available online at <http://sfgov.org/cmd/14b-local-business-enterprise-ordinance>. Accessed on November 15, 2017.

model engines) is not required until January 1, 2023, after project construction.<sup>12</sup> However, to maximize use of 2010 or newer engines in all haul trucks, the following text in Mitigation Measure M-AQ-1a(A)(2) of Draft EIR (page 4.8-49) has been revised (new text is shown in double underline and deleted text is indicated with ~~strikethrough~~):

***“Engine Requirements.***

2. At least 80 percent of haul trucks (i.e., trucks used to remove or deliver backfill soil, excavated soil, and demolition debris) used must have 2010 or newer engines. The SFPUC should strive to exceed this requirement when possible; if trucks with 2010 or newer engines are available in the Contractor’s, or subcontractor’s fleet, then those should be used for the project.

The SFPUC, through its Contractors Assistance Center, will work with the BAAQMD’s Strategic Incentives Division and interested, eligible truckers to pursue funding to replace vehicles or retrofit engines to comply with the lower emissions requirement, including but not limited to conducting informational presentations at the Contractors Assistance Center to notify truckers about the grants and incentives and assisting with the completion of applications to the grant programs.”

***Adequacy of Mitigation for NOx Emissions***

This commenter also “strongly recommends” that the SFPUC provide a greater amount of funds than is required under Mitigation Measure M-AQ-1b (Emissions Offsets) to fully offset the project’s construction-related NOx emissions during the first and third years of construction. Under CEQA (as explained below), a lead agency can only impose mitigation on a project applicant to the extent necessary to reduce an impact to a less-than-significant level.

As explained in CEQA Guidelines Section 15041, subdivision (a), “[a] lead agency for a project has authority to require feasible changes in any or all activities involved in the project in order to substantially lessen or avoid significant effects on the environment, consistent with applicable constitutional requirements” including the following: (1) Mitigation measures must have an “essential nexus (i.e., connection)” to a legitimate government interest (CEQA Guidelines Section 15126.4, subdivision (a)(4)(A)); and (2) mitigation measures must also bear a “rough proportionality” to the project’s adverse impacts. If the mitigation measure is an ad hoc exaction, it must be “roughly proportional” to the impacts of the project (CEQA Guidelines Section 15126.4, subdivision (a)(4)(B)).

The mitigation measure is required (i.e., there is a nexus) because the project’s construction-related NOx emissions exceed the City’s significance thresholds. Mitigation Measure M-AQ-1b (Emission Offsets) is identified to offset the portion of the project’s construction-related NOx

<sup>12</sup> CARB, Truck and Bus Regulation Compliance Requirement Overview, December 18, 2017. Available online at <https://www.arb.ca.gov/msprog/onrdiesel/documents/FSRegSum.pdf>; CARB, Truck and Bus Regulation Small Fleet Option, August 15, 2016. Available online at <https://www.arb.ca.gov/msprog/onrdiesel/documents/FAQsmall.pdf>.

emissions, to the extent they exceed the significance threshold for NO<sub>x</sub>, by implementing either or a combination of the following: (1) directly implementing a specific offset program (such as replacing equipment); and/or (2) paying a mitigation offset fee to fund the implementation of one or more emission reduction projects within the air basin. The BAAQMD administers the Carl Moyer Program within the San Francisco Bay Area Air Basin (SFBAAB), which establishes the cost-effectiveness criteria for funding emissions reduction projects at a not-to-exceed amount of \$30,000 (adjusted to reflect annual California Consumer Price Index adjustments between 2017 and the estimated first year of exceedance) per weighted ton of reactive organic gas (ROG), NO<sub>x</sub>, and PM emissions.<sup>13,14</sup> The program has established guidelines and criteria for the funding of emissions reduction projects.

Here, the proportionality of the mitigation to the air quality impact is based on the existing Carl Moyer Program cost-effectiveness criteria and a 5 percent administrative fee. For any NO<sub>x</sub> emissions still exceeding the city's significance thresholds after implementation of the offset program, the SFPUC would implement the other part of this mitigation measure through payment of the offset fee, which has a clear nexus between the project's construction-related air quality impacts and the BAAQMD's authority to implement emission reduction projects as part of the Carl Moyer Program. Therefore, the offset fee would be "roughly proportional" to the construction-related air quality impacts, using the offset funding equation of no less than \$30,000 per weighted ton of NO<sub>x</sub> and a 5 percent administrative fee. The amount of \$30,000 will be adjusted to reflect annual California Consumer Price Index adjustments between 2017 and the estimated first year of exceedance. The following text in Mitigation Measure M-AQ-1b (2) of Draft EIR (page 4.8-51) has been revised to reflect the updated funding equation (new text is shown in double underline and deleted text is indicated with ~~striketrough~~):

- "2. Pay a mitigation offset fee to the Bay Area Air Quality Management District's (BAAQMD) Bay Area Clean Air Foundation (Foundation) in an amount to be determined at the time of the impact. The mitigation offset fee will be no less than ~~\$18,030~~ \$30,000 per weighted ton of ozone precursors per year requiring emissions offsets plus an administrative fee of no less than 5 percent, to fund one or more emissions reduction projects within the SFBAAB. The \$30,000 will be adjusted to reflect annual California Consumer Price Index adjustments between 2017 and the estimated first year of exceedance. This fee will be determined by the Planning Department in consultation with the SFPUC and BAAQMD and based on the type of projects available at the time of impact. This fee is intended to fund emissions reduction projects to achieve reductions of 2.3 tons per year of ozone precursors."

<sup>13</sup> The following equation is used to calculate the Weighted Emissions Reductions: Weighted Emissions Reductions = NO<sub>x</sub> reductions (tons/year) + ROG Reductions (tons/year) + (20 × (PM Reductions (tons/year))).

<sup>14</sup> At the time the Draft EIR was circulated, the mitigation offset fee specified in the Carl Moyer Program Guidelines was \$18,030, but the fee amount was in the process of being increased to \$30,000. This increase was approved by the California Air Resources Board on April 27, 2017 and it was included in the 2017 revisions to the guidelines dated June 20, 2017. (California Air Resources Board, *Carl Moyer Program Guidelines 2017 Revisions, Volume I, Program Overview, Program Administration and Project Criteria*, updated June 20, 2017, pp. I and 1-6. Available online at [https://www.arb.ca.gov/msprog/moyer/guidelines/2017gl/2017\\_gl\\_chapter\\_1.pdf](https://www.arb.ca.gov/msprog/moyer/guidelines/2017gl/2017_gl_chapter_1.pdf).)

The San Francisco Planning Department met with the BAAQMD on June 14, 2017 and discussed the BAAQMD's suggestion that a higher fee may be warranted to reduce project emissions to a less-than-significant level and found that the BAAQMD could not establish that an increased rate beyond that of the Carl Moyer Program plus a 5 percent administrative fee could meet the "rough proportionality" standard required under CEQA. The Carl Moyer fee structure was reviewed and updated by the California Air Resources Board (CARB) in April 2017 and became fully implemented on June 20, 2017.<sup>15</sup> The offset rate specified in the above revised Mitigation Measure M-AQ-1b (Emission Offsets) is consistent with the rate established in the Carl Moyer Program.

### ***Consideration of Alternative Mitigation Measures***

During the development of Mitigation Measures M-AQ-1a and M-AQ-1b, multiple mitigation approaches were considered. Additional mitigation strategies considered during the environmental review process included requiring the use of all Tier 4 engines in construction equipment and requiring that 100 percent of haul trucks have 2010 or newer engines. Requiring the use of all Tier 4 engines was determined to be infeasible due to the unavailability of some off-road equipment types. The infeasibility of requiring 100 percent of haul trucks to have 2010 or newer engines is described above under the heading *Engine Requirements for Haul Trucks*.

As indicated on page 6-7, the Draft EIR did not identify any feasible alternatives to avoid or substantially reduce the severity of the BDFP's significant and unavoidable construction air quality impacts beyond Mitigation Measures M-AQ-1a and M-AQ-1b. Implementation of Mitigation Measures M-AQ-1a and M-AQ-1b could indeed reduce the project's NOx impact to a less-than-significant level during all five years of project construction, but because the availability of sufficient NOx offset opportunities is uncertain and may require an agreement with a third party, this impact was determined to be *significant and unavoidable with mitigation* (Draft EIR page 4.8-48).

### ***Need for Additional Mitigation to Address Health Risks from NOx Emissions***

Several commenters express concerns over the health risks from the "significant and unavoidable" impact during two of the five years of construction due to excessive NOx emissions. The commenters request further explanation of, or suggest, additional mitigation measures, such as a robust air quality monitoring and reporting plan, notification of residents, plans for "sheltering in place" on days with extremely poor air quality, and enrolling fenceline residents in the area in a long-term health study.

As discussed in the Draft EIR, the SFPUC would implement several measures (see Mitigation Measure M-AQ-1a) to reduce NOx beyond what is already required by the Clean Construction Ordinance. These include the use of equipment that meets the following emissions controls: equipment with engines greater than or equal to 140 horsepower must meet Tier 4 final standards; equipment with engines less than 140 horsepower must meet Tier 2 standards and be equipped with diesel particulate filters; at least 80 percent of haul trucks (i.e., trucks used to

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<sup>15</sup> *Ibid.*

remove or deliver backfill soil, excavated soil, and demolition debris) used must have 2010 or newer engines; and all diesel haul trucks and off-road equipment must use renewable diesel. These emission controls would reduce total NOx emissions by approximately 75 percent beyond what is required by the Clean Construction Ordinance.

The Draft EIR (page 4.8-49) identifies Impact AQ-1 as significant and unavoidable even with the implementation of Mitigation Measures M-AQ-1a and M-AQ-1b. This finding is based upon acknowledgement that implementation of an emissions offset project would either: (1) be conducted by the BAAQMD but would therefore be dependent in part on the actions of a third party and not fully within the control of the SFPUC, or (2) be implemented by the SFPUC, but sufficient direct SFPUC offset opportunities have not been fully verified. Thus, at this time, the appropriate conclusion is that the impact is significant and unavoidable with mitigation. Note that an offset project(s) would be imposed on, and thus be binding to, the SFPUC through adoption and implementation of Mitigation Measure AQ-1b. Such a project(s) would be implemented to offset the portion of NOx emissions that would exceed the threshold level, and would be designed to fully mitigate the project's impact during the first and third construction years, as explained on Draft EIR pages 4.8-46 and 4.8-48. Therefore, it is likely that NOx emissions would ultimately be mitigated to a less-than-significant level.

While direct SFPUC offset opportunities have not been fully verified, the SFPUC has evaluated and recommends those listed below in **Table 10.6-1**. If verified and approved, these opportunities could sufficiently offset the estimated NOx exceedances during construction years 1 and 3.

**TABLE 10.6-1**  
**SFPUC-RECOMMENDED POTENTIAL OFFSET PROJECTS**

Department	Offset Opportunity	Offset Amount
SFPUC	Headworks Renewable Diesel <sup>a</sup>	1.24 tons over 5 years
Wastewater Enterprise	Trailer Generator Emergency Light Replacement <sup>b</sup>	0.21 tons/year
	Southeast Community Facility Generator Replacement <sup>c</sup>	0.08 tons/year
City Distribution Division	2000 Maingang Truck Replacement <sup>d</sup>	0.42 tons/year
	2000 Maingang Truck Replacement <sup>d</sup>	0.42 tons/year

NOTES:

- <sup>a</sup> The Headworks Project at the Southeast Plant would be updated to use renewable diesel in all construction years, rather than only Year 5 as originally planned.
- <sup>b</sup> An existing emergency light powered by a generator would be replaced with calendar year 2017 equivalent equipment. Emissions offsets calculated assuming the new equipment would operate at historical or permitted levels and that engine operational hours would occur evenly over all years of equipment operation.
- <sup>c</sup> An existing Southeast Community Facility emergency generator would be replaced with a Tier 2 engine. Emissions offsets calculated assuming the new equipment would operate at historical or permitted levels and that engine operational hours would occur evenly over all years of equipment operation.
- <sup>d</sup> Two existing year 2000 Maingang trucks would be replaced with calendar year 2017 equivalent equipment. Emissions offsets calculated assuming the new equipment would operate at historical levels and that odometer mileage would occur evenly over all years of equipment operation.

SOURCE: Memo from Karen Frye, SFPUC, BDFP Environmental Project Manager, to Carolyn Chiu, SFPUC, BDFP Project Manager, regarding Air Quality NOx Offsets for the Biosolids Digester Facilities Project, February 12, 2018.

NO<sub>x</sub> is comprised of nitrogen dioxide (NO<sub>2</sub>) and nitric oxide (NO) emissions. Only the NO<sub>2</sub> component of NO<sub>x</sub> is recognized as being capable of causing harm to people. Regarding the health impacts of NO<sub>2</sub> emissions, the BAAQMD CEQA significance standards do not require an evaluation of localized impacts for NO<sub>2</sub> emissions because the entire state is in attainment for NO<sub>2</sub>, and non-attainment of local NO<sub>2</sub> ambient air standards is not expected. In fact, since 1998, there have been no non-attainment areas for NO<sub>2</sub> in the United States.<sup>16</sup> As shown in Draft EIR Table 4.8-1 (page 4.8-5), the NO<sub>2</sub> 1-hour standard was only exceeded one time between 2011 and 2015 at the BAAQMD Monitoring Station at 10 Arkansas Street, approximately 1.5 miles from the project. Therefore, despite all of the NO<sub>2</sub> emissions sources in the city, including vehicle emissions and other industrial sources, the NO<sub>2</sub> standards are not easily exceeded.

Although localized concentrations of NO<sub>2</sub> are not specifically considered a potential CEQA significant impact by the BAAQMD, the BAAQMD does have a total mass emissions rate standard (in units of tons per year) for NO<sub>x</sub>, of which NO<sub>2</sub> is a component. This emissions standard is put in place to ensure that project emissions of NO<sub>x</sub> are considered, as NO<sub>x</sub> is a precursor to ozone (in combination with volatile organic compounds [VOC] and sunlight).

San Francisco is in non-attainment for the 1-hour ozone standard and marginal non-attainment for the 8-hour ozone standard. As discussed in Draft EIR Section 4.8.1.3 (page 4.8-4), ozone is formed downwind of where its components are formed; therefore, the health impacts of ozone are not necessarily experienced by receptors immediately adjacent to emissions of NO<sub>x</sub>. In response to the comment regarding the potential for implementing a shelter-in-place program or other emergency procedures, these programs are typically not used or warranted for NO<sub>x</sub> emissions, since health impacts from NO<sub>2</sub> are typically mild. While the health effects of high concentrations of NO<sub>2</sub> can include an increased risk of acute and chronic respiratory disease and reduced visibility, since 1998 there have been no non-attainment areas for NO<sub>2</sub> in the United States, as noted earlier. The standards for attainment areas are set at levels to protect public health and the environment.

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## **Comment AQ-5: Additional Mitigation to Address Operational Criteria Air Pollutant Impacts**

This response addresses the following comment, which is quoted below:

A-BAAQMD.8

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“At the time of the review of this DEIR, the Air District has not yet received a permit application for an Authority to Construct for this project because the SFPUC is still designing this facility. In light of your pending equipment choices and their impacts on your emissions estimates, we recommend that SFPUC seek quotes for a selective catalytic reduction system

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<sup>16</sup> United States Environmental Protection Agency (USEPA), Green Book Nitrogen Dioxide (1971) Area Information, 2016. Available online at <https://www.epa.gov/green-book/green-book-nitrogen-dioxide-1971-area-information>. Accessed on January 23, 2018.

and/or low-NO<sub>x</sub> burners to determine whether a lower NO<sub>x</sub> limit is technologically feasible and cost-effective, particularly given that the proposed NO<sub>x</sub> limit for the turbine/duct burner (i.e., 25 ppm @ 15% oxygen) is based on a BACT determination from 1999. We recommend that the facility request emission factors and guarantees from the manufacturer for each planned piece of combustion equipment as an alternative to using the emission factor of 3.2E-3 kg methane/MMBtu from Table C-2 of 40 CFR 98. We recommend that the facility determine whether the new thermal hydrolysis process will increase precursor organic compounds in the biogas.” (Jean Roggenkamp, BAAQMD, Letter, July 28, 2017)

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## Response AQ-5

The commenter asks whether a selective catalytic reduction (SCR) system or low NO<sub>x</sub> burners are technologically feasible and cost-effective, particularly given that the proposed NO<sub>x</sub> limit for the turbine/duct burner is based on a Best Available Control Technology determination from 1999. The commenter recommends that the SFPUC request emission factors and guarantees from the manufacturer for each piece of combustion equipment instead of using the specified emission factor. The commenter also recommends that the SFPUC determine whether the new thermal hydrolysis process (THP) would increase precursor organic compounds in the biogas.

The project’s power-generating equipment (turbine) would be the primary combustion equipment proposed. Other combustion equipment would include the boilers and waste gas burners, both of which would only operate when the turbine is not operating, and the emergency generator, which would operate during emergencies and for limited testing. Two rounds of evaluation were conducted to determine alternatives for the combined heat and power facilities in the SFPUC’s Combined Heat and Power Alternatives Analysis, Decision Technical Memorandum, dated December 2015.<sup>17</sup> In the first round, three combined heat and power alternatives were evaluated and compared: an internal-combustion engine, a mid-size gas turbine, and a small gas turbine. As described in the memo, most municipal wastewater combined heat and power installations use internal-combustion engines because of their high electrical efficiency. However, the water pollution control plant has two unique drivers that may make gas turbines a more viable combined heat and power alternative: (1) the need for steam generation, and (2) the need to meet stringent air emission limits. Gas turbines have higher exhaust flows and thus a greater ease of steam generation and lower air emissions compared to internal-combustion engines. The second round evaluated hybrid alternatives to complement the gas turbine to provide 100 percent biogas utilization over the planning period. Three hybrid alternatives were evaluated: gas turbine plus microturbines, gas turbine plus small internal-combustion engine, and gas turbine plus large internal-combustion engine. Factors considered in the selection of the power-generating equipment included financial factors and non-financial factors (chemical usage and hazardous waste generation, level of operating complexity, system maturity and reliability, level of maintenance required, footprint, load variation adaptability, backup power, regulatory compliance, and adaptability to future

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<sup>17</sup> This memorandum is presented in Appendix B of the *BDFP Conceptual Engineering Report*, (SFPUC, March 2016). The Conceptual Engineering Report is available for public review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2015-000644ENV and can be made available electronically on request.

regulatory changes). The financial comparison was relatively equal among the alternatives considered. The proposed type of turbine (a recuperated turbine with a low NO<sub>x</sub> combustor) was recommended and selected primarily because of the lower air emissions and simpler operations and maintenance compared to other alternatives. The addition of selective catalytic reduction (SCR) to further reduce NO<sub>x</sub> was considered for the turbine exhaust. Based on the technical evaluation, an SCR was not included with the turbine exhaust system because it would provide minimal reduction of NO<sub>x</sub> emissions while potentially increasing PM<sub>2.5</sub> emissions.<sup>18</sup>

For the analysis in the Draft EIR, the NO<sub>x</sub> emission factors used for the turbine, microturbines, and waste gas burners are from manufacturer specifications. The NO<sub>x</sub> emission factors used for the emergency diesel engine and the boilers are based on limits of Best Available Control Technology from 2010 and 1993, respectively. Although the boiler limits are from 1993, they are the BAAQMD's BACT (Best Available Control Technology or currently accepted) limits.<sup>19</sup>

In response to BAAQMD's recommendation, the SFPUC obtained a NO<sub>x</sub> emission factor warranty from the turbine manufacturer.<sup>20</sup> The updated NO<sub>x</sub> emission factor identified in the warranty is 20 parts per million (ppm) based on proposed operational conditions, which is lower than the 25 ppm emission factor used in the Draft EIR analysis. With the updated NO<sub>x</sub> emission factor, the Project's turbine-related NO<sub>x</sub> emissions would be 4.5 tons per year lower than reported in the Draft EIR during both full operational scenarios (2023 and 2045). **Table 10.6-2** presents the project's net operational NO<sub>x</sub> emissions (project emissions minus existing [2014] emissions) for both NO<sub>x</sub> emission factors. As shown, the lower NO<sub>x</sub> emission factor results in no net increase in NO<sub>x</sub> emissions when compared to existing (2014) conditions, which also responds to the commenter's concerns regarding the project's increase in operational emissions included in Comment AQ-1.

The emission factor of 3.2E-3 kg methane/MMBtu referenced by the commenter was used to estimate methane emissions that, together with carbon dioxide (CO<sub>2</sub>) and nitrous oxide (N<sub>2</sub>O), comprise the total greenhouse gas (GHG) emissions from the combustion sources at the facility (turbine, microturbines, waste gas burners, and boilers). This is the method the facility is required to use to report GHG emissions to the state through the California Mandatory Reporting of Greenhouse Gas Emissions regulation (Title 17 California Code of Regulations, Sections 95100-95158).

<sup>18</sup> Memo from Tracy Stigers, Vice President of Brown and Caldwell, BDFP Consultant Team, to Carolyn Chiu, SFPUC, regarding Draft Environmental Impact Report (EIR) Comment Response related to a selective catalytic reduction (SCR) system, November 8, 2017.

<sup>19</sup> Bay Area Air Quality Management District, Best Available Control Technology (BACT) Guideline, Boiler or Water Heater – Landfill or Natural Gas, Revision 2, April 21, 1993. Available online at <http://www.baaqmd.gov/~media/files/engineering/bact-tbact-workshop/combustion/17-5-1.pdf?la=en>.

<sup>20</sup> Leslie Witherspoon, Solar Turbines Incorporated, personal communication regarding NO<sub>x</sub> Emissions Warranty for the Digester Gas Fired *Mercury* 50 with Steven Scott, Black & Veatch, December 18, 2017.



**TABLE 10.6-2**  
**NET CHANGE IN TURBINE-RELATED NO<sub>x</sub> EMISSIONS USING EMISSION FACTOR WARRANTY**

Turbine NO <sub>x</sub> Emission Factor	Project's Net Operational NO <sub>x</sub> Emissions Compared to Existing (2014) Conditions (tons/year)	
	2023	2045
25 ppm NO <sub>x</sub>	1.8 <sup>a</sup>	2.6 <sup>a</sup>
20 ppm NO <sub>x</sub>	-2.7 <sup>b</sup>	-1.9 <sup>b</sup>

## NOTES:

<sup>a</sup> Draft EIR Table 4.8-10 and Table 14 in the *Air Quality Technical Report, Biosolids Digester Facilities Project Draft EIR*.

<sup>b</sup> Revised emissions using the same methodology as specified in the AQTR based on emissions factor identified by Leslie Witherspoon, Solar Turbines Incorporated, personal communication regarding NO<sub>x</sub> Emissions Warranty for the Digester Gas Fired *Mercury 50* with Steven Scott, Black & Veatch, December 18, 2017.

SOURCE: Brown and Caldwell, SFPUC BDFP NO<sub>x</sub> Emissions Fact Sheet, February 12, 2018.

An increase of precursor organic compounds due to the proposed thermal hydrolysis process is not anticipated. The proposed thermal hydrolysis process is a digestion pre-treatment process that combines high temperature and high pressure followed by rapid decompression, making the solids more biodegradable and allowing for higher methane production during the subsequent anaerobic digestion process. The proposed thermal hydrolysis process could potentially result in a small increase in organic compounds in the biogas compared to the existing process; however, the biogas (along with any organics present in the biogas) is combusted in subsequent processes (e.g., turbine, boilers and/or duct burner, with waste gas burners as backup) and only the combustion products are emitted to the atmosphere. Combustion results in approximately 99 percent oxidation of the volatile organic compounds within the biogas. In addition, the precursor organics represent a *de minimis* (i.e., very minimal) fraction of the biogas, which is almost entirely methane and carbon dioxide. Lastly, the digester gas is treated to remove hydrogen sulfide, moisture, and siloxanes prior to combustion. Residual hydrogen sulfide removal would be accomplished via adsorption on an iron sponge media. Siloxane removal would be accomplished via adsorption to granular activated carbon or an alternate media, which would also likely remove the majority of the volatile organic compounds present, prior to combustion. For these reasons, higher emissions of precursor organic compounds are not anticipated compared to the existing processes.<sup>21</sup>

<sup>21</sup> Memo from Tracy Stigers, Vice President of Brown and Caldwell, BDFP Consultant Team, to Carolyn Chiu, SFPUC, regarding Draft Environmental Impact Report (EIR) Comment Response related to the thermal hydrolysis process (THP), September 21, 2017.

## Comment AQ-6: Odor Issues

This response addresses the following comments, which are quoted below:

A-BAAQMD.11

O-Greenaction.1

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"As a final note, we noticed a statement on p. 4.8-29 of the DEIR that" ... based on the odor complaint history, the [Air District] does not consider the SEP to be a significant source of odors in the area." While the number of odor complaints has not resulted in designation of the SEP as a significant source of odors and although the project will improve odor control for biosolids digestion, the entirety of the treatment works is still considered a potentially significant odor source by the Air District." (Jean Roggenkamp, BAAQMD, Letter, July 28, 2017)

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"We are pleased to start by acknowledging a potential benefit to the community from this project. The replacement and relocation of the decades-old digesters has the potential to reduce odiferous volatile organic compounds (aka "odors") for people who live adjacent to the plant along Phelps Avenue. While applauding this effort, we would be remiss not to point out that the biodigesters are responsible for only some of the odor from the Southeast Plant. We remain concerned about the odors emanating from the overall plant and its impact on the community. Given that wastewater processing is expected to increase 20 percent under the 2045 scenario reviewed in the draft EIR, we are concerned that odors emanating from the primary treatment portion of the Southeast Plant will get worse, particularly for the immediate neighbors. If this project is meant to decrease odors, we strongly recommend that SFPUC consider the net odors from the overall plant in light of the expected 20 percent increase in wastewater processing by 2045. From the standpoint of odor control, it is convenient but problematic to frame this project as related to only one portion of the Southeast Plant. We encourage SFPUC to look at overall odors as part of its final EIR." (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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## Response AQ-6

In the first comment above, the BAAQMD indicates that, although the number of odor complaints has not resulted in designation of the water pollution control plant as a significant source of odors and the project would improve odor control for biodigestion, the BAAQMD still considers the entire water pollution control plant a potentially significant odor source.

In response to this comment, the following text on Draft EIR page 4.8-29 has been revised (new text is shown in double underline and deleted text is indicated with ~~striketrough~~):

"The BAAQMD is also the agency responsible for investigating and controlling odor complaints in the area. The BAAQMD enforces odor control by helping the public document a public nuisance. Upon receipt of a complaint, the BAAQMD sends an investigator to interview the complainant and to locate the odor source if possible. The BAAQMD typically brings a public nuisance court action when there are a substantial number of confirmed odor events within a 24-hour period. An odor source with five or

more confirmed complaints per year averaged over three years is considered to have a substantial effect on receptors. As indicated above (under *Odor Incidents*), the BAAQMD has received two confirmed odor complaints regarding odor at the SEP over the six-year period from January 1, 2009 through October 22, 2015. Thus, ~~based on~~ the odor complaint history at the Southeast Water Pollution Control Plant has not resulted in its designation by the BAAQMD does not consider the SEP to be as a significant source of odors in the area. Nonetheless, the BAAQMD still considers the entirety of the treatment works at the water pollution control plant to be a potentially significant odor source.<sup>52a, 52b</sup>

<sup>52a</sup> Roggenkamp, Jean, Bay Area Air Quality Management District. Letter to Tim Johnson, July 28, 2017.

<sup>52b</sup> The term “significant” in this paragraph refers to BAAQMD’s assessment of the odor source, and is not the same as impact significance as defined under CEQA.

The revisions presented above do not alter the analysis or conclusions presented in the EIR because the BDFP is designed to reduce odors compared to existing conditions. The BDFP would replace existing odor control facilities with new facilities that include technologies identified by the BAAQMD as effective in reducing odor impacts from wastewater treatment plants (as discussed on Draft EIR page 4.8-68). The BDFP would also be designed to limit noticeable odors from BDFP facilities to the Southeast Plant property boundary, quantified as the 5 D/T criterion with 99 percent compliance based on a 1-hour average (as discussed on Draft EIR page 4.8-41).

The second comment acknowledges a potential benefit to the community in terms of reducing odors from solids processing, expresses concern about odors from the overall plant, and requests that the SFPUC and the EIR consider the net effect on odors from the water pollution control plant as a whole be considered in light of a projected 20 percent increase in wastewater processing by 2045.

As indicated on Draft EIR page 2-17, one of the goals of Sewer System Improvement Program is to limit plant odors to within the treatment facility’s fenceline. Consistent with this goal, the SFPUC is incorporating odor control into many of the projects planned at the water pollution control plant. Regarding primary treatment in particular, the Primary/Secondary Clarifier Upgrades project at the water pollution control plant (described on Draft EIR page 4.8-77) includes installing odor control design features (covers, ventilation system) to reduce odors emanating from those facilities. The Draft EIR (pages 4.8-76 to 4.8-80) includes an evaluation of future cumulative odor conditions in the vicinity of the water pollution control plant. Future odor conditions were assessed based on a determination of how proposed changes at the Southeast Plant (i.e., the projects listed in Table 4.1-1, Draft EIR pages 4.1-6 to 4.1-15, in combination with the BDFP) could change existing odor conditions. Factors considered included whether odor incidents had been attributed to the water pollution control plant facilities with which each project was associated, and project characteristics, including whether odor control was proposed as part of the project’s design (as is the case with the BDFP). The results, presented in Table 4.8-16 (Draft EIR pages 4.8-77 and 4.8-78), indicate that none of the projects would be expected to worsen existing odor conditions and some projects are expected to improve odor conditions. In addition to the qualitative assessment described above, as described on Draft EIR page 4.8-76, dispersion modeling was conducted for the BDFP in combination with the Headworks Replacement and Primary/Secondary Clarifier Upgrades projects; both of those projects involve

modifications to and/or replacement of facilities associated with existing odor sources, which would improve odor conditions. Figure 4.8-6 (Draft EIR page 4.8-79) presents the results of the dispersion modeling in terms of predicted future cumulative odor concentrations in the vicinity of the water pollution control plant, and reflects a predicted improvement in future cumulative odor conditions in the area compared to existing conditions.

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## Comment AQ-7: Mitigation to Reduce GHG Impacts

This response addresses the following comment, which is quoted below:

A-BAAQMD.5

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“To mitigate its greenhouse gas emissions, the project states that “all diesel haul trucks and offroad equipment must use renewable diesel” (p. 4.8-46) as part of Mitigation Measure M-AQ-1a. We recommend or affirm the use of this mitigation approach for both municipally-owned and contractor-owned equipment in this project. Further, we recommend that this standard be extended to any portable diesel engines used in this project and to the backup generator installed in this project.” (Jean Roggenkamp, BAAQMD; letter, July 28, 2017)

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## Response AQ-7

The commenter affirms the use of renewable diesel for haul trucks and off-road equipment and recommends that the SFPUC consider the use of renewable diesel in portable diesel engines and backup generators associated with this project. The purpose of requiring use of renewable diesel in all diesel-powered haul trucks and off-road equipment in Mitigation Measure M-AQ-1a is to reduce the project’s NOx emissions, although reducing GHG (and ROG and particulate matter) emissions would be an added benefit. The use of renewable diesel in haul trucks and off-road equipment as part of Mitigation Measure M-AQ-1a results in emissions reductions of 5.3%, 0.27%, 15.5% and 15.6% for NOx, ROG, PM10, and PM2.5, respectively. The GHG emissions reductions associated with the use of renewable diesel are not specifically quantified here, as renewable diesel GHG benefits are the result of the full lifecycle of the fuel, and greatly depend on the feedstock source. However, for reference, the lifecycle analysis of renewable diesel under the Low Carbon Fuel Standard showed reductions in GHGs of about 15% to 80% depending on feedstock source.<sup>22</sup> With implementation of this mitigation measure, all portable diesel generators (municipally-owned and contractor equipment) used in construction would be required to use renewable diesel (they are included in the reference to “off-road equipment” in this mitigation measure) and this is reflected in air quality modeling results under the mitigated condition (see Draft EIR Table 4.8-9, page 4.8-47). With respect to operational emissions, the project’s criteria pollutant emissions were determined to be less than significant (see Draft EIR Table 4.8-10, page 4.8-53). Although renewable diesel was not

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<sup>22</sup> California Environmental Protection Agency, Staff Report, Multimedia Evaluation of Renewable Diesel, May 2015, pg 9. Available online at [https://www.arb.ca.gov/fuels/diesel/altdiesel/20150521RD\\_StaffReport.pdf](https://www.arb.ca.gov/fuels/diesel/altdiesel/20150521RD_StaffReport.pdf).

assumed to be used in the project's backup generators in the air quality modeling effort, the SFPUC has indicated that it would be used in backup generators because SFPUC Operations obtains diesel from the city's fill stations, and all of these stations provide renewable diesel for portable and stationary generators. Therefore, the less-than-significant criteria pollutant emissions that were identified in the Draft EIR for operation of backup generators would be even lower than estimated and would result in a secondary benefit of reduced GHG emissions because renewable diesel would be used. This less-than-significant impact (Impact AQ-2) would continue to be less than significant with use of renewable diesel in backup generators.

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## Comment AQ-8: Inclusion of Air Quality Technical Report and Diesel Equipment Compliance Requirements

This response addresses the following comments, which are quoted below:

A-BAAQMD.1

A-BAAQMD.10

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"Air District staff want to compliment the City for producing a high-quality report that thoughtfully and meticulously explores air quality concerns. We find the separate air quality technical report (AQTR) quite helpful in understanding assumptions about impacts and recommend including it or key portions of it as an appendix in the final environmental impact report (FEIR)." (Jean Roggenkamp, BAAQMD, Letter, July 28, 2017)

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"The Air District also wants to assure that diesel equipment used in this project complies with applicable registration requirements. Off-road diesel-powered equipment greater than 25 horsepower must be registered in the Diesel Off-Road On-line Registration System (DOORS) Database and display an Equipment Identification Number (EIN). Portable diesel-powered equipment must be permitted by the Air District as part of the Portable Equipment Registration Program (PERP), and we encourage SFPUC to pick the lowest emission equipment available for this project." (Jean Roggenkamp, BAAQMD, Letter, July 28, 2017)

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## Response AQ-8

The comment regarding the quality of the report is acknowledged.

The BAAQMD's recommendation that the entire *Air Quality Technical Report, Biosolids Digester Facilities Project Draft EIR* (AQTR) or key portions of it be included as an appendix to the Final EIR is noted. In its efforts to balance CEQA requirements for clear and concise yet sufficiently detailed information about potential environmental effects of a given project, the city selects the key information from such technical analyses for inclusion in the EIR section itself. The AQTR is part of the administrative record for the EIR and, as indicated in the Draft EIR (pages 4.8-9, 4.8-34, 4.8-38, 4.8-44, 4.8-58, and 4.8-60), is available for public review at the San Francisco Planning Department.

In response to this comment, the San Francisco Planning Department has also made the AQTR available online at: [http://sfmea.sfplanning.org/SFPUC%20SEP%20Biosolids\\_AQTR\\_2017-03-10.pdf](http://sfmea.sfplanning.org/SFPUC%20SEP%20Biosolids_AQTR_2017-03-10.pdf).

The BAAQMD also requests assurance that diesel equipment would comply with the specified registration requirements where applicable. If the project is approved, the SFPUC would comply with all applicable registration requirements and regulations.

With respect to the BAAQMD's encouragement for the SFPUC to pick the lowest emission equipment available, the San Francisco Clean Construction Ordinance requires contractors on city public works projects (like the BDFP) to use equipment that meets or exceeds Tier 2 standards for off-road engines and operates with the most effective CARB verified diesel emission control strategy available for the engine. In addition, the ordinance prohibits the use of portable diesel engines where access to alternative sources of power is available (see Draft EIR page 4.8-32 for details). Mitigation Measure M-AQ-1a requires contractors to meet even more restrictive emissions standards, thereby requiring use of the lowest emission equipment available for most engine sizes. All off-road equipment with larger engines (greater than or equal to 140 horsepower) must meet Tier 4 Final off-road emission standards, while equipment with smaller engines (less than 140 horsepower) must meet or exceed Tier 2 off-road emission standards and be equipped with diesel particulate filters, which is equivalent to a Level 3 verified diesel emission control strategy. Revisions to Mitigation Measure M-AQ-1a presented in **Response AQ-4** would further encourage the use of the lowest emission equipment in all haul trucks. The combination of the ordinance requirements and Mitigation Measures M-AQ-1a and M-AQ-1b would encourage use of low emission equipment for the project.

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## 10.7 Hydrology and Water Quality

The comment and corresponding response in this section relates to the topics of hydrology and water quality, evaluated in Draft Environmental Impact Report (EIR) Section 4.16. The comment addresses the topic of sea level rise.

### Comment HY-1: Sea Level Rise

This response addresses the following comment, which is quoted below:

A-SWRCB.2

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“In section 4.16.1.5 regarding Sea Level Rise, on page 4.16-8, it states, “The sea level at the San Francisco tidal gauge has risen approximately 0.8 inches per year since 1897, resulting in about 0.6 foot of sea level rise between that time and 2015.” Please clarify if this should be corrected to 0.08 (0.076) inches per year.” (Susan Stewart, State Water Resources Control Board; letter, June 16, 2017)

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### Response HY-1

The commenter is correct; the sea level at the San Francisco tidal gauge has risen approximately 0.08 inch per year since 1897. Accordingly, the first sentence on Draft EIR page 4.16-8 is revised as follows (deleted text is shown in strikethrough; new text in double-underline):

“...risen approximately 0.08 inch per year since 1897, resulting in about 0.68 foot of sea level rise between that time and 2015.”

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## 10.8 Hazards and Hazardous Materials

The comments and corresponding responses in this section relate to the topic of hazards and hazardous materials, evaluated in Draft Environmental Impact Report (EIR) Section 4.17. For ease of reference, these comments are grouped into the following issues that the comments raise:

- HZ-1: Asbestos
- HZ-2: Hazards to San Francisco Wholesale Produce Market and Community

### Comment HZ-1: Asbestos

This response addresses the following comment, which is quoted below:

A-BAAQMD.9

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“To assure that demolition associated with this project complies with Air District Regulation 11, Rule 2, this project may need to take multiple actions, which include but are not necessarily limited to a thorough asbestos survey by a certified asbestos consultant, removal of all regulated asbestos present, and a renovation and/demolition notification. We also observe that the SEP is within one quarter mile of the geologic ultramafic unit (JSP) on the Naturally Occurring Asbestos (NOA) geologic map of the area. Accordingly, we recommend that soil analysis be conducted to determine whether NOA is present where soil surfaces would be disturbed. Presence of NOA may trigger applicability of the Asbestos Airborne Toxic Control Measure (ATCM) for Construction, Grading, Quarrying and Surface Mining Operations (CCR Title 17 Section 93105) and require dust mitigation measures, reporting, and submission of an Asbestos Dust Mitigation Plan. Should no NOA be found, the Air District recommends that construction dust best management practices (BMP) be implemented to control any fugitive dust during the construction phases.” (Jean Roggenkamp, Bay Area Air Quality Management District, Letter, July 28, 2017)

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### Response HZ-1

This comment refers to requirements for the evaluation and investigation of asbestos that may be present in buildings that would be demolished under the project and naturally occurring asbestos that could be encountered in the soil that is excavated. Each of these is described below.

#### *Asbestos in Building Materials*

Draft EIR Section 4.17, Hazards and Hazardous Materials, describes Bay Area Air Quality Management District (BAAQMD) Regulation 11, Rule 2 (Asbestos Demolition, Renovation, and Manufacturing). Draft EIR pages 4.17-14 and 4.17-15 describe notification requirements for demolition work that may encounter asbestos-containing materials, and requirements for asbestos surveys and abatement. As discussed in Impact HZ-2 (Draft EIR page 4.17-27), the San Francisco Public Utilities Commission (SFPUC) would implement these regulatory requirements prior to demolition of any structures. Implementation of these requirements would ensure that impacts

related to encountering asbestos in building materials would be less than significant and no mitigation is necessary.

### ***Naturally Occurring Asbestos***

As discussed in Draft EIR Section 4.15, Geology, Soils, and Paleontological Resources (beginning on page 4.15-2), the geologic materials beneath the project site within which excavation is proposed (from shallowest to deepest) include artificial fill, young bay mud, and the upper layered sediments. Because neither young bay mud nor the upper layered sediments are ultramafic rock types, they would not likely contain naturally occurring asbestos. As discussed in Draft EIR Section 4.17, Hazards and Hazardous Materials (page 4.17-10), environmental investigations for each portion of the project site (i.e., the Southeast Water Pollution Control Plant, Central Shops, and Asphalt Plant) included analysis of the fill materials for naturally occurring asbestos. The samples were analyzed using California Air Resources Board Method 435 for the determination of asbestos content of serpentine aggregate, which has a detection limit of 0.25 percent asbestos. None of the soil samples analyzed contained asbestos at concentrations greater than 0.25 percent.<sup>1</sup> Naturally occurring asbestos was not identified in the near-surface soil samples from within the Pier 94 Backlands collected during a 2012 site investigation.<sup>2</sup>

Draft EIR Section 4.17, Hazards and Hazardous Materials, describes the Asbestos Airborne Toxic Control Measure (ATCM) and its relevance to the project. As discussed on Draft EIR page 4.17-15, the Asbestos ATCM would not apply to the project because no soil containing greater than 0.25 percent asbestos would be excavated or otherwise disturbed during construction at the project site or during grading to prepare the staging areas on Port of San Francisco property at Piers 94 and 96 and the Pier 94 Backlands.<sup>3</sup> Regardless, the project would implement construction dust best management practices for dust control in accordance with San Francisco's Dust Control Ordinance codified in Article 22B of the San Francisco Health Code. The dust control plan prepared in accordance with this ordinance would be subject to review and approval by the San Francisco Department of Public Health as described on Draft EIR page 4.17-31.

Based on this information, additional analysis of naturally occurring asbestos is not required and the Asbestos ATCM does not apply to project-related construction activities; the EIR already addresses the appropriate requirements for dust monitoring in areas that do not contain naturally occurring asbestos.

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<sup>1</sup> Biosolids Digester Facilities Project (BDFP) Consulting Team, Environmental Site Investigation Report for San Francisco Department of Public Health Article 22A Compliance, May 2016.  
<sup>2</sup> T&R/RYCG, *Site Investigation Report, Pier 94 Backland Improvements and Amador Street Sanitary Pump Station, San Francisco, California*, June 15, 2012.  
<sup>3</sup> BDFP Consulting Team, Environmental Site Investigation Report for San Francisco Department of Public Health Article 22A Compliance, May 2016.

## Comment HZ-2: Hazards to San Francisco Wholesale Produce Market and Community

This response addresses the following comments, which are quoted below:

O-SFWPM-2.5

O-SFWPM-2.6

O-BRITE.5

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### **"C. Hazards and Hazardous Materials Impacts**

"The DEIR's inadequacies with respect to its hazards and hazardous materials analysis are similar to, and potentially even more troubling than, its air quality analysis. The DEIR does not discuss the potential impacts of hazardous materials on the Market or the SFWPM Project. This failure to consider that the Market's operations could be significantly impacted by airborne hazardous materials, including as a result of off-haul of hazardous materials, or any other hazards related to the construction and operation of the Biosolids Project is a significant inadequacy."

"The DEIR has only a limited discussion of naturally occurring asbestos, which is a known and potentially significant issue in the area. Indeed, a number of potentially hazardous materials have been discovered in the soil around the Market during its construction activities. These potentially hazardous materials are often the result of fill material of various depths, and include serpentine rock (which contains naturally occurring asbestos), as well as petroleum hydrocarbons, heavy metals, and other similar contaminants related to the past use of the area for industrial and military purposes. Despite this documented history, the DEIR devotes only two paragraphs of Chapter 4.17 to discussing naturally occurring asbestos. Even more notable is the fact that only one impact analysis addresses asbestos, and there are no mitigation measures imposed to address it. Instead, the DEIR's analysis of Impact HZ-2 relies on the Biosolids Project's compliance with various Bay Area Air Quality Management District rules and regulations. Such limited analysis of a hazardous material known to be present in the area, with no proposed mitigation, is inadequate."

"As a general matter, the DEIR's analysis of hazardous materials (as well as air quality) fails to address the SFWPM and its sensitive, food-related operations. While it does not appear from the DEIR that there will be any off-haul of hazardous materials through Jerrold Avenue (and thus through the SFWPM itself), the close proximity of the SFWPM to the Biosolids Project, which has confirmed hazardous materials on-site, requires some discussion and evaluation of potential food-related impacts." (Michael Janis, San Francisco Wholesale Produce Market, Letter, June 19, 2017)

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"[A]s a vital business and adjacent site, it is important to the SFMC and Market that the Biosolids Project fits into the existing (and ever-growing and changing) neighborhood. As such, it is our position that the DEIR is inadequate in its ... failure to consider ... hazardous materials impacts to the Market and the SFWPM Project, and...failure to require mitigation specific to...hazardous materials impacts. We respectfully request that the DEIR be modified to address these inadequacies." (Michael Janis, San Francisco Wholesale Produce Market, Letter, June 19, 2017)

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“This is also a good opportunity to pause and consider if it’s in CCSF’s best interest to have the most hazardous shipments travel through the primary distribution point for all fresh produce in CCSF – this is an issue of resiliency and food security as well.” (Steven Tiell, Bayview Residents Improving Their Environment, Letter, May 30, 2017, and Email, May 31, 2017)

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## Response HZ-2

These comments address hazards posed to the San Francisco Wholesale Produce Market (SFWPM or produce market), specifically from dust containing naturally occurring asbestos and hazardous materials. As described below, the Biosolids Digester Facilities Project (BDFP) would not pose a hazard to the produce market or the surrounding community for multiple reasons discussed in the Draft EIR.

### *Naturally Occurring Asbestos*

As described under **Response HZ-1**, environmental investigations for each portion of the project site included analyzing the fill materials for naturally occurring asbestos. The samples were analyzed by California Air Resources Board Method 435 for the determination of asbestos content of serpentine aggregate, and none contained asbestos at concentrations greater than 0.25 percent (the detection limit of California Air Resources Board Method 435).<sup>4</sup> The deeper geologic units that would also be excavated include the young bay mud and upper layered sediments, neither of which is an ultramafic rock type and thus would not include naturally occurring asbestos. For these reasons, there would be no hazards associated with airborne naturally occurring asbestos, and the Asbestos ATCM would not apply to the project (see Draft EIR page 4.17-15). No further discussion of the Asbestos ATCM is necessary and no mitigation is required because the soil excavated under the project would not contain naturally occurring asbestos.

### *Asbestos-Containing Building Materials*

As described above under **Response HZ-1**, other forms of asbestos that may be encountered during construction include asbestos-containing materials within structures to be demolished. As discussed in the analysis of Impact HZ-2 (Draft EIR page 4.17-27), the SFPUC would be legally required to implement the BAAQMD’s Regulation 11, Rule 2 (Asbestos Demolition, Renovation, and Manufacturing) before demolishing any structures. This regulation includes requirements for notification for demolition work that may encounter asbestos-containing materials, as well as requirements for asbestos surveys and emissions abatement. In accordance with this regulation, the contractor would implement controls during removal activities to ensure that there are no visible asbestos emissions to the outside air. Such measures may include wetting exposed asbestos-containing materials or providing exhaust controls to prevent asbestos emissions to the outside air, and constructing a containment barrier around the building and maintaining negative air pressure within the containment barrier. Implementation of these regulatory requirements would ensure that

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<sup>4</sup> BDFP Consulting Team, Environmental Site Investigation Report for San Francisco Department of Public Health Article 22A Compliance, May 2016.

asbestos-containing materials are safely removed from any structure prior to demolition and that asbestos would not be dispersed into the air during the pre-demolition abatement.

There is a well-established regulatory framework and permitting process in place for addressing asbestos hazards during demolition, and compliance with these requirements is mandatory. It is therefore reasonable to assume that the project would comply with these requirements. Many decisions issued by California courts have recognized that an agency may rely on compliance with existing regulations or requirements in finding that a project's impacts would be less than significant. For example, *Tracy First v. City of Tracy* (177 Cal.App.4th 1933; 2009) held that an agency could rely on project compliance with a Building Code's energy efficiency standards for conclusion that a project would not have significant energy impacts and therefore did not require mitigation. In addition, *Oakland Heritage Alliance v. City of Oakland* (195 Cal.App.4th 884; 2011) also held that a project's compliance with existing laws and regulations provided substantial evidence that seismic impacts would be less than significant.

As concluded on Draft EIR page 4.17-27, implementation of the BAAQMD's legally required Regulation 11, Rule 2 (Asbestos Demolition, Renovation, and Manufacturing) is sufficient to ensure that impacts related to encountering asbestos in building materials would be less than significant and therefore no mitigation measures would be necessary. As a result, neither the produce market nor the wider public would be affected by asbestos emissions during the abatement of asbestos-containing materials or demolition of structures. No mitigation is necessary.

### ***Construction-Generated Dust***

Draft EIR Section 4.17, Hazards and Hazardous Materials (pages 4.17-2 through 4.17-7), describes the presence of chemicals in the soil at the Southeast Water Pollution Control Plant, Asphalt Plant, and Central Shops. Regarding the commenter's statement that the soil could contain hazardous materials, environmental investigations of the Southeast Water Pollution Control Plant, Asphalt Plant, and Central Shops sites have demonstrated that the site soil contains several chemicals, including total petroleum hydrocarbons as gasoline (TPH-gasoline), total petroleum hydrocarbons as diesel (TPH-diesel), total petroleum, volatile organic compounds, semi-volatile organic compounds, polychlorinated biphenyls, and metals. However, as discussed in Impact HZ-4 (Draft EIR pages 4.17-29 through 4.17-34), compliance with the dust control plan required under Article 22A of the San Francisco Health Code (also referred to as the Maher Ordinance) and San Francisco's Dust Control Ordinance would ensure that surrounding properties, including the produce market, would not be adversely affected as a result of dust emanating from construction activities within these materials. The requirements of the dust control plan are discussed on Draft EIR pages 4.8-43, 4.8-44, and 4.17-31 and in **Response AQ-3** in Section 10.6, Air Quality and Greenhouse Gas Emissions.

The dust control plan would be subject to review and approval by the San Francisco Department of Public Health, as described on Draft EIR page 4.17-31. The SFPUC would also be required to designate a third-party inspector to conduct inspections for visible dust during construction and keep records of those inspections.

Regarding the potential for dust from off-site transport, as shown on Draft EIR Figure 2-15 (Draft EIR page 2-60), only incoming (unloaded) trucks would use Jerrold Avenue through the produce market. Outgoing (loaded) trucks would use Rankin Street, Evans Avenue, and Cesar Chavez Street for access to either U.S. Highway 101 (Highway 101) or Interstate 280, and would not pass through the produce market. Further, in accordance with the Dust Control Ordinance, the amount of soil in hauling trucks would be limited to the size of the truck bed and walls, and trucks hauling loose materials (e.g., soil and sand) would be covered with a tarpaulin or other effective cover. With implementation of these measures, there would be no significant dust generation along the haul routes associated with the hauling of waste materials from the BDFP site.

In summary, compliance with the regulations and procedures set forth by the Dust Control Ordinance would ensure that potential dust-related air quality impacts would be less than significant, and that operations at the produce market would not be affected by dust generated by construction activities at the project site or by dust from the off-site transport of soil and other materials.

### ***Use of Hazardous Materials in Project Operations***

Regarding the operational use of hazardous materials, Table 2-9 (Draft EIR page 2-50) indicates the net change in the volume of chemicals and on-site fuels needed for the BDFP, which include polymer for thickening and dewatering of biosolids, ferric chloride for struvite control, and diesel for a backup generator. The BDFP would also use relatively small quantities of sulfuric acid and potassium permanganate in the odor control systems, antiscalant, and sodium hypochlorite (similar to bleach) for the Digestion Cooling Tower, sodium sulfite for the boiler system, and propane gas for turbine startup. None of these materials is considered extremely hazardous. These materials would be stored in appropriate containers with spill containment systems, within proposed buildings, and handled in accordance with regulations for the safe storage and handling of hazardous materials. Handling of these materials would be consistent with existing SFPUC safety practices.

The SFPUC would continue to comply with the City and County of San Francisco's hazardous materials handling requirements specified in Article 21 of the San Francisco Health Code (discussed on Draft EIR pages 4.17-19 to 4.17-21). In accordance with this article, the SFPUC's Hazardous Materials Business Plan (HMBP) for the Southeast Water Pollution Control Plant that is on file with the San Francisco Department of Public Health would be revised to reflect the increased quantities of hazardous materials used. The HMBP includes chemical inventories, a program for reducing the use of hazardous materials and generation of hazardous wastes, site layouts, a program and implementation plan for training all new employees and annual training for all employees, and emergency response procedures and plans that provide for safe handling of hazardous materials, and also allows emergency responders to safely respond to a chemical emergency at the facility, if one were to occur. Any hazardous wastes produced would be managed in accordance with Articles 21 and 22 of the San Francisco Health Code.

Compliance with the San Francisco Health Code, which incorporates state and federal requirements, would minimize the potential for a release of hazardous materials at the Southeast

Water Pollution Control Plant and the potential exposure of the public to accidental releases of hazardous materials or waste. Compliance would also reduce the likelihood of a potential release that could cause environmental contamination. None of these chemicals are considered extremely hazardous materials that would require more stringent risk management procedures in accordance with Article 21A of the San Francisco Health Code.

Regarding chemical deliveries to the Southeast Water Pollution Control Plant, the existing truck route for chemical deliveries includes Jerrold Avenue through the produce market as shown on Draft EIR Figure 2-12 (Draft EIR page 2-48). Under the BDFP, the chemical delivery truck route would be changed, and chemical delivery trucks would use Rankin Street, Evans Avenue, and Cesar Chavez Street for access to either Highway 101 or Interstate 280 from the new Rankin Street entrance, as also shown on Draft EIR Figure 2-12 and described on Draft EIR pages 4.6-47 and 4.6-48. The number of chemical deliveries would remain approximately the same (fewer than six per day) and the delivery trucks would not pass through the produce market.

For the reasons discussed above, the increased use of hazardous materials during operation of the BDFP would not result in additional risks of chemical exposure at the produce market, either as a result of normal storage and use or from changes in chemical deliveries.

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## 10.9 Other CEQA Considerations

The comments and corresponding responses in this section relate to the California Environmental Quality Act (CEQA) process, the cumulative impact analysis and projects identified in Draft Environmental Impact Report (EIR) Section 4.1, and the State Revolving Fund (SRF) process. For ease of reference these comments are grouped into the following issues that the comments raise:

- OC-1: CEQA Process
- OC-2: Cumulative Impact Analysis
- OC-3: Cumulative Projects – Southeast Greenhouses Demolition
- OC-4: SRF Process

Regarding comments and responses pertaining to cumulative development in the project vicinity, refer also to **Response TR-4** in Section 10.5 of this document.

### Comment OC-1: CEQA Process

This response addresses the following comments, which are quoted below:

I-Matlock.2

I-Hinton.5

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“The 48 day comment period does not provide ample time for members of the public to study and respond to this DEIR.” (Perry Matlock, Letter, June 19, 2017)

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“I respectfully request also that you seriously consider the thoughtful recommendations of Dan Dodt and Bayview Community Planning.” (Rosalind Hinton, Letter, June 19, 2017)

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### Response OC-1

When an EIR is submitted to the California State Clearinghouse for review by state agencies, which was the case for the BDFP Draft EIR, the public review period must be at least 45 days unless a shorter review period is approved by the State Clearinghouse. The 48-day BDFP comment period thus exceeds CEQA requirements for public comment periods, and is consistent with standard practice of the City and County of San Francisco.

Responses to comments provided by Dan Dodt and Bayview Community Planning are included in relevant portions of this response to comments document. **Table COM-1** (in Attachment COM) identifies the written comments received from Dan Dodt and Bayview Community Planning, and lists the topics under which responses to the comments are provided. **Table PH-1** (in Attachment PH) identifies the oral comments received from Dan Dodt and Bayview Community Planning, and lists the topics under which responses to the comments are provided.

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## Comment OC-2: Cumulative Impact Analysis

This response addresses the following comments, which are quoted below:

A-CPC-Johnson.3  
I-Blacketer.4

O-Bayview CP-1.1  
I-Hamman-1.1

O-BayviewCP-2.4  
I-Hamman-4.1

O-BVHPCAC.2

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"I know that -- and I don't know -- hopefully I'm speaking slowly enough for the recorder -- that generally speaking for EIRs, we try to be very project specific. And so we'll take into account various projects. And there's actually a table in the EIR that looks at the various projects in the surrounding area to say what are we looking at when we talk about cumulative impact. But we don't get super detailed into their on-boarding plans or their phasing to look at the impacts for this particular project or any particular EIR.

"And I think that that's something we need to take a look at here. Five years is not a lifetime, but it is a long time. And I think it would be good for us to make sure we dotted all our Is and crossed our Ts when it comes to looking at how we can get this project done with the least amount of impact possible." (Christine Johnson, Planning Commission, Public Hearing Comments, June 1, 2017)

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"Please also note that nearby Palou Avenue will be under construction for a \$3 1/2 million streetscape improvement plan beginning this year for a couple of years. (Dan Dodt, Bayview Community Planning, Public Hearing Comments, June 1, 2017)

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"Not included in the cumulative impact analysis on traffic, and not mentioned in the BSFP-EIR, yet key to understanding the need for feasible mitigation as a requirement to LSM status are:

"> **Palou Avenue** streetscape improvement project -from Barneveld to Crisp Avenues- beginning late 2017, this is an approved \$10m, SFDPW/SFMTA project with significant staging, parking, rerouting and daily traffic impacts on this heavily used East/West alignment.

"> **2245 Jerrold Avenue** - Project by **SFFD** - construction of SFFD Ambulance Deployment Facility - a \$27m project slated for construction in 2020. As noted in the project conceptual design documentation, "The Project site is in an intensively developed area of San Francisco's Bayview neighborhood characterized by various warehouse, distribution and light industrial uses". (Dan Dodt, Bayview Community Planning, Letter, June 17, 2017; Jack Gallagher, Bayview Hunters Point Citizens Advisory Committee, Letter, June 19, 2017)

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"There are multiple projects affecting the area, with many occurring simultaneously with the Biosolids Digester Project. Other projects that will affect transportation in the area are not listed in the EIR. For example, in addition to the partial closing of **Evans Street** beginning in August 2017; the **closure of Jerrold Avenue from Phelps to Rankin Street** for 5-6 years; the **construction staging along Phelps Avenue**; the **Palou Avenue** streetscape improvement

project -from Barneveld to Crisp Avenues; the **2245 Jerrold Avenue** - construction of SFFD Ambulance Deployment Facility; ;the re-routing of the **23 Muni Bus Line to Palou Avenue**, the temporary closure of the Illinois Street Bridge at Islais Creek, we are potentially in real trouble when desiring to enter or exit our neighborhood by vehicle.” (Linda K. Blacketer, Letter, June 19, 2017)

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“They failed to take into account the major projects that are being built in India Basin. The India Basin Project is 1250 units, the Shipyard is coming online with 900 units, Hunters View hundreds more, plus the projects up and down Third Street.” (Michael Hamman, Public Hearing Comments, June 1, 2017)

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“There are multiple projects affecting the area, with many occurring simultaneously and the EIR does not consider the cumulative impact of all these projects together. Several huge projects in the area were not considered at all, including the 1200 new housing units in the Build Inc project the 900 units in the Shipyard project as well as numerous projects on Third Street such as the Chris Harney project. In addition projects by other agencies such as the closing of the Third Street “Nishkin” bridge by DPW. I request a complete inventory of all the projects expected during this project be considered.” (Michael Hamman, Letter, June 20, 2017)

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## Response OC-2

The comment from Commissioner Johnson regarding the evaluation of cumulative project impacts is noted. Draft EIR Table 4.1-1 (beginning on page 4.1-6) describes the past, present and probable future projects that are considered in the list-based cumulative analyses; Figure 4.1-1 (Draft EIR page 4.1-17) shows their locations. Forty cumulative projects were included in Table 4.1-1, selected for inclusion based on the nature of the environmental effects examined in the Draft EIR, the location of each project, and the type of project. The cumulative analyses of the BDFP and other projects in the cumulative scenario are included within each Draft EIR topic section (Sections 4.2 through 4.19). Each topic section defines the geographic scope of the area affected by the cumulative effect, if any, and includes a reasonable analysis of the cumulative impacts of the relevant projects within the geographic scope. The analysis of cumulative impacts takes into consideration the characteristics particular to BDFP construction (e.g., the five-year construction schedule, closure of Jerrold Avenue). For example, the transportation analysis (beginning on Draft EIR page 4.6-22) quantified construction worker and truck trips for those cumulative projects with construction schedules overlapping the periods representing the greatest BDFP construction truck traffic (October 2018) and greatest BDFP construction worker traffic (May 2022); then, cumulative impacts related to seven different transportation-related impacts (e.g., traffic circulation, traffic safety, emergency access) were evaluated.

As stated in the specific Draft EIR topic sections (Sections 4.2 through 4.19), the BDFP cumulative analyses used a list-based approach, a projections approach, or a hybrid of the two as appropriate, to determine cumulative impacts of the BDFP in combination with other reasonably foreseeable projects. To better reflect the various approaches used in the individual cumulative analyses, the first paragraph on Draft EIR page 4.1-4 is revised as follows (new text is shown in double underline and deleted text is indicated with ~~striketrough~~):

As permitted in CEQA Guidelines Section 15130(b)(1), the analyses ~~analysis~~ in this EIR employs the list-based approach, a projections approach, or a hybrid of the two as appropriate, for defining projects to be considered in the cumulative impact analysis. ~~In the list-based approach, — that is,~~ the analysis is based on a list of past, present, and probable future projects that could result in related or cumulative impacts. A probable future project is defined as one that is “reasonably foreseeable,” which is generally a project for which an application has been filed with the approving agency or that has approved funding. In the projections approach, projections contained in an adopted local, regional, or statewide plan, or related planning document, are summarized to describe or evaluate conditions contributing to the cumulative effect.

The second paragraph on Draft EIR page 4.1-4 is also revised to read:

The following factors were used to determine an appropriate list of relevant projects to be considered in the list-based cumulative analyses:

The second paragraph on Draft EIR page 4.1-5 is revised to read:

**Table 4.1-1** describes the past, present, and probable future projects that are considered in the list-based cumulative analyses (based on the factors described above), and their locations are shown on **Figure 4.1-1**.

Four proposed projects cited in the comments above were not included in list of cumulative projects in Draft EIR Table 4.1-1 (page 4.1-6). These projects include the Palou Avenue Streetscape Improvement Project and Quesada Bike Lane, the 2245 Jerrold Avenue Emergency Medical Services Facility, the Hunters View project, and Islais Creek Bridge Rehabilitation. **Table 10.9-1** describes these projects. As described in **Response TR-4** (Section 10.5), inclusion of these projects in the cumulative scenario would not alter the cumulative transportation and circulation impact significance conclusions in the EIR.

**TABLE 10.9-1**  
**ADDITIONAL PROJECTS SUGGESTED FOR INCLUSION IN CUMULATIVE IMPACT ANALYSIS**

<b>Project Name (Project Sponsor)</b>	<b>Project Description</b>	<b>Construction Dates</b>
Palou Avenue Streetscape Improvement Project and Quesada Avenue Bike Lane (SFMTA) <sup>a</sup>	This project includes streetscape improvements on a seven-block segment of Palou Avenue between Rankin and Jennings Streets, about 1,000 feet from the BDFP project site. Improvements include color curb changes, removal of seven on-street parking spaces, transit stop consolidation, removal of existing shared roadway bicycle markings, and removal of one of two westbound travel lanes on the three-block segment of Palou Avenue between Newhall and Keith Streets. In addition, a new bicycle lane would be implemented on Quesada Avenue between Third and Griffith Street. Construction activities would include lane striping, signage, color curb changes, and other minor improvements, and would not include excavation or work within the travel lanes for extended durations.	April 2018-April 2019
2245 Jerrold Avenue (CCSF Fire Department) <sup>b</sup>	San Francisco Fire Department Station #9 is located at 2245 Jerrold Avenue. This project involves demolition of two structures south of the fire station and construction of a three-story, 30,344-gross-square-foot (gsf) EMS facility and a three-level, approximately 62,000 gsf parking structure behind the existing San Francisco Fire Department Fire Station 9 located on same block/lot. The proposed 47-foot-tall concrete parking structure would provide 121 parking spaces for various emergency vehicles as well as vehicles for trainees, employees, and visitors, and would also include an emergency generator, vehicle refueling pumps, and diesel and gasoline fuel tanks. The existing Fire Station 9 and an open shed would remain in use. This project site is about 2,270 feet west of the BDFP project site.	2018-2019 (1.5 years)
Hunters View Project (San Francisco Housing Authority and Hunters View Associates, LP) <sup>c</sup>	Hunters View is the first project to proceed under HOPE SF, an initiative to rebuild San Francisco public housing sites. When completed, the 22.5-acre Hunters View site will include 800 housing units, childcare facilities, a community center, playgrounds and parks, and 6,400 square feet of retail space. The site is approximately 0.7 mile southeast of the BDFP site. The project will include the demolition of all existing public housing units and other facilities on the site and result in a mixed-income community of up to 800 new residential units (with one-for-one replacement of the existing 267 public housing units). The project includes realignment of some existing streets as well as new streets and sidewalks. Up to 816 off-street parking spaces will be included at the site. Phase 1 was completed in 2013, Phase 2a was completed in early 2017, and the remaining phases would be constructed between 2019 and 2023.	Phased development: 2010 to 2023
Islais Creek Bridge Rehabilitation (San Francisco Public Works) <sup>d</sup>	SFPW would rehabilitate and repair the Islais Creek Bridge, located approximately 0.25-mile northeast of the Southeast Plant. The project would include repairing and replacing various components of the bridge to bring them up to current seismic and service standards and replacement and upgrades to bridge safety features; which would serve to increase the bridge's service life an additional 50 years. Without preventative replacement, repair, and seismic compliance, existing bridge wear and damage would worsen and ultimately compromise the structural integrity of the bridge. No change to the alignment or widening of the bridge is proposed. The construction contractor would be required to submit a Traffic Control Plan to the City's Traffic Engineer for review and approval.	2018-2019; bridge closure lasting 1-2 months in late 2018

SOURCES:

- <sup>a</sup> San Francisco Planning Department, CEQA Categorical Exemption Form, SFMTA – Palou Avenue Streetscape Improvement Project and Quesada Avenue Bike Lanes, January 20, 2017.
- <sup>b</sup> San Francisco Planning Department, CEQA Categorical Exemption Form, 2245 Jerrold Ave SFFD Emergency Medical Services Facility, March 2, 2017.
- <sup>c</sup> San Francisco Planning Department, Hunters View Redevelopment Project Environmental Impact Report, State Clearinghouse No. 20070168E, certified June 12, 2008.
- <sup>d</sup> San Francisco Planning Department, Preliminary Project Assessment, Third Street Crossing of Islais Creek, Case No. 2014.0097U, March 14, 2014; Oscar Gee, San Francisco Public Works, personal communication with Karen Lancelle, ESA, August 28, 2017.

## Comment OC-3: Cumulative Projects - Southeast Greenhouses Demolition

This response addresses the following comments, which are quoted below:

O-BayviewCP-2.2  
I-Hamman-3.1

O-BHS.2  
I-Hinton.2

O-BRITE.3

I-Blacketer.2

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### "2. Impacts of Other Project Components - Display Building

*"The most prominent features of the greenhouses are four tall, narrow structures near the edge of the property on Phelps Street. As a separate action from the BDFP, the San Francisco Public Utilities Commission(SFPUC) plans to demolish the existing structures at the Southeast Greenhouses site (refer to Table 4.1-1 in Section 4.1). The site would be used for construction staging for the project if it becomes available prior to BDFP construction."*

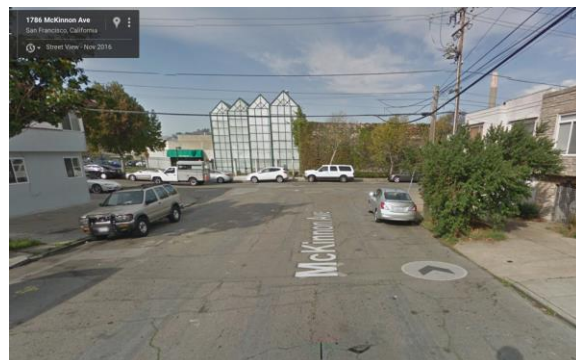
#### **"Recommendation:**

"The smaller, yet taller, glassed in greenhouse 'facade' - THE DISPLAY BUILDING is a striking and important community marker at the intersection of Phelps and McKinnon Avenues. As community planners and advocates for improving the physical environment where we live, the potential for losing these smaller buildings (if contemplated in Phase 1) seems antithetical to the goals we've set for ourselves in lifting this place in Bayview.

"These buildings have been recognized as remaining in our neighborhood greening and block improvement plans for some time and fulfill the Phase2 goals for the 'Model Block' as planned in 2006-2009.

"These DISPLAY BUILDINGS are noted in the EIR and Aecom report as the 'Display' buildings, and are not contiguous to the larger greenhouses also slated for demolition in the BDFP. The Aecom Due Diligence report -2015 does not indicate an imminent seismic failure of this particular location, as was reported by the SFPUC neighborhood outreach team in May, 2017. The path of least resistance may be to simply demolish the buildings in order to make way for a construction parking lot and staging area as mapped and noted in the EIR. Demolition of these structures add to the removal of community assets, bit by bit, in our opinion. An alternate, community use, is highly recommended.

"If it is indeed determined that occupancy of building is not recommended, yet the seismic integrity is not significantly compromised, the building would provide an ideal location as a community storage hub for cots, MREs, generators, first-aid supplies, water and many other emergency items for use by emergency responders on behalf of Bayview and beyond in the event of a impactful event or natural disaster. (Dan Dodt, Bayview Community Planning, Letter, June 17, 2017)



## **"2. CULTURAL RESOURCES Impacts of Other Project Components - Display Building**

"We are opposed to the demolition and removal of the green framed, display buildings along Phelps Avenue, and suggest an alternate, community serving use for these modest structures. As noted in the EIR - 'The most prominent features of the greenhouses are four tall, narrow structures near the edge of the property on Phelps Street. As a separate action from the BDFP, the San Francisco Public Utilities Commission(SFPUC) plans to demolish the existing structures at the Southeast Greenhouses site (refer to Table 4.1-1 in Section 4.1). The site would be used for construction staging for the project if it becomes available prior to BDFP construction.

### **"Recommendation:**

"These buildings have been recognized as remaining in our neighborhood greening and block improvement plans for some time and fulfill the Phase2 goals for the 'Model Block' as planned in 2006-2009, with the initial phase completed at City cost on the Newcomb Avenue alignment. These buildings are also noted in both the EIR and Aecom report as the 'Display' buildings, and are not contiguous to the larger greenhouses also slated for demolition in the BDFP. The Aecom Due Diligence report -2015 does not indicate an imminent seismic failure of this particular location.

"Demolition of these structures to make space for a construction staging and parking lot and staging area as mapped and noted in the EIR is mis-guided and needlessly destructive, in our opinion. Demolition of these structures also add to the incremental removal of known community assets. The display buildings are valued and admired by many in the community and stand out as an 'iconic marker' despite the modest architectural character and lack of recognition as an 'historic resource'

"An alternate, rather benign and easily implemented community use is highly recommended and is outlined by the Bayview Office for Community Planning. We concur with this assessment:

"If it is determined that occupancy of building is not recommended, yet the seismic integrity is not significantly compromised, the building would provide an ideal location as a community storage hub for cots, MREs, generators, first-aid supplies, water and many other emergency items for use by emergency responders on behalf of Bayview and beyond in the event of a impactful event or natural disaster. The community could clearly benefit from such an asset in light of the other significant impacts from this phase of the SSIP project" (Adrian Card, Bayview Historical Society, Letter, June 19, 2017)

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"What we hear universally from residents is best described as outrage. First, with respect to the greenhouses, it would be minimally respectful to retain the glass "exhibit gallery" buildings and façade on Phelps at the intersection with McKinnon – these structures remind the community of their pride for being pioneers in creating urban, green-collar jobs. Furthermore, the cost to retain and repair these structures is surely competitive with the costs of leased trailers for office space (the EIR-identified use of that land)." (Steven Tiell, Bayview Residents Improving Their Environment, Letter, May 30, 2017, and Email, May 31, 2017)

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### *“Display Buildings*

“While the display buildings are not technically ‘historic’, they nonetheless provide a much needed and moderately attractive facade with which to block the industrial elements of the Water Treatment Plant beyond. Destruction of those elements in favor of a parking lot for trucks and staging makes little sense and appears to be entirely unavoidable. I clearly understand the need to demolish the large and low slung white greenhouse items and the concrete building (the ancillary structure), but the green-framed Display Houses do not need to be eliminated in the neighborhood for purposes of construction. It also appears that the funding to repair these Display buildings is minor overall, and clearly beneficial when one considers the placement and connection to the community. Save the Display Buildings.” (Linda K. Blacketer, Letter, June 19, 2017; Michael Hamman, Letter, June 19, 2017)

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“I would ask that you at the very least (1) Preserve the smaller, yet taller, glassed in greenhouse ‘facade’ - at the intersection of Phelps and McKinnon Avenues. A “display of interpretive materials” is not a suitable replacement for the actual assets that currently exist and can be used by the community.” (Rosalind Hinton, Letter, June 19, 2017)

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## **Response OC-3**

The comments express opposition to demolition of the “Display Building” (also referred to as the Display House, exhibit gallery or exhibit hall) at the Southeast Greenhouses, and recommend that the building be retained. The Southeast Greenhouses Demolition is a separate project that would remove both the greenhouses and the Display Building and is not proposed as part of the BDFP;<sup>1</sup> it is described on BDFP Draft EIR page 4.1-10 (Item #21 in Table 4.1-1) and evaluated as a cumulative project. Approval of the BDFP would have no effect on the Southeast Greenhouses Demolition project. The cumulative environmental effects of the Southeast Greenhouses Demolition along with the BDFP and other cumulative projects were evaluated in the Draft EIR in each topic section (Sections 4.2 through 4.19). Approval of the Southeast Greenhouses Demolition project is anticipated in early 2018.

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## **Comment OC-4: SRF Process**

This response addresses the following comments, which are quoted below:

A-SWRCB.1

A-SWRCB.4

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“We understand that the Department is pursuing Clean Water State Revolving Fund (CWSRF) financing for this Project. As a funding agency and a state agency with jurisdiction by law to preserve, enhance, and restore the quality of California’s water resources, the State Water

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<sup>1</sup> In June, 2017, the Planning Department found the demolition of the buildings at the Southeast Greenhouses exempt from CEQA (San Francisco Planning Department, CEQA Categorical Exemption for SFPUC – Revised Southeast Greenhouses Demolition Project. Case Number 2017-007807ENV, June 23, 2017).



Resources Control Board (State Water Board) is providing the following information on the EIR to be prepared for the Project.

"The State Water Board, Division of Financial Assistance, is responsible for administering the CWSRF Program.

...

"The CWSRF Program is partially funded by the United States Environmental Protection Agency and requires additional "CEQA-Plus" environmental documentation and review. Three enclosures are included that further explain the CWSRF Program environmental review process and the additional federal requirements. For the complete environmental application package please visit: [http://www.waterboards.ca.gov/water\\_issues/programs/grants\\_loans/srf/srf\\_forms.shtml](http://www.waterboards.ca.gov/water_issues/programs/grants_loans/srf/srf_forms.shtml). The State Water Board is required to consult directly with agencies responsible for implementing federal environmental laws and regulations. Any environmental issues raised by federal agencies or their representatives will need to be resolved prior to the State Water Board approval of a CWSRF financing commitment for the proposed Project. For further information on the CWSRF Program, please contact Mr. Ahmad Kashkoli, at (916) 341-5855." (Susan Stewart, State Water Resources Control Board, Letter, June 16, 2017)

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"Please provide us with the following documents applicable to the proposed Project following the Department's California Environmental Quality Act (CEQA) process: (1) one copy of the draft and final EIR, (2) the resolution adopting the EIR and making CEQA findings, (3) all comments received during the review period and the Department's response to those comments, (4) the adopted Mitigation Monitoring and Reporting Program (MMRP), and (5) the Notice of Determination filed with the San Francisco County Clerk and the Governor's Office of Planning and Research, State Clearinghouse. In addition, we would appreciate notices of any hearings or meetings held regarding environmental review of any projects to be funded by the State Water Board." (Susan Stewart, State Water Resources Control Board, Letter, June 16, 2017)

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## Response OC-4

The comments from the State Water Resources Control Board (SWRCB) regarding the Clean Water State Revolving Fund program are noted. The San Francisco Public Utilities Commission (SFPUC) intends to pursue Clean Water State Revolving Fund financing for the Biosolids Digester Facilities Project (BDFP) and will comply with the environmental documentation and review requirements of the program, and provide the SWRCB with the documents requested in these comments.

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## 10.10 Alternatives

The comments and corresponding responses in this section relate to the topic of project alternatives, evaluated in Draft Environmental Impact Report (EIR) Chapter 6. For ease of reference these comments are grouped into the following issues that the comments raise:

- AL-1: Rail Transport Alternative
- AL-2: Other Comments on Alternatives

### Comment AL-1: Rail Transport Alternative

This response addresses the following comments, which are quoted below:

O-Greenaction.4  
I-Kelly.3

I-Hamman-2.1

I-Hamman-2.2

I-Hamman-2.3

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“Other options of [operational biosolids hauling] transport should be explored, such as rail.”  
(Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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“I am a resident and business owner in the Bayview and I am writing today to request additional review of the impact analysis with respect to Air Quality (Section 4.8). The EIR divides the contributions to air quality into two categories, operations of the completed plant and thos[e] activities necessary to construct the plant. Of the activities that contribute to air quality some are impossible or difficult to mitigate successfully. However, one component does le[n]d itself to successful reduction and that is truck trips, both during construction project and trips during the operation by using rail to transport the construction material and the biosolids during operation of the plant.

“The primary pollutant generated by truck trips is NO<sub>x</sub> and the EIR projects a total of 31,123 lbs of NO<sub>x</sub> emitted in our neighborhood during the five years of construction (Section 4.8-8). In addition many tons will be emitted during the operational life of the project. Several methods of mitigation are recommended, nevertheless, *“the construction-related NO<sub>x</sub> emissions are considered significant and unavoidable with mitigation”* (4.8-49) in addition to the significant degradation of our air quality, these 71 truck trips a day will severely impact traffic and emergency access to our neighborhood (4.6-28).

“The EIR projects seventy one (71) construction truck trips a day for the duration of the project. These truck trips will also have a negative impact on traffic and emergency access. Rail transportation would ameliorate these impacts as well.” (Michael Hamman, Letter, June 19, 2017)

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“The use of rail transportation for hauling the biosolids during the operation of the plant was analyzed in Section 6.5.4-2. However that analysis is inadequate in several respects:

- “The analysis only considers the use of rail to haul the operation biosolids. It should consider the alternative of using rail for BOTH the operations biosolids and the

construction material. Especially the waste going to Altamont as there exists a well established process for rail transportation of that commodity. **I request this option be analyzed.**

- “The analysis assumes that all material needs to be trucked to the SFBR yard along Cargo Way. The possibility of loading directly onto rail cars at the site by constructing a loading spur off the nearby Quint Street lead needs to be analyzed. Such direct loading would achieve dramatic reduction in total truck trips. Furthermore such direct loading was once practiced at that location. **I request this option be analyzed.**” (Michael Hamman, Letter, June 19, 2017)

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“The use of rail transportation to transporting such bulk items has benefits beyond improving air quality.

- “Reducing truck trips will also reduce the impacts on traffic.
- “Using a rail spur will enhance the ability to organize the logistics of construction, possibly reducing the need for construction staging areas and “lay-down” space.
- “Moving freight by rail reduces greenhouse gas emissions by 75% over trucks (*“Freight Railroads Help Reduce Greenhouse Emissions”* ARR Study April 2017)
- “Utilizing the railroad infrastructure that currently exists next to the proposed project will reduce the degradation of our streets and highways caused by the tens of thousand heavy truck trips during the five year course of construction. And into the future with the operation of the new plant.” (Michael Hamman, Letter, June 19, 2017)

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“All that said:

**“My comments are centered around the issues of truck traffic and their emissions.** The EIR considers and recommends several methods of mitigation; but it goes on to say *“the construction-related NOx emissions are considered significant and unavoidable with mitigation”* (4.8-49). I must disagree – **a significant amount of the construction-related NOx emissions can be avoided** by utilizing rail transportation instead of trucks.

“Quoting my neighbor, Michael Hammann, in his EIR comments:

*“The primary pollutant generated by truck trips is NOx, and the EIR projects a total of 31,123 lbs of NOx emitted in our neighborhood during the five years of construction (Section 4.8-8)....*

*“The use of rail transportation for hauling the biosolids during the operation of the plant was analyzed in Section 6.5.4-2. That analysis is inadequate in several respects:*

- *“The analysis only considers the use of rail to haul the operation biosolids. It should consider the alternative of using rail for BOTH the operations biosolids and the construction material. Especially the waste going to Altamont as there exists a well established process for rail transportation of that commodity. **I request this option be analyzed.***
- *“The analysis assumes that all material needs to be trucked to the SFBR yard along Cargo Way. The possibility of loading directly onto rail cars at the site by constructing a loading spur off the nearby Quint Street lead needs to be analyzed. Such direct loading would achieve dramatic*

*reduction in total truck trips. Furthermore such direct loading was once practiced at that location. I request this option be analyzed.'*

"I am certain that additional analysis will reach the same conclusion that other developers and contractors have found over the years – that rail transportation has less impact on air quality than truck traffic." (Tony Kelly, Letter, June 26, 2017)

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## Response AL-1

The comments request that the EIR evaluate hauling biosolids (during operation of the Biosolids Digester Facilities Project [BDFP]) as well as hauling construction materials via rail as alternatives in order to reduce truck trips and associated transportation and air quality impacts. The comments also request consideration of direct loading into rail cars from the project site via the Quint Street Lead rail spur.

Draft EIR Chapter 6, *Alternatives*, describes the purpose of and requirements for consideration of alternatives in an EIR, the alternatives selected for evaluation and the process by which they were selected, and alternatives that were considered but eliminated from analysis. As described in the Draft EIR (page 6-2), pursuant to the California Environmental Quality Act (CEQA) an EIR must include a range of reasonable alternatives to the project that are feasible, are capable of meeting most of the basic objectives of the project, and would avoid or substantially lessen any of the significant effects of the project. The term "feasible" as relevant to the evaluation of alternatives under CEQA is defined in California Public Resources Code Section 21061.1 as "capable of being accomplished in a successful manner within a reasonable period time, taking into account economic, environmental, social, and technological factors." Factors that may be taken into account when addressing the feasibility of alternatives include (but are not limited to) availability of infrastructure, jurisdictional boundaries, and whether the proponent can reasonably acquire, control, or otherwise have access to sites included in the alternatives.<sup>1</sup>

### *Railway Transport of Biosolids*

As indicated in Draft EIR Section 6.5.4.2 (Draft EIR page 6-104), the use of the railway for hauling biosolids as part of long-term operations was considered but eliminated from further analysis. As discussed there, this option did not reduce any significant impacts or materially alter the impact conclusions for the BDFP. With implementation of the BDFP, there would be an increase of three truck trips per day on average (Draft EIR page 4.8-37). Due in part to this small increase in truck trips (among other factors discussed in Draft EIR Impact TR-3), operations-phase transportation impacts were determined to be less than significant and thus no mitigation was required (Draft EIR page 4.6-47). Similarly, such a small change in truck trips on local roadways would not substantially increase transportation-related criteria pollutant emissions or associated health risks (see Draft EIR pages 4.8-51 and 4.8-55). This information is summarized in Draft EIR Section 6.5.4.2 under the heading "Impact Reduction." As stated there, while there could be a reduction in the distance, frequency, and number of truck trips for hauling biosolids and commensurate reduction in air pollutant emissions from trucks, there would be increased handling of biosolids from truck

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<sup>1</sup> CEQA Guidelines Section 15126.6(f)(1).

to rail and rail to truck and increased emissions associated with rail use; the net effect on regional air quality in the air basin is unknown. Consequently, while a “Rail Transport of Biosolids” alternative would meet most of the basic project objectives and was considered potentially feasible (conditioned upon the availability of a rail line between the Southeast Plant and a Class A biosolids end-use destination), it would not reduce any significant environmental impacts attributable to the project, as discussed on Draft EIR page 6-104. Use of the railway to haul biosolids lacked distinct environmental advantages relative to the proposed project or alternatives evaluated in Draft EIR Section 6.3, and was thus eliminated from further analysis.

### ***Railway Transport of Construction Materials***

Some comments suggest using rail haul for construction materials (assumed to include equipment and other construction materials as well as construction and demolition debris) in order to reduce truck trips, transportation impacts, and air quality impacts. The Draft EIR did not identify significant transportation and circulation impacts, but did identify significant construction-phase air quality impacts due to nitrogen oxide (NOx) emissions. As described on Draft EIR page 4.6-46, construction-related project impacts on transportation and circulation were determined to be less than significant due in part to implementation of a site-specific Traffic Control Plan that would establish measures to reduce traffic congestion and reduce potential traffic, bicycle, pedestrian, transit, and emergency vehicle access disruptions and safety hazards. As described in Draft EIR Section 4.8, Air Quality (beginning on page 4.8-43), NOx emissions generated during the first and third years of the five-year construction period would violate an existing air quality standard, both at the project level and cumulatively, even with implementation of maximum feasible mitigation measures for construction emissions minimization. Implementation of Mitigation Measure M-AQ-1b (Emission Offsets; Draft EIR page 4.8-50) could reduce these impacts to a less-than-significant level by reducing NOx emissions to below the threshold level within the same air basin; however, these impacts are still considered significant and unavoidable because sufficient direct offset opportunities have not been fully verified and because implementation depends on an agreement with a third party (the BAAQMD). While direct offset opportunities have not been fully verified, **Table 10.6-1** in Section 10.6, *Air Quality and Greenhouse Gas Emissions*, outlines potential mitigation projects the SFPUC has analyzed and recommended. If approved, these offset opportunities could sufficiently offset the NOx exceedances in years 1 and 3 of construction.

Two suggestions for railway transport of construction materials are made by commenters. Some comments suggest that direct rail loading of materials at the Southeast Plant be implemented. The San Francisco County Transportation Authority recently removed the rail spur adjacent to the project site’s western boundary (labeled “Freight Rail Spur” on Figure 2-2, Draft EIR page 2-4) that previously connected the Southeast Plant to the San Francisco Bay Railroad line as part of the Quint Street Lead Track project (see Draft EIR page 4.1-12 for a description). Nonetheless, in response to these comments, the San Francisco Bay Railroad, which operates the San Francisco Bay Railroad Rail Yard and Transfer Facility (shown on Draft EIR Figure 4.2-2, page 4.2-4), was contacted to discuss the feasibility of using rail transport with direct loading at the Southeast Plant. A new rail spur would need to be installed in order to directly load materials from the Southeast Plant. Installation of a new rail spur would require coordination with UPRR (the land owner) as well as with the San Francisco Bay Railroad and the San Francisco County Transportation Authority. Due

to the extent of coordination required with these entities, it is unlikely that installation of a new rail spur would be feasible without delaying BDFP construction. SFPUC may pursue this option should installation of a new rail spur become practical; however, for the purposes of the BDFP EIR, the feasibility of a “Direct Loading at the Southeast Plant” alternative is uncertain.

Commenters also propose the use of rail instead of trucks to transport the portion of project construction and demolition debris destined for Altamont Landfill. This alternative would require new infrastructure at the Altamont Landfill. While railroad tracks pass near the landfill, there is no offloading infrastructure. Thus, infrastructure would have to be constructed at or near the landfill to transfer construction and demolition wastes into trucks which would then be driven the remaining distance. Constructing such facilities would require agreements with and approvals from numerous third parties, as SFPUC may need to acquire or secure access to lands owned by others or lands outside San Francisco’s territorial jurisdiction to build the infrastructure. Furthermore, railway transport infrastructure at other construction materials origin and destination locations is considered unavailable (e.g., concrete trucks assumed to originate from within San Francisco) or unknown (e.g., the origin of some truck trips cannot be known at this time). Consequently, the feasibility of a Railway Transport of Construction Materials alternative is uncertain based on lack of available infrastructure and reliance on agreements with multiple third parties.

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## Comment AL-2: Other Comments on Alternatives

This response addresses the following comment, which is quoted below:

O-Greenaction.9

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“We would like to conclude that many of the concerns raised in this letter would be mitigated if the project moved the biosolids digestion and energy recovery to another location. We are disappointed to see that SFPUC has opted not to relocate these processes to Pier 94, given that it would more than double the distance between health-impacting operations and adjacent homes and a daycare facility. We are also concerned that this project will reduce the attractiveness of locating businesses in the area. It appears that SFPUC was able to dismiss this option by underestimating the amount of community impact that this expansion of the Southeast Plant would have on the community.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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## Response AL-2

This comment states that moving the BDFP to the Pier 94 location would reduce impacts.

The Draft EIR examines the physical environmental impacts of the BDFP, identifies feasible measures that could minimize significant adverse impacts, as required under CEQA (CEQA Guidelines Section 15126.4), and evaluates alternatives to the project. Pursuant to CEQA,

mitigation measures are not required for effects that are not found to be significant (CEQA Guidelines Section 15126.4). As described above under **Response AL-1** and in Section 6.1.2 (Draft EIR page 6-2), pursuant to CEQA an EIR must include a range of reasonable alternatives to a project that would feasibly meet most of the basic objectives of the project and would avoid or substantially lessen the significant effects of the project. Alternatives screening and selection (described on Draft EIR pages 6-2 through 6-9) focused on these factors, identifying alternatives that could reduce the severity of one or more significant impact.

The Draft EIR evaluates construction of the BDFP at the Pier 94 backlands (Draft EIR pages 6-30 through 6-50). The analysis discloses the scope and magnitude of physical environmental effects that could occur under the Pier 94 Backlands Alternative. With respect to the topics raised by the commenter (aesthetics, air quality, and general comments related to socioeconomic effects and environmental justice), under the Pier 94 Backlands Alternative, aesthetic impacts would be considered less than significant, as is the case for the proposed project, and construction-phase criteria air pollutants would be greater overall because of pipeline construction, while health risks could be lower because of the distance to sensitive receptors.<sup>2</sup> The discussion on Draft EIR page 6-88 summarizes the environmental trade-offs of implementing the BDFP at the Pier 94 Backlands compared to the proposed project. Refer to responses in Section 10.11 of this document regarding general comments related to socioeconomic effects and environmental justice. These comments will be transmitted to City decision-makers for consideration in their deliberations on whether to approve the proposed BDFP, select the Pier 94 Backlands Alternative, or select another of the alternatives.

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<sup>2</sup> Refer to Sections 10.3, Aesthetics, 10.6, Air Quality and Greenhouse Gas Emissions, and 10.11, General Comments, for responses to the specific comments raised by the commenter, Greenaction for Health and Environmental Justice.



## 10.11 General Comments

The comments and corresponding responses in this section relate to project merits or other topics not evaluated in the Draft Environmental Impact Report (EIR). For ease of reference these comments are grouped into the following issues:

- GC-1: Project Merits
- GC-2: Socioeconomic and Quality-of-Life Effects
- GC-3: Community Benefits and SFPUC Relationship to the Community
- GC-4: Environmental Justice

### Comment GC-1: Project Merits

This response addresses the following comments, which are quoted below:

A-BAAQMD.2  
I-Karlin.1

A-CPC-Johnson.1

A-CPC-Johnson.4

O-PetCamp-1.1

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“...We commend the project on the greater recovery efficiency of biosolids digestion, the planned odor control improvements, and the reduction in emissions of volatile organic compounds and associated nuisance odors in the adjacent neighborhood. We further commend this project for its planned inclusion of renewable diesel fuel to reduce diesel emissions from the project.” (Jean Roggenkamp, Bay Area Air Quality Management District, Letter, June 26, 2017)

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“And so I'm happy to see that finally this project is before us today or least the Draft EIR. This is something that is needed. If we're not going to move the biodigester, which I know was a movement for a little while, we at least need to have it completely upgraded to a modern-day standard. It is an environmental justice issue that we have equipment that is so completely beyond its useful life still handling 80 percent of the solids in our city, wastewater in our city. So I think that's a good thing.” (Christine Johnson, Planning Commission, Public Hearing Comments, June 1, 2017)

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“But I think this is a great day for the City, for the Southeast, particularly for that area. And I'm happy to see this project coming online.” (Christine Johnson, Planning Commission, Public Hearing Comments, June 1, 2017)

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“All of that means that, after 20 years of confronting these issues, I'm very much looking forward to improvements being made at the Southeast Plant.” (Mark Klaiman, Public Hearing Comments, June 1, 2017)

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“I am a member of the Bayview-Hunters Point community. I understand that significant work is being planned for the southeast water treatment plant in the near future. Of course I support maintenance and upgrades to our city's utilities, especially one as important to our health as waste removal.” (Sean Karlin, Email, May 24, 2017)

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## Response GC-1

The comments do not address the adequacy or accuracy of the EIR; rather, the comments speak to the merits of the proposed Biosolids Digester Facilities Project (BDFP). The comments will be transmitted to City decision-makers for consideration in their deliberations on whether to approve the proposed BDFP. Refer to **Response GC-4**, below, regarding environmental justice concerns.

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## Comment GC-2: Socioeconomic and Quality-of-Life Effects

This response addresses the following comments, which are quoted below:

O-BayviewCP-2.6	O-BRITE.4	O-BVHPCAC.4	O-Greenaction.10
O-PetCamp-1.2	O-PetCamp-2.1	O-SFWPM-2.1	I-Hamman-1.2
I-Hamman-4.2	I-Harney.1	I-Hinton.1	I-Hinton.3

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“One example from a family in our community demonstrates how these street closures could test the resiliency of an already fragile community, compromise the economic stability of families, and exacerbate delicate issues of equitable justice. This family has children at a school in Cole Valley – getting to the school requires two, 1-hour round-trips per day. They take either Evans or Jerrold to Caesar Chavez / 101. One parent takes CalTrain to San Jose for work (approximately a 1h45m door-to-door commute). The children are dropped off by 8:30 am and picked up before 6pm. For every minute they’re late, it costs \$5/min/child. This family has minimal resiliency in their day already and see a strong education as the most accessible path to generational economic mobility. Adding even a 5-10 minute delay in their day due to traffic as a result of these street closures (compounded by aforementioned systemic impacts) will impose a “social justice tax” of \$50 - \$100/per day – they have 2 kids and are already stretched thin to get to the school by 6pm. This family is not alone in their transit struggles as a direct consequence of living in the isolated Bayview neighborhood.” (Steven Tiell, Bayview Residents Improving Their Environment, Letter, May 30, 2017, and Email, May 31, 2017)

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“We would like to see expanded attention to the socioeconomic impacts on the neighborhood in the final EIR, considering the drag on future business operations as well as the ongoing aesthetic and reputational impacts associated with living next to a large sewage treatment plant.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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"That said, as a small business owner, I'm very concerned that, as drafted, the EIR will preclude me from benefiting from these improvements. As drafted, the EIR places an unfair burden on those businesses which have already been unfairly burdened by the plant. Specifically, as drafted, the EIR places an unfair amount of traffic burden on construction on those businesses located on Phelps Street.

"In case you're unaware, Phelps Street is a fairly narrow street with parking on both sides of the street, two lanes of traffic, and a bicycle route. Most of the businesses on Phelps Street are both destination locations and are the types of businesses that require their clients to drive to the business and to be able to park in close proximity.

"The Draft EIR completely fails to address this issue. Suggesting that since this is only a temporary burden -- a five-year temporary burden is something that small businesses can withstand -- reflects a lack of understanding of the cash-flow needs of small businesses, as well as the overall burdens of running a small business in San Francisco." (Mark Klaiman, Public Hearing Comments, June 1, 2017)

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"It is based on that past experience that I understand the crippling effect the proposed DIER will have on my business and others on Phelps Streets if a change is not made to the proposed traffic patterns.

"As an active member of the Bayview business community, I have had the privilege to serve on both the Southeast Working Group and the Digester Task Force. Like many small businesses and residents who have suffered through odors and other noxious smells emanating from the Southeast Plant, I support the efforts to reduce this problem. But as drafted, the DEIR will preclude the very businesses that have suffered from the plant to still be in business when the project is completed." (Mark Klaiman, PetCamp, Email, June 19, 2017)

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"As such, the City has a strong interest in protecting its investment by ensuring that (i) the Market can continue to operate successfully during the extended construction period required for the Biosolids Project, and (ii) that the SFWPM Project is able to continue moving forward in spite of the Biosolids Project." (Michael Janis, San Francisco Wholesale Produce Market, Letter, June 19, 2017)

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"The economic impact that these road closures will have on the existing local businesses was not adequately analyzed. Many of these small businesses will not survive this loss of customers. This analysis need revision." (Michael Hamman, Letter, June 20, 2017)

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"I am a commercial property owner here in San Francisco and I have several properties on the block bounded by Third, Jerrold, Innes and Phelps Street which are adjacent to the Southeast Treatment Plant. My commercial tenants will be negatively impacted by the proposed project. I am hopeful that the negative impacts can be mitigated with a well thought out development plan." (Chris Harney, Email, June 26, 2017)

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"I would ask that you at the very least...Undergo additional review of the impact analysis with respect to traffic and circulation (Impact TR 1-5 incl.; Vol.1 s28) from the existing 'LS' -less than significant - status to the LSM condition, requiring mitigation. Current plans will have a devastating impact both to businesses, many of whom will leave the area if they cannot conduct business day-to-day, and residents." (Rosalind Hinton, Letter, June 19, 2017)

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"The overarching issues - transportation, traffic and circulation - drive the question of public safety in Bayview and the quality of life for those directly and indirectly impacted by these multiple, intersecting projects. For the record, approximately 35,000 San Francisco citizens reside in the Bayview community and neighborhoods." (Dan Dodt, Bayview Community Planning, Letter, June 17, 2017; Jack Gallagher, Bayview Hunters Point Citizens Advisory Committee, Letter, June 19, 2017)

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"...and [closure of Jerrold Avenue] will seriously degrade the quality of life for just about everybody who lives here." (Michael Hamman, Public Hearing Comments, June 1, 2017)

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"The SFPUC project in the Bayview is of enormous concern to me. The communities, businesses and residential, along Phelps, 3rd and Jerrold are revitalizing and much more stable than they have been in many years, but are still quite fragile. The SFPUC expansion and upgrade in the area with its vast footprint and its 20-year timeline (when you put the discreet phases together) will have a devastating impact on the residents and businesses in the area, the property values, the quality of life, and just the simple ability to conduct business and get around and through the neighborhood.

"While SFPUC makes claims that it is mitigating the impact of its construction and upgrades, the actual neighborhoods impacted by the construction will undergo a scorched earth approach that has little regard for protecting community assets where the assets and the community currently exist." (Rosalind Hinton, Letter, June 19, 2017)

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## Response GC-2

In accordance with the California Environmental Quality Act (CEQA), the Draft EIR evaluated the physical environmental effects of the BDFP. Economic (e.g., property values) and social or quality-of-life effects of a project are not considered environmental impacts under CEQA (Guidelines Section 15131) unless there would be a physical impact on the environment (such as impacts addressed in the Draft EIR in the air quality, traffic, and noise sections) resulting from such effects, or if such effects result in the need for the construction of new or physically altered facilities that would result in significant physical environmental impacts. Comments on socioeconomic or quality-of-life effects will be transmitted to City decision-makers for consideration in their deliberations on whether to approve the proposed BDFP.

Many of the concerns expressed in the comments above relate to transportation and circulation during BDFP construction. The Draft EIR evaluated transportation and circulation impacts of

BDFP construction and operation in Section 4.6, *Transportation and Circulation*. Readers are also referred to **Response TR-1** in Section 10.5 of this document, which directly addresses community comments related to BDFP transportation and circulation impacts, including discussing the net changes in traffic along Phelps Street and Jerrold Avenue during BDFP construction. As indicated in **Response TR-1**, implementation of the BDFP would not impede continued operation of the San Francisco Wholesale Produce Market nor impair implementation of their project.

Refer to **Response TR-3** in Section 10.5 of this document for additional discussion of BDFP effects on parking. The San Francisco Public Utilities Commission (SFPUC) has conducted public outreach on the BDFP, including presenting to various community, business, and residential groups and conducting door-to-door merchant outreach, providing opportunities to identify and attempt to address concerns around customer parking and access.<sup>1</sup>

The BDFP proposes improvements to the existing aesthetic conditions along Jerrold Avenue. Consistent with Sewer System Improvement Program (SSIP) and BDFP objectives, the SFPUC aims to provide visual improvements as part of the BDFP that enhance the overall aesthetics at the Southeast Plant, and improve the public edges in a manner consistent with the surrounding neighborhood (Draft EIR page 2-19). Architectural, landscaping, and street improvements included in the BDFP (described in Draft EIR Section 2.4.3, pages 2-42 to 2-46, and further illustrated in Draft EIR Figures 4.3-8 and 4.3-9, pages 4.3-24 and 4.3-25) are designed to reduce the project's long term effects on the quality of life for the surrounding neighborhood.

The BDFP would also replace the existing solids treatment system with new biosolids handling facilities at a new location farther away from Phelps Street. As described in Impact AQ-5 (Draft EIR page 4.8-66 et seq.), odors from the solids treatment facilities both inside and outside the Southeast Plant boundary are expected to improve compared to existing conditions. Refer also to **Response GC-3**, below, for discussion of community benefits and the SFPUC's relationship to the community.

In accordance with CEQA, the Draft EIR evaluated the environmental effects of the entire BDFP, including the full construction period, the transition from existing to new solids processing facilities, and operation of the project. BDFP construction is expected to take approximately five years, from 2018 through 2023 (as shown in Draft EIR Table 2-10, page 2-52). Once construction of the BDFP is complete, transition from the existing solids processing facilities to the new solids processing facilities would require about two years; this would not require additional construction activities.

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<sup>1</sup> SFPUC, BDFP Public Outreach, e-mail from K. Frye, November 7, 2017.

## Comment GC-3: Community Benefits and SFPUC Relationship to the Community

This response addresses the following comments, which are quoted below:

O-BRITE.1	O-BRITE.2	O-BRITE.4	O-Greenaction.5
O-Greenaction.7	I-Harney.4		

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“In summary, BRITE strongly opposes the closure of Jerrold and would like to see efforts made to honor preexisting commitments to the community -- both in terms of the Jerrold street closure and a key component of the greenhouse community benefit.” (Steven Tiell, Bayview Residents Improving Their Environment, Letter, May 30, 2017, and Email, May 31, 2017)

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“As progress builds on the SE Wastewater Treatment facility, so does the feedback we hear from members of the community. After the publication of the draft EIR, we’ve heard discussion and displeasure with the call for Jerrold St to be “closed during construction”. (EIR Vol 1, §2.1.1.2; §S.4.3;) Compounding this closure is the simultaneous realignment of lanes on Evans to also support this project. But there’s more to this than road closures – the bigger picture is about the SFPUC’s relationship with and commitments to the community and the isolation (and resilience) of Bayview.

“During the SFPUC-hosted community town hall March 18, 2017, Carolyn Chiu said, “the Jerrold Street closure would only happen late at night and would only impact the businesses at the produce market.” Now, the draft EIR states the street will be completely closed during construction! This significant of a change, buried in a 500+ page, multi-volume document, further erodes what’s left of the trust between the SFPUC and our community. This is a categorically unacceptable and unreasonable burden to place on our residents, especially when commitments have already been made to the community to avoid this very situation. This is the epitome of trying to pull a fast one and it is offensive to the community. Together with the seizure and demolition of the greenhouses – which were supposed to be a community benefit – the number and significance of flip-flops on commitments to the community by the SFPUC raises eyebrows among community stakeholders.” (Steven Tiell, Bayview Residents Improving Their Environment, Letter, May 30, 2017, and Email, May 31, 2017)

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“While the community strongly supports the BDFP project for its promise to eliminate odors beyond the fence line – odors which our community has been subject to for decades (odors that came with scaled back community benefits that were delinquent in being delivered and are now being repossessed) – the appetite for traffic disruptions of this magnitude are nil, as is the appetite for a complete demolition of the greenhouses site.” (Steven Tiell, Bayview Residents Improving Their Environment, Letter, May 30, 2017, and Email, May 31, 2017)

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“We understand that the location of the Southeast Plant is a geographic convenience for SFPUC. As a topographic low point it enables much of the wastewater system to be gravity fed and, therefore, more efficient to operate. Here we see a trade-off between efficiency and

equity. The Southeast Plant already processes 80 percent of the City and County's wastewater, but it does not provide what we consider a proportional amount of benefit to the neighborhood that supports it. Therefore, we want to echo calls made by the others to provide employment opportunities, both during construction and during ongoing operation, to members of the immediate community. We encourage SFPUC to hire local business enterprises (LBEs) in this project, while also encouraging SFPUC not to reduce but to enable LBEs to achieve the same environmental performance standards as required elsewhere in the project. For example, we observe that the project only requires 80 percent of haul trucks to use 2010 or newer engines. We understand that the 20 percent not required to achieve this standard are LBEs that might have older equipment. Rather than reducing the environmental standard, we would prefer that SFPUC see this project as a way for LBEs to modernize their fleets. Lowering an environmental standard and using a quota approach limits both the ongoing opportunities for an LBE and contributes to community health overburden. We hope that you consider and change your approach in the final EIR.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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“When the Southeast Plant expanded considerably in 1982, SFPUC reached a compromise with the neighborhood that increased community resources. Specifically, it added a community education center and community greenhouses in return for its increased production. We see no such plan as part of this project, but we do see that the portion of the plant south of Jerrold Street and between Phelps and Quint Streets will be retired as part of this project. We understand that the SFPUC has chosen to treat demolition of this older equipment and plans for this site as a future project. As a consequence, the project discussed in the Draft EIR appears to take more from the neighborhood than it gives. That is, it will burden the neighborhood with five years of construction, and it will increase daily truck traffic during ongoing operation. It will increase the production and combustion of biogas immediately upwind of residences. While it strives to reduce odors from one portion of the plant, it ignores others while also making plans to increase wastewater processing. We fail to see why the community should be in favor of this project, given a lack of return for the people who will live with the inconveniences associated with this facility. We encourage you to correct this oversight in your final EIR and to engage with community members and community leaders as you do so.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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“The BIT (Bayview Industrial Triangle) which includes Jerrold Avenue between Third and the Southeast Plant still is an area that has overhead utility lines, inadequate (non ADA) sidewalk curbs, lacking uniform street trees, no sidewalk lighting etc. Given all that is planned and knowing the hardship this multiyear build will place on local business and residents it would be nice to see real tangible community benefits being presented as part of the entire proposal.” (Chris Harney, Email, June 26, 2017)

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## Response GC-3

### *Closure of Jerrold Avenue*

At the SFPUC community open house held at the Bayview Opera House on March 18, 2017, Carolyn Chiu provided information on the closure of Jerrold Avenue to public through-traffic

24-hours per day during the five-year project construction period; this closure includes both daytime and nighttime, contrary to the comment above.<sup>2</sup> As discussed in **Responses GC-2 and TR-1**, the transportation and circulation effects of the closure of Jerrold were evaluated in Draft EIR Section 4.6, Transportation and Circulation. As indicated in the Draft EIR (pp. 2-53 and 2-54), the Traffic Control Plan would include development of detour routes designed to minimize impacts on local street circulation and manage traffic around road closures in order to reduce the project's effects on the surrounding community. Refer to **Response TR-1** for additional discussion of this topic.

### ***Southeast Greenhouses***

As discussed in **Response OC-3**, in Section 10.9 of this document, the Southeast Greenhouses Demolition project is a separate project previously approved by the SFPUC, and is not proposed as part of the BDFP. The cumulative environmental effects of the Southeast Greenhouses Demolition along with the BDFP and other projects in the cumulative scenario were evaluated in the Draft EIR within each topic section (i.e., Draft EIR Sections 4.2 through 4.19).

To address the social and economic effects of an expansion of the Southeast Plant necessitated by amendments to the federal Clean Water Act in the 1980s, the City and the Bayview-Hunters Point community developed a plan, commonly called the "Southeast Community Mitigation Agreement" (the Community Agreement), to construct the Southeast Greenhouses and the Southeast Community Facility.<sup>3</sup> The Southeast Greenhouses began to operate in 1987. As part of its stated commitment to the Community Agreement, the SFPUC is launching an Interim Greenhouse Grants Program (the "Greenhouse Grant Program"). The SFPUC developed this grant program with the involvement of the local community in an effort to fulfill the SFPUC's goal of providing residents with educational and workforce development opportunities. The purpose of the Greenhouse Grant Program is to help Bayview-Hunters Point residents overcome barriers to employment through development of the skills needed to secure living-wage jobs in the horticulture and urban agriculture sectors (including aquaponics and hydroponics); agriculture-adjacent food industries (including but not limited to wholesale sales, transport and distribution, packing and manufacturing, and production and catering); and related green sectors.<sup>4,5</sup>

### ***Community Engagement***

The remaining comments grouped into this topic category, which discuss SFPUC's engagement with the community regarding the Southeast Plant and community benefits (discussed below), do not address the adequacy or accuracy of the EIR. The comments will be transmitted to City decision-makers for consideration in their deliberations on whether to approve the proposed BDFP.

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<sup>2</sup> Carolyn Chiu, SFPUC, personal communication with Tim Johnston, San Francisco Planning Department, November 7, 2017.

<sup>3</sup> ESA, *Environmental Justice Analysis for Bayview-Hunters Point, Biosolids Digester Facilities Project and Community Benefits Program*, prepared for SFPUC, June 2017. Available online at [www.sfwater.org/bdfp-ej-analysis](http://www.sfwater.org/bdfp-ej-analysis).

<sup>4</sup> SFPUC, Solicitation for Grant Requests, PRO.0099(G): Interim Greenhouse Grant Program. Issued November 27, 2017.

<sup>5</sup> SFPUC, Community Grant Program, 2017. Available online at <http://sfwater.org/index.aspx?page=1212>. Accessed on January 25, 2018.



Separate from the CEQA process, the SFPUC has made efforts to engage the local community pursuant to multiple SFPUC programs and policies. The SFPUC has conducted approximately 50 separate public outreach efforts related to the project, beginning in 2009 and continuing to present (see Section 1.3 of the Draft EIR). In addition to outreach associated with the SSIP and BDFP planning processes, relevant efforts include the Community Benefits Program and the Southeast Community Mitigation Agreement.

The BDFP is part of the SSIP, a wastewater capital improvement program that is the culmination of several years of wastewater system planning efforts, public meetings, and SFPUC workshops. SSIP guiding principles include maximizing employment and educational opportunities, in addition to the primary goals and levels of service identified in Draft EIR Table 2-3 (page 2-17). As part of the SSIP planning process, the nine-member Southeast Digester Task Force, an advisory group representing the local Bayview-Hunters Point community, was convened by the SFPUC in 2009-2010 for the purpose of reviewing and evaluating alternative concepts for replacing the Southeast Plant digesters (see Draft EIR Section 1.3.2, page 1-7). Then, between 2014 and 2016, the Southeast Working Group, made up of a cross-section of residents, business owners, and community group leaders based near the water pollution control plant, met routinely to gain updates on SFPUC projects and provide input on SFPUC projects and other activities near the water pollution control plant (see Draft EIR Section 1.3.3, page 1-7).

### ***Community Benefits***

SFPUC adopted Resolution No. 11-0008 (Community Benefits Policy) on January 11, 2011.<sup>6</sup> As specified in the resolution, SFPUC defines community benefits as “those positive effects on a community that result from the SFPUC’s operation and improvement of its water, wastewater and power services.” Referred to as the SFPUC’s “good neighbor policy,” the resolution “affirms and commits to the goal of developing an inclusive and comprehensive community benefits program to better serve and foster partnership with communities in all SFPUC service areas and to ensure that public benefits are shared across all communities.” The resolution commits SFPUC to develop a Community Benefits Program and to devote sufficient resources and authority to staff for stakeholder and community engagement in design and implementation of SFPUC policies and projects; workforce development; environmental programs; economic development; support for arts and culture related to SFPUC’s mission; educational programs; use of land in a way that maximizes health, environmental sustainability, and innovative ideas; diversity and inclusion programs; in-kind contributions and volunteerism; and improvement in community health.

As indicated in the Draft EIR (pages S-18 and 1-4), the SFPUC has conducted a separate environmental justice analysis concurrent with the BDFP, and prepared a stand-alone report titled *Environmental Justice Analysis for Bayview-Hunters Point, Biosolids Digester Facilities Project and Community Benefits Program* (Environmental Justice report).<sup>7</sup> See Chapter 6 of the Environmental Justice report for more information on the SFPUC’s ongoing Community Benefits Program.

<sup>6</sup> SFPUC, Community Benefits Policy, SFPUC Commission Resolution No.11-0008, January 11, 2011. Available online at <http://sfwater.org/modules/showdocument.aspx?documentid=3687>.

<sup>7</sup> ESA, *Environmental Justice Analysis for Bayview-Hunters Point, Biosolids Digester Facilities Project and Community Benefits Program*, prepared for SFPUC, June 2017. Available online at [www.sfwater.org/bdfp-ej-analysis](http://www.sfwater.org/bdfp-ej-analysis).

Section 6.3 of the Environmental Justice report presents information about past, current, and intended or proposed future actions under the Community Benefits Program that seek to improve local employment of San Francisco residents and provide job training, experience, and search assistance, including the following:

- **Local Hiring Policy and Local Business Participation.** SFPUC projects are covered by the San Francisco Local Hiring Policy for Construction and have a goal of 30 percent local hiring at this time, meaning that 30 percent of total construction work hours must be worked by San Francisco residents. For apprenticeships (entry-level jobs), this goal is increased to 50 percent. As of March 2017, SFPUC is achieving a 36 percent local hiring rate for San Francisco residents and 72 percent for San Francisco apprentices, exceeding the respective goals. This program has resulted in greater numbers of local hires within Bayview-Hunters Point compared to other neighborhoods, with 30 percent of the 231 San Francisco workers and 42 percent of the 58 San Francisco apprentices coming from District 10. Construction of the BDFP would comply with the local hiring policy, and several other SFPUC projects (e.g., the Headworks Facility Project) also are planned within Bayview-Hunters Point. The City also has a mandate for local community contractors to participate. Although the goals vary per contract, the SFPUC aims to maximize local participation on every project. As of March 2017, 196 contracts valued at \$108 million have been awarded to SSIP LBE contractors. Of those contracts awarded to San Francisco businesses, 41 percent of those businesses are located in Bayview-Hunters Point (District 10).
- **Youth Internships.** SFPUC supports the Mayor's Youth Jobs Plus Initiative as a part of an overall strategy to educate and prepare job seekers in local communities to be successful SFPUC applicants. More than 1500 youth and young adults annually benefit from internships through SFPUC and other partner agencies. While the youth served by SFPUC programs live all over the city, a large number come from the southeastern portion of the City. In 2016, the SFPUC sponsored paid internships for 188 youth and young adults from Bayview-Hunters Point. Since the program's inception in 2013, SFPUC has employed between 150 and 200 young people from Bayview-Hunters Point each summer, and SFPUC is committed to continuing this program, including in 2017.
- **Baywork.** SFPUC is a signatory of Baywork, a consortium of water and wastewater agencies dedicated to workforce development. In 2016, Baywork secured funding to complete a regional labor market research initiative with JVS, a San Francisco-based non-profit career and skills development organization with over 40 years of experience in sector-based training and job search assistance in the Bay Area. The \$150,000 grant is underway and will deliver a regional map of hiring needs and training opportunities and gaps within the region. This research will map the skills, training, and certification required for careers in the water/wastewater industry that are hard to fill, like electronic maintenance technicians, and will lay the foundation for new community college and training programs to fill these gaps.

The Environmental Justice report<sup>8</sup> (Section 6.4) also identified recommendations for the SFPUC Community Benefits Program.

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<sup>8</sup> ESA, *Environmental Justice Analysis for Bayview-Hunters Point, Biosolids Digester Facilities Project and Community Benefits Program*, prepared for SFPUC, June 2017. Available online at [www.sfwater.org/bdfp-ej-analysis](http://www.sfwater.org/bdfp-ej-analysis).

## Comment GC-4: Environmental Justice

This response addresses the following comments, which are quoted below:

O-Greenaction.2

O-Greenaction.11

I-Kelly.2

I-Kelly.5

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“We are extremely concerned that this project involves a 20 percent expansion of waste processing and biosolids production. This expansion may exacerbate community health burdens which are unacceptable. We must continue to point out the inequity, and object to the fact, that the Southeast Plant in Bayview Hunters Point continues to process almost all of the City’s sewage and sewage from other cities.

● “As you are well aware, Bayview Hunters Point (BVHP) residents bear the disproportionate burden of industrial and military base pollution in San Francisco. As you are also aware, residents suffer high rates of illnesses likely related to the many mobile and stationary pollution sources in the neighborhood. The California Environmental Protection Agency’s CalEnviroScreen 3.0 has confirmed that BVHP residents are highly vulnerable to pollution due to environmental, health and socio-economic indicators - and in fact CalEnviroScreen ranks BVHP as one of the most at risk communities in the state to pollution.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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“All decisions made by the City regarding this project must be consistent with environmental justice, be health protective, and reduce - not add - to the environmental burden in the community.” (Bradley Angel, Greenaction for Health and Environmental Justice, Letter, June 26, 2017)

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“I believe you will soon see a number of neighborhood groups throughout Bayview and the City come together in an official alliance for environmental justice in Southeast San Francisco; to that end, I am cc-ing these comments to some Bayview neighbors, members of the SFPUC CAC, and to Yolanda Manzone of the PUC, who is presenting a draft Environmental Justice Analysis of the project to neighborhood groups in the coming months.” (Tony Kelly, Letter, June 26, 2017)

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“I worked on the successful campaign for Proposition I in 2004, forcing Muni to replace their old diesel buses and improve their air quality standards. **All City agencies should take great care to minimize and mitigate their environmental impacts in this heavily-burdened neighborhood.** I look forward to the PUC acting responsibly in their construction and operation of the new Biosolids Digesters.” (Tony Kelly, Letter, June 26, 2017)

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## Response GC-4

The comments above express concern about projected increases in the quantities of wastewater and biosolids at the Southeast Plant, the effects of the BDFP on the health of Bayview community members given existing environmental conditions, and environmental justice issues generally. The U.S. Environmental Protection Agency defines environmental justice as follows:<sup>9</sup>

“The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people, including racial, ethnic, or socioeconomic group should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies.”

### *Wastewater Treatment and Biosolids Production*

Regarding wastewater quantities, average dry weather wastewater flows to the Southeast Plant between 2010 and 2045 are projected to increase from 60.6 to 69.4 million gallons per day (Draft EIR Appendix HYD, page HYD-16), while biosolids production with implementation of the BDFP is projected to increase from 13,000 dry tons (2015) to 24,000 dry tons (2045; Draft EIR page 2-7). Note that wastewater influent and biosolids production are projected to increase at the treatment plant with or without implementation of the BDFP. In 2045 *without implementation of the BDFP*, the amount of biosolids generated and the number of haul trips would be greater (27,700 dry tons and 14 to 18 trips per day, respectively) because the proposed BDFP solids treatment processes would reduce the quantity of biosolids generated (and associated truck trips required for off-hauling) compared to existing solids treatment processes (see note g on Draft EIR Table 2-1, page 2-7). As discussed in Draft EIR Section 4.4, *Population and Housing*, the BDFP would not increase the plant’s existing overall wastewater treatment capacity (Draft EIR page 4.4-7) and the solids treatment capacity that would be provided by the BDFP is based on current growth projections through 2040 prepared by the Association of Bay Area Governments, and extrapolated through 2045.

The water pollution control plant treats flows from a limited area of Daly City and Brisbane, representing about 2.5 percent of the total flow currently treated at the plant (refer to Draft EIR Section 2.2.2.2).

### *Health Impacts*

The requirements of CEQA and Chapter 31 of the San Francisco Administrative Code guided preparation of the BDFP Draft EIR. In accordance with these requirements, the Draft EIR evaluates numerous effects on aspects of human health, including Air Quality (Section 4.8), Noise and Vibration (Section 4.7), and Hazards and Hazardous Materials (Section 4.17). Draft EIR Section S.5 (page S-11) summarizes all impacts identified for the project, the significance determination for each impact, and measures identified to avoid, reduce, or otherwise lessen significant impacts.

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<sup>9</sup> United States Environmental Protection Agency (USEPA), *Final Guidance for Incorporating Environmental Justice Concerns in EPA’s NEPA Compliance Analyses*, April 1998. Available online at <https://www.epa.gov/sites/production/files/2015-04/documents/ej-guidance-nepa-compliance-analyses.pdf>.

The Draft EIR's discussion of local health risks and hazards from airborne pollution is presented in the following sections:

- **Section 4.8.1.4** (Draft EIR pages 4.8-9 – 4.8-13). This section describes toxic air contaminants (TACs) and other pollutants of concern and how health risk assessments are used; modeling conducted by the City and the Bay Area Air Quality Management District (BAAQMD) to identify areas of poor air quality (termed the Air Pollutant Exposure Zone [APEZ]) and Health Vulnerable locations; and the City's *Community Risk Reduction Plan*. As shown in Figure 4.8-2 (Draft EIR page 4.8-13), the BDFP site and portions of the surrounding area are within the APEZ and Health Vulnerability zip codes.
- **Section 4.8.3.2** (under Local Health Risks and Hazards, Draft EIR pages 4.8-38 – 4.8-40) describes the thresholds of significance and approach to evaluating health risk from air pollutants. As discussed therein, a health risk assessment was prepared for the BDFP to provide quantitative estimates of health risks (in terms of increased excess lifetime cancer and non-cancer risks as well as localized PM<sub>2.5</sub> concentrations) from exposures to TACs and other pollutants of concern. The analysis accounted for background (existing) concentrations and risk levels, as estimated in the San Francisco Community Risk Reduction Plan Health Risk Assessment.
- **Impact AQ-3** (Draft EIR pages 4.8-55 – 4.8-62) presents the results of the analysis. The Draft EIR analysis determined that project-related construction and operational emissions increases would not expand the existing APEZ, and would not exceed significance thresholds for cancer risk and PM<sub>2.5</sub> concentrations at sensitive receptors within 1 kilometer of the project site. In summary, the impact was found to be less than significant.

### ***Environmental Justice***

The remaining comments in this topic, which encourage the City to make decisions consistent with environmental justice principles, do not address the adequacy or accuracy of the EIR. The comments will be transmitted to City decision-makers for consideration in their deliberations on whether to approve the proposed BDFP.

Consistent with the U.S. Environmental Protection Agency's definition referenced above, the SFPUC's Environmental Justice Policy (2009)<sup>10</sup> defines environmental justice as the fair treatment of people of all races, cultures, and incomes and believes that no group of people should bear a disproportionate share of negative environmental consequences resulting from the operations, programs, and/or policies of the SFPUC. The policy commits the SFPUC to the goals of environmental justice to prevent, mitigate, and lessen disproportionate environmental impacts of its activities on communities in all SFPUC service areas and to insure that public benefits are shared across all communities.

As discussed in the preceding response (and identified on Draft EIR pages S-18, 1-4, and 1-5), the SFPUC has prepared an environmental justice analysis of the BDFP as a separate, yet complimentary, analysis from what is required under CEQA. The environmental justice indicators examined in the analysis were selected based upon direct input from the local community. The

<sup>10</sup> SFPUC, Environmental Justice Policy, SFPUC Commission Resolution No.09-0170, October 13, 2009. Available online at <http://sfwater.org/modules/showdocument.aspx?documentid=3686>.

results of this evaluation and analysis are contained in the *Environmental Justice Analysis for Bayview-Hunters Point, Biosolids Digester Facilities Project and Community Benefits Program* (Environmental Justice report).<sup>11</sup> The Environmental Justice report documents the analysis of potential environmental justice effects of the BDFP, both in terms of its potential to exacerbate or to improve upon the selected environmental justice indicators and in terms of whether it would result in new disproportionately high and adverse effects on minority and low-income communities. As discussed in the preceding response, the report also contains a discussion of ongoing and proposed Community Benefits Program activities. The report (Section 5.4) also includes recommendations to improve outcomes of BDFP implementation and outreach related to environmental justice. The SFPUC will consider the Environmental Justice Report separate from the CEQA process. For more information on the Environmental Justice report, please see the SFPUC's Land Use and Environmental Justice web page: <http://sfwater.org/index.aspx?page=654>.

The SFPUC has incorporated commitments to environmental improvement into the design of the BDFP. As described in Section 5.3.1 of the Environmental Justice report, the project has been designed to be as far from residential receptors as feasible within the available site at the Southeast Plant and to incorporate turbine design features that decrease emissions of air contaminants compared to the existing internal combustion engines (by selecting low-emission turbines for the project) and that enhance the dispersal of emissions (by electing to build a taller turbine exhaust stack). One of the BDFP project objectives is to limit noticeable odors from BDFP facilities to the water pollution control plant property boundary, which would improve odor conditions outside the plant compared to existing conditions (Draft EIR page 2-19). See EIR Impact AQ-5 in Section 4.8, Air Quality (Draft EIR pages 4.8-66 to 4.8-70) for additional discussion of the project's odor-related impact.

While not part of project design, EIR Mitigation Measure M-AQ-1a (Construction Emissions Minimization, Draft EIR pages 4.8-49 to 4.8-50) requires cleaner construction equipment fuel and more stringent engine efficiencies than are required by the Clean Construction Ordinance, which would reduce emissions during project construction. Also refer to EIR Impacts AQ-1, AQ-2, and AQ-3 in Section 4.8, Air Quality (Draft EIR pages 4.8-43 to 4.8-62) for discussion of dust and criteria pollutant emissions during construction; criteria pollutant emissions during project operations; and toxic air contaminant emissions during project construction and operations, respectively.

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<sup>11</sup> ESA, *Environmental Justice Analysis for Bayview-Hunters Point, Biosolids Digester Facilities Project and Community Benefits Program*, prepared for SFPUC, June 2017. Available online at [www.sfwater.org/bdfp-ej-analysis](http://www.sfwater.org/bdfp-ej-analysis).

# CHAPTER 11

## Draft EIR Revisions

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### 11.1 Introduction

This chapter presents revisions to the Biosolids Digester Facilities Project (BDFP or project) Draft Environmental Impact Report (EIR) that was published on May 3, 2017. These revisions include both (1) changes made to text, tables, or figures in response to comments on the Draft EIR as discussed and presented in Chapter 10, as well as (2) staff-initiated text changes to correct minor inconsistencies, to add minor information or clarification related to the project, and to provide updated information where applicable. None of the revisions or corrections in this chapter substantially change the analysis and conclusions presented in the Draft EIR.

The chapter includes all revisions by reproducing the relevant excerpt of the Draft EIR in the sequential order by the chapter, section, and page that it appears in the document. Preceding each revision is a brief explanation for the text change, either identifying the corresponding response codes, such as Response AQ-4, where the issue is discussed in Chapter 10 or indicating the reason for a staff-initiated change. Deletions in text and tables are shown in strikethrough (~~strikethrough~~) and new text is shown in underline (double-underline).

### 11.2 Changes to the Draft EIR

#### 11.2.1 Cover, Table of Contents, Acronyms, Abbreviations, Glossary, and Summary

To maximize use of 2010 or newer engines in all haul trucks as discussed in Response AQ-4, the following text in Mitigation Measure M-AQ-1a(A)(2) in Table S-2 of the Draft EIR (page S-30) has been revised:

*“Engine Requirements.*

2. At least 80 percent of haul trucks (i.e., trucks used to remove or deliver backfill soil, excavated soil, and demolition debris) used must have 2010 or newer engines. The SFPUC should strive to exceed this requirement when possible; if trucks with 2010 or newer engines are available in the Contractor’s, or subcontractor’s fleet, then those should be used for the project.

The SFPUC, through its Contractors Assistance Center, will work with the BAAQMD’s Strategic Incentives Division and interested, eligible truckers to pursue funding to replace vehicles or retrofit engines to comply with the lower

emissions requirement, including but not limited to conducting informational presentations at the Contractors Assistance Center to notify truckers about the grants and incentives and assisting with the completion of applications to the grant programs."

In response to comments, the following text in Mitigation Measure M-AQ-1b(2) in Table S-2 of the Draft EIR (page S-31) has been revised to reflect the updated funding equation:

- "2. Pay a mitigation offset fee to the Bay Area Air Quality Management District's (BAAQMD) Bay Area Clean Air Foundation (Foundation) in an amount to be determined at the time of the impact. The mitigation offset fee will be no less than ~~\$18,030~~\$30,000 per weighted ton of ozone precursors per year requiring emissions offsets plus an administrative fee of no less than 5 percent, to fund one or more emissions reduction projects within the SFBAAB. The \$30,000 will be adjusted to reflect annual California Consumer Price Index adjustments between 2017 and the estimated first year of exceedance. This fee will be determined by the Planning Department in consultation with the SFPUC and BAAQMD and based on the type of projects available at the time of impact. This fee is intended to fund emissions reduction projects to achieve reductions of 2.3 tons per year of ozone precursors."

## 11.2.2 Chapter 1: Introduction

No revisions were made to this chapter.

## 11.2.3 Chapter 2: Project Description

To reflect the SFPUC's pursuit of financing from the U.S. Environmental Protection Agency under the Water Infrastructure Finance and Innovation Act, Section 2.7.1 Federal Action and Approvals (Draft EIR page 2-70) is revised as follows as a staff-initiated change:

### 2.7.1 Federal Actions and Approvals

~~The project is not expected to require any federal permits or approvals.~~

- United States Environmental Protection Agency:
  - Consideration for Water Infrastructure Finance and Innovation Act loan and review of environmental review requirements that must be completed to apply for a loan

### 2.7.2 State Actions and Approvals

- State Historic Preservation Officer:
    - Review under Section 106 of the National Historic Preservation Act (as part of the Water Infrastructure Finance and Innovation Act and State Revolving Fund loan application process)
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## 11.2.4 Chapter 3: Plans and Policies

No revisions were made to this chapter.

## 11.2.5 Chapter 4: Environmental Setting and Impacts

No revisions were made to this chapter, except for those in the following sections:

### Section 4.1: Overview

As discussed in Response OC-2, the first paragraph on Draft EIR page 4.1-4 is revised as follows:

As permitted in CEQA Guidelines Section 15130(b)(1), the analyses analysis in this EIR employs the list-based approach, a projections approach, or a hybrid of the two as appropriate, for defining projects to be considered in the cumulative impact analysis. In the list-based approach, that is, the analysis is based on a list of past, present, and probable future projects that could result in related or cumulative impacts. A probable future project is defined as one that is “reasonably foreseeable,” which is generally a project for which an application has been filed with the approving agency or that has approved funding. In the projections approach, projections contained in an adopted local, regional, or statewide plan, or related planning document, are summarized to describe or evaluate conditions contributing to the cumulative effect.

The second paragraph on Draft EIR page 4.1-4 is also revised to read:

The following factors were used to determine an appropriate list of relevant projects to be considered in the list-based cumulative analyses:

The second paragraph on Draft EIR page 4.1-5 is revised to read:

**Table 4.1-1** describes the past, present, and probable future projects that are considered in the list-based cumulative analyses (based on the factors described above), and their locations are shown on **Figure 4.1-1**.

### Section 4.5: Cultural Resources

To properly reflect the title of the subject report, footnotes number 8 (page 4.5-6), 49 (page 4.5-22), 70 (page 4.5-46), and 71 (page 4.5-46) in the Draft EIR are revised as follows as a staff initiated change:

Kaijankoski, Philip, Brian F. Byrd, and Jack Meyer, ~~DRAFT Preliminary Prehistoric Archaeological Testing Report for~~ FINAL A Geoarchaeological Study of the Islais Creek Estuary: A Framework for Future Project-Specific Archaeological Investigations at the Southeast Water Pollution Control Plant, San Francisco, California. Far Western Anthropological Research Group, Inc., Davis, California. Prepared for the San Francisco Public Utilities Commission, September 2016.

## Section 4.8: Air Quality

As discussed in Response AQ-6, the following text on Draft EIR page 4.8-29 has been revised:

“The BAAQMD is also the agency responsible for investigating and controlling odor complaints in the area. The BAAQMD enforces odor control by helping the public document a public nuisance. Upon receipt of a complaint, the BAAQMD sends an investigator to interview the complainant and to locate the odor source if possible. The BAAQMD typically brings a public nuisance court action when there are a substantial number of confirmed odor events within a 24-hour period. An odor source with five or more confirmed complaints per year averaged over three years is considered to have a substantial effect on receptors. As indicated above (under *Odor Incidents*), the BAAQMD has received two confirmed odor complaints regarding odor at the SEP over the six-year period from January 1, 2009 through October 22, 2015. Thus, ~~based on~~ the odor complaint history at the Southeast Water Pollution Control Plant has not resulted in its designation by the BAAQMD does not consider the SEP to be as a significant source of odors in the area. Nonetheless, the BAAQMD still considers the entirety of the treatment works at the water pollution control plant to be a potentially significant odor source.<sup>52a, 52b</sup>

<sup>52a</sup> Roggenkamp, Jean, Bay Area Air Quality Management District. Letter to Tim Johnson, July 28, 2017.

<sup>52b</sup> The term “significant” in this paragraph refers to BAAQMD’s assessment of the odor source, and is not the same as impact significance as defined under CEQA.

To maximize use of 2010 or newer engines in all haul trucks as discussed in Response AQ-4, the following text in Mitigation Measure M-AQ-1a(A)(2) of Draft EIR (page 4.8-49) has been revised:

### ***“Engine Requirements.***

2. At least 80 percent of haul trucks (i.e., trucks used to remove or deliver backfill soil, excavated soil, and demolition debris) used must have 2010 or newer engines. The SFPUC should strive to exceed this requirement when possible; if trucks with 2010 or newer engines are available in the Contractor’s, or subcontractor’s fleet, then those should be used for the project.

The SFPUC, through its Contractors Assistance Center, will work with the BAAQMD’s Strategic Incentives Division and interested, eligible truckers to pursue funding to replace vehicles or retrofit engines to comply with the lower emissions requirement, including but not limited to conducting informational presentations at the Contractors Assistance Center to notify truckers about the grants and incentives and assisting with the completion of applications to the grant programs.”

Also in response to comments, the following text in Mitigation Measure M-AQ-1b(2) of Draft EIR (page 4.8-51) has been revised to reflect the updated funding equation:

- “2. Pay a mitigation offset fee to the Bay Area Air Quality Management District’s (BAAQMD) Bay Area Clean Air Foundation (Foundation) in an amount to be determined at the time of the impact. The mitigation offset fee will be no less than

~~\$18,030~~ \$30,000 per weighted ton of ozone precursors per year requiring emissions offsets plus an administrative fee of no less than 5 percent, to fund one or more emissions reduction projects within the SFBAAB. The \$30,000 will be adjusted to reflect annual California Consumer Price Index adjustments between 2017 and the estimated first year of exceedance. This fee will be determined by the Planning Department in consultation with the SFPUC and BAAQMD and based on the type of projects available at the time of impact. This fee is intended to fund emissions reduction projects to achieve reductions of 2.3 tons per year of ozone precursors.”

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## **Section 4.16: Hydrology and Water Quality**

As discussed in Response HY-1, the first sentence on Draft EIR page 4.16-8 is revised as follows:

“...risen approximately 0.08 inch per year since 1897, resulting in about 0.68 foot of sea level rise between that time and 2015.”

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### **11.2.6 Chapter 5: Other CEQA Issues**

No revisions were made to this chapter.

### **11.2.7 Chapter 6: Alternatives**

No revisions were made to this chapter.

### **11.2.8 Chapter 7: Report Preparers**

No revisions were made to this chapter.

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# ATTACHMENT COM

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## Written Comments on Draft EIR, Coded

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**TABLE COM-1**  
**WRITTEN PUBLIC COMMENTS**

Commenter Code	Name and Title of Commenter	Format	Comment Number	Topic Code
Agencies				
A-BAAQMD	Jean Roggenkamp, Deputy Executive Officer, Bay Area Air Quality Management District	Letter, July 28, 2017	1	AQ-8: Inclusion of Air Quality Technical Report and Diesel Equipment Compliance Requirements
			2	GC-1: Project Merits
			3	AQ-1: Standard for Mitigating Construction-Related and Operational Impacts
			4	AQ-4: Additional Mitigation to Reduce Construction-Related NOx and PM2.5 Emissions
			5	AQ-7: Mitigation Measures to Reduce GHG Impacts
			6	AQ-4: Additional Mitigation to Reduce Construction-Related NOx and PM2.5 Emissions
			7	PD-2: Proposed Solids Treatment Process
			8	AQ-5: Additional Mitigation to Address Operational Criteria Air Pollutant Impacts
			9	HZ-1: Asbestos
			10	AQ-8: Inclusion of Air Quality Technical Report and Diesel Equipment Compliance Requirements
			11	AQ-6: Odor Issues
A-SWRCB	Susan Stewart, Environmental Scientist, State Water Resources Control Board	Letter, June 16, 2017	1	OC-4: SRF Process
			2	HY-1: Sea Level Rise
			3	CR-3: Tribal Cultural Resources
			4	OC-4: SRF Process
Organizations				
O-BayviewCP-2	Dan Dodt, Bayview Community Planning	Letter, June 17, 2017	1	CR-1: Historical Resources
			2	OC-3: Cumulative Projects – Southeast Greenhouses Demolition
			3	TR-1: Construction Impacts – Traffic Circulation
			4	TR-4: Cumulative Transportation Impacts, OC-2: Cumulative Impact Analysis
			5	TR-2: Construction Impacts – Emergency Access
			6	GC-2: Socioeconomic and Quality-of-Life Effects
			7	TR-4: Cumulative Transportation Impacts
			8	TR-4: Cumulative Transportation Impacts
			9	AQ-2: Construction-Related Air Quality Impacts
			10	TR-1: Construction Impacts – Traffic Circulation, TR-4: Cumulative Transportation Impacts

**TABLE COM-1 (CONTINUED)**  
**WRITTEN PUBLIC COMMENTS**

Commenter Code	Name and Title of Commenter	Format	Comment Number	Topic Code
<b>Organizations (cont.)</b>				
O-BHS	Adrian Card, President, Bayview Historical Society	Letter, June 19, 2017	1	CR-1: Historical Resources
			2	OC-3: Cumulative Projects – Southeast Greenhouses Demolition
O-BRITE	Steven Tiell, Bayview Residents Improving Their Environment	Letter, May 30, 2017, and e-mail, May 31, 2017	1	GC-3: Community Benefits and SFPUC Relationship to the Community
			2	GC-3: Community Benefits and SFPUC Relationship to the Community
			3	OC-3: Cumulative Projects – Southeast Greenhouses Demolition
			4	TR-1: Construction Impacts – Traffic Circulation, GC-2: Socioeconomic and Quality-of-Life Effects, GC-3: Community Benefits and SFPUC Relationship to the Community
			5	HZ-2: Hazards to San Francisco Wholesale Produce Market and Community
O-BVHPCAC	Jack Gallagher, Bayview Hunters Point Citizens Advisory Committee	Letter, June 19, 2017	1	TR-1: Construction Impacts – Traffic Circulation
			2	TR-4: Cumulative Transportation Impacts, OC-2: Cumulative Impact Analysis
			3	TR-2: Construction Impacts – Emergency Access
			4	GC-2: Socioeconomic and Quality-of-Life Effects
			5	TR-4: Cumulative Transportation Impacts
			6	AQ-2: Construction-Related Air Quality Impacts
			7	TR-1: Construction Impacts – Traffic Circulation, TR-4: Cumulative Transportation Impacts
O-Greenaction	Bradley Angel, Executive Director, Greenaction for Health and Environmental Justice	Letter, June 26, 2017	1	AQ-6: Odor Issues
			2	GC-4: Environmental Justice
			3	AE-1: Aesthetic Impacts, TR-5: Operational Transportation Impacts, AQ-1: Standard for Mitigating Construction-Related and Operational Impacts
			4	AL-1: Rail Transport Alternative
			5	GC-3: Community Benefits and SFPUC Relationship to the Community
			6	AQ-1: Standard for Mitigating Construction-Related and Operational Impacts
			7	GC-3: Community Benefits and SFPUC Relationship to the Community
			8	AE-1: Aesthetic Impacts
			9	AL-2: Other Comments on Alternatives
			10	GC-2: Socioeconomic and Quality-of-Life Effects
			11	GC-4: Environmental Justice



**TABLE COM-1 (CONTINUED)**  
**WRITTEN PUBLIC COMMENTS**

Commenter Code	Name and Title of Commenter	Format	Comment Number	Topic Code
Organizations (cont.)				
O-PetCamp-2	Mark Klaiman, Senior Counselor, PetCamp	E-mail, June 19, 2017	1	GC-2: Socioeconomic and Quality-of-Life Effects
			2	TR-3: Construction Impacts – Parking
			3	TR-1: Construction Impacts – Traffic Circulation
			4	TR-1: Construction Impacts – Traffic Circulation
O-SFWPM-2	Michael Janis, General Manager, San Francisco Wholesale Produce Market	Letter, June 19, 2017	1	GC-2: Socioeconomic and Quality-of-Life Effects
			2	TR-1: Construction Impacts – Traffic Circulation
			3	AQ-2: Construction-Related Air Quality Impacts
			4	AQ-3: Mitigation to Reduce Fugitive Dust
			5	HZ-2: Hazards to San Francisco Wholesale Produce Market and Community
			6	TR-1: Construction Impacts – Traffic Circulation, AQ-2: Construction-Related Air Quality Impacts, AQ-3: Mitigation to Reduce Fugitive Dust, HZ-2: Hazards to San Francisco Wholesale Produce Market and Community
Individuals				
I-Ares	Ximena Ares	E-mail, May 24, 2017	1	TR-1: Construction Impacts – Traffic Circulation
I-Blacketer	Linda K. Blacketer, Proprietress, The Sylvester House	Letter, June 19, 2017	1	AQ-4: Additional Mitigation to Reduce Construction-Related NOx and PM2.5 Emissions
			2	CR-1: Historical Resources, OC-3: Cumulative Projects – Southeast Greenhouses Demolition
			3	CR-1: Historical Resources
			4	TR-4: Cumulative Transportation Impacts, OC-2: Cumulative Impact Analysis
			5	TR-2: Construction Impacts – Emergency Access
			6	TR-1: Construction Impacts – Traffic Circulation, TR-4: Cumulative Transportation Impacts
I-Hamman-2	Michael Hamman	Letter (1 of 3), June 19, 2017	1	AL-1: Rail Transport Alternative
			2	AL-1: Rail Transport Alternative
			3	AL-1: Rail Transport Alternative
I-Hamman-3	Michael Hamman	Letter (2 of 3), June 19, 2017	1	CR-1: Historical Resources, OC-3: Cumulative Projects – Southeast Greenhouses Demolition
			2	CR-1: Historical Resources

**TABLE COM-1 (CONTINUED)**  
**WRITTEN PUBLIC COMMENTS**

Commenter Code	Name and Title of Commenter	Format	Comment Number	Topic Code
<i>Individuals (cont.)</i>				
I-Hamman-4	Michael Hamman	Letter (3 of 3), June 20, 2017	1	TR-4: Cumulative Transportation Impacts, OC-2: Cumulative Impact Analysis
			2	GC-2: Socioeconomic and Quality-of-Life Effects
			3	TR-2: Construction Impacts – Emergency Access
I-Harney	Chris Harney, HC&M Commercial Properties, Inc.	E-mail, June 26, 2017	1	GC-2: Socioeconomic and Quality-of-Life Effects
			2	TR-1: Construction Impacts – Traffic Circulation
			3	TR-3: Construction Impacts – Parking
			4	GC-3: Community Benefits and SFPUC Relationship to the Community
I-Hinton	Rosalind Hinton, Member, Resilient Bayview	Letter, June 19, 2017	1	GC-2: Socioeconomic and Quality-of-Life Effects
			2	OC-3: Cumulative Projects – Southeast Greenhouses Demolition
			3	GC-2: Socioeconomic and Quality-of-Life Effects
			4	AQ-4: Additional Mitigation to Reduce Construction-Related NOx and PM <sub>2.5</sub> Emissions
			5	OC-1: CEQA Process
I-Karlin	Sean Karlin	E-mail, May 24, 2017	1	GC-1: Project Merits
			2	TR-1: Construction Impacts – Traffic Circulation
			3	AQ-3: Mitigation to Reduce Fugitive Dust
I-Kelly	Tony Kelly	Letter, June 26, 2017	1	AQ-1: Standard for Mitigating Construction-Related and Operational Impacts
			2	GC-4: Environmental Justice
			3	AL-1: Rail Transport Alternative
			4	TR-4: Cumulative Transportation Impacts
			5	GC-4: Environmental Justice
I-Lawrence-1	Steve Lawrence	E-mail (1 of 2), May 4, 2017	1	PD-3: Resiliency Planning
I-Lawrence-2	Steve Lawrence	E-mail (2 of 2), June 14, 2017	1	PD-1: Project Objectives
I-Matlock	Perry Matlock	Letter, June 19, 2017	1	CR-3: Tribal Cultural Resources
			2	OC-1: CEQA Process
			3	CR-2: Archeological Resources



**BAY AREA  
AIR QUALITY  
MANAGEMENT  
DISTRICT**

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**SAN MATEO COUNTY**  
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**SONOMA COUNTY**  
Teresa Barrett  
Shirlee Zane

Jack P. Broadbent  
EXECUTIVE OFFICER/APCO

Connect with the  
Bay Area Air District:



July 28, 2017

Tim Johnston  
Planning Department, City and County of San Francisco  
1650 Mission Street, Suite 400  
San Francisco, CA 94103

RE: EIR for the Biosolids Digester Facilities Project

Dear Mr. Johnston,

Bay Area Air Quality Management District (Air District) staff have reviewed the Draft Environmental Impact Report (DEIR) for the Biosolids Digester Facilities Project. This project demolishes buildings and reorganizes a portion of San Francisco's Southeast Water Pollution Control Plant (SEP) to add new solids treatment, odor control, energy recovery, and associated facilities to its wastewater treatment capabilities. The project imagines a construction period between 2018-2023, assumes full operation of the redesigned plant by 2025, and expects its highest operating level by 2045 after a 20 percent growth in population and associated wastewater processing needed. The combination of this increase in flows and more effective biosolids digester equipment is anticipated to increase biogas production by roughly 50 percent. The project plans to burn all of this biogas in a new cogeneration facility and to use all of the generated electricity and steam on site.

Air District staff submitted comments on this DEIR on June 26, 2017. This letter clarifies comments about asbestos management and supersedes our previous letter.

Air District staff want to compliment the City for producing a high-quality report that thoughtfully and meticulously explores air quality concerns. We find the separate air quality technical report (AQTR) quite helpful in understanding assumptions about impacts and recommend including it or key portions of it as an appendix in the final environmental impact report (FEIR). We commend the project on the greater recovery efficiency of biosolids digestion, the planned odor control improvements, and the reduction in emissions of volatile organic compounds and associated nuisance odors in the adjacent neighborhood. We further commend this project for its planned inclusion of renewable diesel fuel to reduce diesel emissions from the project.

We also have identified project aspects that warrant additional review and/or clarification in the FEIR. The first of these aspects is the project's location. Two noteworthy programs have classified the location as a disadvantaged and vulnerable community that warrants heightened protection from air quality-related health risk. In San Francisco's Community Risk Reduction Plan (CRRP), this area has been designated an Air Pollution Exposure Zone (APEZ) and a Health Vulnerability zip code. At the Air District this area has been identified as an area with disproportionate air quality burden by our Community Air Risk Evaluation (CARE) program. The Air District's 2017 Clean Air Plan strives to eliminate the disparity in air quality between the eight CARE communities and the rest of the region by stabilizing and decreasing emissions around and in them. For this reason, we suggest that this project strive for "no net increase" in criteria air pollutant and toxic air contaminant emissions over existing conditions. We recommend this standard across construction and operation

1  
AQ-8

2  
GC-1

3  
AQ-1



phases of the project. We strongly recommend that NO<sub>x</sub> and PM<sub>2.5</sub> emission increases associated with this project (i.e., those listed in Tables 4 and 14 of the AQTR) be reduced or offset by lower-emission equipment choices in this project, by revised operating plans or other equipment upgrades within the SEP, and/or by off-site initiatives. We recommend that any off-site mitigation occur in or immediately upwind of the communities affected by this project to assure consistency with SFPUC's environmental justice policy, the environmental justice report written for this project, and the community vulnerability concerns discussed above. We encourage more detailed equipment choices prior to finalization of the EIR to strive for no net increases in emissions and to assure consistency between the FEIR and the application for a Permit to Operate from the Air District.

3  
AQ-1  
cont.

To mitigate its NO<sub>x</sub> emissions during construction, the project proposes Mitigation Measure M-AQ-1a, which will require that "equipment with engines greater than or equal to 140 horsepower must meet Tier 4 final standards; [and] equipment with engines less than 140 horsepower must meet Tier 2 standards and be equipped with diesel particulate filters (DPFs)" (p. 4.8-46). We recommend or affirm the use of this mitigation approach for both municipally-owned and contractor-owned equipment in this project. We also see in the same section that "at least 80 percent of haul trucks (i.e., trucks used to remove or deliver backfill soil, excavated soil, and demolition debris) used must have 2010 or newer engines." Unless or until there is a conflicting local business enterprise requirement, we encourage the project to strive for 100 percent of all haul trucks to be 2010 engines or newer.

4  
AQ-4

To mitigate its greenhouse gas emissions, the project states that "all diesel haul trucks and off-road equipment must use renewable diesel" (p. 4.8-46) as part of Mitigation Measure M-AQ-1a. We recommend or affirm the use of this mitigation approach for both municipally-owned and contractor-owned equipment in this project. Further, we recommend that this standard be extended to any portable diesel engines used in this project and to the backup generator installed in this project.

5  
AQ-7

To mitigate NO<sub>x</sub> emissions during the five years anticipated for construction, the project proposes funding off-site efforts that reduce emissions. The DEIR anticipates an offset price of \$18,030 per weighted ton. Our expectation is that the price of offsets for NO<sub>x</sub> emissions alone is around \$35,000 per weighted ton and is likely to rise during the course of the project. We strongly recommend revision of this cost estimate, while also noting that this pricing correction was raised by the Air District in a comment letter on the Seawall Project (dated June 7, 2017) and the Event Center & Mixed use Development at Mission Bay (dated July 20, 2015).

6  
AQ-4

We also recommend that this project consider how it might be designed to allow for addition of additional anaerobic digestion infrastructure at the SEP, given that the California Air Resources Board is looking toward publicly owned treatment works as co-location opportunities for food waste management as part of its "Short-lived Climate Pollutant Reduction Strategy" (March 2017). Further, to meet the requirements of SB 1383 (Lara, 2016), the City and County of San Francisco, as well as all other local jurisdictions around the State, will need to divert 50 percent of organic wastes from landfill in 2020 and 75 percent in 2025. Given the requirements of SB 32 (Pavley, 2016) to reduce greenhouse gas emissions by forty percent below 1990 levels by 2030, there is further need to assure that long-haul trucking is not required to satisfy the intention of SB 1383. As such, there is growing need to identify opportunities close to or within San Francisco and the Bay Area to compost and/or digest organic materials. Given that this facility has been permitted for biodigestion, we encourage this project to consider potential co-location during its design and buildout. Such consideration may mean designing a project that is conducive to any or all of the following: (i) the addition of more biodigester vessels at this site, (ii) the upsizing or addition of biogas storage facilities at this site, (iii) the addition of infrastructure that will enable upgrading of biogas to renewable natural gas, and (iv) the capacity to install piping that enables produced biogas to be transported via rail tanker or pipeline.

7  
PD-2

At the time of the review of this DEIR, the Air District has not yet received a permit application for an Authority to Construct for this project because the SFPUC is still designing this facility. In light of your

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AQ-5



pending equipment choices and their impacts on your emissions estimates, we recommend that SFPUC seek quotes for a selective catalytic reduction system and/or low-NOx burners to determine whether a lower NOx limit is technologically feasible and cost-effective, particularly given that the proposed NOx limit for the turbine/duct burner (i.e., 25ppm @ 15% oxygen) is based on a BACT determination from 1999. We recommend that the facility request emission factors and guarantees from the manufacturer for each planned piece of combustion equipment as an alternative to using the emission factor of 3.2E-3 kg methane/MMBtu from Table C-2 of 40 CFR 98. We recommend that the facility determine whether the new thermal hydrolysis process will increase precursor organic compounds in the biogas.

8  
AQ-5  
cont.

To assure that demolition associated with this project complies with Air District Regulation 11, Rule 2, this project may need to take multiple actions, which include but are not necessarily limited to a thorough asbestos survey by a certified asbestos consultant, removal of all regulated asbestos present, and a renovation and/or demolition notification. We also observe that the SEP is within one quarter mile of the geologic ultramafic unit (JSP) on the Naturally Occurring Asbestos (NOA) geologic map of the area. Accordingly, we recommend that soil analysis be conducted to determine whether NOA is present where soil surfaces would be disturbed. Presence of NOA may trigger applicability of the Asbestos Airborne Toxic Control Measure (ATCM) for Construction, Grading, Quarrying and Surface Mining Operations (CCR Title 17 Section 93105) and require dust mitigation measures, reporting, and submission of an Asbestos Dust Mitigation Plan. Should no NOA be found, the Air District recommends that construction dust best management practices (BMP) be implemented to control any fugitive dust during the construction phases.

9  
HZ-1

The Air District also wants to assure that diesel equipment used in this project complies with applicable registration requirements. Off-road diesel-powered equipment greater than 25 horsepower must be registered in the Diesel Off-Road On-line Registration System (DOORS) Database and display an Equipment Identification Number (EIN). Portable diesel-powered equipment must be permitted by the Air District as part of the Portable Equipment Registration Program (PERP), and we encourage SFPUC to pick the lowest emission equipment available for this project.

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AQ-8

As a final note, we noticed a statement on p. 4.8-29 of the DEIR that "...based on the odor complaint history, the [Air District] does not consider the SEP to be a significant source of odors in the area." While the number of odor complaints has not resulted in designation of the SEP as a significant source of odors and although the project will improve odor control for biosolids digestion, the entirety of the treatment works is still considered a potentially significant odor source by the Air District.

11  
AQ-6

Air District staff is available to assist the City in addressing these comments. For more information, or if you have any questions, please contact Chad White, Senior Planner, at (415) 749-8619 or via email at [cwhite@baaqmd.gov](mailto:cwhite@baaqmd.gov).

Sincerely,



Jean Roggenkamp  
Deputy Executive Officer

cc Director Edwin M. Lee  
Director Hillary Ronen  
Director Jeff Sheehy



EDMUND G. BROWN JR.  
GOVERNORMATTHEW RODRIGUEZ  
SECRETARY FOR  
ENVIRONMENTAL PROTECTION

## State Water Resources Control Board

JUN 16 2017

Timothy P. Johnson  
MP, Environmental Planner  
RE: Biosolids Digester Facilities Project  
San Francisco Planning Department  
1650 Mission Street, Suite 400  
San Francisco, CA 94103

Dear Mr. Johnson:

ENVIRONMENTAL IMPACT REPORT (EIR) FOR SAN FRANCISCO PLANNING DEPARTMENT  
(DEPARTMENT); BIOSOLIDS DIGESTER FACILITIES PROJECT (PROJECT); SAN FRANCISCO  
COUNTY; STATE CLEARINGHOUSE NO. 2015062073

We understand that the Department is pursuing Clean Water State Revolving Fund (CWSRF) financing for this Project. As a funding agency and a state agency with jurisdiction by law to preserve, enhance, and restore the quality of California's water resources, the State Water Resources Control Board (State Water Board) is providing the following information on the EIR to be prepared for the Project.

The State Water Board, Division of Financial Assistance, is responsible for administering the CWSRF Program. The primary purpose for the CWSRF Program is to implement the Clean Water Act and various state laws by providing financial assistance for wastewater treatment facilities necessary to prevent water pollution, recycle water, correct nonpoint source and storm drainage pollution problems, provide for estuary enhancement, and thereby protect and promote health, safety and welfare of the inhabitants of the state. The CWSRF Program provides low-interest funding equal to one-half of the most recent State General Obligation Bond Rates with a 30-year term. Applications are accepted and processed continuously. Please refer to the State Water Board's CWSRF website at: [www.waterboards.ca.gov/water\\_issues/programs/grants\\_loans/srf/index.shtml](http://www.waterboards.ca.gov/water_issues/programs/grants_loans/srf/index.shtml).

The CWSRF Program is partially funded by the United States Environmental Protection Agency and requires additional "CEQA-Plus" environmental documentation and review. Three enclosures are included that further explain the CWSRF Program environmental review process and the additional federal requirements. For the complete environmental application package please visit: [http://www.waterboards.ca.gov/water\\_issues/programs/grants\\_loans/srf/srf\\_forms.shtml](http://www.waterboards.ca.gov/water_issues/programs/grants_loans/srf/srf_forms.shtml). The State Water Board is required to consult directly with agencies responsible for implementing federal environmental laws and regulations. Any environmental issues raised by federal agencies or their representatives will need to be resolved prior to the State Water Board approval of a CWSRF financing commitment for the proposed Project. For further information on the CWSRF Program, please contact Mr. Ahmad Kashkoli, at (916) 341-5855.

It is important to note that prior to a CWSRF financing commitment, projects are subject to provisions of the Federal Endangered Species Act (ESA), and must obtain Section 7 clearance from the United States Department of the Interior, Fish and Wildlife Service (USFWS), and/or the United States Department of Commerce National Oceanic and Atmospheric Administration, National Marine Fisheries Service (NMFS) for any potential effects to special-status species.

1  
OC-4

Timothy P. Johnson

- 2 -

Please be advised that the State Water Board will consult with the USFWS, and/or the NMFS regarding all federal special-status species that the Project has the potential to impact if the Project is to be financed by the CWSRF Program. The Department will need to identify whether the Project will involve any direct effects from construction activities, or indirect effects such as growth inducement, that may affect federally listed threatened, endangered, or candidate species that are known, or have a potential to occur in the Project site, in the surrounding areas, or in the service area, and to identify applicable conservation measures to reduce such effects.

In addition, CWSRF projects must comply with federal laws pertaining to cultural resources, specifically Section 106 of the National Historic Preservation Act (Section 106 <http://www.achp.gov/regs-rev04.pdf>). The State Water Board has responsibility for ensuring compliance with Section 106, and must consult directly with the California State Historic Preservation Officer (SHPO). SHPO consultation is initiated when sufficient information is provided by the CWSRF applicant. If the Department decides to pursue CWSRF financing, please retain a consultant that meets the Secretary of the Interior's Professional Qualifications Standards ([http://www.nps.gov/history/local-law/arch\\_stnds\\_9.htm](http://www.nps.gov/history/local-law/arch_stnds_9.htm)) to prepare a Section 106 compliance report.

Note that the Department will need to identify the Area of Potential Effects (APE), including construction and staging areas, and the depth of any excavation. The APE is three-dimensional and includes all areas that may be affected by the Project. The APE includes the surface area and extends below ground to the depth of any Project excavations. The records search request should extend to a ½-mile beyond project APE. The appropriate area varies for different projects but should be drawn large enough to provide information on what types of sites may exist in the vicinity.

In addition, the Department will need to comply with Assembly Bill No. 52, (AB-52 Native Americans: California Environmental Quality Act) which requires a lead agency to begin consultation with a California Native American tribe that is traditionally and culturally affiliated with the geographic area of the proposed project ([https://leginfo.ca.gov/faces/billNavClient.xhtml?bill\\_id=201320140AB52](https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=201320140AB52)).

Other federal environmental requirements pertinent to the Project under the CWSRF Program include the following (for a complete list of all federal requirements please visit: [http://www.waterboards.ca.gov/water\\_issues/programs/grants\\_loans/srf/docs/forms/application\\_environmental\\_package.pdf](http://www.waterboards.ca.gov/water_issues/programs/grants_loans/srf/docs/forms/application_environmental_package.pdf)):

- A. An alternative analysis discussing environmental impacts of the project in either the CEQA document (Negative Declaration, Mitigated Negative Declaration or Environmental Impact Report) or in a separate report.
- B. A public hearing or meeting for adoption/certification of all projects except for those with little or no environmental impacts.
- C. Compliance with the Federal Clean Air Act: (a) Provide air quality studies that may have been done for the Project; and (b) if the Project is in a nonattainment area or attainment area subject to a maintenance plan; (i) provide a summary of the estimated emissions (in tons per year) that are expected from both the construction and operation of the Project for each federal criteria pollutant in a nonattainment or maintenance area, and indicate if the nonattainment designation is moderate, serious, or severe (if applicable); (ii) if emissions are above the federal *de minimis* levels, but the Project is sized to meet only the needs of current population projections that are

FELICIA MARCUS, CHAIR | THOMAS HOWARD, EXECUTIVE DIRECTOR

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Timothy P. Johnson

- 3 -

used in the approved State Implementation Plan for air quality, quantitatively indicate how the proposed capacity increase was calculated using population projections.

- D. Compliance with the Coastal Zone Management Act: Identify whether the Project is within a coastal zone and the status of any coordination with the California Coastal Commission.
- E. Protection of Wetlands: Identify any portion of the proposed Project area that should be evaluated for wetlands or United States waters delineation by the United States Army Corps of Engineers (USACE), or requires a permit from the USACE, and identify the status of coordination with the USACE.
- F. Compliance with the Farmland Protection Policy Act: Identify whether the Project will result in the conversion of farmland. State the status of farmland (Prime, Unique, or Local and Statewide Importance) in the Project area and determine if this area is under a Williamson Act Contract.
- G. Compliance with the Migratory Bird Treaty Act: List any birds protected under this act that may be impacted by the Project and identify conservation measures to minimize impacts.
- H. Compliance with the Flood Plain Management Act: Identify whether or not the Project is in a Flood Management Zone and include a copy of the Federal Emergency Management Agency flood zone maps for the area.
- I. Compliance with the Wild and Scenic Rivers Act: Identify whether or not any Wild and Scenic Rivers would be potentially impacted by the Project and include conservation measures to minimize such impacts.

Following are specific comments on the City's draft EIR:

- 1. In section 4.16.1.5 regarding Sea Level Rise, on page 4.16-8, it states, "The sea level at the San Francisco tidal gauge has risen approximately 0.8 inches per year since 1897, resulting in about 0.6 foot of sea level rise between that time and 2015." Please clarify if this should be corrected to 0.08 (0.076) inches per year. 2  
HY-1
- 2. We have noted the statement in the footnote on page 4.5-1, that provisions for Assembly Bill No. 52 Native Americans: California Environmental Quality Act only apply to projects that have a notice of preparation (NOP) filed on or after July 1, 2015, and that the NOP for the Project was released June 24, 2015. Therefore, the Project is not subject to separate tribal cultural resources analyses. 3  
CR-3

Please provide us with the following documents applicable to the proposed Project following the Department's California Environmental Quality Act (CEQA) process: (1) one copy of the draft and final EIR, (2) the resolution adopting the EIR and making CEQA findings, (3) all comments received during the review period and the Department's response to those comments, (4) the adopted Mitigation Monitoring and Reporting Program (MMRP), and (5) the Notice of Determination filed with the San Francisco County Clerk and the Governor's Office of Planning and Research, State Clearinghouse. In addition, we would appreciate notices of any hearings or meetings held regarding environmental review of any projects to be funded by the State Water Board. 4  
OC-4

FELICIA MARCUS, CHAIR | THOMAS HOWARD, EXECUTIVE DIRECTOR

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100% RECYCLED PAPER



Timothy P. Johnson

- 4 -

Thank you for the opportunity to review the Department's draft EIR. If you have any questions or concerns, please feel free to contact me at (916) 341-5879, or by email at [Susan.Stewart@waterboards.ca.gov](mailto:Susan.Stewart@waterboards.ca.gov), or contact Ahmad Kashkoli at (916) 341-5855, or by email at [Ahmad.Kashkoli@waterboards.ca.gov](mailto:Ahmad.Kashkoli@waterboards.ca.gov).

Sincerely,




Susan Stewart  
Environmental Scientist  
Enclosures (3):

1. Clean Water State Revolving Fund Environmental Review Requirements
2. Quick Reference Guide to CEQA Requirements for State Revolving Fund Loans
3. Basic Criteria for Cultural Resources Reports

Cc: State Clearinghouse  
(Re: SCH# 2015062073)  
P.O. Box 3044  
Sacramento, CA 95812-3044

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 RECYCLED PAPER

## CLEAN WATER STATE REVOLVING FUND

## California Environmental Quality Act Requirements

State Water Resources Control Board

Division of Financial Assistance

The State Water Resources Control Board (State Water Board), Division of Financial Assistance, administers the Clean Water State Revolving Fund (CWSRF) Program. The CWSRF Program is partially funded by grants from the United States Environmental Protection Agency. All applicants seeking CWSRF financing must comply with the California Environmental Quality Act (CEQA), and provide sufficient information so that the State Water Board can document compliance with federal environmental laws. The "Environmental Package" provides the forms and instructions needed to complete the environmental review requirements for CWSRF Program financing. It is available at:

[http://www.waterboards.ca.gov/water\\_issues/programs/grants\\_loans/srf/srf\\_forms.shtml](http://www.waterboards.ca.gov/water_issues/programs/grants_loans/srf/srf_forms.shtml)



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to keep California's **water clean.**  
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**Contact Information:** For more information related to the CWSRF Program environmental review process and requirements, please contact your State Water Board Project Manager or Mr. Ahmad Kashkoli at 916-341-5855 or [Ahmad.Kashkoli@waterboards.ca.gov](mailto:Ahmad.Kashkoli@waterboards.ca.gov)

## LEAD AGENCY

The applicant is usually the "Lead Agency" and must prepare and circulate an environmental document before approving a project. Only a public agency, such as a local, regional or state government, may be the "Lead Agency" under CEQA. If a project will be completed by a non-governmental organization, "Lead Agency" responsibility goes to the first public agency providing discretionary approval for the project.

## RESPONSIBLE AGENCY

The State Water Board is generally a "Responsible Agency" under CEQA. As a "Responsible Agency," the State Water Board must make findings based on information provided by the "Lead Agency" before financing a project.

## ENVIRONMENTAL REVIEW

The State Water Board's environmental review of the project's compliance with both CEQA and federal cross-cutting regulations must be completed before a project can be financed by the CWSRF Program.

## DOCUMENT REVIEW

Applicants are encouraged to consult with State Water Board staff early during preparation of CEQA document if considering CWSRF financing. Applicants shall also send their environmental documents to the State Water Board, Environmental Review Unit during the CEQA public review period. This way, any environmental concerns can be addressed early in the process.

## REQUIRED DOCUMENTS

The Environmental Review Unit requires the documents listed below to make findings and complete its environmental review. Once the State Water Board receives all the required documents and makes its own findings, the environmental review for the project will be complete.

- ✓ Draft and Final Environmental Documents: Environmental Impact Report, Negative Declaration, and Mitigated Negative Declaration as appropriate to the project
- ✓ Resolution adopting/certifying the environmental document, making CEQA findings, and approving the project
- ✓ All comments received during the public review period and the "Lead Agency's" responses to those comments
- ✓ Adopted Mitigation Monitoring and Reporting Plan, if applicable
- ✓ Date-stamped copy of the Notice of Determination or Notice of Exemption filed with the County Clerk(s) and the Governor's Office of Planning and Research
- ✓ CWSRF Evaluation Form for Environmental Review and Federal Coordination with supporting documents



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## CLEAN WATER STATE REVOLVING FUND

## Basic Criteria for Cultural Resources Report Preparation

State Water Resources Control Board

Division of Financial Assistance

For Section 106 Consultation with the State Historic Preservation Officer (SHPO)  
under the National Historic Preservation Act

**CULTURAL RESOURCES REPORT**

The Cultural Resources Report must be prepared by a qualified researcher that meets the Secretary of the Interior's Professional Qualifications Standards. Please see the Professional Qualifications Standards at the following website at: [http://www.cr.nps.gov/local-law/arch\\_stnds\\_9.htm](http://www.cr.nps.gov/local-law/arch_stnds_9.htm)

The Cultural Resources Report should include one of the four "findings" listed in Section 106. These include:

***"No historic properties affected"***

(no properties are within the area of potential effect (APE; including below the ground).

***"No effect to historic properties"***

(properties may be near the APE, but the project will not have any adverse effects).

***"No adverse effect to historic properties"***

(the project may affect "historic properties", but the effects will not be adverse).

***"Adverse effect to historic properties"***

Note: Consultation with the SHPO will be required if a "no adverse effect to historic properties" or an "adverse effect to historic properties" determination is made, to develop and evaluate alternatives or modifications to the proposed project that could avoid, minimize or mitigate adverse effects on "historic properties."

**RECORDS SEARCH**

- A records search (less than one year old) extending to a half-mile beyond the project APE from a geographically appropriate Information Center is required. The records search should include maps that show all recorded sites and surveys in relation to the APE for the proposed project, and copies of the confidential site records included as an appendix to the Cultural Resources Report.
- The APE is three-dimensional (depth, length and width) and all areas (e.g., new construction, easements, staging areas, and access roads) directly affected by the proposed project.





## NATIVE AMERICAN and INTERESTED PARTY CONSULTATION

- Native American and interested party consultation should be initiated at the planning phase of the proposed project to gather information to assist with the preparation of an adequate Cultural Resources Report.
- The Native American Heritage Commission (NAHC) must be contacted to obtain documentation of a search of the Sacred Lands Files for or near the project APE.
- All local Native American tribal organizations or individuals identified by the NAHC must be contacted by certified mail, and the letter should include a map and a description of the proposed project.
- Follow-up contact should be made by telephone and a phone log maintained to document the contacts and responses.
- Letters of inquiry seeking historical information on the project area and local vicinity should be sent to local historical societies, preservation organizations, or individual members of the public with a demonstrated interest in the proposed project.

Copies of all documents mentioned above (project description, map, phone log and letters sent to the NAHC and Native American tribal organizations or individuals and interested parties) must be included in the Cultural Resources Report.

**Contact Information:** For more information related to the CWSRF Program Cultural Resources and Requirements, please contact Mr. Ahmad Kashkoli at 916-341-5855 or [Ahmad.Kashkoli@waterboards.ca.gov](mailto:Ahmad.Kashkoli@waterboards.ca.gov)

## PRECAUTIONS

A finding of ***“no known resources”*** without supporting evidence is unacceptable. The Cultural Resources Report must identify resources within the APE or demonstrate with sufficient evidence that none are present.

***“The area is sensitive for buried archaeological resources,”*** followed by a statement that ***“monitoring is recommended.”*** Monitoring is not an acceptable option without good-faith effort to demonstrate that no known resource is present.

If ***“the area is already disturbed by previous construction”*** documentation is still required to demonstrate that the proposed project will not affect “historic properties.” An existing road can be protecting a buried archaeological deposit or may itself be a “historic property.” Additionally, previous construction may have impacted an archaeological site that has not been previously documented.

## SHPO CONSULTATION LETTER

Submit a draft consultation letter prepared by the qualified researcher with the Cultural Resources Report to the State Water Resources Control Board. A draft consultation letter template is available for download on the State Water Board webpage at: [http://www.waterboards.ca.gov/water\\_issues/programs/grants\\_loans/cwsrf\\_requirements.shtml](http://www.waterboards.ca.gov/water_issues/programs/grants_loans/cwsrf_requirements.shtml)



## National Historic Preservation Act (NHPA)

Section 106 of the NHPA requires an analysis of the effects on "historic properties." The Section 106 process is designed to accommodate historic preservation concerns for federal actions with the potential to affect historic properties. Early consultation with appropriate government agencies, Indian tribes, and members of the public, will ensure that their views and concerns are addressed during the planning phase.

Historic properties (i.e., buildings, structures, objects, and archaeological sites 50 years or older) are properties that are included in the National Register of Historic Places or meet the criteria for the National Register.

### Required Documents:

- ✓ A draft State Historic Preservation Officer consultation request letter; and
- ✓ A cultural resources report on historic properties conducted according to the Secretary of the Interior's Standards, including:
  - A clearly defined Area of Potential Effect (APE), specifying the length, width, and depth of excavation, with a map clearly illustrating the project APE;
  - A records search, less than one year old, extending to a half-mile beyond the project APE;
  - Written description of field methods;
  - Identification and evaluation of historic properties within the project's APE; and
  - Documentation of consultation with the Native American Heritage Commission and local Native American tribes.

## ADDITIONAL INFORMATION

If your project has the potential to affect biological resources or historic properties, the consultation process can be lengthy. Please contact the State Water Board staff early in your planning process to discuss what additional information may be needed for your specific project.

Please contact your State Water Board Project Manager or Mr. Ahmad Kashkoli at (916) 341-5855 or [Ahmad.Kashkoli@waterboards.ca.gov](mailto:Ahmad.Kashkoli@waterboards.ca.gov) for more information related to the CWSRF Program environmental review process and requirements.



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# Environmental Review Requirements

State Water Resources Control Board  
Division of Financial Assistance



# ENVIRONMENTAL REVIEW REQUIREMENTS

The Clean Water State Revolving Fund (CWSRF) Program is partially funded by the United States Environmental Protection Agency (EPA), and is subject to federal environmental regulations as well as the California Environmental Quality Act (CEQA). All applicants seeking CWSRF financing must comply with both CEQA and the federal cross-cutting regulations. The **"Environmental Package"** provides the forms and instructions needed to complete the environmental review requirements for CWSRF financing. The forms and instructions are available at: [http://www.waterboards.ca.gov/water\\_issues/programs/grants\\_loans/srf/srf\\_forms.shtml](http://www.waterboards.ca.gov/water_issues/programs/grants_loans/srf/srf_forms.shtml).

## Lead Agency/Applicant

The applicant will generally act as the "Lead Agency" for environmental review. It will prepare, circulate, and consider the environmental documents prior to approving the project. It also provides the State Water Board with copies of the CEQA documents, and a completed **"Environmental Evaluation Form for Environmental Review and Federal Coordination"** ([http://www.waterboards.ca.gov/water\\_issues/programs/grants\\_loans/srf/docs/forms/application\\_environmental\\_package.pdf](http://www.waterboards.ca.gov/water_issues/programs/grants_loans/srf/docs/forms/application_environmental_package.pdf)) with supporting documents as part of the **"Environmental Package."**

## Responsible Agency/State Water Board

The State Water Board acts on behalf of EPA to review and consider the environmental documents before approving financing. The State Water Board may require additional studies or documentation to make its own CEQA findings, as well as circulate CEQA documents and other environmental reports to relevant federal agencies for consultation before making a determination about the project financing.

The Applicant must address all relevant federal agencies' comments before project financing is approved.

# FEDERAL CROSS-CUTTING REGULATIONS

The CWSRF Program requires consultation with relevant federal agencies on the following federal environmental regulations, if applicable to the project:

- Clean Air Act
- Coastal Barriers Resources Act
- Coastal Zone Management Act
- Endangered Species Act
- Environmental Justice
- Farmland Protection Policy Act
- Floodplain Management
- Magnuson-Stevens Fishery Conservation and Management Act
- Migratory Bird Treaty Act
- National Historic Preservation Act
- Protection of Wetlands
- Safe Drinking Water Act, Sole Source Aquifer Protection
- Wild and Scenic Rivers Act

The following is a brief overview of requirements for some of the key regulations.

## Clean Air Act (CAA)

The CAA general conformity analysis only applies to projects in areas not meeting the National Ambient Air Quality Standards or subject to a maintenance plan.

If project emissions are below the federal "de minimis" levels then:

- A general conformity analysis is not required.

If project emissions are above the federal "de minimis" levels then:

- A general conformity determination for the project must be made. A general conformity determination can be made if facilities are sized to meet the needs of current population projections used in an approved State Implementation Plan for air quality.

- Using population projections, applicants must explain how the proposed capacity increase was calculated.

An air quality modeling analysis is necessary of all projects for the following criteria pollutants, regardless of attainment status:

- Carbon monoxide
- Lead
- Oxides of nitrogen
- Ozone
- Particulate matter (PM2.5 and PM10)
- Sulfur dioxide

## Endangered Species Act (ESA)

The ESA requires an analysis of the effects on federally listed species. The State Water Board will determine the project's potential effects on federally listed species, and will initiate informal/formal consultation with the United States Fish and Wildlife Service (USFWS) and/or the National Marine Fisheries Service, as necessary under Section 7 of the ESA.

## Required Documents:

- ✓ A species list, less than one year old, from the USFWS and the California Department of Fish and Wildlife's Natural Diversity Database;
- ✓ A biological survey conducted during the appropriate time of year;
- ✓ Maps or documents (biological reports or biological assessments, if necessary); and
- ✓ An assessment of the direct or indirect impacts to any federally listed species and/or critical habitat. If no effects are expected, explain why and provide the supporting evidence.





BAYVIEW  
Community Planning

June 17, 2017

Mr. Timothy Johnston  
San Francisco Planning Department  
1650 Mission Street, Suite 400  
San Francisco, CA 94103  
fax 415- 558-6409  
email: timothy.johnston@sfgov.org.

**Re: BDFP-EIR Comment and Recommendation**

**Project Address: 750 Phelps Street, 1700 Jerrold Avenue, 1800  
Jerrold Avenue, and 1801 Jerrold Avenue, San Francisco**  
Case No.: 2015-000644ENV

Dear Mr. Johnston,

Thank you for considering these comments and recommendations as you continue to evaluate the BDFP-EIR. Our recommendations are in two key areas: Cultural Resources and Traffic/Transportation and Circulation.

**I. CULTURAL RESOURCES**

1. Impacts on Individual Historic Elements - **The Central Shops** and Southeast Treatment Plant Streamline Moderne Industrial Historic District

As noted in the EIR, the proposed project would result in the removal of the Central Shops (including Buildings A and B), a complex that is eligible for listing in the California and National Registers. (Vol 1. S-6)

*“The removal of Buildings A and B at the Central Shops would cause a substantial adverse change in the significance of the historical resource because the project would demolish the physical characteristics that convey the resource’s historical significance and that justify its individual eligibility for inclusion in the California and National Registers, resulting in a significant impact under CEQA Guidelines Section 15064.5.”*

1  
CR-1

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## Recommendation

Understanding that implementing Mitigation Measure M-CR-1 (Documentation of Historic Resources and Interpretive Display)

*'would reduce the severity of the impact...but would not reduce the severity of the impact to a less-than-significant level' and even though 'the impact would be significant and unavoidable with mitigation',*

we nevertheless recommend a combined solution for the loss of these historic resources. It is suggested that the complete and thorough **Mitigation Measure M-CR-1 be conducted, along with the implementation of Alternative C**, the Historical Resources Relocation, with the relocation of the Central Shops serving as the permanent public display and archival venue for the documentation and interpretive material. As indicated in M-CR-1:

*" the SFPUC shall provide a permanent display of interpretive materials (which may include, but are not limited to, a display of photographs, a brochure, educational website, or an exhibit display) ....Development of the interpretive materials shall be supervised by an architectural historian or historian who meets the Secretary of the Interior's Professional Qualification Standards...shall be placed in a prominent, public setting. A proposal describing the general parameters of the interpretive materials shall be approved by Planning Department Preservation staff prior to construction completion. The substance, media and other elements of such interpretive display shall be approved by Planning Department Preservation staff prior to completion of the project."*

And as indicated in Alternative C:

*"The Historical Resources Relocation Alternative, would consist of full construction and operation of the BDFP as proposed, plus the relocation of Central Shops Buildings A and B to a similar industrial setting in San Francisco. The relocation, rehabilitation, and reuse of Buildings A and B would be consistent with the Secretary of the Interior's Standards, and would reduce the significant and unavoidable impact on historical resources under the proposed project to a less than- significant level. Rather than demolishing Buildings A and B, the SFPUC would dismantle these structures such that they could be relocated consistent with the Secretary of the Interior's Standards for Rehabilitation."*

1  
**CR-1**  
cont.



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## 2. Impacts of Other Project Components - **Display Building**

*'The most prominent features of the greenhouses are four tall, narrow structures near the edge of the property on Phelps Street. As a separate action from the BDFP, the San Francisco Public Utilities Commission(SFPUC) plans to demolish the existing structures at the Southeast Greenhouses site (refer to Table 4.1-1 in Section 4.1). The site would be used for construction staging for the project if it becomes available prior to BDFP construction.'*

### **Recommendation:**

The smaller, yet taller, glassed in greenhouse 'facade' - THE DISPLAY BUILDING is a striking and important community marker at the intersection of Phelps and McKinnon Avenues. As community planners and advocates for improving the physical environment where we live, the potential for losing these smaller buildings (if contemplated in Phase 1) seems antithetical to the goals we've set for ourselves in lifting this place in Bayview.

These buildings have been recognized as remaining in our neighborhood greening and block improvement plans for some time and fulfill the Phase2 goals for the 'Model Block' as planned in 2006-2009.

These DISPLAY BUILDINGS are noted in the EIR and Aecom report as the 'Display' buildings, and are not contiguous to the larger greenhouses also slated for demolition in the BDFP. The Aecom Due Diligence report -2015 does not indicate an imminent seismic failure of this particular location, as was reported by the SFPUC neighborhood outreach team in May, 2017. The path of least resistance may be to simply demolish the buildings in order to make way for a construction parking lot and staging area as mapped and noted in the EIR. Demolition of these structures add to the removal of community assets, bit by bit, in our opinion.



The Bayview Office for Community Planning is a non-governmental, non-public funded, community-based and independent organization of Bayview residents and business owners providing land-use and project review services, economic development planning efforts and merchant advocacy. Recommendations are presented to clients, Bayview community organizations, the San Francisco Planning Commission, Board of Permit Appeals, etc. BOCPP work includes outreach to the SFPPlanning Department, DBI, Bayview CAC, OCII, Resilient Bayview, the Bayview Business Alliance Project, the District 10 Supervisor's Office, and other community-based advocacy organizations and district merchants.

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An alternate, community use, is highly recommended.

If it is indeed determined that occupancy of building is not recommended, yet the seismic integrity is not significantly compromised, the building would provide an ideal location as a community storage hub for cots, MREs, generators, first-aid supplies, water and many other emergency items for use by emergency responders on behalf of Bayview and beyond in the event of a impactful event or natural disaster.

2

**OC-3**  
cont.

## II. TRAFFIC, CIRCULATION and TRANSPORTATION

In our work with the Bayview CAC and many others, we are also requesting additional review of the impact analysis with respect to traffic and circulation (Impact TR 1-5 incl.; Vol.1 s28) from the existing 'LS' -less than significant - status to the LSM condition, requiring mitigation. While the EIR indicates potential compliance with 'applicable regulations' and the incorporation of a 'traffic and control plan', no such plan is articulated or explored within the report, nor is there a suggested mitigation for alleviating the traffic and circulation impacts as outlined in the analysis.

3

**TR-1**

In addition to a request for a thorough and multi-agency review and written plan as a requirement prior to final certification of the EIR, several straightforward, feasible mitigations are proposed.

Noted in the report are forty (40) projects considered in the cumulative impact analysis for traffic and circulation, with 25 of these projects, or 63% of the impact to Bayview, as SSIP and/or SFPUC related. (Table 4.1-1; Vol.1 p. 4.1.6).

4

**TR-4**

Specifically, the following projects noted in the analysis will severely impact the surrounding community and neighborhoods, in our opinion, with questionable 'public safety' and 'emergency routing' possibilities due to the closure or blocking of major East/West thoroughfares in Bayview:

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>**Current, existing lane narrowing/access along the Evans Street** beginning in August 2017 for the Headworks phase; (Table item #1). Beginning in August, 2017, this work is under pre-development now and includes hundreds of construction vehicles, manpower transportation efforts, shuttles, and staging relays due to the SSIP early phase implementation. Evans Avenue is a major East/West arterial utilized by residents, businesses and visitors including City and County employees, USPS facility employees, SFFD manpower, residents of India Basin, Hunters-Point Shipyard, and thousands of residents, businesses and non-profits throughout the community.

>**Closure of Jerrold Avenue from Phelps to Rankin Street.** Specifically, as noted in the EIR, is the 5-6 year closure of Jerrold Avenue between Phelps Avenue and Rankin Street. Another major East/West arterial, Jerrold is similarly traversed by thousands of residents, business owners, employees on a daily basis. The closure of Jerrold Avenue presents a very high level of concern for all nearby businesses and residents, and will significantly and negatively impact the quality of life for those utilizing this alignment.

>**Construction staging along Phelps Avenue/ parking / equipment relay.** This narrow street includes many active and essential PDR businesses and nearby residences. Note the circulation graphics contained in the EIR, with additive impacts to staging areas at Evans and McKinnon Avenues and with routing from 1550 Evans Avenue and Piers 92-94 for construction employees and equipment.

Not included in the cumulative impact analysis on traffic, and not mentioned in the BSFP-EIR, yet key to understanding the need for feasible mitigation as a requirement to LSM status are:

> **Palou Avenue** streetscape improvement project -from Barneveld to Crisp Avenues- beginning late 2017, this is an approved \$10m, SFDPW/SFMTA project with significant staging, parking, re-routing and daily traffic impacts on this heavily used East/West alignment.

4  
TR-4  
cont.

OC-2

The Bayview Office for Community Planning is a non-governmental, non-public funded, community-based and independent organization of Bayview residents and business owners providing land-use and project review services, economic development planning efforts and merchant advocacy. Recommendations are presented to clients, Bayview community organizations, the San Francisco Planning Commission, Board of Permit Appeals, etc. BOCIP work includes outreach to the SF Planning Department, DBI, Bayview CAC, OCII, Resilient Bayview, the Bayview Business Alliance Project, the District 10 Supervisor's Office, and other community-based advocacy organizations and district merchants.  
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> **2245 Jerrold Avenue** - Project by **SFFD** - construction of SFFD Ambulance Deployment Facility - a \$27m project slated for construction in 2020. As noted in the project conceptual design documentation, “ The Project site is in an intensively developed area of San Francisco’s Bayview neighborhood characterized by various warehouse, distribution and light industrial uses”.

> Re-routing of the **23 Muni Bus Line to Palou Avenue**. While the BSFP-EIR indicates relocation of the 23 Monterey Muni Line from Jerrold Avenue to Palou Avenue as a temporary measure during course of construction, the Palou Streetscape project indicates the eventual and permanent relocation of the 23 to Palou Avenue following the streetscape improvements. A temporary relocation of this public transportation element to Palou Avenue from Jerrold Avenue is neither practical nor safe during concurrent major construction on both E/W alignments.

> **Other:** Multiple private construction projects for residential mixed-use, PDR, commercial improvements, etc. are under review and/or are being considered for the Third Street Corridor in Bayview between Williams Avenue and Evans Avenue for 2018-2025.

When considering these traffic and circulation impacts alone, one should consider that these crucial East/West arterials (Evans, Jerrold, Palou), in a ‘closed’, ‘blocked’ or ‘under construction’ condition, will increase traffic on already heavily used E/W Oakdale Avenue.

These major East/West street alignments, in and out of Bayview, provide the daily transportation routes for tens of thousands of individuals who live and work in Bayview, for parents who take their children to school and back, for employees and employers who must get to their jobs, and, most importantly serve as essential transportation routes in the event of a natural disaster such as an earthquake, flood, fire or other impactful ‘event’. (see attachments 2-60, 61)

OC-2

4  
TR-4  
cont.

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It should also be noted that the **sole NORTH bound** access, along Third Street @ Islais Creek, is a documented potential **liquefaction zone** and will be significantly compromised as a transportation route following a seismic event.

5  
TR-2

The overarching issues - transportation, traffic and circulation - drive the question of public safety in Bayview and the quality of life for those directly and indirectly impacted by these multiple, intersecting projects. For the record, approximately 35,000 San Francisco citizens reside in the Bayview community and neighborhoods.

6  
GC-2

As noted in the EIR in section 2.4.2.1 Long-Term Changes to Local Roadway Network, "In October 2015, Quint Street between Oakdale Avenue and the Caltrain tracks was permanently closed to through traffic as part of Caltrain's Quint Street Bridge Replacement project." Also noted in the Impact Analysis table Table 4.1-1; Vol.1 p. 4.1.6-14, are **two projects which we suggest provide partial solutions for feasible mitigation on these traffic impacts.**

**Item #24** (Table 4.1.1; Vol 1. p 4.1.10) - **The Quint Connector**

This project would construct a new 950-foot-long roadway to provide access between existing Quint Street and Jerrold Avenue.

The roadway would consist of two 13-foot-wide lanes (within a 50-foot-wide corridor), one northbound and one southbound.

Construct a new 27-foot-wide curb cut located along the San Francisco Wholesale Produce Market property (Project 25,below); and install street trees and street lighting;

**Item #25** (Table 4.1.1; Vol 1. p 4.1.10) -

**City and County of San Francisco Produce Market**

Jerrold Avenue would be reconfigured to direct through traffic around the site onto Innes and Kirkwood Avenues. Innes Avenue would be improved and portions of the project site would also be dedicated to create two new intersections where Toland Street crosses Innes and Kirkwood Avenues. Rankin Street would be relocated between Kirkwood and Innes Avenues to parallel the west side of the Caltrain right-of-way, and the intersection of Rankin Street and Jerrold Avenue would be

7  
TR-4

## BAYVIEW

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reconfigured. All roadway improvements would be constructed under Phase 1.

↑ 7  
TR-4  
cont.

Construction and implementation of the Quint Connector Road, prior to major construction at the SEP, will reduce pressure on the remaining, key E/W arterial (Oakdale Avenue) and allow local traffic to be routed to the NW along the alignment - to Innes, etc. and out to Bayshore and 101N in the short, medium and long term. In addition, and as a result of the completion of this Quint connector alignment, a portion of the deteriorating air quality issues noted as 'significant and unavoidable' during the construction process may be improved as the likely impacts of congested and idling automobiles, trucks and busses on the remaining Oakdale corridor could be reduced.

8  
TR-4

9  
AQ-2

### Recommendations:

**1. Study and re-evaluate the conclusions drawn in the EIR regarding the significance of the traffic impacts, along with a more clearly articulated and written, multi-agency transportation and traffic plan prior to certification of the EIR.**

10  
TR-1  
TR-4

**2. Completion of the Quint Street Connector by December 31, 2018.**

The **Quint Street Connector Bypass** roadway plan should be **expedited and built, as part of the PUC project**, prior to major construction in 2018/19, in our opinion. An inter-agency cooperative effort is essential in this regard.

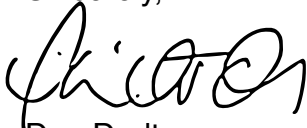
Leadership and guidance from the Mayor's Office, the City Administrator's Office, the District 10 Supervisor, SFDPW, SFMTA, SFPUC, SFFD, SFPD, Union Pacific and the Department of Emergency Management is highly recommended and urged.

**3. Reconsideration of the temporary relocation of Muni 23 Monterey Bus line.** SFPUC, with SFMTA as lead agency, to consider the cumulative impact of the Jerrold Street closure, the streetscape improvement project on Palou Avenue, the narrowing of Evans Avenue, and the heavily impacted Oakdale Avenue arterial due to the above concurrent projects.

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TR-1  
TR-4  
cont.

Thank you for reviewing these comments and recommendations on Cultural Resources and Transportation items as outlined in the draft EIR. We look forward to hearing from you. Don't hesitate to contact us with any questions or comments.

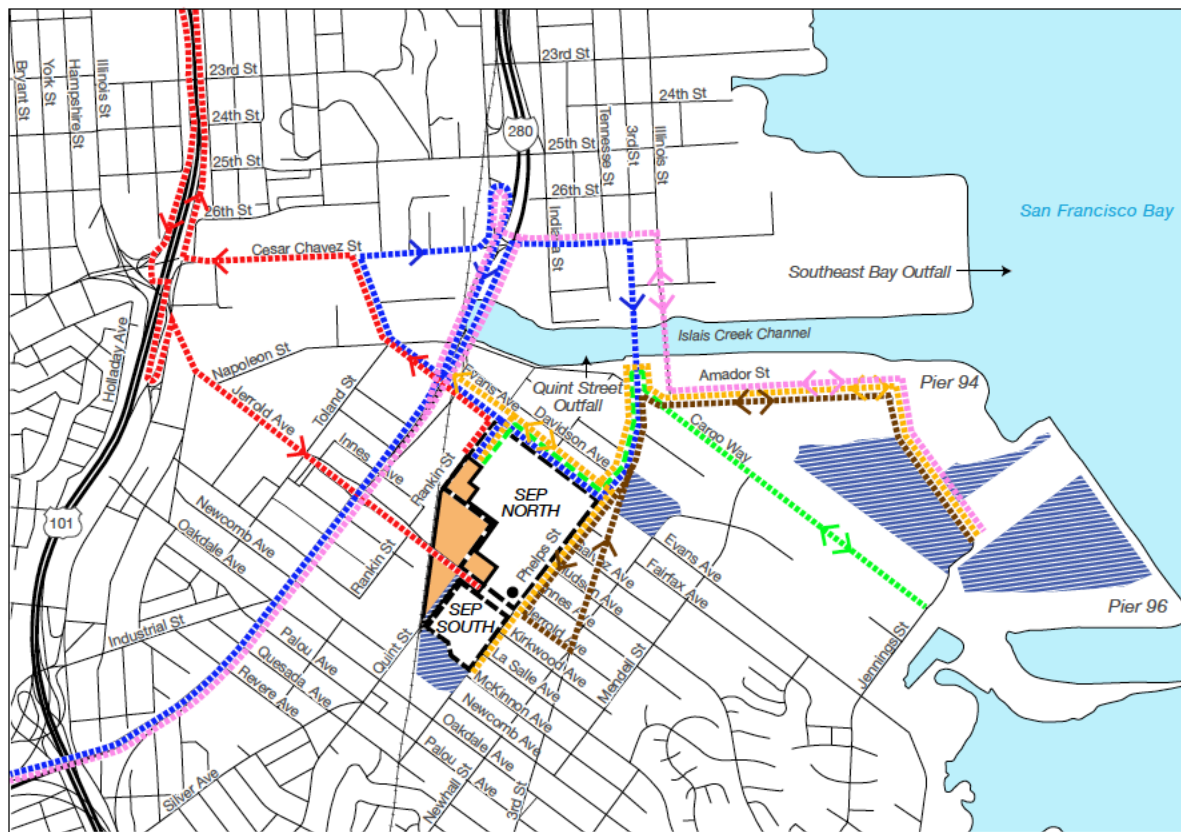
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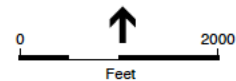
Dan Dodt

Bayview Community Planning

cc: Mayor's Office, San Francisco Board of Supervisors, Bayview Merchants Association, Merchants of Butchertown, India Basin Neighborhood Association, Bayview Hill Neighborhood Association, BMagic, Providence Community Organization, EDoT, Bayview CAC, Brite, 4800 HOA, 5800 HOA, Bayview block clubs, community members and groups, SFPD-Bayview Station, SFFD-Station #9, SEP/SSIP representatives.



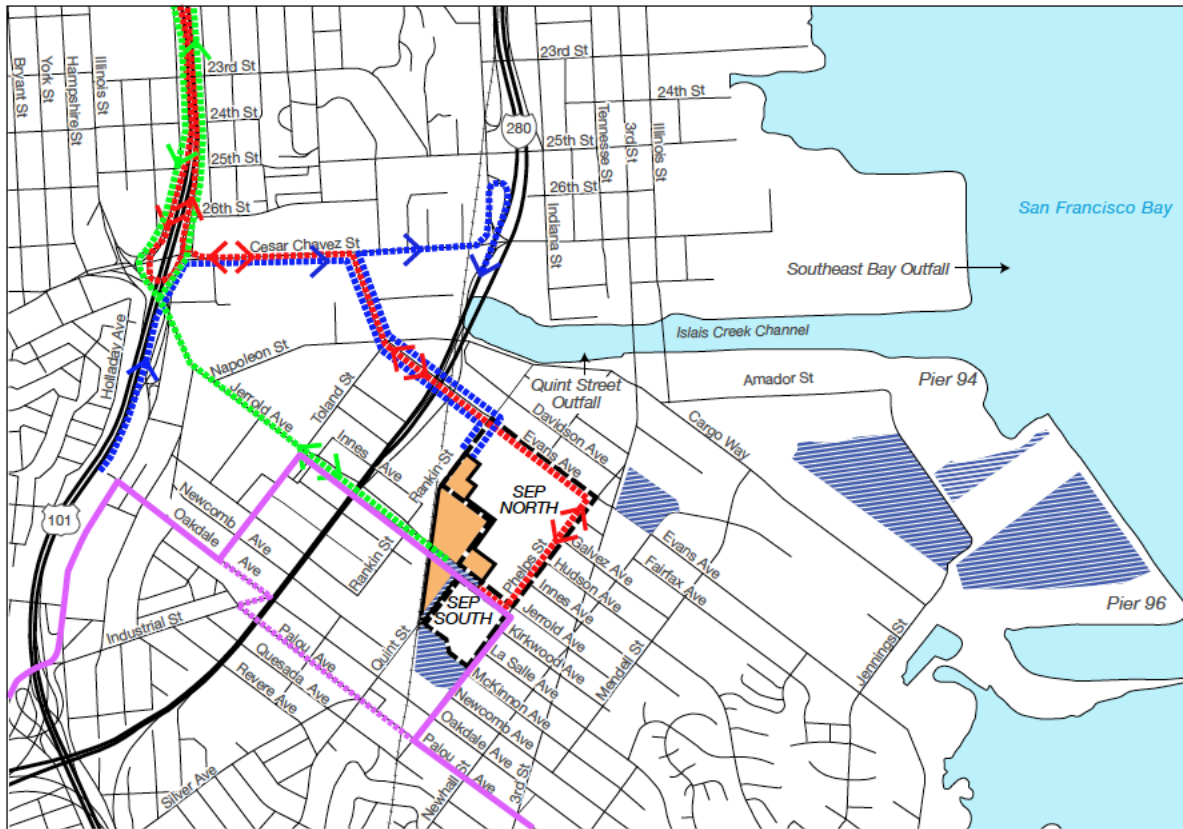
- SFPUC Southeast Plant (SEP) Boundary
- Project Site (Limited work at SEP North is also proposed to integrate liquid treatment facilities with BDFP facilities. In addition, street improvements would occur along Jerrold Avenue west of Phelps Street)
- Potential Construction Staging Areas (Staging may also occur within the existing SEP boundary)
- Excavated Soil (Altamont) and Lead/Asbestos Building Materials (Vacaville)
- Recyclable and Unrecyclable Materials (Half Moon Bay)
- Contaminated Excavated Soil (Rail Transfer)
- Equipment Deliveries and Concrete Trucks (These trips could originate within or outside of San Francisco; routes to and from the project site and staging areas would vary)
- Construction Worker Shuttle Bus
- Equipment Deliveries to Piers 94/96
- Shuttle Bus Stop



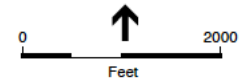
SOURCE: San Francisco Public Works 2005 GIS data;  
Adavant Consulting and LCW Consulting, Data developed in 2016 for BDFP

SFPUC Biosolids Digester Facilities  
**Figure 2-15**  
Construction Haul Routes





- SFPUC Southeast Plant (SEP) Boundary
- Project Site (Limited work at SEP North is also proposed to integrate liquid treatment facilities with BDFP facilities. In addition, street improvements would occur along Jerrold Avenue west of Phelps Street)
- Potential Construction Staging Areas (Staging may also occur within the existing SEP boundary)
- Biosolids Off Haul During Nighttime Hours (2:00 a.m. to 3:00 a.m.)
- Chemical Delivery Trucks, Yellow Grease Loadout, and Biosolids Off Haul During Daytime Hours
- Grit Trucks (Half Moon Bay), Screening Trucks (Recology)
- Existing Muni 23 Monterey Route
- Temporary Relocation of Muni 23 Monterey Route



SOURCE: San Francisco Public Works 2005 GIS data; Advant Consulting and LCW Consulting, Data developed in 2016 for BDFP

SFPUC Biosolids Digester Facilities  
**Figure 2-16**  
 SEP Operational Truck Routes  
 During Project Construction



*preservation of place*

*Our Mission: To identify and preserve the sites and structures of architectural and historic significance in the Bayview-Hunters Point District, for the benefit of its residents and for the larger San Francisco community.  
founded in 2004 registered and established public benefit organization: May 1, 2005*

19 June 2017

Timothy Johnston  
San Francisco Planning Department  
1650 Mission Street, Suite 400  
San Francisco, CA 94103

Subject: Case No.: 2015-000644ENV Biosolids Digester Facilities Project  
Environmental Impact Report Draft

Mr. Johnston,

We are submitting comments on the Draft EIR with regard to Cultural Resources. Kindly forward these items to the project review team.

1. **CULTURAL RESOURCES** Impacts on Individual Historic Elements - The Central Shops and Southeast Treatment Plant Streamline Moderne Industrial Historic District

As noted in the EIR, the proposed project would result in the removal of the Central Shops (including Buildings A and B), a complex that is eligible for listing in the California and National Registers. (Vol 1. S-6) 'The removal of Buildings A and B at the Central Shops would cause a substantial adverse change in the significance of the historical resource because the project would demolish the physical characteristics that convey the resource's historical significance and that justify its individual eligibility for inclusion in the California and National Registers, resulting in a significant impact under CEQA Guidelines Section 15064.5'

#### **Recommendation**

We have reviewed the proposed Mitigation Measure M-CR-1 (Documentation of Historic Resources and Interpretive Display) which 'would reduce the severity of the impact...but would not reduce the severity of the impact to a less-than-significant level' and even though 'the impact would be significant and unavoidable with mitigation', and have also noted the Alternative C mitigation option -

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CR-1

*preservation of place*

'The Historical Resources Relocation Alternative' - and understand that this 'would consist of full construction and operation of the BDFP as proposed, plus the relocation of Central Shops Buildings A and B to a similar industrial setting in San Francisco. The relocation, rehabilitation, and reuse of Buildings A and B would be consistent with the Secretary of the Interior's Standards, and would reduce the significant and unavoidable impact on historical resources under the proposed project to a less than- significant level. Rather than demolishing Buildings A and B, the SFPUC would dismantle these structures such that they could be relocated consistent with the Secretary of the Interior's Standards for Rehabilitation.'

**We recommend a combined solution for the loss of these historic resources.** It is suggested that the complete and thorough Mitigation Measure M-CR-1 be conducted, along with the implementation of Alternative C, the Historical Resources Relocation, with the relocation of the Central Shops serving as the permanent public display and archival venue for the documentation and interpretive material, and establish this location as the Bayview Architectural Resources Archive.

As indicated in M-CR-1:

'the SFPUC shall provide a permanent display of interpretive materials; shall be supervised by an architectural historian or historian who meets the Secretary of the Interior's Professional Qualification Standards; shall be placed in a prominent, public setting; a proposal describing the general parameters of the interpretive materials shall be approved by Planning Department Preservation staff prior to construction completion; with the substance, media and other elements of such interpretive display shall be approved by Planning Department Preservation staff prior to completion of the project.'

And as indicated in Alternative C:

"The Historical Resources Relocation Alternative, would consist of full construction and operation of the BDFP as proposed, plus the relocation of Central Shops Buildings A and B to a similar industrial setting in San Francisco. ' A port property on Pier 92 is suggested.

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**CR-1**  
cont.

## 2. **CULTURAL RESOURCES** Impacts of Other Project Components - Display Building

We are opposed to the demolition and removal of the green framed, display buildings along Phelps Avenue, and suggest an alternate, community serving use for these modest structures. As noted in the EIR - 'The most prominent features of the greenhouses are four tall, narrow structures near the edge of the property on Phelps Street. As a separate action from the BDFP, the San Francisco Public Utilities Commission(SFPUC) plans to demolish the existing structures at the Southeast Greenhouses site (refer to Table 4.1-1 in Section 4.1). The site would be used for construction staging for the project if it becomes available prior to BDFP construction.

2  
**OC-3**

*preservation of place***Recommendation:**

These buildings have been recognized as remaining in our neighborhood greening and block improvement plans for some time and fulfill the Phase2 goals for the 'Model Block' as planned in 2006-2009, with the initial phase completed at City cost on the Newcomb Avenue alignment. These buildings are also noted in both the EIR and Aecom report as the 'Display' buildings, and are not contiguous to the larger greenhouses also slated for demolition in the BDFP. The Aecom Due Diligence report -2015 does not indicate an imminent seismic failure of this particular location.

Demolition of these structures to make space for a construction staging and parking lot and staging area as mapped and noted in the EIR is mis-guided and needlessly destructive, in our opinion. Demolition of these structures also add to the incremental removal of known community assets. The display buildings are valued and admired by many in the community and stand out as an 'iconic marker' despite the modest architectural character and lack of recognition as an 'historic resource'

An alternate, rather benign and easily implemented community use is highly recommended and is outlined by the Bayview Office for Community Planning. We concur with this assessment:

If it is determined that occupancy of building is not recommended, yet the seismic integrity is not significantly compromised, the building would provide an ideal location as a community storage hub for cots, MREs, generators, first-aid supplies, water and many other emergency items for use by emergency responders on behalf of Bayview and beyond in the event of a impactful event or natural disaster. The community could clearly benefit from such an asset in light of the other significant impacts from this phase of the SSIP project

Thank you for your consideration.  
Sincerely,

Adrian Card  
President, Bayview Historical Society

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**OC-3**  
cont.

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[org](#)



**From:** Steven Tiell [mailto:steve@tiellium.com]

**Sent:** Wednesday, May 31, 2017 11:26 AM

**To:** Johnston, Timothy (PUC); Huggins, Monica (CPC)

**Cc:** Cohen, Malia (BOS); Chicuata, Brittnei (BOS); Hildreth, Casey; Gallagher, Jack (ADM); Chiu, Carolyn (PUC); Vaswani, Raj (POL)

**Subject:** Feedback on SEP BDFP EIR

Please find a letter from BRITE attached that should serve as a response to the recently issued EIR for the Biosolids Digester Facilities Project.

In summary, BRITE strongly opposes the closure of Jerrold and would like to see efforts made to honor pre-existing commitments to the community -- both in terms of the Jerrold street closure and a key component of the greenhouse community benefit. 1  
GC-3

Thank you for accepting this input and integrating in the next iteration of the EIR.

BRITE

Bayview Residents Improving Their Environment



BAYVIEW RESIDENTS IMPROVING THEIR ENVIRONMENT  
<http://britesf.org> | [info@brightsf.org](mailto:info@brightsf.org)

Re: Feedback on Draft EIR for BDFP

May 30, 2017

TO: Timothy Johnston, SFPUC

Monica Huggins, Administrative Assistant, SFPUC

CC: Malia Cohen, Supervisor District 10

Brittini Chicuata, Legislative Aide, Supervisor Cohen's Office

Casey Hildreth, Sr. Planner, SFMTA Livable Streets

Jack Gallagher, Bayview Hunter's Point Citizen's Advisory Committee

Carolyn Chiu, Project Manager, SFPUC

Captain Raj Vaswani, SFPD Bayview Station

The neighborhood group, BRITE (Bayview Residents Improving Their Environment), a registered 501(c)4 nonprofit, represents hundreds of residents of Bayview/Hunters Point (BVHP).

As progress builds on the SE Wastewater Treatment facility, so does the feedback we hear from members of the community. After the publication of the draft EIR, we've heard discussion and displeasure with the call for Jerrold St to be "closed during construction". (EIR Vol 1, §2.1.1.2; §5.4.3;) Compounding this closure is the simultaneous realignment of lanes on Evans to also support this project. But there's more to this than road closures – the bigger picture is about the SFPUC's relationship with and commitments to the community and the isolation (and resilience) of Bayview.

During the SFPUC-hosted community town hall March 18, 2017, Carolyn Chiu said, "the Jerrold Street closure would only happen late at night and would only impact the businesses at the produce market." Now, the draft EIR states the street will be completely closed during construction! This significant of a change, buried in a 500+ page, multi-volume document, further erodes what's left of the trust between the SFPUC and our community. This is a categorically unacceptable and unreasonable burden to place on our residents, especially when commitments have already been made to the community to avoid this very situation. This is the epitome of trying to pull a fast one and it is offensive to the community. Together with the seizure and demolition of the greenhouses – which were supposed to be a community benefit – the number and significance of flip-flops on commitments to the community by the SFPUC raises eyebrows among community stakeholders.

What we hear universally from residents is best described as outrage. First, with respect to the greenhouses, it would be minimally respectful to retain the glass "exhibit gallery" buildings and façade on Phelps at the intersection with McKinnon – these structures remind the community of their pride for being pioneers in creating urban, green-collar jobs. Furthermore, the cost to retain and repair these structures is surely competitive with the costs of leased trailers for office space (the EIR-identified use of that land). Second, residents have historically been deeply concerned about the lack of accessibility between Bayview and Hunters Point neighborhoods with the rest of the City – we have one North/South route, and less than a handful of East/West routes (Evans, Jerrold, Oakdale, and Paul). This long-imposed exile is currently exacerbated by game-day traffic for the Giants and will be further stressed once the basketball arena opens, also around the time when BDFP construction will be in full affect. Constricting the flow of traffic on Evans and closing Jerrold means the community will effectively lose its

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two Northern-most E/W routes, leaving only Oakdale and Paul “unaffected”. Both of which are already heavily used and Oakdale is in terrible condition and getting worse.

While the community strongly supports the BDFP project for its promise to eliminate odors beyond the fence line – odors which our community has been subject to for decades (odors that came with scaled back community benefits that were delinquent in being delivered and are now being repossessed) – the appetite for traffic disruptions of this magnitude are nil, as is the appetite for a complete demolition of the greenhouses site.

One example from a family in our community demonstrates how these street closures could test the resiliency of an already fragile community, compromise the economic stability of families, and exacerbate delicate issues of equitable justice. This family has children at a school in Cole Valley – getting to the school requires two, 1-hour round-trips per day. They take either Evans or Jerrold to Caesar Chavez / 101. One parent takes CalTrain to San Jose for work (approximately a 1h45m door-to-door commute). The children are dropped off by 8:30am and picked up before 6pm. For every minute they’re late, it costs \$5/min/child. This family has minimal resiliency in their day already and see a strong education as the most accessible path to generational economic mobility. Adding even a 5-10 minute delay in their day due to traffic as a result of these street closures (compounded by aforementioned systemic impacts) will impose a “social justice tax” of \$50 - \$100/per day – they have 2 kids and are already stretched thin to get to the school by 6pm. This family is not alone in their transit struggles as a direct consequence of living in the isolated Bayview neighborhood.

BRITE calls on the SFPUC to define a construction and staging plan that does not call for Jerrold to close. Consider using existing road infrastructure within the SEP boundaries; instead of performing roadwork during Phase 1 to transform the traffic patterns through the produce market, use that time and funding to make roadway improvements within the SEP boundary to handle the construction and hazardous material traffic currently targeted for Jerrold. This is also a good opportunity to pause and consider if it’s in CCSF’s best interest to have the most hazardous shipments travel through the primary distribution point for all fresh produce in CCSF – this is an issue of resiliency and food security as well.

Sincerely,  
BRITE (Bayview Residents Improving Their Environment)  
<http://britesf.org>

4 cont.

GC-3

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HZ-2



# Bayview Hunters Point Citizens Advisory Committee

Michael Hamman, Chair  
Ellouise Patton, Vice Chair

19 June 2017

Mr. Timothy Johnston  
San Francisco Planning Department  
1650 Mission Street, Suite 400  
San Francisco, CA 94103  
Fax 415- 558-6409  
Email: timothy.johnston@sfgov.org.

**Re: BDFP EIR Comments**

**Project Address: 750 Phelps Street, 1700 Jerrold Avenue, 1800  
Jerrold Avenue, and 1801 Jerrold Avenue, San Francisco**

Cross Street(s): Jerrold Avenue/Phelps Street

Block /Lot No.: 5262/009; 5281/001 Zoning District(s): P (Public Facilities); M-1 (Light  
Industrial); M-2 (Industrial) Plan Area: Bayview Hunters Point

Case No.: 2015-000644ENV

Dear Mr. Johnston,

The Bayview Hunters Point Citizens Advisory Committee (“CAC”) provides community guidance to the Board of Supervisors, City boards, commissions and departments, including the Planning Commission and Planning Department regarding planning and development issues in Zone 2 of the Bayview Hunters Point Redevelopment Project Area.

As such, we are requesting additional review of the impact analysis with respect to traffic and circulation (Impact TR 1-5 incl.; Vol.1 s28) from the existing ‘LS’ -less than significant - status to the LSM condition, requiring mitigation. While the EIR indicates potential compliance with ‘applicable regulations’ and the incorporation of a ‘traffic and control plan’, no such plan is articulated or explored within the report, nor is there a suggested mitigation for alleviating the traffic and circulation impacts as outlined in the analysis.

In addition to a request for a thorough and multi-agency review and written plan as a requirement prior to final certification of the EIR, several straightforward, feasible mitigations are proposed. Noted in the report are forty (40) projects considered in the cumulative impact analysis for traffic and circulation, with 25 of these projects, or 63% of the impact to Bayview, as SSIP and/or SFPUC related. (Table 4.1-1; Vol.1 p. 4.1.6).

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TR-4

1 Dr. Carlton B. Goodlett Place, City Hall, Room 362, San Francisco, CA 94102  
Telephone (415) 554-6272; Fax (415) 554-4849

Please address all mail or fax communication to Jack Gallagher, Office of City Administrator



Specifically, the following projects noted in the analysis will severely impact the surrounding community and neighborhoods, in our opinion, with questionable ‘public safety’ and ‘emergency routing’ possibilities due to the closure or blocking of major East/West thoroughfares in Bayview:

>**Current, existing lane narrowing/access along the Evans Street** beginning in August 2017 for the Headworks phase; (Table item #1). Beginning in August, 2017, this work is under pre-development now and includes hundreds of construction vehicles, manpower transportation efforts, shuttles, and staging relays due to the SSIP early phase implementation. Evans Avenue is a major East/West arterial utilized by residents, businesses and visitors including City and County employees, USPS facility employees, SFFD manpower, and residents of India Basin, Hunters-Point Shipyard, and thousands of residents, businesses and non-profits throughout the community.

>**Closure of Jerrold Avenue from Phelps to Rankin Street.** Specifically, as noted in the EIR, is the 5-6 year closure of Jerrold Avenue between Phelps Avenue and Rankin Street. Another major East/West arterial, Jerrold is similarly traversed by thousands of residents, business owners, employees on a daily basis. The closure of Jerrold Avenue presents a very high level of concern for all nearby businesses and residents, and will significantly and negatively impact the quality of life for those utilizing this alignment.

>**Construction staging along Phelps Avenue/** parking / equipment relay. This narrow street includes many active and essential PDR businesses and nearby residences. Note the circulation graphics contained in the EIR, with additive impacts to to staging areas at Evans and McKinnon Avenues and with routing from 1550 Evans Avenue and Piers 92-94 for construction employees and equipment.

Not included in the cumulative impact analysis on traffic, and not mentioned in the BSFP-EIR, yet key to understanding the need for feasible mitigation as a requirement to LSM status are:

> **Palou Avenue** streetscape improvement project -from Barneveld to Crisp Avenues- beginning late 2017, this is an approved \$10m, SFDPAW/SFMTA project with significant staging, parking, re-routing and daily traffic impacts on this heavily used East/West alignment.

> **2245 Jerrold Avenue** - Project by **SFFD** - construction of SFFD Ambulance Deployment Facility - a \$27m project slated for construction in 2020. As noted in the project conceptual design documentation, “The Project site is in an intensively developed area of San Francisco’s Bayview neighborhood characterized by various warehouse, distribution and light industrial uses”.

> Re-routing of the **23 Muni Bus Line to Palou Avenue**. While the BSFP-EIR indicates relocation of the 23 Monterey Muni Line from Jerrold Avenue to Palou Avenue as a temporary measure during course of construction, the Palou Streetscape project indicates the eventual and permanent relocation of the 23 to Palou Avenue following the streetscape improvements. A temporary relocation of this public transportation element to Palou Avenue from Jerrold Avenue is neither practical nor safe during concurrent major construction on both E/W alignments.

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> **Other:** Multiple private construction projects for residential mixed-use, PDR, commercial improvements, etc. are under review and/or are being considered for the Third Street Corridor in Bayview between Williams Avenue and Evans Avenue for 2018-2025.

When considering these traffic and circulation impacts alone, one should consider that these crucial East/West arterials (Evans, Jerrold, Palou), in a 'closed', 'blocked' or 'under construction' condition, will increase traffic on already heavily used E/W Oakdale Avenue.

These major East/West street alignments, in and out of Bayview, provide the daily transportation routes for tens of thousands of individuals who live and work in Bayview, for parents who take their children to school and back, for employees and employers who must get to their jobs, and, most importantly serve as essential transportation routes in the event of a natural disaster such as an earthquake, flood, fire or other impactful 'event'. (See attachments 2-60, 61)

It should also be noted that the **sole NORTH bound** access, along Third Street @ Islais Creek, is a documented potential **liquefaction zone** and will be significantly compromised as a transportation route following a seismic event.

The overarching issues - transportation, traffic and circulation - drive the question of public safety in Bayview and the quality of life for those directly and indirectly impacted by these multiple, intersecting projects. For the record, approximately 35,000 San Francisco citizens reside in the Bayview community and neighborhoods.

As noted in the EIR in section 2.4.2.1 Long-Term Changes to Local Roadway Network, "In October 2015, Quint Street between Oakdale Avenue and the Caltrain tracks was permanently closed to through traffic as part of Caltrain's Quint Street Bridge Replacement Project." Also noted in the Impact Analysis Table 4.1-1; Vol.1 p. 4.1.6-14, are **two projects which we suggest provide partial solutions for feasible mitigation on these traffic impacts.**

**Item #24 (Table 4.1.1; Vol 1. p 4.1.10) - The Quint Connector**

This project would construct a new 950-foot-long roadway to provide access between existing Quint Street and Jerrold Avenue. The roadway would consist of two 13-foot-wide lanes (within a 50-foot-wide corridor), one northbound and one southbound. Construct a new 27-foot-wide curb cut located along the San Francisco Wholesale Produce Market property (Project 25, below); and install street trees and street lighting;

**Item #25 (Table 4.1.1; Vol 1. p 4.1.10) - City and County of San Francisco Produce Market**

Jerrold Avenue would be reconfigured to direct through traffic around the site onto Innes and Kirkwood Avenues. Innes Avenue would be improved and portions of the project site would also be dedicated to create two new intersections where Toland Street crosses Innes and Kirkwood Avenues. Rankin Street would be relocated between Kirkwood and Innes Avenues to parallel the west side of the Caltrain right-of-way, and the intersection of Rankin Street and Jerrold Avenue would be reconfigured. All roadway improvements would be constructed under Phase 1.

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Construction and implementation of the Quint Connector Road, prior to major construction at the SEP, will reduce pressure on the remaining, key E/W arterial (Oakdale Avenue) and allow local traffic to be routed to the NW along the alignment - to Innes, etc. and out to Bayshore and 101N in the short, medium and long term. In addition, and as a result of the completion of this Quint connector alignment, a portion of the deteriorating air quality issues noted as 'significant and unavoidable' during the construction process may be improved as the likely impacts of congested and idling automobiles, trucks and busses on the remaining Oakdale corridor could be reduced.

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**Recommendations:**

**1. Study and re-evaluate the conclusions drawn in the EIR regarding the significance of the traffic impacts, along with a more clearly articulated and written, multi-agency transportation and traffic plan prior to certification of the EIR.**

**2. Completion of the Quint Street Connector by December 31, 2018.**

The **Quint Street Connector By-pass** roadway plan should be **expedited and built, as part of the PUC project**, prior to major construction in 2018/19, in our opinion. An inter-agency cooperative effort is essential in this regard.

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Leadership and guidance from the Mayor's Office, the City Administrator's Office, the District 10 Supervisor, SFDPW, SFMTA, SFPUC, SFFD, SFPD, Union Pacific and the Department of Emergency Management is highly recommended and urged.

**3. Reconsideration of the temporary relocation of Muni 23 Monterey Bus line.** SFPUC, with SFMTA as lead agency, to consider the cumulative impact of the Jerrold Street closure, the streetscape improvement project on Palou Avenue, the narrowing of Evans Avenue, and the heavily impacted Oakdale Avenue arterial due to the above concurrent projects.

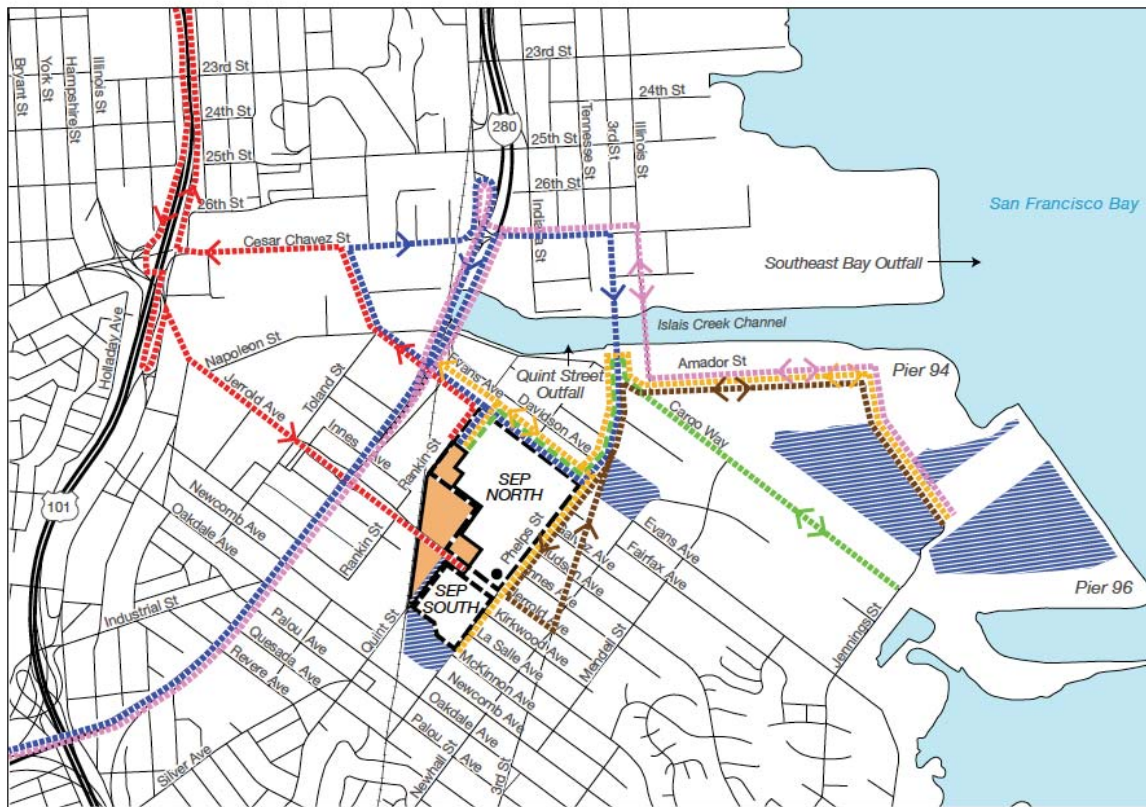
Thank you for considering these comments during the review process for the Bio solids Digester Facilities Project EIR.

Sincerely,

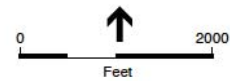
Bayview Hunters Point Citizens Advisory Committee

CC:

*Members of the San Francisco Board of Supervisors  
Sewer System Improvement Program*



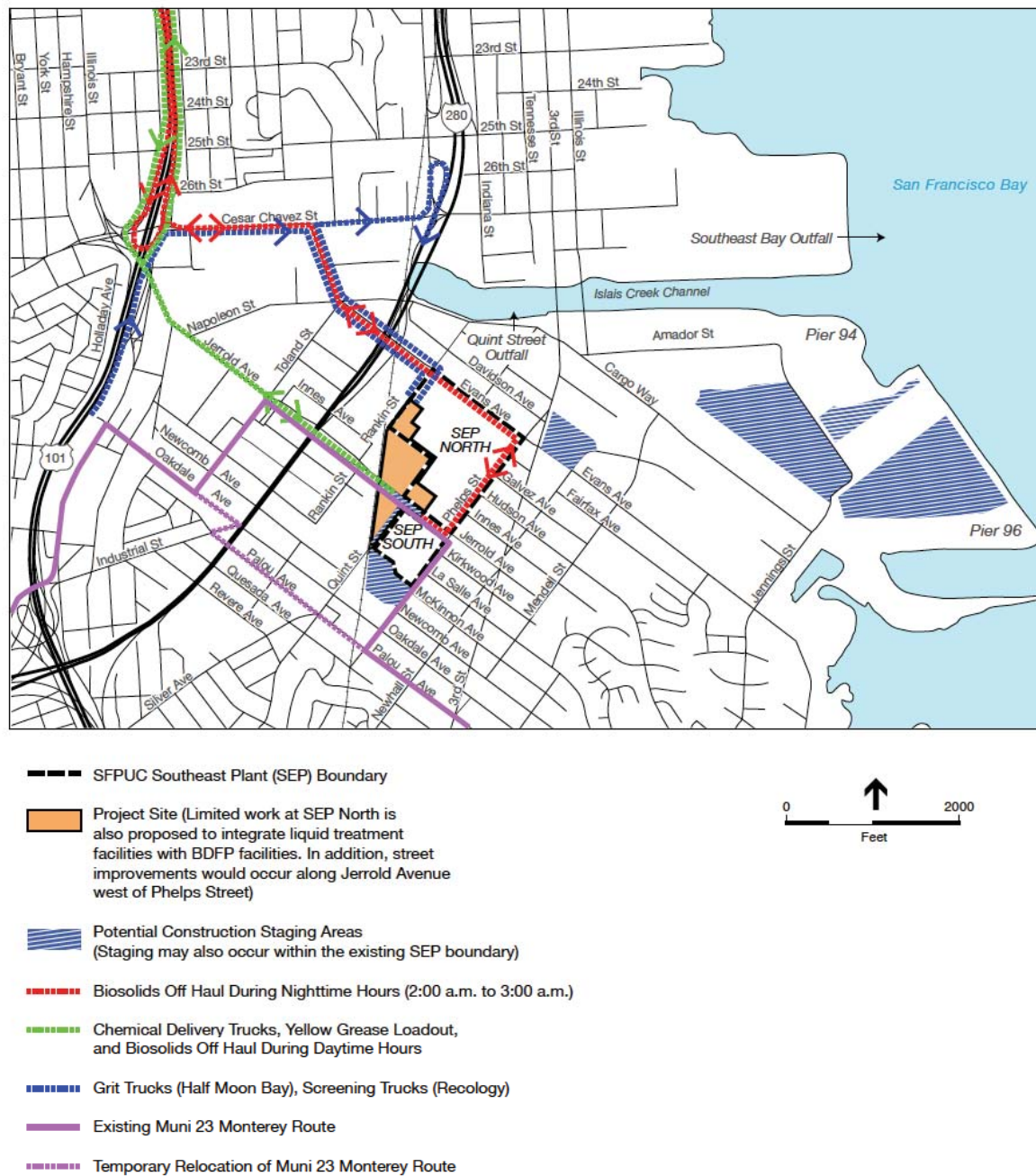
- SFPUC Southeast Plant (SEP) Boundary
- Project Site (Limited work at SEP North is also proposed to integrate liquid treatment facilities with BDFP facilities. In addition, street improvements would occur along Jerrald Avenue west of Phelps Street)
- Potential Construction Staging Areas (Staging may also occur within the existing SEP boundary)
- Excavated Soil (Altamont) and Lead/Asbestos Building Materials (Vacaville)
- Recyclable and Unrecyclable Materials (Half Moon Bay)
- Contaminated Excavated Soil (Rail Transfer)
- Equipment Deliveries and Concrete Trucks (These trips could originate within or outside of San Francisco; routes to and from the project site and staging areas would vary)
- Construction Worker Shuttle Bus
- Equipment Deliveries to Piers 94/96
- Shuttle Bus Stop



SOURCE: San Francisco Public Works 2005 GIS data;  
Adavant Consulting and LCW Consulting, Data developed in 2016 for BDFP

SFPUC Biosolids Digester Facilities  
**Figure 2-15**  
Construction Haul Routes





SOURCE: San Francisco Public Works 2005 GIS data; Advant Consulting and LCW Consulting, Data developed in 2016 for BDFP

SFPUC Biosolids Digester Facilities  
**Figure 2-16**  
 SEP Operational Truck Routes  
 During Project Construction

# **GREENACTION**

***for Health & Environmental Justice***

June 26, 2017

Tim Johnston  
Planning Department, City and County of San Francisco  
1650 Mission Street, Ste 400  
San Francisco, CA 94103

**RE: Greenaction for Health and Environmental Justice Comments on Draft EIR for the Five-Year Southeast Plant Renovation**

Dear Mr. Johnston,

We have reviewed the Draft Environmental Impact Report (DEIR) that discusses a five-year renovation plan at San Francisco's Southeast Water Pollution Control Plant (Southeast Plant). On behalf of our many members who are residents of Bayview-Hunters Point, we have concerns and submit the following comments about this project.

We are pleased to start by acknowledging a potential benefit to the community from this project. The replacement and relocation of the decades-old digesters has the potential to reduce odiferous volatile organic compounds (aka "odors") for people who live adjacent to the plant along Phelps Avenue. While applauding this effort, we would be remiss not to point out that the biodigesters are responsible for only some of the odor from the Southeast Plant. We remain concerned about the odors emanating from the overall plant and its impact on the community. Given that wastewater processing is expected to *increase* 20 percent under the 2045 scenario reviewed in the draft EIR, we are concerned that odors emanating from the primary treatment portion of the Southeast Plant will *get worse*, particularly for the immediate neighbors. If this project is meant to decrease odors, we strongly recommend that SFPUC consider the net odors from the overall plant in light of the expected 20 percent increase in wastewater processing by 2045. From the standpoint of odor control, it is convenient but problematic to frame this project as related to only one portion of the Southeast Plant. We encourage SFPUC to look at overall odors as part of its final EIR.

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We are extremely concerned that this project involves a 20 percent expansion of waste processing and biosolids production. This expansion may exacerbate community health burdens which are unacceptable. We must continue to point out the inequity, and object to the fact, that the Southeast Plant in Bayview Hunters Point continues to process almost all of the City's sewage and sewage from other cities.

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As you are well aware, Bayview Hunters Point (BVHP) residents bear the disproportionate burden of industrial and military base pollution in San Francisco. As you are also aware, residents suffer high rates of illnesses likely related to the many mobile and stationary pollution sources in the neighborhood. The California Environmental Protection Agency's CalEnviroScreen 3.0 has confirmed that BVHP residents are highly vulnerable to pollution due to environmental, health and socio-economic indicators – and in fact CalEnviroScreen ranks BVHP as one of the most at risk communities in the state to pollution.

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cont.

A major concern is the projected increase in truck traffic. The project estimates a thirty to fifty percent increase in truck traffic to/from the Southeast Plant, and we consider 10-14 truck trips per day to be a large number of trips, particularly for a facility that operates 24 hours a day, 7 days a week, 365 days per year. We strongly encourage the project to explore ways to reduce and mitigate the increase in truck trips, particularly given the air quality overburden and environmental justice concerns in this community. Even if the trucks are using 2010 or new engines and if they are Tier 4 for pollution control, having over a dozen trucks rumbling into and out of the plant daily increases the intensity of impacts on the community, particularly if taking place in evenings, during the night, or over the weekend. We strongly encourage SFPUC to come up with a plan to mitigate the aesthetic and health impacts of this increase in truck traffic. Other than creating a more efficient trucking route, we see no such plan in the draft EIR. Other options of transport should be explored, such as rail.

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We understand that the location of the Southeast Plant is a geographic convenience for SFPUC. As a topographic low point it enables much of the wastewater system to be gravity fed and, therefore, more efficient to operate. Here we see a trade-off between efficiency and equity. The Southeast Plant already processes 80 percent of the City and County's wastewater, but it does not provide what we consider a proportional amount of benefit to the neighborhood that supports it. Therefore, we want to echo calls made by the others to provide employment opportunities, both during construction and during ongoing operation, to members of the immediate community. We encourage SFPUC to hire local business enterprises (LBEs) in this project, while also encouraging SFPUC not to reduce but to enable LBEs to achieve the same environmental performance standards as required elsewhere in the project. For example, we observe that the project only requires 80 percent of haul trucks to use 2010 or newer engines. We understand that the 20 percent not required to achieve this standard are LBEs that might have older equipment. Rather than reducing the environmental standard, we would prefer that SFPUC see this project as a way for LBEs to modernize their fleets. Lowering an environmental standard and using a quota approach limits both the ongoing opportunities for an LBE and contributes to community health overburden. We hope that you consider and change your approach in the final EIR.

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One of our significant concerns in this project is the expansion in the amount of production and combustion of biogas in the neighborhood. San Francisco has already designated the Bayview-

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AQ-1



Hunters Point neighborhood as a Health Vulnerability zip code in its Community Risk Reduction Plan. Increasing and burning 50 percent more biogas will exacerbate community health concerns, particularly given that part of the increase is in PM2.5 emissions. There is already considerable concern in the neighborhood about respiratory health and asthma rates in children. We strongly encourage SFPUC to offset any estimated increases in PM2.5 with actions that will reduce direct emissions in the Bayview-Hunters air shed. We repeat this call for any other increases in other criteria pollutant emissions associated with this project. We do not understand why SFPUC would increase the community health burden in this project instead of assiduously offsetting or reducing it.

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AQ-1  
cont.

When the Southeast Plant expanded considerably in 1982, SFPUC reached a compromise with the neighborhood that increased community resources. Specifically, it added a community education center and community greenhouses in return for its increased production. We see no such plan as part of this project, but we do see that the portion of the plant south of Jerrold Street and between Phelps and Quint Streets will be retired as part of this project. We understand that the SFPUC has chosen to treat demolition of this older equipment and plans for this site as a future project. As a consequence, the project discussed in the Draft EIR appears to take more from the neighborhood than it gives. That is, it will burden the neighborhood with five years of construction, and it will increase daily truck traffic during ongoing operation. It will increase the production and combustion of biogas immediately upwind of residences. While it strives to reduce odors from one portion of the plant, it ignores others while also making plans to increase wastewater processing. We fail to see why the community should be in favor of this project, given a lack of return for the people who will live with the inconveniences associated with this facility. We encourage you to correct this oversight in your final EIR and to engage with community members and community leaders as you do so.

7  
GC-3

We observe that the project proposes using 1500 Evans/Third and the adjacent Greenhouses as staging areas. The project also plans to use Pier 94 Backlands as a staging area. On aesthetic concerns, these choices are problematic and warrant mitigation. The construction phase of this project is planned for 2018-2023. This timeframe means that the community will have five years of construction equipment and materials, as well as ongoing truck traffic, piled in a visible parking lot on the main thoroughfare into and out of the neighborhood. We strongly encourage the project not to use 1500 Evans as a staging area and, instead, to use areas internal to the plant and behind walls more efficiently. We also encourage aesthetic mitigation for any use of the Greenhouses and of Pier 94 Backlands as staging areas.

8  
AE-1

We would like to conclude that many of the concerns raised in this letter would be mitigated if the project moved the biosolids digestion and energy recovery to another location. We are disappointed to see that SFPUC has opted not to relocate these processes to Pier 94, given that it would more than double the distance between health-impacting operations and adjacent homes

9  
AL-2



and a daycare facility. We are also concerned that this project will reduce the attractiveness of locating businesses in the area. It appears that SFPUC was able to dismiss this option by underestimating the amount of community impact that this expansion of the Southeast Plant would have on the community. We would like to see expanded attention to the socioeconomic impacts on the neighborhood in the final EIR, considering the drag on future business operations as well as the ongoing aesthetic and reputational impacts associated with living next to a large sewage treatment plant.

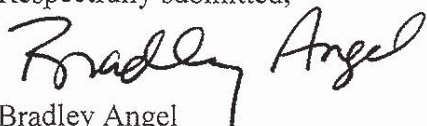
9  
cont.10  
GC-2

All decisions made by the City regarding this project must be consistent with environmental justice, be health protective, and reduce – not add – to the environmental burden in the community.

11  
GC-4

Thank you for consideration of these comments.

Respectfully submitted,



Bradley Angel  
Executive Director



**From:** Mark Klaiman [mailto:Mark@petcamp.com]  
**Sent:** Monday, June 19, 2017 7:10 AM  
**To:** Johnston, Timothy (PUC)  
**Subject:** Comments on Biosolids DEIR

Dear Mr. Johnston:

I am writing to express my great concern about the Draft Environmental Impact Report (DEIR) for the Biosolids Digester Project.

For the past 20 years I have owned and operated a small business at 525 Phelps Street, Pet Camp, directly across the street from the Southeast Water Treatment Facility. Over these two decades, my business like many others, has suffered through the ebb and flow of the San Francisco economy and been subject to every increasing burdens associated with operating small business in San Francisco. In addition to those “normal” burdens, running a business in the Bayview and especially at my specific location has subjected me to extra-ordinary burdens. While many business in the Bayview suffer from the lack of infrastructure, poor streets, graffiti, and dumping; my business has also had to suffer from the storage of 500 feet of light rail track across the street from my business for several years as part of the Third Street Light Rail’s construction. It is based on that past experience that I understand the crippling effect the proposed DIER will have on my business and others on Phelps Streets if a change is not made to the proposed traffic patterns.

As an active member of the Bayview business community, I have had the privilege to serve on both the Southeast Working Group and the Digester Task Force. Like many small businesses and residents who have suffered through odors and other noxious smells emanating from the Southeast Plant, I support the efforts to reduce this problem. But as drafted, the DEIR will preclude the very businesses that have suffered from the plant to still be in business when the

1  
GC-2

project is completed. The businesses on Phelps Street cannot exist without easy street access and parking. Pet Camp's clients, for example, cannot take the Third Street Light Rail as is suggested in the DEIR. Pet Camp's clients must drive to Pet Camp often with multiple pets and belongings and more often than not with young children. The ability to safely drive on Phelps Street and to be able to park in close proximity to Pet Camp is essential to their continued patronage and the jobs created from such. As presented the DEIR would place Pet Camp's clients at serious risk of injury causing them to seek pet care elsewhere and thus placing both the business and the jobs it has created at serious risk as well.

↑ 1 cont.

2  
TR-3

Phelps Street is a narrow street with two lanes of traffic, two lanes of parking and a bicycle route. It simply cannot sustain the proposed increase traffic while safely maintaining access to the small businesses located there. That the DEIR suggest that 5 years is only a temporary inconvenience reflects a complete lack of understanding of the burdens of running a small business. It is inconceivable that a small business could sustain itself for 5 years without clients being able to access it!

I encourage you to investigate better alternatives than sending all of this traffic on Phelps Street from Evans to Jerrold including routing traffic from Evans to Mendell Street to Jerrold or along Evans to Rankin and directly into the plant. In so doing the burden on small businesses in the Bayview would be significantly lessened, bicycle riders will be protected, and San Franciscans patronizing the businesses on Phelps Street will be safer.

3  
TR-1

Lastly, that small businesses are being asked to comment on the DEIR without completion of a Traffic Control Plan places small business at a significant disadvantage. The DEIR is already long and complicated; to ask small businesses to comment on such a document when it is lacking such a critical component as the Traffic Control Plan is simply untenable. The DEIR should be withdrawn from public comment until such time that the Traffic Control Plan is available.

4  
TR-1

Respectfully,  
Mark Klaiman

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2007 San Francisco Chamber of Commerce Excellence in Business Winner  
2005 San Francisco Small Business of the Year

Mark Klaiman  
Senior Counselor  
Pet Camp  
[www.petcamp.com](http://www.petcamp.com)

Main Campground  
525 Phelps Street  
San Francisco, CA 94124  
(415) 282-0700

Cat Safari  
3233 Sacramento Street  
San Francisco, CA 94115  
(415) 567-0700

June 19, 2017

*Via E-Mail*

Timothy P. Johnston, MP  
Environmental Planner  
1650 Mission Street, Suite 400  
San Francisco, CA 94103  
E-Mail: Timothy.Johnston@sfgov.org

Re: Biosolids Digester Facilities Project, Case No. 2015-000644ENV  
Comments on Draft Environmental Impact Report

Dear Mr. Johnston:

On behalf of the San Francisco Market Corporation (“SFMC”), which manages the San Francisco Wholesale Produce Market (the “Market”), I submit the following comments on the Draft Environmental Impact Report (“DEIR”) for the SFPUC Biosolids Digester Facilities Project (“Biosolids Project”), Planning Department Case No. 2015-000644ENV.

## **I. The SFWPM Is A Vital Resource for San Francisco**

The Market is the largest multi-tenanted produce wholesale and distribution facility in Northern California, spanning over 20 acres and including 485,000 square feet of warehouse and logistics space. We were created in 1963 when the City and County of San Francisco (the “City”) relocated independent produce merchants from downtown San Francisco and built a shared facility in the Bayview-Hunters Point neighborhood to house them.

Since then, we have grown alongside the City and its produce industry. Our merchants, many of whom have been in operation for decades, sell and distribute a wide variety of produce to food businesses across the Bay Area. Today, the Market is the linchpin of San Francisco’s world-class food and restaurant scene. We’ve become integral to the city’s culinary fabric by providing the critical, behind-the-scenes infrastructure to wholesale and distribution businesses that link farmers to restaurants, independent grocery stores, and hotels.

Our work at the Market benefits the City in a number of key ways:

- *A Healthier Bay Area:* The Market supplies food businesses throughout the Bay Area with fresh, healthy, and affordable produce.

- *A Culinary Destination:* The Market is central to the supply chain that makes the City a delicious place to live and visit.
- *Business Incubator:* Home to over 30 businesses, the Market provides the space, expertise, and access to produce for anyone launching or growing a food business.
- *Support for Farmers:* The Market's merchants source from local and regional farms, providing critical market access for growing farms.
- *Job Creation:* The Market employs over 650 workers via its independent merchants, providing diverse employment opportunities within the important PDR sectors.

In January 2013, the City and SFMC finalized a long-term ground lease (the "SFWPM Lease") that envisions a comprehensive, phased redevelopment and expansion of the Market's facilities and infrastructure (the "SFWPM Project"). Through the operations, improvement projects, and activities contemplated as part of the SFWPM Project, the City has made a significant ongoing investment in the success of the Market. As such, the City has a strong interest in protecting its investment by ensuring that (i) the Market can continue to operate successfully during the extended construction period required for the Biosolids Project, and (ii) that the SFWPM Project is able to continue moving forward in spite of the Biosolids Project.

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GC-2

## II. SFWPM Project Includes Changes to Jerrold Avenue Access

To improve safety and security, and to enhance the efficiency of loading operations on the Market's main site, the SFWPM Project includes the eventual closure of the portion of Jerrold Avenue that bisects the Market, and the re-routing of through traffic around the Market onto Innes and Kirkwood Avenues. This change to the roadway network has always been a key part of the vision for the SFWPM Project. As of the time of this letter, SFMC anticipates that, in furtherance of the SFWPM Project, Jerrold Avenue will be unavailable to through traffic beginning in October of 2018. As such, the DEIR should be revised to include an update to the project description for the SFWPM Project that includes this anticipated timing for the rerouting of traffic around the Market. Additionally, as discussed below, the DEIR needs to consider impacts to the Market, the SFWPM Project, and the Biosolids Project that stem from the anticipated changes to the availability of the portion of Jerrold Avenue that runs through the Market.

2  
TR-1

## III. The DEIR Does Not Properly Consider And Mitigate Various Environmental Impacts

### A. Transportation and Circulation Impacts

Transportation and circulation, in general, are significant issues in this portion of San Francisco. Due to the patchwork of PDR activities that have arisen over the years, many of the



streets do not follow a typical street grid. In addition, a number of streets, including several streets around the Market, are either degraded or were never improved to current standards. The generally less-than-ideal condition and layout of the streets will be further strained by the boom of new development proposed in the neighborhood, as described in the DEIR's cumulative analysis. In particular, the DEIR identifies a total of forty (40) cumulative projects<sup>1</sup>, twenty (20) of which are scheduled to overlap with the construction activities of the Biosolids Project, and eight (8) more of which may have some overlap depending on those projects' final construction timelines.<sup>2</sup>

As described above, the SFWPM Project intends to close the portion of Jerrold Avenue that bisects the Market and begin to reconfigure and improve the surrounding roadways in or about October of 2018. In recognition of the need for greater security, and to mitigate the current operational conflicts caused by Jerrold Avenue's bisection of the main Market site, the closing of Jerrold Avenue and redirection of through traffic onto Innes and Kirkwood Avenues has always been a key component of the SFWPM Project.

The DEIR shows that the Biosolids Project intends to use the to-be-closed portion of Jerrold Avenue through construction and operation of the facility.<sup>3</sup> The DEIR does not analyze what impacts the Jerrold Avenue closure would have on the Biosolids Project, and, in particular, how and where construction and operational truck traffic would be rerouted. Instead, the transportation analysis assumes that the Biosolids Project will have continued access to Jerrold Avenue for truck off-haul, even beyond October 2018.

Additional truck traffic from the Biosolids Project through the Market on Jerrold Avenue poses safety and operational constraint issues for all users of the Market due to the Market's intensity of loading operations on Jerrold Avenue. Currently, approximately thirty (30) produce merchants occupy warehouse space with loading docks that front on Jerrold Ave. Even under current conditions and traffic loads, this loading arrangement poses operational challenges and safety concerns. Indeed, this (in addition to food safety regulations) is one of the main reasons why the SFWPM Project envisions the eventual closure of Jerrold through the Market. The additional truck traffic caused by the Biosolids Project's use of Jerrold will exacerbate this already sub-optimal traffic coordination issue.

For the reasons described above, the SFWPM Project intends to move as quickly as possible to close Jerrold Avenue through the Market. As such, we are keenly interested in making sure that the Biosolids Project does not depend on the Jerrold Avenue truck route in a way that would discourage, delay, or prevent the SFWPM Project from moving forward with the

<sup>1</sup> DEIR, p. 4.1-6 *et seq.*, Table 4.1-1.

<sup>2</sup> DEIR, p. 4.6-51.

<sup>3</sup> DEIR, pp. 2-60, Figure 2-15; 2-61, Figure 2-16.

2  
TR-1  
cont.

planned closure of Jerrold Avenue. The DEIR must address alternative routes that do not rely on Jerrold Avenue for ingress and egress to and from the Biosolids Project site.

After the closure of Jerrold Avenue as part of the SFWPM Project, the Biosolids Project's most direct and logical alternative route, and the route for all other east-west through traffic, would be via Innes Avenue. Accordingly, the DEIR should study the Biosolids Project's potential use of Innes Avenue, rather than Jerrold Avenue. As noted above, the SFWPM Project plans include improving Innes and Kirkwood Avenues to improve general circulation through the area, both for safety and efficiency. These public improvements will benefit the neighborhood, generally, and the Biosolids Project, specifically. The Market, therefore, proposes coordinating the improvement of Innes Avenue and the creation of a new intersection connecting the improved Innes Avenue to the portion of Jerrold Avenue northeast of the SFWPM. An analysis of the coordinated design should be included in the DEIR and added to the Project Description for the Biosolids Project.

2  
TR-1  
cont.

Finally, the DEIR discusses how Evans Avenue, an east-west route parallel to Jerrold Avenue, offers one alternative travel path for the vehicles currently traveling on the section of Jerrold Avenue that will be closed during construction of the Biosolids Project.<sup>4</sup> The DEIR goes on to note that Evans Avenue has "sufficient capacity to accommodate diverted traffic without a substantial effect on local vehicle circulation."<sup>5</sup> However, this analysis leaves out any discussion of the SFPUC's Southeast Plant Headworks Replacement Project, one of the many cumulative projects in the area. That project contemplates closing at least one lane of Evans Avenue through project construction, which is estimated to occur between January 2018 and June 2024, as discussed in that project's Final Mitigated Negative Declaration. The DEIR must analyze the planned use of Evans Avenue in the context of the upcoming lane closure to determine whether there is sufficient capacity on Evans Avenue to serve as an alternative route for Jerrold Avenue traffic, given the proposed closure of travel lanes due to the SFPUC Headworks Project, as well as the planned closure of Jerrold as part of the SFWPM Project.

## **B. Air Quality Impacts**

The discussion of and mitigation related to potential air quality impacts of the Biosolids Project on the environment is inadequate in its (1) failure to consider potential impacts to the SFWPM and (2) failure to consider and mitigate for dust related impacts. The DEIR should be revised to include a more comprehensive discussion of these issues.

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AQ-2

The entire air quality section of the DEIR<sup>6</sup> only has one passing reference to the Market and/or the SFWPM Project, and even then only in a footnote<sup>7</sup>. As described above, the Market is

<sup>4</sup> DEIR, p. 4.6-36.

<sup>5</sup> DEIR, pp. 4.6-36 and 37.

<sup>6</sup> DEIR, pp. 4.8-1 *et seq.*



the primary source for San Francisco's produce, including that served in restaurants, sold in grocery stores, and consumed by San Francisco residents. Given the potential sensitivity of these operations to air quality impacts – including emissions, dust, and odors – the DEIR should have included within its analysis a discussion of the potential impacts specific to the Market and the SFWPM Project.

3  
cont.

Among the potential air quality impacts to the Market are dust related impacts. Indeed, fugitive dust is specifically identified as part of Impact AQ-1<sup>8</sup>. The DEIR purports to address these issues through references to the San Francisco Construction Dust Control Ordinance<sup>9</sup> and the Biosolids Project's required compliance therewith. However, no mitigation measures specific to dust control or dust impacts are imposed on the Biosolids Project, including in response to Impact AQ-1. Instead, the sole focus on the mitigation measures for air quality is on emissions, with two emissions-related mitigation measures imposed.

4  
AQ-3

Given the sensitive nature of surrounding uses, including the Market's operations, and the DEIR's admission that fugitive dust is an impact from the Biosolids Project, mitigation measures should be imposed to ensure that any such impacts are less than significant, particularly given the Market's role in maintaining the City's public health. The Biosolids Project's compliance with the San Francisco Construction Dust Control Ordinance, in and of itself, is not adequate to mitigate these impacts.

### C. Hazards and Hazardous Materials Impacts

The DEIR's inadequacies with respect to its hazards and hazardous materials analysis<sup>10</sup> are similar to, and potentially even more troubling than, its air quality analysis. The DEIR does not discuss the potential impacts of hazardous materials on the Market or the SFWPM Project. This failure to consider that the Market's operations could be significantly impacted by airborne hazardous materials, including as a result of off-haul of hazardous materials, or any other hazards related to the construction and operation of the Biosolids Project is a significant inadequacy.

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HZ-2

The DEIR has only a limited discussion of naturally occurring asbestos, which is a known and potentially significant issue in the area. Indeed, a number of potentially hazardous materials have been discovered in the soil around the Market during its construction activities. These potentially hazardous materials are often the result of fill material of various depths, and include serpentine rock (which contains naturally occurring asbestos), as well as petroleum hydrocarbons, heavy metals, and other similar contaminants related to the past use of the area for

<sup>7</sup> DEIR, p. 4.8-72, fn. 116.

<sup>8</sup> DEIR, pp. 4.8-43 and 44.

<sup>9</sup> DEIR, pp. 4.8-31, 32, 35, 36, 43, and 44.

<sup>10</sup> DEIR, pp. 4.17-1 *et seq.*

industrial and military purposes. Despite this documented history, the DEIR devotes only two paragraphs of Chapter 4.17 to discussing naturally occurring asbestos.<sup>11</sup> Even more notable is the fact that only one impact analysis addresses asbestos<sup>12</sup>, and there are no mitigation measures imposed to address it. Instead, the DEIR's analysis of Impact HZ-2 relies on the Biosolids Project's compliance with various Bay Area Air Quality Management District rules and regulations. Such limited analysis of a hazardous material known to be present in the area, with no proposed mitigation, is inadequate.

↑  
5  
HZ-2  
cont.

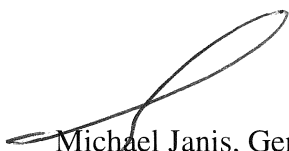
As a general matter, the DEIR's analysis of hazardous materials (as well as air quality) fails to address the SFWPM and its sensitive, food-related operations. While it does not appear from the DEIR that there will be any off-haul of hazardous materials through Jerrold Avenue (and thus through the SFWPM itself), the close proximity of the SFWPM to the Biosolids Project, which has confirmed hazardous materials on-site, requires some discussion and evaluation of potential food-related impacts.

#### IV. Conclusion

In summary, the SFMC, Market, and SFWPM Project recognize the importance of the Biosolids Project to the City. However, as a vital business and adjacent site, it is important to the SFMC and Market that the Biosolids Project fits into the existing (and ever-growing and changing) neighborhood. As such, it is our position that the DEIR is inadequate in its (1) failure to properly describe the SFWPM Project and the anticipated closure of Jerrold Avenue in connection therewith; (2) failure to consider transportation, air quality, and hazardous materials impacts to the Market and the SFWPM Project; and (3) failure to require mitigation specific to air quality and hazardous materials impacts. We respectfully request that the DEIR be modified to address these inadequacies.

↑  
6  
TR-1  
AQ-2  
AQ-3  
HZ-2

Very truly yours,



Michael Janis, General Manager  
San Francisco Wholesale Produce Market

MJ

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<sup>11</sup> DEIR, p. 4.17-10.

<sup>12</sup> DEIR, pp. 4.17-27 and 28.

June 19, 2017

Mr. Timothy Johnston  
San Francisco Planning Department  
1650 Mission Street, Suite 400  
San Francisco, CA 94103

**Subject:** Case No.: 2015-000644ENV **Biosolids Digester Facilities Project**  
**Environmental Impact Report Draft**

Dear Mr. Johnston,

In reviewing the EIR for the SSIP project, there are a number of items that concern me deeply. For example, it is determined that the BDFP would result in **significant and unavoidable impacts** in the areas of cultural resources and air quality that would remain significant and unavoidable even with implementation of feasible mitigation measures.

***AIR QUALITY***

On the air quality issue, I am troubled that there are no serious mitigation measures proposed to offset these proposed **air quality** conditions during a construction period that ‘generate levels of ‘**nitrogen oxide emissions that would exceed significance thresholds** during **two of the five years** of construction and that would also be a **cumulatively considerable contribution to regional air quality conditions.**’ Does this indicate that we should withhold breathing for a period of 2-5 years in Bayview?

Surely there are serious plans to offset these deplorable conditions proposed for the tens of thousands of residents, including a number of elderly citizens, many young children, and thousands of active students and working adults. ‘Significant and unavoidable’ are profoundly disturbing descriptors.

I believe that a robust and thoroughly vetted air quality monitoring and reporting plan be developed and implemented as the project proceeds, with local and consistent notification regarding serious air quality deficiencies present, plans for ‘sheltering in place’ or other

1  
AQ-4

actions as required on extremely bad air days, etc. A repeat of ‘failed’ or ‘battery-less’ air quality monitors, as witnessed during the denuding of Parcel A in the Hunters-Point Shipyard some years ago, for example, will not be tolerated in Bayview or by our City leadership. I’m sure that you can appreciate these concerns regarding air quality (or the lack thereof) and the overall environmental impact of this project.

1

**AQ-4**  
cont.

## ***CULTURAL RESOURCES***

As the party responsible for the 40 year-long restoration of a City Landmark in Bayview, I am also dismayed with the plan for wholesale destruction of the Streamline Moderne Industrial Historic District in Bayview and for the Display Greenhouse structures at McKinnon and Phelps Streets, both iconic markers in the area.

2

**CR-1**

### *Display Buildings*

While the display buildings are not technically ‘historic’, they nonetheless provide a much needed and moderately attractive facade with which to block the industrial elements of the Water Treatment Plant beyond. Destruction of those elements in favor of a parking lot for trucks and staging makes little sense and appears to be entirely unavoidable. I clearly understand the need to demolish the large and low slung white greenhouse items and the concrete building (the ancillary structure), but the green-framed Display Houses do not need to be eliminated in the neighborhood for purposes of construction. It also appears that the funding to repair these Display buildings is minor overall, and clearly beneficial when one considers the placement and connection to the community. Save the Display Buildings.

**OC-3**

### *Central Shops*

I do understand the need to locate the digesters to an area far removed from residents, and, as such, concur with the recommendations proposed to remove and relocate Central Shops A and B. I also recommend that a combined solution for the loss of these historic resources be implemented, including fulfillment of **Mitigation Measure M-CR-1 along with the implementation of Alternative C**, the Historical Resources Relocation, with the relocation of the Central Shops serving as the permanent public display and archival venue for the documentation and interpretive material.

3

**CR-1**

## ***TRAFFIC and TRANSPORTATION***

As I've been revising this documentation with many others in the community, I am also requesting additional review of the impact analysis on traffic and circulation from the existing 'LS' -less than significant - status to the LSM condition, requiring mitigation. Of the 40 projects considered in the cumulative impact analysis for traffic and circulation, 63% of these are SFPUC related. (see Table 4.1-1; Vol.1 p. 4.1.6).

There are multiple projects affecting the area, with many occurring simultaneously with the Biosolids Digester Project. Other projects that will affect transportation in the area are not listed in the EIR. For example, in addition to the partial closing of **Evans Street** beginning in August 2017 ; the **closure of Jerrold Avenue from Phelps to Rankin Street for 5-6 years**; the **construction staging along Phelps Avenue**; the **Palou Avenue** streetscape improvement project -from Barneveld to Crisp Avenues; the **2245 Jerrold Avenue** - construction of SFFD Ambulance Deployment Facility; ;the re-routing of the **23 Muni Bus Line to Palou Avenue**, the temporary closure of the Illinois Street Bridge at Islais Creek, we are potentially in real trouble when desiring to enter or exit our neighborhood by vehicle. There is also the relocation of the 23 Monterrey Muni Line from Jerrold Avenue to Palou Avenue as a temporary measure during course of construction, but the Palou Streetscape project indicates the eventual and permanent relocation of the 23 to Palou Avenue following the streetscape improvements. Better planning is required for the transportation elements of the project, in my opinion.

4  
TR-4  
OC-2

The only exit to the North, along Third Street, is the Islais Creek Bridge. This area is a noted potential **liquefaction zone** and will be significantly compromised during a seismic event. These transportation issues are life safety and quality of life issues. Please take these concerns seriously. I am also recommending that the construction of the Quint Street bypass road be completed quickly. The loss of the Quint Street roadway due to the construction of the CalTrain berm and crossing has caused innumerable delays

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TR-2

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TR-4

and traffic circulation problems for may in the community. I am supporting the recommendations made by others in this regard, and outlined as follows:

**1. Study and re-evaluate the conclusions drawn in the EIR regarding the significance of the traffic impacts, along with a more clearly articulated and written, multi-agency transportation and traffic plan prior to certification of the EIR.**

**2. Completion of the Quint Street Connector by December 31, 2018.**

The **Quint Street Connector ByPass** roadway plan should be **expedited and built, as part of the PUC project**, prior to major construction in 2018/19, in our opinion. An inter-agency cooperative effort is essential in this regard. I ask the Mayor, Mr. Kelly(SFPUC), Mr. Nuru (SFDPW) , Supervisor Cohen (D10) and other respected and effective City leaders to coordinate closely and purposely to see this project completed as soon as possible.

**3. Reconsideration of the temporary relocation of Muni 23 Monterey Bus line.**

Work with Muni/SFMTA to reconsider the placement of the 23 Monterey Bus from Palou to another location during the construction timeframe.

6 cont.  
TR-1  
TR-4

Thank you very much for reviewing these comments on Air Quality, Cultural Resources and Transportation items as outlined in the draft EIR.

Sincerely,

Linda K. Blacketer  
Proprietress, The Sylvester House  
San Francisco City Landmark # 61  
Bayview



**From:** Ximena Ares [mailto:vxares@gmail.com]

**Sent:** Wednesday, May 24, 2017 11:21 AM

**To:** Johnston, Timothy (PUC)

**Cc:** betterbayview@yahoogroups.com; Cohen, Malia (BOS); Hildreth, Casey; Chan, Yoyo (BOS); daniel.carr@sfmta.com

**Subject:** Bayview resident Ximena Ares comment re EIR re Biosolids Digester Facilities Project (BDFP)

Dear Planner Johnson,

I'm writing to provide my comments for the EIR related to the BDFP. I'm a Bayview resident of 11 years and live 2 blocks from the BDFP site.

While I support the BDFP for its potential to reduce the odors we currently experience from the existing water treatment plant, I am and have always been deeply concerned about the lack of accessibility of Bayview. In particular:

- the existence of Caltrain tracks and lack of underpasses on all streets worsened by the permanent closure of the Quint bridge a couple of years ago:  
[http://www.caltrain.com/projectsplans/Projects/Caltrain\\_Capital\\_Program/Quint\\_Street\\_Project.html](http://www.caltrain.com/projectsplans/Projects/Caltrain_Capital_Program/Quint_Street_Project.html);
- the lack of an intake mechanism by the SFMTA to improve traffic signage, flow and pedestrian access and safety in the industrial zones that surround Bayview, making them hazardous deserts for bikers and pedestrians;
- the lack of streets and routes of access to Bayview, being Jerrold, Evans and Third Street the only 3 routes available to Bayview residents and business to exit Bayview towards the West and North, where the most traditionally attractive features of SF are, including jobs.

The above conditions make living in Bayview an isolating experience and an unsustainable one in view of the projected growth of the Bayview population in the next couple decades. **I would be deeply grateful if you could please object to any additional proposed street closure, or any other measure or proposal that could reduce automotive and pedestrian accessibility of Bayview even further, including any temporary closure of Jerrold St.**

I appreciate your willingness to listen and help.

,

All the best,

Ximena Ares





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## Quint Street Project

[Subscribe](#) to receive e-mail notifications about the Quint Street Bridge Replacement Project.

### Scope & Need

Caltrain will remove the existing Quint Street Bridge which is over 100 years old and is at the end of its useful life with a new berm. The current bridge is deemed structurally deficient, does not meet existing seismic safety standards and must be replaced to ensure the safety of community members and Caltrain passengers. The new berm will be designed to allow for a potential Caltrain station to be located at Oakdale Avenue in the future.

The contract for the Quint Street Bridge Replacement project was awarded to Shimmick Construction Company, Inc. in August 2015.

### Quint Street Project Construction Update

Construction of the Quint Street Project has been completed.

Closure of Quint Street between Newcomb and Jerrold Avenues began on October 5, 2015. During the closure, Caltrain has established traffic rerouting signs for pedestrians and motorists to help with traffic flow.

### Construction Impacts

Work to replace the bridge with a new berm will begin in November 2015 and is expected to last 6 months. Closure of Quint Street between Jerrold Avenue and Oakdale Avenue is expected to begin on September 28, 2015 (or after). The San Francisco County Transportation Authority's Quint-Jerrold Connector Road project will follow the berm construction. The planned connector road will link Quint Street, just north of Oakdale Avenue, to Jerrold Avenue via a new road along the west side of the Caltrain tracks. More information regarding the Quint-Jerrold Connector Road project can be found at [www.sfcta.org/quint](#).

During the closure, Caltrain will establish traffic rerouting signs for pedestrians and motorists to help with traffic flow. Please see traffic rerouting map below for details.

While a majority of the work will be completed during the day, in order to maintain rail operations, night and weekend work will be required for some construction activities.

Text Size

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### Highlights

[Real-time Station List](#)

[Weekday Timetable](#)

[Weekend Timetable](#)

[Special Events](#)

[VIDEO: Board Meetings](#)

[Electrification](#)

### Social





#### Public Outreach & Community Engagement

In partnership with the San Francisco County Transportation Authority, Caltrain has participated in numerous community outreach events and meetings starting in 2012. Outreach activities included several open houses, multiple presentations to community groups and commissions, and multilingual notifications through email, mailings and flyers.

Caltrain will continue to engage the public in multiple venues to provide more information and collect feedback about the project.

Nearby residents and businesses will be notified via mail about upcoming construction impacts. Caltrain will continue to work with the San Francisco County Transportation Authority to build awareness about the project and its impacts.

#### Old Quint Street Bridge



New Quint Street Berm



**Project Documents**

[Quint Street Project Fact Sheet](#) (PDF) - Updated 9/14/15

**Project Schedule**

- Finalize Design: January 2015
- Berm Advertise and Procurement: February 2015 – July 2015
- Berm Construction: November 2015 – July 2016

For additional questions or concerns regarding this project, please call our dedicated Construction Outreach Line at 650.508.7726. For questions about Caltrain service, please contact our Customer Service Center at 800.660.4287

For questions regarding this project, please email [quint@samtrans.com](mailto:quint@samtrans.com).

**Michael Hamman**  
**702 Earl Street**  
**San Francisco, CA 94124**

**June 19, 2017**

Mr. Timothy Johnston  
 San Francisco Planning Department  
 1650 Mission Street, Suite 400  
 San Francisco, CA 94103  
 fax 415- 558-6409  
 email: timothy.johnston@sfgov.org.

**Re: BDFP EIR Comments**

**Project Address: 750 Phelps Street, 1700 Jerrold Avenue, 1800 Jerrold Avenue, and 1801 Jerrold Avenue, San Francisco**

Dear Mr. Johnston:

I am a resident and business owner in the Bayview and I am writing today to request additional review of the impact analysis with respect to Air Quality (Section 4.8). The EIR divides the contributions to air quality into two categories, operations of the completed plant and those activities necessary to construct the plant. Of the activities that contribute to air quality some are impossible or difficult to mitigate successfully. However, one component does lead itself to successful reduction and that is truck trips, both during construction project and trips during the operation by using rail to transport the construction material and the biosolids during operation of the plant.

The primary pollutant generated by truck trips is NO<sub>x</sub> and the EIR projects a total of 31,123 lbs of NO<sub>x</sub> emitted in our neighborhood during the five years of construction (Section 4.8-8). In addition many tons will be emitted during the operational life of the project. Several methods of mitigation are recommended, nevertheless, *"the construction-related NO<sub>x</sub> emissions are considered significant and unavoidable with mitigation" (4.8-49)* in addition to the significant degradation of our air quality, these 71 truck trips a day will severely impact traffic and emergency access to our neighborhood (4.6-28).

The EIR projects seventy one (71) construction truck trips a day for the duration of the project (. These truck trips will also have a negative impact on traffic and emergency access. Rail transportation would ameliorate these impacts as well.

1

**AL-1**

The use of rail transportation for hauling the biosolids during the operation of the plant was analyzed in Section 6.5.4-2. However that analysis is inadequate in several respects:

- The analysis only considers the use of rail to haul the operation biosolids. It should consider the alternative of using rail for BOTH the operations biosolids and the construction material. Especially the waste going to Altamont as there exists a well established process for rail transportation of that commodity. **I request this option be analyzed.**
- The analysis assumes that all material needs to be trucked to the SFBR yard along Cargo Way. The possibility of loading directly onto rail cars at the site by constructing a loading spur off the nearby Quint Street lead needs to be analyzed. Such direct loading would achieve dramatic reduction in total truck trips. Furthermore such direct loading was once practiced at that location. **I request this option be analyzed.**

2  
AL-1

The use of rail transportation to transporting such bulk items has benefits beyond improving air quality.

- Reducing truck trips will also reduce the impacts on traffic.
- Using a rail spur will enhance the ability to organize the logistics of construction, possibly reducing the need for construction staging areas and “lay-down” space.
- Moving freight by rail reduces greenhouse gas emissions by 75% over trucks (*“Freight Railroads Help Reduce Greenhouse Emissions”* ARR Study April 2017)
- Utilizing the railroad infrastructure that currently exists next to the proposed project will reduce the degradation of our streets and highways caused by the tens of thousand heavy truck trips during the five year course of construction. And into the future with the operation of the new plant.

3  
AL-1

Sincerely,

Michael Hamman

**Michael Hamman**  
**702 Earl Street**  
**San Francisco, CA 94124**

**June 19, 2017**

Mr. Timothy Johnston  
San Francisco Planning Department  
1650 Mission Street, Suite 400  
San Francisco, CA 94103  
fax 415- 558-6409  
email: timothy.johnston@sfgov.org.

**Re: BDFP EIR Comments**

**Project Address: 750 Phelps Street, 1700 Jerrold Avenue, 1800 Jerrold Avenue, and 1801 Jerrold Avenue, San Francisco**

Dear Mr. Johnston:

I am a resident and business owner in the Bayview and I am writing today to request additional review of the impact analysis with respect to ***CULTURAL RESOURCES***.

As an admirer of architecture, I am also dismayed with the plan for wholesale destruction of the Streamline Moderne Industrial Historic District in Bayview and for the Display Greenhouse structures at McKinnon and Phelps Streets, both iconic markers in the area and contributory to the historic district. The preservation of such buildings is crucial for the community to retain a sense of it's past and it's distinctive character.

1

CR-1

***Display Buildings***

While the display buildings are not technically 'historic', they nonetheless provide a much needed and moderately attractive facade with which to block the industrial elements of the Water Treatment Plant beyond. Destruction of those elements in favor of a parking lot for trucks and staging makes little sense and appears to be entirely unavoidable. I clearly understand the need to demolish the large and low slung white greenhouse items and the concrete building (the ancillary structure), but the green-framed Display Houses do not need to be

OC-3

eliminated in the neighborhood for purposes of construction. It also appears that the funding to repair these Display buildings is minor overall, and clearly beneficial when one considers the placement and connection to the community. Save the Display Buildings.

1  
cont.

### *Central Shops*

I do understand the need to locate the digesters to an area far removed from residents, and, as such, concur with the recommendations proposed to remove and relocate Central Shops A and B. I also recommend that a combined solution for the loss of these historic resources be implemented, including fulfillment of **Mitigation Measure M-CR-1 along with the implementation of Alternative C**, the Historical Resources Relocation, with the relocation of the Central Shops serving as the permanent public display and archival venue for the documentation and interpretive material. As I have had some experience in relocating building in my capacity as General Contractor I can attest to the fact that such a relocation would not be unduly expensive.

2  
CR-1

Sincerely,

Michael Hamman

**Michael Hamman**  
**702 Earl Street**  
**San Francisco, CA 94124**

**June 20, 2017**

Mr. Timothy Johnston  
San Francisco Planning Department  
1650 Mission Street, Suite 400  
San Francisco, CA 94103  
fax 415- 558-6409  
email: timothy.johnston@sfgov.org.

**Re: BDFP EIR Comments**

**Project Address: 750 Phelps Street, 1700 Jerrold Avenue, 1800 Jerrold Avenue, and 1801 Jerrold Avenue, San Francisco**

Dear Mr. Johnston:

I am a resident and business owner in the Bayview and I am writing today to request additional review of the impact analysis with respect to **TRAFFIC and TRANSPORTATION**

As I've been revising this documentation with many others in the community, I am also requesting additional review of the impact analysis on traffic and circulation. For the following reasons:

- There are multiple projects affecting the area, with many occurring simultaneously and the EIR does not consider the cumulative impact of all these projects together. Several huge projects in the area were not considered at all, including the 1200 new housing units in the Build Inc project the 900 units in the Shipyard project as well as numerous projects on Third Street such as the Chris Harney project. In addition projects by other agencies such as the closing of the Third Street "Nishkin" bridge by DPW. I request a complete inventory of all the projects expected during this project be considered.

- The economic impact that these road closures will have on the existing

1  
TR-4  
OC-2

2  
GC-2



local businesses was not adequately analyzed. Many of these small businesses will not survive this loss of customers. This analysis need revision.

↑  
2  
cont.

- The impacts to this community during an emergency especially a seismic event was not well considered. With all the main corridors into and out of the Bayview closed and the main bridge across the creek closed and the huge incres in populating access into and especially out of the Bayview after an earthquake will be severly compromised. With no access how will we fight fires or evacuate the injured? This aspect must be further analyzed.

↑  
3  
**TR-2**

Sincerely,

Michael Hamman



---

**From:** Christopher Harney [mailto:charney@hcmcommercial.com]  
**Sent:** Monday, June 26, 2017 6:08 PM  
**To:** Johnston, Timothy (PUC)  
**Subject:** FW: BDFP EIR

Timothy,

I realized there was a typo in the email I sent you earlier. I meant to say Rankin Street...not Quint. I fixed it below.

Thanks for the time and consideration!!!

Chris Harney  
HC&M Commercial Properties, Inc.  
1234 Mariposa Street  
San Francisco, CA 94107  
415-865-6101 Office  
415-999-6007 Mobile  
DRE# 01108232

---

**From:** Christopher Harney  
**Sent:** Monday, June 19, 2017 4:30 PM  
**To:** 'timothy.johnston@sfgov.org'  
**Subject:** BDFP EIR

Dear Mr. Johnston,

I am a commercial property owner here in San Francisco and I have several properties on the block bounded by Third, Jerrold, Innes and Phelps Street which are adjacent to the Southeast Treatment Plant. My commercial tenants will be

↓<sup>1</sup>  
GC-2

negatively impacted by the proposed project. I am hopeful that the negative impacts can be mitigated with a well thought out development plan. My initial concerns are as follows:

↑ 1 (cont.)  
GC-2

Traffic Circulation-Phelps cannot handle any increase traffic and it will only get worse should Jerrold Avenue be closed to through traffic. Has access to the construction site off of Rankin at Evans been fully vetted ? Can the site be accessed off of Oakdale with the re-opening of Quint Street in a more timely matter than what has been discussed to date? I would like to see that a thorough traffic analysis be completed taking into account these two other access options.

2  
TR-1

With the proposed closure of Jerrold Avenue I do not see how one could overburden the neighborhood businesses and residents by proposing to use Phelps for construction staging/parking for this project. The local business count on this street parking for their livelihood. I would like to see a better solution for construction staging /parking for this should not be considered as a use for Phelps street which street parking should be reserved for local business and residents.

3  
TR-3

The BIT (Bayview Industrial Triangle) which includes Jerrold Avenue between Third and the Southeast Plant still is an area that has overhead utility lines, inadequate (non ADA) sidewalk curbs, lacking uniform street trees, no sidewalk lighting etc.. Given all that is planned and knowing the hardship this multiyear build will place on local business and residents it would be nice to see real tangible community benefits being presented as part of the entire proposal.

4  
GC-3

Your time and consideration in reviewing this proposal is much appreciated.

**Chris Harney**

HC&M Commercial Properties, Inc.  
1234 Mariposa Street  
San Francisco, CA 94107  
415-865-6101 Office  
415-999-6007 Mobile  
DRE# 01108232

June 19, 2017

Mr. Timothy Johnston  
 San Francisco Planning Department 1650 Mission Street, Suite 400  
 San Francisco, CA 94103 fax 415- 558-6409  
 email: [timothy.johnston@sfgov.org](mailto:timothy.johnston@sfgov.org).

**Re: BDFP-EIR Comment and Recommend Project Address: 750 Phelps Street, Jerrold Avenue,  
 and 1801 Jerrold Av Case No.: 2015-000644ENV**

Dear Mr. Johnson,

As a member of Resilient Bayview, I work with an impressive group of community leaders who seek to leverage resources on behalf of and with the varied communities in the Bayview.

The SFPUC project in the Bayview is of enormous concern to me. The communities, businesses and residential, along Phelps, 3<sup>rd</sup> and Jerrold are revitalizing and much more stable than they have been in many years, but are still quite fragile. The SFPUC expansion and upgrade in the area with its vast footprint and its 20-year timeline (when you put the discreet phases together) will have a devastating impact on the residents and businesses in the area, the property values, the quality of life, and just the simple ability to conduct business and get around and through the neighborhood.

1  
**GC-2**

While SFPUC makes claims that it is mitigating the impact of its construction and upgrades, the actual neighborhoods impacted by the construction will undergo a scorched earth approach that has little regard for protecting community assets where the assets and the community currently exist. I would ask that you at the very least

1. Preserve the smaller, yet taller, glassed in greenhouse 'facade' - at the intersection of Phelps and McKinnon Avenues. A "display of interpretive materials" is not a suitable replacement for the actual assets that currently exist and can be used by the community.

2  
**OC-3**

2. Undergo additional review of the impact analysis with respect to traffic and circulation (Impact TR 1-5 incl.; Vol.1 s28) from the existing 'LS' -less than significant - status to the LSM condition, requiring mitigation. Current plans will have a devastating impact both to businesses, many of whom will leave the area if they cannot conduct business day-to-day, and residents.

3  
**GC-2**

3. Enroll fenceline residents in the area in a long-term health study that seeks both to understand and mitigate the detrimental health effects of the "deteriorating air quality

4  
**AQ-4**

issues” that are noted as ‘significant and unavoidable’ during construction. This study should continue for all fenceline residents who live near the SFPUC Sewerage treatment plant and who will be exposed to significant and unavoidable pollution from the sewerage treatment facilities.

↑ 4  
cont.

Thank you for reviewing these comments. I respectfully request also that you seriously consider the thoughtful recommendations of Dan Dodt and Bayview Community Planning. I look forward to hearing from you and hope to work with you in protecting the economic, cultural and physical assets of the Bayview as well as the health and prosperity of its residents.

↑ 5  
OC-1

Sincerely,  
Rosalind Hinton, PhD  
Member, Resilient Bayview



**From:** Sean Karlin [mailto:sean.karlin@gmail.com]  
**Sent:** Wednesday, May 24, 2017 8:33 PM  
**To:** Johnston, Timothy (PUC); Frye, Karen (PUC)  
**Cc:** Dan Dodt  
**Subject:** Southeast Water Plant EIR

Hello Timothy Johnston

I am a member of the Bayview-Hunters Point community. I understand that significant work is being planned for the southeast water treatment plant in the near future. Of course I support maintenance and upgrades to our city's utilities, especially one as important to our health as waste removal. 1  
GC-1

I understand that this is a major project that will take six years to complete and in that period significant east-west streets will need to be blocked, specifically Jerrold Ave and parts of Evans Ave. 2

While you are focused on doing your best work, I hope that your plans take into account the folks who live and work in the Bayview and ensure we continue to have access to Cesar Chavez, Bayshore Blvd. and the freeways. TR-1

We also appreciate keeping the dust to a minimum and protecting our community from toxic waste while you work on our pipes. 3  
AQ-3

I will not be able to attend next months hearing, but I did want to communicate my concerns to the planning dept.

Best of luck.

Sean D. Karlin  
 415.265.8691 m.

*There is an inverse relationship between the number of transactions required to implement a decision and the likelihood of having any effect. - Iron Law of Implementation*

## Tony Kelly

250 Connecticut Street #6, San Francisco CA 94107 ♦ (415) 283-6607  
tonykelly@astound.net

June 26, 2017

Mr. Timothy Johnston  
San Francisco Planning Department  
1650 Mission Street, Suite 400  
San Francisco, CA 94103  
By email: timothy.johnston@sfgov.org

**Re: Biosolids Digester Facilities Project - EIR Comments**

**Project Address: 750 Phelps Street, 1700 Jerrold Avenue, 1800 Jerrold Avenue, and 1801 Jerrold Avenue, San Francisco**

Dear Mr. Johnston:

I am a member of the Development Committee and the Executive Committee of the Potrero Boosters Neighborhood Association; I am writing today in support of my neighbors in Bayview and their comments regarding the Biosolids Digester Facilities Project EIR, requesting additional review of the impact analysis for Air Quality (Section 4.8).

1  
AQ-1

I realize that these comments are being sent after the published deadline for EIR comments of June 19, 2017. However, I believe the issues I am discussing here have already been raised by Bayview neighbors of the project, and I am happy to lend my voice in support of them. (I believe you will soon see a number of neighborhood groups throughout Bayview and the City come together in an official alliance for environmental justice in Southeast San Francisco; to that end, I am cc-ing these comments to some Bayview neighbors, members of the SFPUC CAC, and to Yolanda Manzone of the PUC, who is presenting a draft Environmental Justice Analysis of the project to neighborhood groups in the coming months.)

2  
GC-4

These comments are my opinions as an individual, since the Potrero Boosters Neighborhood Association has not yet taken a position regarding the project. However, the Boosters have for many years taken strong positions in support of their neighbors, especially on development, environmental, and EIR issues; and I will be asking the Association to take a formal position along the lines expressed in this letter.

*All that said:*

**My comments are centered around the issues of truck traffic and their emissions.** The EIR considers and recommends several methods of mitigation; but it goes on to say *“the construction-related NOx emissions are considered significant and unavoidable with mitigation”* (4.8-49). I must disagree – **a significant amount of the construction-related NOx emissions can be avoided** by utilizing rail transportation instead of trucks.

3  
AL-1



Quoting my neighbor, Michael Hammann, in his EIR comments:

*"The primary pollutant generated by truck trips is NOx, and the EIR projects a total of 31,123 lbs of NOx emitted in our neighborhood during the five years of construction (Section 4.8-8). . . .*

*"The use of rail transportation for hauling the biosolids during the operation of the plant was analyzed in Section 6.5.4-2. That analysis is inadequate in several respects:*

- *The analysis only considers the use of rail to haul the operation biosolids. It should consider the alternative of using rail for BOTH the operations biosolids and the construction material. Especially the waste going to Altamont as there exists a well established process for rail transportation of that commodity. **I request this option be analyzed.***
- *The analysis assumes that all material needs to be trucked to the SFBR yard along Cargo Way. The possibility of loading directly onto rail cars at the site by constructing a loading spur off the nearby Quint Street lead needs to be analyzed. Such direct loading would achieve dramatic reduction in total truck trips. Furthermore such direct loading was once practiced at that location. **I request this option be analyzed."***

I am certain that additional analysis will reach the same conclusion that other developers and contractors have found over the years – that rail transportation has less impact on air quality than truck traffic.

**In the interest of reducing traffic and congestion, I also ask the PUC to live up to their promises to the neighborhoods by building the Quint Street Connector Bypass, as soon as feasible, to re-connect Oakdale and Jerrold Avenues.**

I worked on the successful campaign for Proposition I in 2004, forcing Muni to replace their old diesel buses and improve their air quality standards. **All City agencies should take great care to minimize and mitigate their environmental impacts in this heavily-burdened neighborhood.** I look forward to the PUC acting responsibly in their construction and operation of the new Biosolids Digesters.

Please feel free to contact me with any questions, etc.

Sincerely,



Tony Kelly

Cc: Yolanda Manzone, SFPUC  
Members of the SFPUC CAC  
Greenaction for Health and Environmental Justice  
Dan Dodt  
Michael Hammann

3  
**AL-1**  
cont.

4  
**TR-4**

5  
**GC-4**



---

**From:** Steve Lawrence [mailto:steveinsf@outlook.com]  
**Sent:** Thursday, May 04, 2017 8:17 AM  
**To:** Johnston, Timothy (PUC)  
**Cc:** Frye, Karen (PUC)  
**Subject:** Biosolids digesters project of SFPUC, Case No.: 2015-000644ENV -- comment

The proposed new digesters are to employ a new technology, THP. Will there be less resilience than now? San Francisco is subject to earthquake, flood or deluge, possibly tidal wave sea rise, and terror attack, any of which may change digester feedstock. Avoiding digester upset should be a priority. Digester upset, especially if extended in length, could harm San Francisco's livability and its economy. Will the new digesters (will the sewage treatment plant with them) be as resilient as what we have, or could have, and if not, what mitigations or steps are prudent?

1  
PD-3

Steve Lawrence, resident



---

**From:** Steve Lawrence [mailto:steveinsf@outlook.com]  
**Sent:** Wednesday, June 14, 2017 7:16 PM  
**To:** Johnston, Timothy (PUC)  
**Subject:** Biosolids digesters, 2015-000644ENV, comment on Draft EIR

Ratepayers are to spend in the neighborhood of \$1.5 billion for new digesters at SEP. Work and commissioning is to be completed May 2025. Objectives for the project include "meet treatment capacity for projected 2045 flows and loads." The City is growing, and is expected to continue to grow both jobs and residents. Recently growth has been faster than past estimates; growth projections keep being revised upward. The existing digesters were built in the early 1950s, and will have lasted seventy years. The proposed digesters may be adequate for only twenty years. Given the size and cost of the project, both in dollars and in disruption, and environmentally, the objective of meeting flows and loads for only twenty years seems questionable. While per person use of water has declined, has "load" per person for purposes here? One reads that more pills, household products, and other new challenges make their way into sewage. One reads that the average person is larger than in the past. Have these trends been considered? Is it environmentally sound to plan for a twenty-year period, especially when recent experience suggests that projections might be low?

1  
PD-1

Steve Lawrence

Perry Matlock  
 300 2nd Avenue No. 5  
 Petlenuc-Yelamu  
 Muwekma Ohlone Nation  
 San Francisco, CA 94118  
 415 221-4240  
 savetheshellmounds@gmail.com

RECEIVED

JUN 19 2017

CITY & COUNTY OF S.F.  
 DEPT. OF CITY PLANNING  
 ADMINISTRATION

Monday, June 19, 2017

Regarding the DEIR for the Biosolids Digester Facilities Project

Dear Timothy P. Johnston,

I was born and raised in San Francisco, and I have been a volunteer for various Native organizations for over 25 years. My focus continues to be education concerning Ohlone issues, especially the preservation of the ancient monuments and funerary places, the shellmounds. Initially, I must point out that the term "midden" which is used in the DEIR to describe the Ohlone heritage site, CA-Sfr-171, is derogatory. "Shellmound, village site, or cemetery" would be more accurate, for the word midden means "dung hill."

1  
CR-3

The 48 day comment period does not provide ample time for members of the public to study and respond to this DEIR. Nonetheless, I wish to express my interest in the preservation of the Ohlone heritage site, CA-Sfr-171. Since I have not been in a position to research the DEIR during the past 48 days, I am not prepared to address the DEIR adequately. Thus, I have enclosed some copies of the educational materials which my group, Save the Shellmounds, distributes.

2  
OC-1

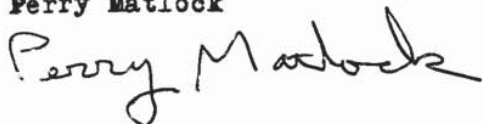
Please note, that CA-Sfr-171 is a cultural treasure of the Ohlone, and that its protection ought to be of greatest importance. The Ohlone do not get to make the decisions about the preservation of their own heritage sites. The fate of shellmounds, cemeteries, village places, and other sacred sites is in the hands of property owners and politicians. The Ohlone and their heritage places have been controlled by others since the Spanish invasion of the 1770s. Destruction of these heritage places is a hate crime. Very few of the shellmounds, and other heritage places, are preserved. Once CA-Sfr-171 has been destroyed, the opportunity to save this priceless monument has ended.

3  
CR-2

Please, reconsider this project so that not only CA-Sfr-171 remains intact, but also that any other shellmounds might be saved.

SAVE THE SHELLMOUNDS!

Perry Matlock





# South City Won't Disturb Shell Mound

(5/27/1999)

5/28/99

Council rejects plan for big project near Ohlone Indian site

By Marshall Wilson  
CHRONICLE STAFF WRITER

American Indians and environmentalists scored a victory yesterday when South San Francisco officials rejected a plan to build a hotel and offices next to a 5,000-year-old Ohlone settlement.

Nearly 50 people spoke for or against the proposed development, known as Terrabay III, during an often emotional four-hour hearing that began Wednesday and ended early yesterday.

Activists from throughout the Bay Area criticized a plan that would put an office building on one side of an Indian shell mound and burial site at the base of San Bruno Mountain and a restaurant and hotel on the other.

"To develop a sacred site is really wrong," said Fred Short, an American Indian from Alameda. "The mountain is sacred. To us, our people are still up there."

Those concerns were enough to persuade the City Council to reject plans for development that would flank the Indian site.

In a 4-to-0 vote, council members said they want no development north of the site but would consider development to the south, although how close or how large was left ambiguous.

Councilman John Penna, who runs a local realty company, abstains on Terrabay issues and did not cast a vote.

The council's decision was the

## Ohlone Indian Site Preserved

► SOUTH CITY  
From Page A19

latest chapter in a 30-year battle over the fate of San Bruno Mountain. Environmentalists have long fought any development on the mountain, which is also home to the endangered Mission Blue butterfly.

Dennis Breen, project manager for the developer, SunChase Inc. of Arizona, said plans for Terrabay's three phases already have been sharply scaled back from what was originally approved in 1982.

He said the proposed hotel, offices and restaurant would provide the city with taxes and jobs.

Moreover, the project design, he said, shows respect for the American Indian site, which would be left undisturbed.

If the council's action results in a further scaled-down project, it could have broad consequences.

As proposed, SunChase would have been obligated to contribute as much as \$8.5 million for roadway improvements if the project was approved.

But less development would mean fewer SunChase dollars that

would be used to relieve congestion.

In the coming weeks, city planners will meet with SunChase to determine how much development could be placed south of the Indian site.

Any revised plan would eventually need City Council approval.

Plans submitted by SunChase called for a 150-room hotel, 7,500-square-foot restaurant and 340,000-square-foot office building, with a 30-foot buffer zone around the 2.5-acre former Indian settlement.

Today, a casual observer would have trouble finding the site, situated off Highway 101 near the Brisbane border.

But American Indians and archaeologists say the mound is what is left of one of the oldest known Indian villages in the Bay Area.

"When it comes to desecrating our cemeteries, we are going to stand up and speak," Patrick Orozco of Watsonville told the council.

Orozco's and similar comments clearly had the desired effect.

Councilman Joe Ferrekas said he wanted city planners and the developer to devise a plan that would



Chronicle Graphics

leave "the Ohlone burial site alone."

Councilman Eugene Mullins first praised the project because it would put jobs along a major transit corridor.

However, he said he could not support placing development so close to a site dear to American Indians.

Although opponents outnumbered supporters, the project drew praise from trade union representatives whose members stand to gain construction jobs if a final version is approved.

South City has a long history as a blue-collar union town.

**San Bruno Mountain Watch**

P. O. Box 53

Brisbane, California 94005

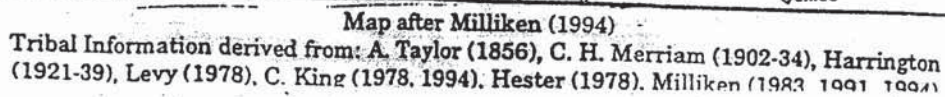
(415) 467-6631 FAX (510) 843-3661



**FOR THOUSANDS OF YEARS OHLONE PEOPLE HAVE LIVED IN THE BAY AREA AND ARE STILL ALIVE AND CONTINUE TO LIVE IN THE BAY AREA**

- CALIFORNIA HAS SPECIFIC LAWS THAT DICTATE THAT IT IS PROHIBITED TO FURTHER DISTURB A GRAVE SITE ONCE IT HAS BEEN FOUND WITHOUT FOLLOWING THE GUIDELINES OF CHAPTER 1492, STATUTES OF 1982
- THE SHELLMOUNDS THAT CONTINUE TO BE DESECRATED BY CITY GOVERNMENTS ARE SACRED BURIAL SITES
- THEY ARE PLACES WHERE A WHOLE CIVILIZATION OF INDIGENOUS PEOPLE LIVED, RAISED CHILDREN, PRAYED AND BURIED THEIR ANCESTORS RESPECTFULLY
- THE INVESTORS, DEVELOPERS, BUSINESSES AND CITY GOVERNMENTS THAT DECIDED TO BUILD ON SACRED SITES HAVE A RESPONSIBILITY. CORPORATE AMERICA WOULD NEVER PLACE A STRIP MALL, THEATER OR HOTEL ON A CEMETARY ANYWHERE ELSE IN THE COUNTRY, BUT THEY REFUSE TO FOLLOW THEIR OWN LAWS AND CONTINUE TO DESECRATE AND DISTURB OUR BURIAL SITES
- GREED AND DESTRUCTION OF SACRED SITES CAN NOT BRING GOOD TO ANYONE
- THE ANCESTORS OF THE OHLONE PEOPLE CAN NOT REST IN PEACE AND WILL NOT REST AS LONG AS THE DESTRUCTION CONTINUES
- SUPPORT THE OHLONE PEOPLE IN TAKING A STAND AND NOT SUPPORTING BUSINESSES THAT CHOOSE TO MAKE PROFIT FROM THE DEAD ANCESTORS OF A PEOPLE THAT CONTINUES TO LIVE







# Control of Ancestral Remains

*Rosemary Cambra*

Recently the media has widely publicized what has been construed as a very controversial issue: the reburial of Native American ancestral remains currently held within the vaults and shelves of museums and other curatorial facilities. The recent decision by the Stanford University administration to consider a request made on behalf of documented Costanoan/Ohlone family members to have approximately 550 ancestral human remains reviewed for scientific merit (future research potential), proper curation and possible reburial, has sparked a storm of accusations, misinformation, and controversy in the scientific and Native American communities.

First of all it is not our intention to impede scientific inquiry relating to our heritage and ancestral remains. We are, however, concerned that the orientation of archaeological research, specifically relating to the Costanoan/Ohlone Territory, has been and is currently much undernourished. Many of our family members have reviewed the extant and generally inaccessible literature about our people (biological, prehistorical, and cultural) from the archaeological and historical records. We have determined that for the most part the archaeological community has resigned itself to removing us as living descendants from our ancestral past or what they call "the Archaeological Record." The history of anthropological thought and the development of regional models for prehistoric California is most remarkable when one views it with a native eye. We find ourselves looking at our rich ancestral past through the eyes and interpretive minds of an alien world view. Many archaeologists for purposes of

cialized within the discipline of anthropology, find it useful to pigeonhole our ancestral past into fictitious phases, facies, horizons, or other clever and catchy nomenclature. Seldom do they recognize that the human remains, along with the associated assemblage of ceremonial regalia, represent our ancestral past. What archaeologists tend to call "collections, materials or archaeological residues," we refer to as "our ancestral remains."

The history of anthropological and archaeological inquiry around the Bay Area and California was inspired by Dr. Kroeber at UC Berkeley at the turn of the century. Dr. Kroeber, in conjunction with his colleagues, attempted to "salvage" the

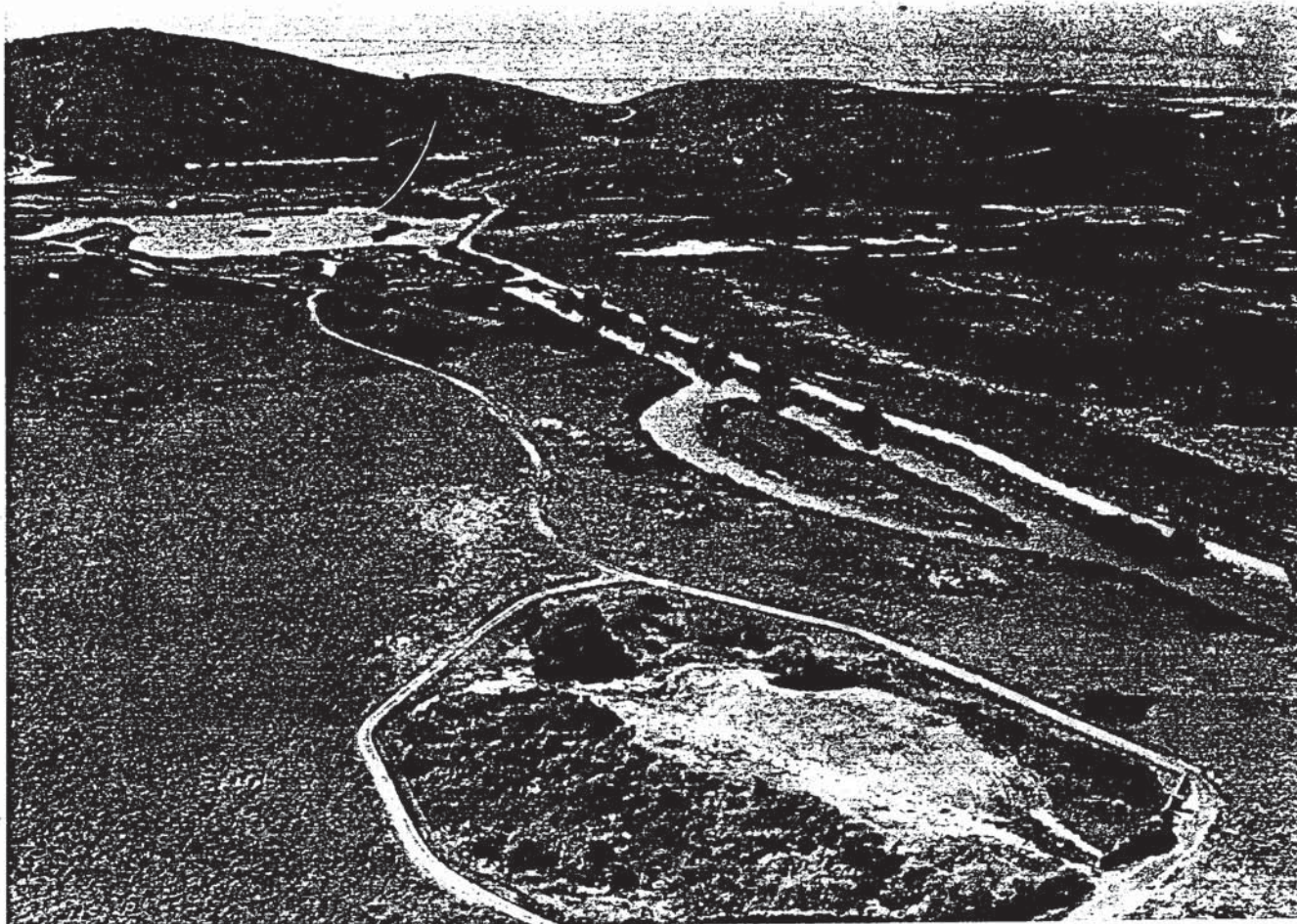
remnant memory, culture, language, songs, and other working knowledge of their respective societies from the elders of various tribal groups before they died. Recognition of their efforts must be acknowledged even though they were somewhat purist in their world view. While some cultural anthropologists were busy interviewing the elders of the tribes, another group took an interest in the large shell mounds that dotted the San Francisco Bay shore. Interestingly, these anthropologists never tried to explain, based upon discussions with late 19th- and early 20th-century knowledgeable tribal people, how the mounds developed and specifically why so many burials were contained

*Left: Norma Sanchez, Rosemary Cambra (Chairwoman of the Muwekma Indian Tribe), and Ann-Marie Sayers (Mutsun Indian Tribe).*

*Right: Robert Sanchez and Dolores Sanchez, Muwekma elders.*







Partly excavated shellmound at Coyote Hills Regional Park, Fremont. Photo courtesy of East Bay Regional Park District. At the turn of the century there were 400 such mounds, all but a handful of which have been excavated or paved over.

therein. These early studies were focused upon the antiquity of the mound based upon volumetric shell analysis. Essentially the model developed was: take how many shellfish one individual eats per year, and extrapolate it through time based upon the overall estimated volume of shell at the site. In the late 1950s and 1960s other publications concerning the Alameda Bay Shore Mounds were published — for example the report on CA-ALA-328. In this report we are introduced to a complex stratified mound containing numerous burials. The archaeologists discuss the “ceremonial complex” at this site by the identification of the presence of charm-stones, quartz crystals, red and yellow ocher, and other associated objects. What archaeologists fail to address is that these objects and “associations” are merely by-products of our ancestral “ceremonial complex,” and that we performed funeral ceremonies when our people died and mourning ceremonies thereafter. The point

is that the scientific community has done very little to help bridge the gap between the living descendants who trace their lineages through the missions and their pre-contact ancestral lifeways as interpreted through archaeological processes.

As a result of the recent storm of articles concerning Stanford’s decision to consider the requests made by the concerned descendants, a newsletter has been published by a group of archaeologists called ACPAC, which essentially assails the decision made by Stanford University. Furthermore, there is an attempt within this newsletter to discredit our concerns as Native California Indian descendants, by reducing us to a negative image. They refer to us as nameless and faceless “activists.” Similar tactics were employed by the government and media against the North Vietnamese people by reducing them to faceless “enemies” and “communists.” Additionally, the ACPAC folks have determined that these few activists

are bent upon destroying the collections and Indian culture by reburying ancestral remains back in the ground. We are surprised and chagrined that these supposed men of knowledge would stoop to such tactics. We don’t have a Ph.D. in anthropology. We do, however, have our documented lineages that demonstrate that we are indeed descendants of the people buried within our ancestral territory.

The anthropological community, rather than reacting in such a hostile fashion, should recognize that Native American communities change through time. Change involves some loss. We no longer know how to start a fire with sticks. But how many anthropologists know how to harness a plow horse? Does their loss of “tradition” make them less Anglo? Change also brings gain, in our case the acquisition of knowledge and power. Knowledge and power were inaccessible to us during the past scores of years. Our parents’ genera-



tion was socialized to accept a lower status in this society. Education and avenues to economic advancement were certainly not available to our people until the civil rights era. Rather than taking a position, based upon ignorance and misinformation, that is hostile to us, the scientific community should try to provide a forum for discussion in order to understand the dynamics of changing Native American communities. Have they forgotten their own basic curriculum? What do California anthropologists and archaeologists do these days? How does their work benefit the communities they are studying? How does their work benefit the greater society and upcoming generation of school children? We, Costanoan/Ohlone descendants, have seen much money spent on Bay Area pre-contact archaeology. However, we haven't seen the benefits passed on to the greater general public or to ourselves in the form of educational curriculum, public forums, or displays. We desire that the history of our rich heritage be known! For over ten thousand years our ancestral peoples have lived and died in California. We have been involved with local institutions and archaeologists, receiving training in current processes concerning "cultural resource management." We desire that, if there are impacts to our ancestral villages and cemeteries, and an archaeological recovery program must be formulated, then we want to be part of the decision-making process rather than being treated in the traditional "after the fact" token fashion. Furthermore, the research designs should incorporate a way to bridge the living descendants with their pre-contact past. In other words, if you are going to do archaeology, it better be good! We already know that you think we ate nuts and berries and hunted deer, but the literature is devoid of the rich culture and human qualities that were shared among us who inhabited the area of central California!

Regarding our concerns about our ancestral remains residing within the vaults at Stanford University, we want to offer the following:

1. Due to the historical nature of archaeology as a discipline within California there were no guidelines concerning the treatment of human remains as well as other curatorial standards until these past two decades.

2. When we were invited to review our ancestral remains housed at Stanford, we expressed that we would prefer that they

be curated in a different and more sensitive fashion.

3. We inquired about what is the long- and short-term research and educational potential for these ancestral human remains now that Dr. Gerow has retired from Stanford.

4. We requested that an independent physical anthropologist be brought in as a consultant to assess the research and educational value of these ancestral human remains. Dr. Philip Walker from UC Santa Barbara was selected to do this assessment.

5. We requested that those human remains thought not to have any further research value for the scientific community be turned over to us for proper reburial.

6. And finally, if the assessment (of which we are awaiting the final results) does suggest that some of these ancestral remains do indeed have additional research potential prior to reburial, then we desire that the scientific community generate their research designs and propose their scope of work within a reasonable time frame. We desire as much as anybody else to know more about our ancestral lifeways and heritage. We want people to communicate their scientific proposals to us so that we can work with these scholars. We have proposed a partnership with the scientific community based upon mutual respect and sensitivity. We want those people who are most critical of our position to send us copies of their publications and communicate directly with us the scope of their concerns. We believe that there should be

Illustration by Scott Kimball © 1989. Courtesy of Orion (Chico State University newspaper).



good research and this must be done in an atmosphere that is sensitive and respectful. Our ancestors were buried by their loved ones. They have patiently resided in the ground over the thousands of years. Even in death, they can still offer knowledge to the world around them. We feel that it is our duty to be the stewards of our ancestral people and heritage. We also believe that our rich history should be celebrated and not stereotyped. These bad feelings, accusations and corruption of the truth are a desecration of our traditions and a blemish on the face of academia and the scientific community. By creating a working partnership with the scholarly community, and by making intelligent and sensitive decisions concerning our ancestral past, we have the opportunity to enjoy our cultural revival and ensure the survival of our people well into the 21st century.

*Rosemary Cambra is a spokesperson for the Costanoan/Ohlone Muwekma Tribe, and head of the Ohlone Families Consulting Service - San Jose.*

*Editors' Note: The success of the negotiations between Stanford University and members of the Costanoan/Ohlone community regarding the return and reburial of human remains has reverberated throughout the country. The Smithsonian Institution has since taken steps to allow the return of certain remains in its possession, and the Louie Museum of Anthropology in Berkeley, after an initial display of reluctance, also seems ready to alter its policies.*

*At a recent meeting of the World Archeological Congress in Vermillion, South Dakota, the World Indigenous Congress recommended the adoption of the following:*

1. Ensure that grave robbing and pot hunting done in the name of scientific inquiry, academic freedom, and professional development be ended immediately.

2. Those individuals, institutions, and governments responsible for the disinterment and curation of indigenous remains and grave goods bear the full cost of reburying same.

3. Advocate passage of enforceable laws which protect indigenous cemeteries, grave sites, and burial mounds.

4. Return all curated indigenous remains and associated sacred burial possessions to appropriate indigenous groups.



**WE ARE MUWEKMA**  
**Makin Muwekma**  
**Welcome To Our Ancestral Birth Land!**  
**Wipa! Makse-Mukiukenis Isi-wa-Warep**

The present-day Muwekma Ohlone Tribe is comprised of all of the known surviving Native American lineages aboriginal to the San Francisco Bay region who trace their ancestry through the Missions Dolores, Santa Clara and San Jose. The aboriginal homeland of the Muwekma Tribe includes a large contiguous geographical area that historically crosscut linguistic and tribal boundaries that fell under the sphere of influence of the three missions between 1776 and 1836.



"Stand Up If You Can" Muwekma Monument

In 1906, as a result of the discovery of the 18 unratified California Indian Treaties (negotiated between 1851-1852), Charles E. Kelsey of San Jose, was named Special Agent by the Indian Service Bureau in Washington, D. C. to identify all of tribes and bands needing land. One of these tribes was the Verona Band of Alameda County residing in Pleasanton, Niles and surrounding towns near Mission San Jose. The direct ancestors of the present-day Muwekma Tribe were Federally Acknowledged as the Verona Band by the U.S. Government beginning in 1906. Since 1900, noted anthropologists and linguists such as A. L. Kroeber, E. W. Gifford, J. A. Mason, C. Hart Merriam and J. P. Harrington (between 1902 and 1934) interviewed the last fluent speakers of the languages. During this time these knowledgeable Verona Band Elders still employed the linguistic term "Muwekma" which means "The People" in the Ohlone languages spoken in the East and South San Francisco Bay.

During World War I, Muwekma men served overseas in the United States Armed Forces, and four of them (Tony Guzman, Alfred Guzman, Joseph Aleas, and Henry Nichols) are buried in the Golden Gate National Cemetery. Later, during World War II almost all of the Muwekma men served overseas in the various branches of the Armed Forces. Still landless, the Muwekma Tribe maintained their distinctive social ties and culture.

In 1984, the Muwekma Tribal government was formed and by 1989, the Tribal Council submitted a letter of intent to petition the US Government for Federal Acknowledgment. A petition was submitted at a White House meeting on January 25, 1995 and by May 24, 1996 the Bureau of Indian Affairs' Branch of Acknowledgment and Research (BAR) made a positive determination, but reluctantly acknowledged that:

*The band was among the groups, identified as bands, under the jurisdiction of the Indian agency at Sacramento, CA. The agency dealt with the Verona Band as a group and identified it as a distinct social and political entity.*

Almost two years later, as a result of submitting more documentation, Deborah Maddox, Division Chief of Tribal Operation, issued a letter to the tribe stating that:

*A review of the Muwekma submissions shows that there is sufficient evidence to review the petition on all seven of the mandatory criteria. The Bureau of Indian Affairs (BIA) is placing the Muwekma petition on the ready for active consideration list as of March 26, 1998.*

On December 8, 1999, the Muwekma Tribal Council filed a lawsuit against the Department of the Interior /BIA and on June 30, 2000, Federal District Judge Ricardo M. Urbina ruled in favor of the Muwekma Tribe.

Over the past 21 years, the Muwekma have politically, spiritually and culturally revitalized themselves and formed a formal tribal government in compliance with Congressional and the Department of the Interior's criteria. Presently, the Muwekma Tribe is seeking reaffirmation as a Federally Acknowledged Indian Tribe. The Muwekma have spent these past 21 years conducting research and submitting to the Branch of Acknowledgment and Research over several thousand pages of historical, anthropological and genealogical documentation as part of the petitioning process.

As a result of the vision employed by the Muwekma Tribal leadership, the Muwekma have potentially paved the way for other previously Federally Recognized tribes to follow for reaffirmation -- a court ordered Fast Track. Based upon the Federal court's decision the BIA has until July 30, 2001 to make its proposed finding and its final determination no later than March 11, 2002.

After all said and done, it will be approximately 96 years since the Verona Band was first Federally Acknowledged, and perhaps now the Muwekma Ohlone Tribe, can be treated as an equal in the eyes of other Federally Recognized Indian Nations. Furthermore, Muwekma's reaffirmation also sends a message to the larger dominant society, some of whom have emphatically stated and published that the "Costanoan/Ohlones are extinct" and/or that they "never have been Federally Recognized". Obviously these so-called "experts and authorities" are of the colonial mindset that continues to create policies and sow discord that seeks to erode the rights of the aboriginal inhabitants of this continent.

**Aho!**

**The Muwekma Ohlone Tribe Of The San Francisco Bay Area**

**Makin Mak-Atuemi Muwekma-mak ic Eki'i i'nmatci-mak!**  
**We will make things right for our People and dance for our children!**





# 3rd annual Shellmound Walk in San Francisco Bay Area

By Stephanie Hedgecock

Indian People Organizing for Change and the Vallejo Inter-Tribal Council's Indigenous Sacred Sites Preservation Committee held the second annual Shellmound Walk from Oct. 12 to 20 in the San Francisco Bay Area. Indigenous people and their supporters walked every day for two weeks to struggle to preserve their ancient burial mounds from real estate development and other devastation.

IPOC has stated that the walk is held to say that the original people of the Bay Area are not extinct, to honor the ancestors and call attention to their ongoing struggle, and to dismiss the disinformation that has been used historically to justify the destruction of their ancient temples.

Organizers kicked off the walk with announcements at the International Indian Treaty Council's annual Oct. 12 Sunrise Ceremony at Alcatraz on Indigenous Peoples' Day and an evening potluck dinner at the Intertribal Friendship House in Oakland.

This year the Shellmound Walk traveled through the East Bay and Marin County, going through Solano Community College, Glen Cove, Pt. Richmond, El Cerrito, and UC Berkeley; then across the Bay to Sausalito, Tiburon, San Anselmo, Lagunitas, Pt. Reyes and Kule Loklo. Kule Loklo is a former Miwok village now controlled by the Golden Gate National Recreation Area, which allows the Miwoks to interpret their former home, but not reside there.

The struggle to preserve the ancient shellmounds is a struggle focused on the survival of the many Pacific Coastal peoples who were twice colonized. Spain's conquistador army and priests built the mission system by forcibly rounding up and enslaving tens of thousands. During the Gold Rush, the U.S. moved in to enforce its proclamation of Manifest Destiny—that it had a right to take the continent from the Atlantic Ocean to the Pacific.

The Bay Area shellmounds are traditional cemeteries and ancient monuments of First Nations including the Ohlones, Coast Miwok, Bay Miwok, Mutsun, Plains Miwok, Yokuts, Wappo, Patwin and several other nations. They were temples made of shells, older than the pyramids in Egypt, and originally so huge that they appear as landmarks on the original Coast Guard maps of the area. Some of them have been carbon-dated at over 5,000 years.

Native traditions of caring for what shellmound activists call "living cemeteries" were disrupted by the genocidal attacks and land thefts of the Gold Rush days, followed by the institution of capitalist private property laws.

The Spanish looted the shellmounds, but the destruction of them began with the Gold Rush. A shellmound located in what is now Aquatic Park, north of San Francisco's Ghirardelli Square, was destroyed in 1861, reported Alexander Taylor in an "Indianology Series" in the May 1861 California Farmer and Journal of Useful Science. As late as 1909 Nels Nelson counted 425 still-existing shellmounds in an archeological report of the Stevenson Street



West Berkeley shell mound.

Shellmound, which was located near the corner of Market and First streets in downtown San Francisco.

The destruction of the shellmounds was officially excused via misrepresentation of what they actually were. Until recently archeologists downplayed the evidence of thousands of human burials, which prove these were funerary places like the pyramids. They purposely mischaracterized them as "middens" or garbage heaps. In his 1965 "The Archeology of San Francisco," Robert Suggs wrote: "The Emeryville shellmound was, in fact, little more than a huge garbage heap. ... Burials were also made in the discarded shells and debris."

The Emeryville Shellmound was 60 feet high and more than 600 feet in diameter, covering 19 acres. It formerly held at least four historical levels of burial sites going back at least 2,500 years. Recently a shopping mall was built over what was left of the lower level, despite complaints by construction workers that they were finding hundreds of human remains. Those reports were verified by archeologists but were glossed over by the local authorities to let greedy developers make profits.

Long-time shellmound activist Perry Matlock told WW: "The heartbreaking ongoing devastation of these ancient monuments should be stopped. They should receive UNESCO World Heritage status and be returned to the Native Nations."

For updates on future events write to IPOC, POB 796, Alameda, CA 94501; call the VITC at (707) 558-8776 ([www.vallejointertribalcouncil.org](http://www.vallejointertribalcouncil.org)); or e-mail the Shellmounder News at [sfbayshellmounds@yahoo.com](mailto:sfbayshellmounds@yahoo.com).

Information was gathered for this report by activists with the Shellmounder News and supporters of the Muwekma Ohlone Nation. The report of the Stevenson St. Shellmound is from the Coyote Press Archives of California Pre-History, "Archeological Excavations at CA-SFR-112," Allen G. Pastron, 1909.



# Ancient Burial Sites Beneath Hunters Point Lots

By Rachel Gordon

Underneath the empty paint cans, rusted fenders, urban wildflowers and plastic oil containers scattered over Bayview-Hunters Point's undeveloped land may lie Native American burial sites, some as old as 4,000 years.

Descendants of the Ohlones, the Native Americans who were the first known people to inhabit the Bay Area, say there are at least 11 known burial sites in the city's southeast sector.

Members of the modern-day Ohlones recently cautioned city officials not to develop the land without taking the needs and rights of the Native Americans into account.

The city recently completed a master plan for the Bayview-Hunters Point area, which calls for developing much of the vacant land, primarily for housing.

"We do not want to stop any projects," said Irene Zwiertein, chairwoman of the Amah Tribe, a sub-group of the Ohlones. "We just want to make sure that proper care is taken."

No specific development projects for the Bayview-Hunters Point officially have been proposed, and it's possible that the areas of concern to the Native Americans will not be touched.

Under state and federal law, remains of Native Americans can be unearthed, but only under the watchful eyes of state-registered Native American archaeological consultants.

"We don't care what the plan is, we just want to make sure that process is followed," said Rosemary

Cambra, chairwoman of the Muwekma Tribe, another Ohlone sub-group.

Native American consultants, such as Zwiertein and Cambra, oversee reburial of their ancestors' bones at another location, preferably as close to the original site as possible.

"The idea is not to decimate the remains," said Randall Dean, an archaeology specialist for the Planning Department.

In general, the excavated remains that pre-date the arrival of Europeans to the area in the 1760s are buried in Native American cemeteries; bones of people who came into contact with the Spanish

explorers and missionaries may be buried in Christian cemeteries.

The reason Zwiertein and Cambra don't fight the excavations, they said, is simple.

"Indians do not stop projects, because if we did, (the planners and developers) wouldn't tell us where the sites are or what they've found," she said. "They'd just bulldoze over our ancestors' bones."

It still is unknown whether the areas Zwiertein pointed out are actual Ohlone burial sites, but the existence of ancient Native American shell mounds in those areas is known.

Shell mounds — remains of villages and camps given their

name by the vast amount of shells left behind as food refuse — often include burial sites, said archaeologist Alan Leventhal, an expert on the Ohlones who teaches at Ohlone Community College in Fremont.

"The chances of finding human remains under shell mounds is extremely high," said Leventhal. "Some of the burial sites span several thousand years."

He said an estimated 450 shell mound sites encircle the brim of the San Francisco Bay. The Ohlones first began living near the bay shore 4,500 years ago.

The Bayview-Hunters Point area is one of the richest in historic Native American use.

Three sites, Zwiertein said, are at the Hunters Point Naval Shipyard; another three are situated just west of there at the tips of Palou and Thomas avenues.

Three are close to the Executive Park office development just west of Candlestick Park; the remaining two are at the intersection of Interstate 280 and the James Lick Freeway.

A quick glance at those areas doesn't readily reveal anything to the untrained eye, but, say archaeologists, history lurks underneath the surface.

August 6, 1991/San Francisco Independent/

While some shell mounds — covered with earth and grasses — may protrude from the ground like a small hill, others have been flattened during past development.

"Through the early part of this century," said Leventhal, "the top portions of the mounds in many cases were leveled off for construction projects, and the top portion of the burial grounds were destroyed."

"But when the buildings were later knocked down," he said, "we've been finding that burial grounds still exist below the surface."

THIS DRAWING IS  
FROM THE OHLONE  
WAY, BY MALCOLM  
MARGOLIN, HEYDAY BOOKS  
P.O. 9145, BERKELEY CA  
94709





# Keep H I U News, Notes & Comment



Centuries of persecution: The Ohlone tribe's land was taken from it by the Spanish, Mexican, and American governments.

## The last burial ground

Ohlone fight to save shell-mound site. **By Savannah Blackwell**

**A**T THE TURN of the century, even after their lands were seized and their culture decimated, hundreds of burial sites for the Bay Area's Native Americans—the Ohlone tribe—remained intact. As many as 600 earthen shell mounds, in which they had interred their loved ones over thousands of years, could still be found throughout the region.

But today only a few undisturbed shell mounds (so named because oyster shells are frequently found in them) have been spared the bulldozer. The few remaining mounds symbolize sacred links to the past for the descendants of the Ohlone, the tribe that thrived in the Bay Area before the arrival of the Spanish in the late 1700s. And they provide evidence of long lost villages.

"They represent the legacy of the people who were here before," says Linda Yamane, who is of Ohlone descent. Rosemary Cambra, chair of the Muwekma/Ohlone Tribe, adds, "What is significant to my people is to respect these holy sites."

Tribe members, archaeologists, a Native American advocacy group, and an environmental organization are jointly fighting to preserve one such shell mound at the base of San Bruno Mountain, in San Mateo County. The site is located on land slated for commercial development. According to archaeologists, the mound is part of what was once the area's largest Ohlone village, known by records kept by early missionaries as Urebuire or Sipliskin (also known as Siplichiquin).

Cambra says the mound is 10,000 years old and contains the remains of 10,000 individuals.

According to South San Francisco City Council member John Penna, in the early 1990s Miley Holman, a San Francisco State University archaeologist, found evidence of human remains at the mound while taking sample borings for the site's previous developer, W.W. Dean Associates. Dean, Penna said, never released Holman's findings to the public.

Dean had planned to build a hotel complex on land that included the mound. South San Francisco's "specific land-use plan," which dictates what kind of development may occur in the city, allows for a hotel parking lot to cover the mound. And according

to Penna, SunChase G.A. California Inc., the new developer, plans to build a parking lot and a highway interchange on the site.

At a Dec. 18 South San Francisco City Council meeting, activists urged the council to refuse SunChase's request for a 10-year extension of Dean's preexisting development agreement until the shell mound could be preserved and deeded to the Ohlone. Despite warnings that the ancient gravesite would be jeopardized, the council voted in favor of the extension. SunChase has already entered the first phase of construction of a housing development called Terrabay near the shell mound.

Penna, who wants the site to be preserved for parkland or for use by the Ohlone, was the lone dissenter. "I don't believe we're pursuing the right course here," he said at the meeting.

Representatives of SunChase have declined to "spell out their plans for the site," Martin Van Duyn, South San Francisco's chief planner, told council members that approving the extension did not mean they had ceded control of how the commercial site will be laid out, because SunChase must still apply for construction permits.

Penna said that although the council did approve a resolution calling for the mound to be preserved, the resolution will not necessarily stand up. Under the development agreement, if SunChase can show that commercial construction on the site will be lucrative for the city, the council will be hard-pressed to stop it, he said.

Dennis Breen, director of development for Sterling Pacific Management Services, the manager of the property, has refused an offer to purchase about 30 acres of the land, including the mound, which was made by Farnum Alston, president of the Environmental Mitigation Exchange Company. Alston proposed turning the land over to the state or to a non-profit group—such as the Ohlone—for protection, as well as educational and cultural use. Breen told the *Bay Guardian* SunChase planned to consult with archaeologists regarding the mound but not with members of the Ohlone tribe.

The Muwekma/Ohlone, the International Indian Treaty Council (a Native American advocacy group), and San Bruno Mountain Watch (an environmental group that has fought development on the mountain [see "Tragic Mountain," 12/11/96]) vow to keep pressuring SunChase and the city council to preserve the site.

"Putting the mound into tribal ownership is the best thing we can do to try to make up for the terrors of the past," says treaty council volunteer Perry Matlock.



San Francisco Chronicle

TUESDAY, JUNE 16, 1992

# BAY AREA

## AND CALIFORNIA

EDITORIALS

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# Bay Area Tribe Stakes Its Claim to the Presidio

## Muwekma Ohlones say they were the original San Franciscans

By Carl Nolte  
Chronicle Staff Writer

A group of Native Americans who say they are descendants of the original inhabitants of San Francisco are laying claim to the Presidio.

They say they have the right of first refusal when the Army withdraws from the Presidio in 1994, a claim that could throw a monkey wrench into plans to transform the post into a spectacular new national park.

The group is the Muwekma Ohlone tribe, which has 175 members and is based in San Jose.

Their claim goes back into the dim past of the Bay Area, a time before European settlement of the Pacific Coast, and raises a number of questions about California's nearly forgotten native people, including their rights and their very identity.

"From time immemorial this land has been Ohlone," said a statement issued by the Muwekma Tribe last week. "Therefore, the original indigenous Ohlone Muwekma ... tribe, here, now lay

claim to first right of use to the Presidio.

"We will exercise that right of first refusal," said tribal administrator Norma Sanchez. "We want the land to be placed in trust for the tribe."

It is the first time Native Americans have claimed what would be federal parkland since Indians occupied Alcatraz Island more than 20 years ago. They were eventually evicted by federal marshals.

The National Park Service,

which had been soliciting ideas for use of the Presidio, was pleased that the Indians responded to their call for proposals but astonished when the Ohlones claimed the whole post.

"We are looking forward to a continuing discussion," said Howard Levitt, chief of interpretation for the Golden Gate National Recreation Area. It was a matter, he said, for the secretary of the interior.

In Washington, however, they

were not so understanding.

"Anybody can lay claim for anything if they want to," said Bob Walker, a spokesman for the Department of the Interior in Washington. "We will proceed under federal law with plans for the National Park Service to take charge of the property."

Walker said he does not know who has the right of first refusal to federal land, but he said the government is not giving up ownership of the Presidio, only transfer-

ring it to another agency.

"I don't know if this group of people claiming to be an Indian tribe has this right," he said.

His response touched on one of the principal difficulties of the Muwekma claim: The Ohlone tribe is not officially recognized as an Indian tribe by the federal government. Official recognition implies that the tribe existed in years past, lived in a specific territory and had certain rights, which may or may not include rights to land, such as the Presidio.

Although many California

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### From Page A11

tribes — such as the Hoopa in far Northern California — are recognized by the government, many are not, including the Ahwahneechee, the original inhabitants of Yosemite Valley, many other Indian groups in the central Sierra — and the Ohlone people, who are descendants of the first Bay Area residents.

"The Ohlone are among 32 California tribes that are seeking recognition by the federal government," said Sanchez. She said seven steps are necessary and that the Muwekma tribe is working on the case. She also said a bill to recognize the 32 tribes has been introduced in Congress.



# Native Americans Claim the Presidio

The other question is that although there is no doubt that what later was called the San Francisco Peninsula was inhabited by native peoples, there could be doubt that the Muwekma Ohlone are their descendants.

## **Evidence of Occupation**

Evidence of Indian occupation of the Presidio was gathered by University of California anthropologists in the 19th century, indicating that the area had been settled for several thousand years.

According to Richard S. Levy of American Archeological Consultants, at least 1,400 people lived in San Francisco and San Mateo counties when Europeans "discovered" California. An additional 1,200 lived in the Santa Clara Valley, and about 2,000 lived in the East Bay area. These were people now called Ohlone, who inhabited an area from the Carquinez Strait to San Benito County.

The Spanish arrived in 1769 and established a mission they named San Francisco in June 1776, and they established the Presidio in the same year. A number of local Indians were converted to Christianity by the Franciscan padres, but many more died of diseases carried by Europeans.

The padres also impressed the Indians into work gangs; a lithograph exists showing Spanish soldiers with Indian workers in the Presidio in 1816.

## **Migration to East Bay**

When the Mexican government took over the area, the missions were disbanded and the Indians were told they were free to leave. Many of the San Francisco Indians, who were Mexican citizens and Christian, went to the East Bay, where they had relatives.

Levy thinks that their descendants are still there.

"Sure, there are people who are descendants of the San Francisco people," he said. "I know for a fact there are descendants of the Mission San Jose Indians, Mission Santa Clara and Carmel Mission people."

Bay Area Indians have kept a low profile for a number of years. After the United States occupied California, many of them claimed to be Mexicans, rather than Indians, because the U.S. policy toward Indians was much harsher than the Mexican policy.

## **Tribe's Proposals**

The Muwekma tribe has a number of proposals for the Presidio site, including health facilities for all California tribal people, a native housing village, a social services center, a California Indian museum and a tribal government-economic center.

They have submitted no detailed plans for any of these activities. Instead, they have asserted a claim to the whole post. "We would have jurisdiction over the whole Presidio," said tribal administrator Sanchez.

Levitt said one previous example of Indian claims to government land came in the 1970s when the Chumash tribe, which lives in Santa Barbara County, claimed Anacapa Island, which became part of the Channel Islands National Park. The claim was denied by the Secretary of the Interior and later was also turned down in the courts.



San Francisco Chronicle

WEDNESDAY, NOVEMBER 30, 2002

# Urban renewal atop sacred past

Ohlone protest  
Emeryville project

By Rick DelVecchio  
CHRONICLE STAFF WRITER

Today's opening of a snazzy shoreline shopping center across the Bay Bridge from San Francisco marks the return to life of what had been one of the foulest industrial wastelands in the Bay Area. But for some, it's a sad day. Underfoot at the Bay Street center in Emeryville are the remains of Ohlone Indians who occupied the site from 800 years before Christ until European contact 300 years ago.

And the dead have not gotten their due, says Perry Matlock of San Francisco, a volunteer with the International Indian Treaty Council who plans to join a handful of "shellmounders" in informational picketing today to tell shoppers about the archaeological history of the largest Indian shellmound in Northern California.

"Ohlone Indians are still alive

and continue to live in the Bay Area," Matlock said. "This isn't an ancient forgotten cemetery. It's a living cemetery. Their great-great grandchildren are the Ohlone people who live among us."

Bay Street, a compact between the city of Emeryville and the developer Madison Marquette, has been hailed nationally as a model of urban land reclamation. The names of the tenants whose shops open today — Victoria's Secret, Williams-Sonoma, Old Navy and 20 others, with 35 more plus nine restaurants and a movie theater to come later this month and in December — signify the economic value attached to a spot once so dirty that a skull and crossbones would have been a fitting sign.

The ground at the mouth of Temescal Creek had been dumped on for more than a century. An amusement park and racetrack gave way to heavy industry in the 1920s.

In 1924, steam shovels

## Reclamation plan hailed

► BURIAL  
From Page A17

chopped away the main feature of the Ohlone epoch, a 40-foot high burial mound, to make way for a paint factory. An archaeologist slipped in between bites to recover the remains of 700 Ohlone, which are still in storage at UC Berkeley.

When industry died off in the early 1990s, city leaders took over. Emeryville's redevelopment agency stripped the ground of dirt so toxic that anyone treading it had to wear a moon suit. Then, the agency hired a developer to carry out a one-shot transformation of the entire strip, with shops, entertainment, apartments and townhouses, and a hotel all arranged in the model of a village Main Street.

The city and developers had archaeologists and American Indian advisers involved from the outset. But despite \$2 million spent on archaeological work alone, the debate goes on about whether the results were appropriate or far-reaching enough for what had been the largest of 400 Indian burial sites in Northern California.

"I'm astounded any community in this day and age would knowingly destroy a 2,500-year-old site," said Sandy Sher, a member of the Emeryville historical society. "To build on the site when you know there are still bodies there and to drive piles through the bodies — it's very offensive to the Native American descendants."

No descendants of the Bay Area Ohlone band are known to exist. But Katherine Perez of Stockton, who is one-quarter Ohlone, has been designated the "most likely descendant." She has served in that role under a state law requiring land users to tread lightly on American Indian archaeological sites.

"The city was so concerned

about the cost," she said. "I would have liked to have seen them comb the entire site clean, but that didn't happen and wasn't going to happen, and was too costly."

The developer is creating a public garden on both sides of concrete-walled Temescal Creek to memorialize the Ohlone story. It will include a representation of the cone-shaped mound leveled in 1924, plantings of native vegetation and meditative water sculpture.

A community room inside the center will display replicas of artifacts found during the dig, which uncovered 200 sets of remains from a buried, 8-foot-deep section of the burial mound dated at 2,800 years old.

Opening later this week will be a city-sponsored Web site telling the Ohlone story more fully while providing aids for fourth- and fifth-grade teachers.

The mounds weren't religious sites as such. They served as community cemeteries on a site that had continuous occupation for thousands of years because of its rich store of food, primarily bay whales but also salmon, shellfish, and grizzly bears.

Eric Hohmann, vice president of development for Madison Marquette, defended the effort to memorialize the Ohlone story.

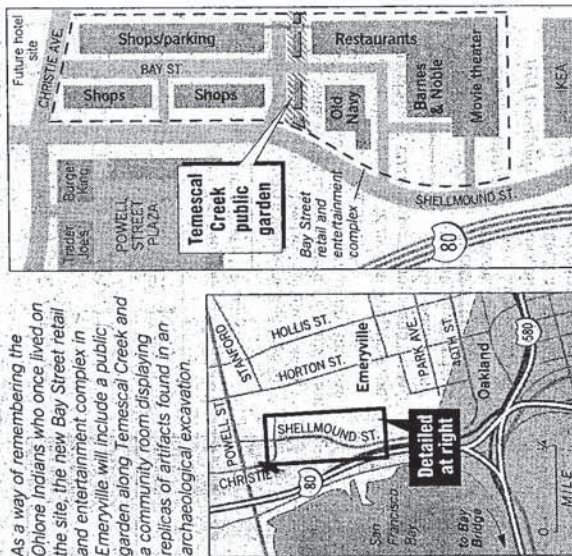
"The important thing to say is, when Madison Marquette came on the scene this site was nothing like a pristine, undisturbed field," he said, adding that the project never would have happened if the city had not cleaned up the site.

City Manager John Flores said the steps taken to memorialize the Ohlone story were part of an agreement with American Indian and community representatives. The agreement specified that workers disturb the site as little as possible.

E-mail Rick DelVecchio at  
rdelvecchio@sfgchronicle.com.

## Bay Street retail and entertainment complex

As a way of remembering the Ohlone Indians who once lived on the site, the new Bay Street retail and entertainment complex in Emeryville will include a public garden along Temescal Creek and a community room displaying replicas of artifacts found in an archaeological excavation.



TODD TRUMBULL/The Chronicle

Source: Madison Marquette





**Deadly curve:** The Bay Bridge S-curve was the site of a fatal accident Nov. 9, when a truck traveling 50 mph flipped and plummeted off the road, killing the driver.

## Burial ground disturbed underneath Bay Bridge

Sunday, March 14, 2010

**Ohlone remains were removed from ground beneath S-curve**

By John Upton  
Examiner Staff Writer

The Bay Bridge's deadly S-curve was built hundreds of feet above a Muwekma Ohlone tribal burial ground, and spirits whose bodies were unearthed and placed in storage are said to be restless.

The Ohlone were the first people to inhabit the Bay Area, where their burial grounds and other sacred sites are frequently unearthed.

At least 26 Ohlone skeletons were discovered between 2002 and 2004 in a burial ground at Yerba Buena Island, which was subsequently excavated to clear a path for a new Bay Bridge east span.

The east span replacement project has suffered billions of dollars in cost overruns and a decade of construction delays that could force motorists to navigate the temporary S-curve — a dogleg where the speed limit drops from 50 mph to 40 mph — until 2014. A truck driver was allegedly traveling at 50 mph when his pear-laden truck flipped Nov. 9 off the recently installed S-curve and plummeted to the former burial ground, where he died.

The California Highway Patrol responded by aggressively policing the speed limit and Caltrans placed addition striping, signs and other features on the S-curve, helping to slash the curve's high accident rate.

Bodies unearthed at the Ohlone burial ground were treated differently depending on which government owned the land where they were discovered.

Bodies found on state-owned land were appropriately ceremonially reburied elsewhere on the island, according to tribal spokeswoman Ann Marie Sayers, who led the ceremony.

### Ohlone homeland

Counties that were part of the Muwekma Ohlone until the 18th-century arrival of the Spanish Empire:

- San Francisco
- San Mateo
- Santa Clara
- Alameda
- Contra Costa
- Napa\*
- Santa Cruz\*
- Solano\*
- San Joaquin\*

\* Portion of the modern county was Muwekma Ohlone homeland

Source: Muwekma Ohlone Tribe

But skeletons found on adjacent Coast Guard land were placed in storage because the tribe, which is recognized by California, has not been recognized by the United States since the 1930s.

Remains found on Coast Guard land at Yerba Buena Island could only be legally repatriated to the Ohlone people and reburied in the U.S. Department of Interior formally recognizes the tribe, according to Coast Guard spokesman Dan Dewell. The remains are stored securely, he said.

The remains of tens of thousands of Ohlone people excavated from various places, generally on federal land and placed in storage, could be ceremonially reburied if the tribe wins federal recognition through a lawsuit filed in 2003, according to Sayers.

"It creates confusion in the energy and frequency when they're not at peace or in the spirit world," Sayers said. "There are burials that want to be reinterred — they want to go back to the spirit world. When there are accidents on the Bay Bridge, it doesn't surprise me at all."

jupton@sfexaminer.com



From : IITC

PHONE No. : 415 566 0442

May. 08 1992 11:17AM P03



# INTERNATIONAL INDIAN TREATY COUNCIL

INFORMATION OFFICE  
710 CLAYTON STREET #1 SAN FRANCISCO, CA 94117  
TELEPHONE: (415) 566-0251  
FAX: (415) 566-0442  
EMAIL PEACE NET: IITC



April 6, 1992

To all concerned local, state and federal officials.

The International Indian Treaty Council, a Non-governmental Organization (NGO) advocating for the rights of Indigenous Peoples at the United Nations, supports the inherent land rights of all Indigenous Peoples. This "right to territory" is recognized under international law.

The IITC recognizes that the Muwekma Ohlone People of the San Francisco Bay Area have survived a bitter history which has disenfranchised them from their ancestral lands and denied them recognition as a distinct and independent People. This history includes enslavement in Mission communities in the early 1800's, forced removals and stealing of traditional lands, cultural destruction, and ongoing desecration of burial grounds and sacred sites.

As a critical aspect of their struggle to implement their basic right to self-determination, the Muwekma Ohlone People are currently seeking federal tribal recognition, along with more than 30 other California Indian Nations who have been relegated to the tragic and genocidal status of "landless Indians".

The Muwekma Ohlone have also initiated the process of regaining a portion of their traditional land base. Currently their priority is the return of the area in San Francisco known as the Presidio, soon to become unused federal land when the military pulls out. Under federal law, this land must be returned to the original "owners", the Muwekma Ohlone. This act of simple and straightforward justice, carried out at the earliest possible date, will be a significant step in reversing the policy of genocide through which many California Indian Peoples have been pushed to the brink of extinction, and California Indian Nations have become homeless in their own homelands.

The IITC strongly encourages all city, state and federal officials who have a part in the decision-making regarding the future of the Presidio to take immediate action towards its return to the Muwekma Ohlone.

The IITC also supports federal recognition for the Muwekma Ohlone Tribe as a critical step in their ability to engage in government-to government relations, and to exercise self-determination as a Sovereign People.

The IITC will continue to support the efforts of the Muwekma Ohlone People to reclaim their traditional lands, including the Presidio in San Francisco. 1992 is the year

for healing the wounds that have been inflicted upon  
Indigenous Peoples, but this healing will not begin until  
justice is done.

Respectfully,

*William A. Means*  
William A. Means.  
IITC Executive Director

cc: Muwekma Ohlone Tribal Council  
President George Bush  
Manuel Lujan, Secretary of the Interior  
Senator Daniel Inouye, Chairman, Senate Select Committee  
On Indian Affairs  
Congressman George Miller and Tad Johnson, House  
Committee on Interior and Insular Affairs  
Mayor Jordan, City of San Francisco  
Supervisor Willy Kennedy, San Francisco Board of  
Supervisors  
United Nations Office of Human Rights  
file



SAVE THE SHELLMOUNDS!

Beneath the streets and landfill of Emeryville, San Francisco, and much of the Bay Area endure the ancient monuments and funerary places of the Muwekma Ohlone Nation, whose homeland is the San Francisco Bay Area. The Spanish invasion, beginning in the 1770s, delacerated the sovereignty, culture, religion, and language of the Muwekma Ohlone. Today, the physical legacy of the Spanish invasion includes the Mission Dolores and the Presidio's Officers' Club in San Francisco, for both structures were erected in the 1770s. However, the physical legacy of the Muwekma Ohlone has not received equal preservation nor respect. Prior to the Spanish invasion some 500 shellmounds lined the sea and bay shores of the San Francisco Bay Area. These mounds, generally consisting mostly of molluscan shells, were made by the Muwekma Ohlone for thousands of years, and act as cemeteries. Sadly, archaeologists have referred to these shellmounds as "middens." A "midden" is defined as a waste pile, for the word's origin occurs in Middle English/Norse, and means a "dung hill."



This map of "pre-invasion" Yelamu (San Francisco) shows village names and shellmound areas (the dots). The Muwekma Ohlone were federally acknowledged in 1906, and they continue to work with the government for full recognition. for more info, please see: [muwekma.org](http://muwekma.org), [vallejointertribalcouncil.org](http://vallejointertribalcouncil.org), [franciscodacosta.com](http://franciscodacosta.com)  
 contact: [shellmoundwalk@yahoo.com](mailto:shellmoundwalk@yahoo.com)  
 produced by perry matlock 415-221-4240



The Muwekma Ohlone term to describe a shellmound is not available or not known, for the destruction of the local language has brought much harm. Some of these shellmounds might not have functioned as cemeteries, yet in any case, they remain the cultural treasures of the Muwekma Ohlone Nation. The 1852 U.S. Coast Survey map on the right actually features two of the Muwekma Ohlone's shellmounds. The gargantuan size of these ancient monuments, perhaps wonders of the world, is attested, here. The Muwekma Ohlone continue to live amongst the now called San Francisco Bay Area, and they see these shellmounds as living cemeteries where their ancestors rest. To intentionally demolish a cemetery is universally considered a hate-crime. Unfortunately, no laws exist to prevent the erasure of Muwekma Ohlone cemeteries, the shellmounds. This is the homeland of the Muwekma Ohlone Nation. As new residents and visitors to their country, we ought to show the same respect we would expect to our far distant homelands and cemeteries.

A.D.BACHE Sup<sup>ts</sup>

# SAN FRANCISCO BAY

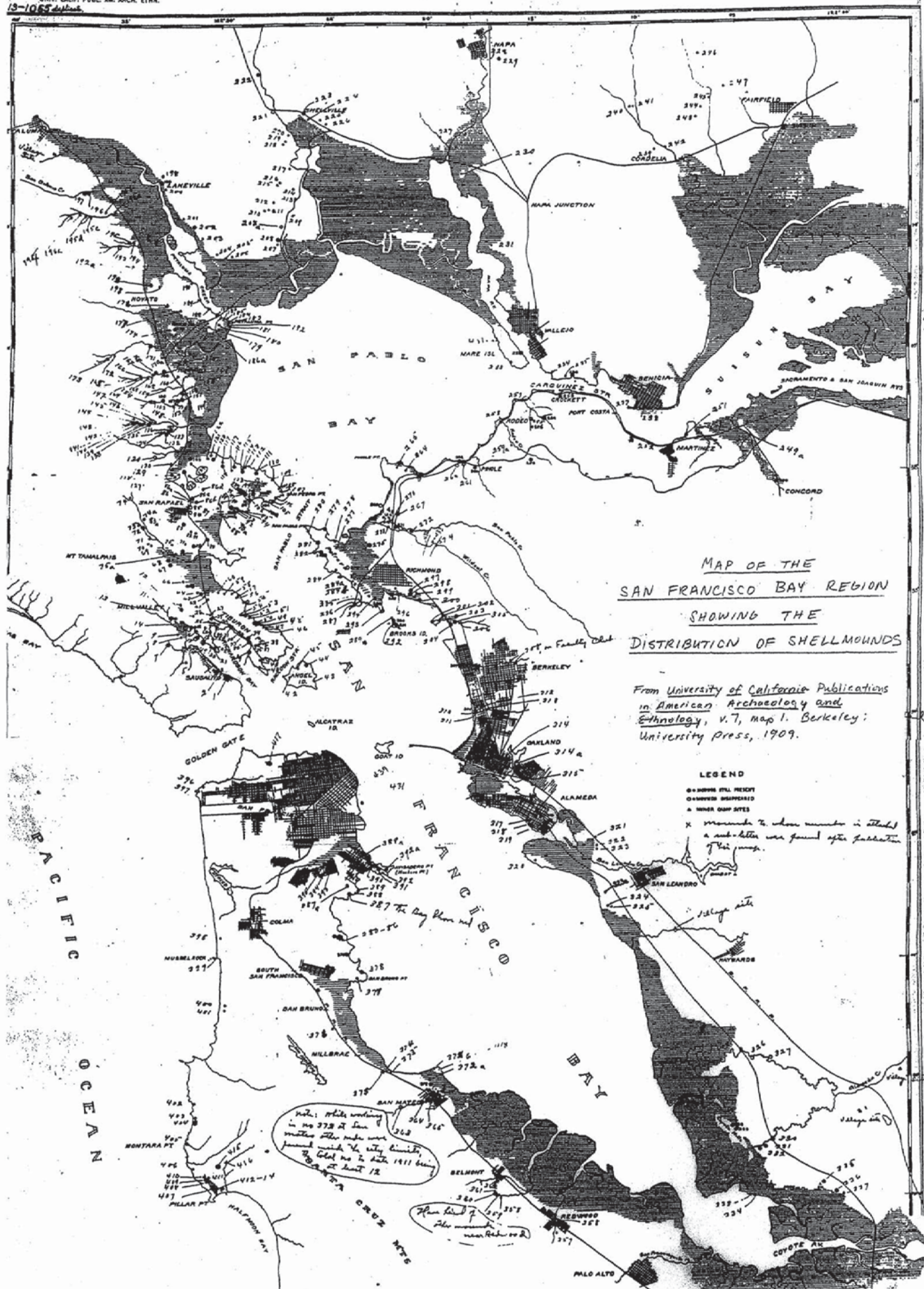
Nº6

Scale inches

Reg.No.-358

Emeryville  
Shellmound at  
mouth of  
Tamescal Creek





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# ATTACHMENT PH

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## Public Hearing Transcripts, Coded

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**TABLE PH-1**  
**PUBLIC HEARING COMMENTS**

Commenter Code	Name and Title of Commenter	Format	Comment Number	Topic Code
Agencies				
A-CPC-Johnson	Christine Johnson, Planning Commission	Hearing Transcript, June 1, 2017	1	GC-1: Project Merits
			2	TR-1: Construction Impacts – Traffic Circulation, AQ-4: Additional Mitigation to Reduce Construction-Related NOx and PM <sub>2.5</sub> Emissions
			3	OC-2: Cumulative Impact Analysis
			4	GC-1: Project Merits
Organizations				
O-BayviewCP-1	Dan Dodt, Bayview Community Planning	Hearing Transcript, June 1, 2017	1	TR-4: Cumulative Transportation Impacts, OC-2: Cumulative Impact Analysis
			2	TR-2: Construction Impacts – Emergency Access
			3	TR-4: Cumulative Transportation Impacts
O-PetCamp-1	Mark Klaiman, Senior Counselor, PetCamp	Hearing Transcript, June 1, 2017	1	GC-1: Project Merits
			2	GC-2: Socioeconomic and Quality-of-Life Effects
			3	TR-1: Construction Impacts – Traffic Circulation
			4	TR-1: Construction Impacts – Traffic Circulation
O-SFWPM-1	Michael Janis, General Manager, San Francisco Wholesale Produce Market	Hearing Transcript, June 1, 2017	1	TR-1: Construction Impacts – Traffic Circulation
			2	TR-4: Cumulative Transportation Impacts
			3	TR-1: Construction Impacts – Traffic Circulation
			4	TR-4: Cumulative Transportation Impacts
Individuals				
I-Hamman-1	Michael Hamman	Hearing Transcript, June 1, 2017	1	TR-4: Cumulative Transportation Impacts, OC-2: Cumulative Impact Analysis
			2	GC-2: Socioeconomic and Quality-of-Life Effects

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1  
2  
3 **BEFORE THE**  
4 **SAN FRANCISCO PLANNING COMMISSION**  
5  
6 **BIOSOLIDS DIGESTER FACILITIES PROJECT**  
7 **PUBLIC HEARING ON THE**  
8 **DRAFT ENVIRONMENTAL IMPACT REPORT**  
9

10 **Thursday, June 1, 2017**  
11 **San Francisco City Hall**  
12 **One Dr. Carlton B. Goodlett Place**  
13 **Commission Chambers, Room 400**  
14 **San Francisco, California**  
15  
16

17 **Item No: 9**

18 **Case No.: 2015-000644ENV**  
19  
20  
21

22 **Reported By: Deborah Fuqua, CSR #12948**  
23  
24  
25

1 APPEARANCES:

3 San Francisco Planning Commission:

4 President Rich Hillis (not present for this item)

5 Vice President Dennis Richards

6 Commissioner Joel Koppel

7 Commissioner Christine Johnson

8 Commissioner Myrna Melgar

9 Commissioner Kathrin Moore

10 Commissioner Rodney Fong (not present for this item)

12 Commission Secretary Jonas Ionin

14 Planning Staff:

15 Timothy Johnston, MP Environmental  
16 Planner

17 Carolyn Chiu, P.E., Senior Project Manager

19 PUBLIC COMMENT

20 PAGE

21 MARK KLAIMAN..... 8

22 MICHAEL JANIS..... 10

23 DAN DODT..... 13

24 MICHAEL HAMMAN..... 15

25 ---o0o---

1 Thursday, June 1, 2017

1:28 p.m.

2 --o0o--

3 P R O C E E D I N G S

4 (Commission business and other items  
5 were heard)

6 SECRETARY IONIN: Case No. 2015-000644ENV  
7 Biosolids Digester Facilities Project. This is a draft  
8 environmental impact report. Please note that written  
9 comments will be accepted at the Planning Department  
10 until 5:00 p.m. on June 19th, 2017.

11 TIM JOHNSTON: Sorry for that delay. Good  
12 afternoon, President Hillis and Members of the  
13 Commission. I'm Tim Johnston with the Environmental  
14 Planning Section of the Planning Department, and I'm  
15 the EIR coordinator for the SFPUC's proposed Biosolids  
16 Digester Facilities Project.

17 Also here today is Carolyn Chiu, who is the  
18 SFPUC's project manager for this project. Should the  
19 Commissioners wish, Ms. Chiu can offer a brief project  
20 overview before I continue.

21 VICE PRESIDENT RICHARDS: Please, yes.

22 TIM JOHNSTON: Okay. Carolyn?

23 CAROLYN CHIU: Good afternoon, Commissioners.  
24 I'm Carolyn Chiu, SFPUC Project Manager.

25 This Biosolids Project is the largest capital

1 project in the SFPUC Sewer System Improvement Program.  
2 This project addresses the aging infrastructure and  
3 outdated technologies at the Southeast Wastewater  
4 Treatment Plant. Located at the Bayview-Hunters Point  
5 area, the Southeast Plant provides 80 percent of the  
6 city's sewage and stormwater treatment; hence, it is a  
7 cornerstone in our whole wastewater infrastructure in  
8 the city.

9 In this project, we will be replacing the  
10 solids handling portion of this treatment plant,  
11 basically, one half of the plant as shown in the figure  
12 here on the top, outlined in yellow.

13 We are planning to build on a new site  
14 adjacent to the existing plant, shown in the figure on  
15 the bottom, outlined in blue. The proposed site is  
16 comprised of portions of the existing plant, the  
17 decommissioned asphalt plant, and Central Shops.

18 Right here is an aerial view of the existing  
19 site [indicating]. And you see on the left side is  
20 Caltrain, and then on the bottom of the blue outline,  
21 you know, south of Jerrold, is that decommissioned  
22 asphalt plant. And above Jerrold Avenue is that  
23 Central Shops I talked about.

24 So some key features of this Biosolids  
25 Projects, the new facility will apply the best



1 available technology, be more efficient in effective  
2 treatment processes, will be able to reduce the number  
3 of digesters that we need. The level of treatment will  
4 improve to allow for more options for beneficial use of  
5 our treated biosolids. Additionally, we're going to  
6 generate renewable energy that will actually sustain  
7 the new biosolids treatment facility, which is  
8 basically half the power usage of the plant. And  
9 lastly, we're going to achieve our PUC's level of  
10 service goal, which is to limit the odors within the  
11 plant fence line.

12 And here is a rendering of the proposed new  
13 facilities. And you'll see that the digesters, which  
14 are the five vessels on the very top of the page, are  
15 the furthest from the neighbors, adjacent to the  
16 railroad tracks. And you'll see the energy recovery  
17 being on the asphalt plant on, basically, the left side  
18 of your screen.

19 And with that, I'm going to give the stage  
20 back to Tim. Thank you.

21 TIM JOHNSTON: Thank you, Carolyn.

22 I would now like to state that this is a  
23 hearing to receive comments on Draft Environmental  
24 Impact Report for Case No. 2015-000644ENV, which is  
25 a -- which assesses the impacts of -- on the

1 environment that could result from implementation of  
2 the Biosolids Digester Facilities Project. This Draft  
3 EIR was published on May 3rd, 2017. Links to pdf to  
4 this document were provided to you via the agenda for  
5 today's hearing.

6 The EIR determined that this project would  
7 result in significant and unavoidable impacts in the  
8 areas of air quality and cultural resources that would  
9 remain significant and unavoidable even with  
10 implementation of feasible mitigation measures.

11 On May 17th, 2017, the Historic Preservation  
12 Commission held a public hearing on the Draft EIR for  
13 the Biosolids Digester Facility Project. No comments  
14 from the public were offered, but the HPC reviewed the  
15 DEIR and agreed with the application of Mitigation  
16 Measure MCR1, requiring documentation of historic  
17 resources proposed for demolition and the installation  
18 of an interpretive display of the demolished historic  
19 resources in a publicly accessible location.

20 In addition, the HPC did not identify any  
21 historic resources affected by the proposed project  
22 beyond those identified in the Draft EIR, and the HPC  
23 concurred with the analysis and conclusion in the Draft  
24 EIR and concluded that the DEIR was adequate as relates  
25 to historic resources.

1           As a reminder, staff is not here today to  
2     respond to comments on the environmental analysis.  
3     Such comments will be transcribed and responded to in  
4     writing in a responses to comments document, which will  
5     respond to all verbal and written comments received  
6     during the draft public comment period and may include  
7     revisions made to the Draft EIR as appropriate.

8           This is not a hearing to consider approval or  
9     disapproval of the project. That hearing will be held  
10    by the SFPUC following certification of a Final EIR  
11    which we would expect in 2018.

12          Comments today from the public should be  
13    directed toward the adequacy and accuracy of the  
14    information contained in the Draft EIR. Commenters are  
15    asked to speak slowly and clearly so that a court  
16    reporter can produce an accurate transcript.

17          Commenters should also state their name and  
18    address or fill out a comment speaker card so that they  
19    can be sent a copy of the responses to comment document  
20    when it's completed. After comment from the general  
21    public, we'll also take any comments on the Draft EIR  
22    from the Planning Commission. The public comment  
23    period for this project began on May 4th, 2017 and  
24    extends until 5:00 p.m. on June 19th.

25          Unless the Commission Members have any

1 questions, I recommend that the public hearing be  
2 opened.

3 VICE PRESIDENT RICHARDS: Thank you.

4 Opening up to general public comment. I have  
5 three speaker cards -- two speaker cards, Mark Klaiman  
6 and Michael Janis.

7 MARK KLAIMAN: Good afternoon. My name is  
8 Mark Klaiman. I own and operate a small business at  
9 525 Phelps Street, directly across the street from the  
10 Southeast Plant for the last 20 years. I've been  
11 actively involved in the digester project for several  
12 years, having worked on the Southeast Working Group and  
13 the Digester Task Force.

14 Like many small businesses on Phelps Street,  
15 both my employees, my customers, and myself have been  
16 confronted with smells that burn your nose or make your  
17 eyes tear. Also, like many businesses in the  
18 neighborhood, I've been confronted by who knows what  
19 bubbling out of the manhole covers. All of that means  
20 that, after 20 years of confronting these issues, I'm  
21 very much looking forward to improvements being made at  
22 the Southeast Plant.

23 That said, as a small business owner, I'm very  
24 concered that, as drafted, the EIR will preclude me  
25 from benefiting from these improvements. As drafted,

O-PetCamp-  
1.1

**GC-1**

2

**GC-2**

1 the EIR places an unfair burden on those businesses  
2 which have already been unfairly burdened by the plant.  
3 Specifically, as drafted, the EIR places an unfair  
4 amount of traffic burden on construction on those  
5 businesses located on Phelps Street.

6 In case you're unaware, Phelps Street is a  
7 fairly narrow street with parking on both sides of the  
8 street, two lanes of traffic, and a bicycle route.  
9 Most of the businesses on Phelps Street are both  
10 destination locations and are the types of businesses  
11 that require their clients to drive to the business and  
12 to be able to park in close proximity.

13 The Draft EIR completely fails to address this  
14 issue. Suggesting that since this is only a temporary  
15 burden -- a five-year temporary burden is something  
16 that small businesses can withstand -- reflects a lack  
17 of understanding of the cash-flow needs of small  
18 businesses, as well as the overall burdens of running a  
19 small business in San Francisco.

20 Asking small businesses to comment on a  
21 1400-page Draft EIR that does not even include the  
22 traffic control plan places us at a distinct  
23 disadvantage. This document is complicated, convoluted  
24 and technical, yet is still missing a critical  
25 component, the traffic control plan.

2  
**GC-2**  
cont.

3  
**TR-1**

1                 Sorry.

2                 It's unfair to expect small businesses to be  
3     able to comment on this type of document when it is  
4     lacking such a critical component. Yet there are  
5     better alternatives available for traffic. Rather than  
6     sending trucks and buses down such a narrow street as  
7     Phelps Street, negatively impacting the small  
8     businesses that have already been negatively impacted  
9     for decades by the plant, traffic should be directed  
10    from Evans to Mendell to Jerrold or from Evans to  
11    Rankin directly into the plant.

12                These routes would significantly lessen the  
13    impact on small businesses in the Bayview and should be  
14    prioritized over the Phelps Street locations. Thank  
15    you so much.

16                VICE PRESIDENT RICHARDS: Thank you very much.

17                Next speaker, please.

18                MICHAEL JANIS: Good afternoon, Commissioners  
19    and staff leadership of the Planning Commission. I am  
20    Michael Janis of the San Francisco Wholesale Produce  
21    Market, and we are longtime adjacent neighbors to the  
22    Treatment Plant.

23                The Market, partnering with the City, has  
24    operated in our Bayview-Hunters Point neighborhood  
25    since 1963. But many of our current 30 merchant

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TR-1  
cont.

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TR-1



1 businesses began at the original Market District that  
2 is now home to the Golden Gateway Center.

3 Washington Vegetable Company is a great  
4 example. In 1931, the current operator's grandfather  
5 began the company in an alleyway on Washington Street,  
6 and, along with the other merchants in 1963, moved to  
7 the Market. The Market's 30 merchant businesses and  
8 their over 650 team members bring healthy,  
9 fresh-tasting produce to San Francisco and Bay Area  
10 residents and businesses. And they do that every day  
11 from midnight until 9:00 in the morning.

12 The Market serves -- they partner with farmers  
13 and growers of all sizes throughout the Bay Area,  
14 California, and the world. Our merchant customers are  
15 what make San Francisco the premier food destination of  
16 the world, be it our residents -- our restaurants, our  
17 neighborhood stores, caterers, or our blossoming food  
18 makers industry.

19 In addition to providing critical food  
20 infrastructure to our merchant businesses, the market  
21 adds value in the city's social service network, where  
22 our food recovery program prevents fresh healthy  
23 produce from going to waste and instead feeding the  
24 hungry and vulnerable populations.

25 To ensure we continue to be a food source and

1 generate jobs, our reinvestment project -- an expansion  
2 and capital improvement program -- is in place. Our  
3 first phase was completed in 2015 with the completion  
4 of an 82,000-square-foot LEED gold building that now  
5 houses Good Eggs and Mollie Stone's Markets.

6 In your packet, we have shared with you an  
7 aerial of our small section of the city and highlighted  
8 all of the nearby projects that are either in  
9 construction or very much under plan. We think and we  
10 hope that you will agree that significant changes are  
11 underway in our neighborhood today and comprehensive,  
12 coordinated, and effective planning is critical for  
13 long-term residents and businesses of our community.

14 While we understand the importance of the  
15 treatment plant's project, we have significant concerns  
16 and ask the Commission to consider that the project's  
17 description does not adequately reflect the Market's  
18 reinvestment plan nor our schedule. So long as Jerrold  
19 Avenue remains open on our site, we have challenges  
20 with the PUC's plan to use it for construction truck  
21 traffic as it severely impacts and impairs the  
22 operations of our businesses.

23 The Market does not want the PUC's proposed  
24 construction truck routing to discourage, delay, or  
25 prevent the execution of our reinvestment plan, our

O-SFWPM-  
1.1  
**TR-1**

1 path to needed improvements.

2 The Market seeks improved collaboration and  
3 coordination with the PUC on the redesign of all of the  
4 full length of Jerrold Avenue and neighboring streets  
5 and intersections. Thank you.

6 VICE PRESIDENT RICHARDS: Thank you.

7 Mr. Dan Dodt.

8 Additional speakers, if you could line up on  
9 the television side.

10 DAN DODT: Good afternoon, Commissioners, my  
11 name is Dan Dodt. I'm a Bayview resident for over 30  
12 years, business owner, member of the CAC in the  
13 Bayview.

14 My comments are in three areas, two of which,  
15 regarding the significant unavoidable impacts related  
16 to cultural resources -- the Central Shops -- and air  
17 quality, I'll provide in written form.

18 But on the third, related to transportation,  
19 traffic, and congestion -- both construction related  
20 and local -- I'm requesting the Commission consider a  
21 reevaluation of the conclusions drawn in the EIR. As  
22 noted, there are significant cumulative traffic and  
23 circulation impacts, including the closure of Jerrold  
24 from Phelps to Rankin for a period of approximately  
25 five to six years; the current existing lane closure

↑ 1 cont.

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TR-4

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CP-1.1

TR-4

1 and narrowing along the Evans Avenue alignment  
2 beginning in August 17th for the Headworks phase --  
3 now, that's not part of this EIR, but it is currently  
4 under construction -- with construction vehicles,  
5 manpower transportation, et cetera; the construction  
6 staging along the Phelps Avenue parking and the  
7 equipment relay.

8 This is a narrow street, as Mark Klaiman had  
9 indicated, and includes many PDR businesses,  
10 residences, et cetera. And please note the circulation  
11 in the graphics.

12 Please also note that nearby Palou Avenue will  
13 be under construction for a \$3 1/2 million streetscape  
14 improvement plan beginning this year for a couple of  
15 years.

16 Other projects by the Fire Department, SFPD,  
17 DPW, and others will and are impacting the adjacent  
18 streets. When considering these traffic and  
19 circulation impacts alone, one should consider that  
20 these crucial east-west arterials, particularly Evans  
21 and Jerrold, in a closed or blocked condition, will  
22 increase traffic on an already heavily used Oakdale  
23 Avenue and Palou alignments.

24 These major streets in and out of Bayview  
25 provide the daily transportation routes for those who

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cont.

TR-4  
OC-2

1 live and work in Bayview, for parents who take their  
2 kids to school and back, for employees and employers  
3 who must get to their jobs, and, most importantly,  
4 serve as an essential transportation route in the event  
5 of a natural disaster or a major event.

6 It should also be noted that the sole  
7 northwest -- north-south access along Third Street at  
8 Islais Creek is a documented potential liquefaction  
9 zone. This issue is about public safety in Bayview.

10 As noted in the EIR, the long-term changes  
11 include the Quint Street berm construction, which  
12 closed under the -- under the Caltrain's bridge. But  
13 what's missing is a commitment and a plan in  
14 conjunction with that closure for a bypass road along  
15 the railroad alignment. The Quint Street connector  
16 bypass should be expedited and built as part of the PUC  
17 project prior to major construction in 2018, in my  
18 opinion, and should be urged by this Commission --

19 SECRETARY IONIN: Thank you, sir. Your time  
20 is up.

21 DAN DODT: I'm sorry. We ask to engage the  
22 leadership in this building to get that done. Thank  
23 you very much.

24 VICE PRESIDENT RICHARDS: Michael Hamman.

25 MICHAEL HAMMAN: Commissioners, my name is

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TR-2

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TR-4

1 Michael Hamman. I'm a resident and business owner in  
2 the Bayview. And I'm here today to talk about a  
3 serious flaw in the EIR for this project.

4 Specifically, I'm referring to the cumulative  
5 analysis of the traffic problems. As Mr. Dodt so  
6 accurately portrayed, the situation in the Bayview is  
7 we have three major north-south corridors of which one  
8 is Jerrold. Jerrold they're planning to close. Evans,  
9 they're going to reduce that to one lane in each  
10 direction controlled by a flag man. And Oakdale, we  
11 don't even know how badly that's going to be torn up  
12 when they do -- the PUC does their project at Oakdale  
13 and Phelps, 1800 Oakdale.

14 So imagine, if you would, that they've  
15 disrupted Van Ness, but they've also closed Gough and  
16 Franklin. That would be a catastrophe for this city.  
17 And that is the nature of this perfect storm that the  
18 PUC is going to visit on our neighborhood.

19 They -- by their analysis, there are 7,000  
20 people a day that use that route. Those 7,000 people  
21 will be severely impacted. The businesses will be  
22 placed under a hardship.

23 But that 7,000 is just the beginning. They  
24 failed to take into account the major projects that are  
25 being built in India Basin. The India Basin Project is

I-Hamman-  
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**TR-4**

**OC-2**



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**TR-4**  
**OC-2**

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**GC-2**

1 1250 units, the Shipyard is coming online with 900  
2 units, Hunters View hundreds more, plus the projects up  
3 and down Third Street. The traffic will increase.

4 It's going to be a lot worse than 7,000 in five years.

5 Five-year temporary closure. Allow me to put  
6 that in perspective. In five years, your children will  
7 start college, graduate from college, get married, and  
8 have their first child before anyone can go down  
9 Jerrold Avenue. It's very possible you could all  
10 become grandparents before they open Jerrold Avenue.

11 Five years is not a temporary closure. Five years  
12 is -- for many people of a certain age, that's a  
13 lifetime, a lifetime of severe inconvenience, economic  
14 hardship.

15 I urge you, please, please, do not allow them  
16 to close Jerrold Avenue. It's going to be a major  
17 impact in our neighborhood, and it will seriously  
18 degrade the quality of life for just about everybody  
19 who lives here. Thank you.

20 VICE PRESIDENT RICHARDS: Thank you very much,  
21 Mr. Hamman.

22 Any additional speakers on this item?

23 (No response)

24 VICE PRESIDENT RICHARDS: Seeing none, open up  
25 for Commissioner comments.

1 Commissioner Johnson.

2 COMMISSIONER JOHNSON: Let me start with  
3 something positive.

4 So I remember my very first meeting on the  
5 Hunter's Point Shipyard CAC. And I drove down Third  
6 Street at the time and passed by -- at the time, I  
7 didn't know what it was. But I was, "What is that  
8 smell?" And, "What is that?" And it was the early  
9 evening. The wind shifted to the southeast at the same  
10 time basically every day. And it was incredible.

11 And I later learned that there was a  
12 biodigester facility, one of two in San Francisco, as  
13 presented by the PUC staff today. And so I'm happy to  
14 see that finally this project is before us today or  
15 least the Draft EIR. This is something that is needed.  
16 If we're not going to move the biodigester, which I  
17 know was a movement for a little while, we at least  
18 need to have it completely upgraded to a modern-day  
19 standard. It is an environmental justice issue that we  
20 have equipment that is so completely beyond its useful  
21 life still handling 80 percent of the solids in our  
22 city, wastewater in our city. So I think that's a good  
23 thing.

24 I actually also was going to point out the --  
25 both the air quality, where there was significant

A-CPC-  
Johnson.1

**GC-1**

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TR-1  
AQ-4

1 mitigation that was necessary. I would like the staff  
2 to further explain what alternative mitigations could  
3 have been considered and as well for the traffic and  
4 the circulation. I think specifically, when it comes  
5 to an EIR, we do look at traffic and circulation as an  
6 impact. And I think that we can take a look at what  
7 are the alternative, again, mitigations for some of the  
8 impacts that we're looking at.

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cont.

9 I know that -- and I don't know -- hopefully  
10 I'm speaking slowly enough for the recorder -- that  
11 generally speaking for EIRs, we try to be very project  
12 specific. And so we'll take into account various  
13 projects. And there's actually a table in the EIR that  
14 looks at the various projects in the surrounding area  
15 to say what are we looking at when we talk about  
16 cumulative impact. But we don't get super detailed  
17 into their on-boarding plans or their phasing to look  
18 at the impacts for this particular project or any  
19 particular EIR.

A-CPC-  
Johnson.3  
**OC-2**

20 And I think that that's something we need to  
21 take a look at here. Five years is not a lifetime, but  
22 it is a long time. And I think it would be good for us  
23 to make sure we dotted all our Is and crossed our Ts  
24 when it comes to looking at how we can get this project  
25 done with the least amount of impact possible.

1 But I think this is a great day for the City,  
2 for the Southeast, particularly for that area. And I'm  
3 happy to see this project coming online.

4 VICE PRESIDENT RICHARDS: Thank you.

5 Any other Commissioner comments?

6 (No response)

7 VICE PRESIDENT RICHARDS: Seeing none, this  
8 item is closed.

9 (Whereupon, the proceedings adjourned  
10 at 1:51 p.m.)

1 STATE OF CALIFORNIA )  
2 ) ss.  
3 COUNTY OF MARIN )

4 I, DEBORAH FUQUA, a Certified Shorthand  
5 Reporter of the State of California, do hereby certify  
6 that the foregoing proceedings were reported by me, a  
7 disinterested person, and thereafter transcribed under  
8 my direction into typewriting and is a true and correct  
9 transcription of said proceedings.

10 I further certify that I am not of counsel or  
11 attorney for either or any of the parties in the  
12 foregoing proceeding and caption named, nor in any way  
13 interested in the outcome of the cause named in said  
14 caption.

15 Dated the 19th day of November, 2017.

16  
17 DEBORAH FUQUA

18 CSR NO. 12948  
19  
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22  
23  
24  
25

## **San Francisco Wholesale Produce Market Facts & Figures**

San Francisco Planning Commission Hearing  
June 1, 2017

### **About the Market**

- City partner for over 50 years
- Critical food infrastructure for city, linking local farmers to City residents
- Supplier for grocers, restaurants, caterers, food makers, and corner stores
- Small business incubator
- Improves health of Bayview residents by increasing availability of fruit and vegetables
- Social Enterprise: financially sustainable with a mission driven by achieving social good

### **Operations, Jobs, & Merchants**

- Business day is from 11pm to 9am
- Current Jobs on Site: 650
- Merchants Currently Operating on Site: 30

### **Programs**

- Composting: In 2004, the Market piloted composting to prove its viability to City and now composts thousands of pounds of produce per month
- Food Recovery: 329,000 pounds of blemished food diverted from compost bins and sent to food kitchens, supplying 274,000 meals

### **Reinvestment Plan**

- 2013: Market becomes 501c3 and signs new 60-year lease with City
  - Lease requires Market to rebuild entire campus and reroute Jerrold Avenue (*see attached existing and proposed roadway configuration plan*)
  - At time of lease, no adjacent projects were envisioned (*see attached neighboring projects plan*)
- Market's board-approved Reinvestment Plan includes
  - Already-completed 901 Rankin (*see attached image*)
  - Addition of food-focused maker space
  - Designs for new campus buildings

### **Conclusion**

1. Project description in DEIR does not accurately reflect the Market's Reinvestment Plan or our schedule
2. So long as Jerrold Avenue remains open on our site, we oppose the PUC's plan to use it for construction truck traffic as it severely impairs the operations and viability of our merchants

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TR-1

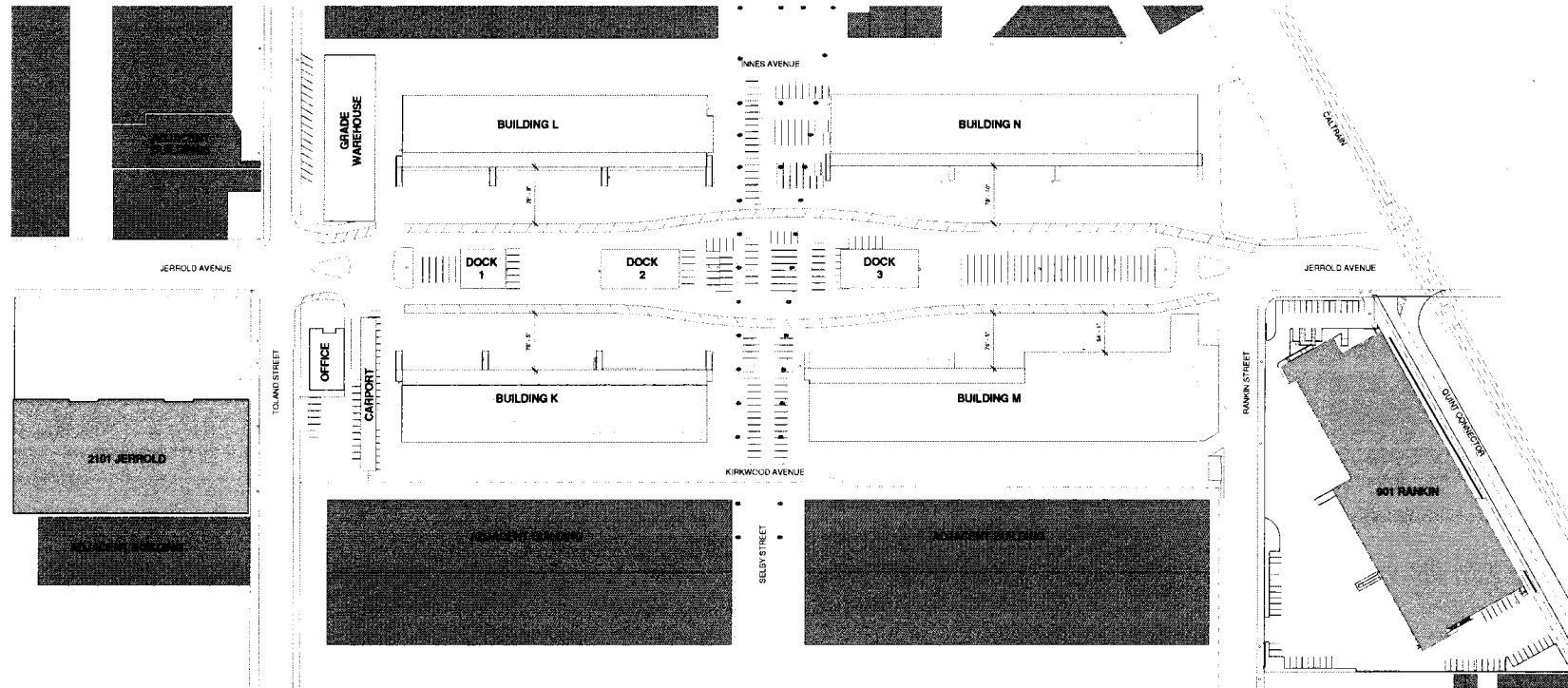


3. The Market does not want PUC's proposed construction truck routing to discourage, delay, or prevent the execution of our Reinvestment Plan, which path to providing our merchants with new facilities
4. The Market seeks improved collaboration and coordination with PUC on the redesign of the full length of Jerrold Avenue and neighboring streets and intersections

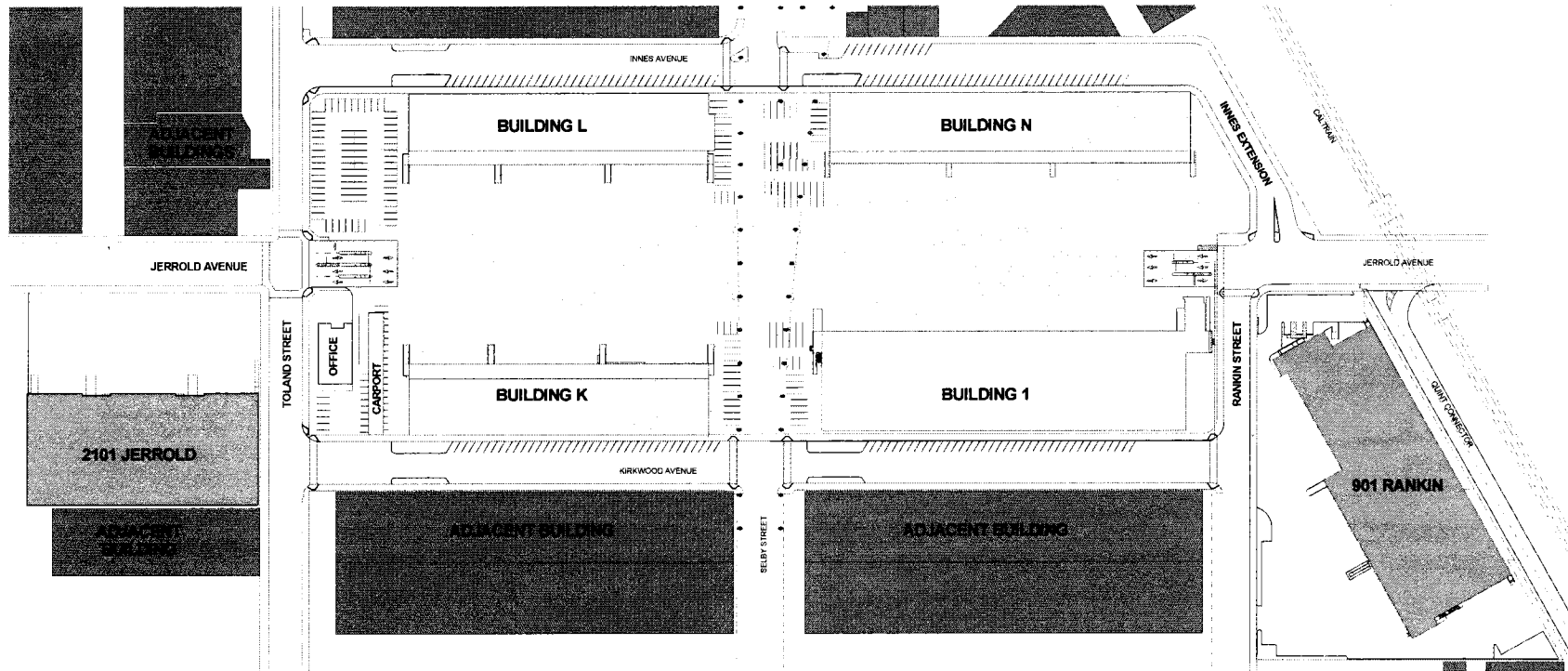
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**TR-4**



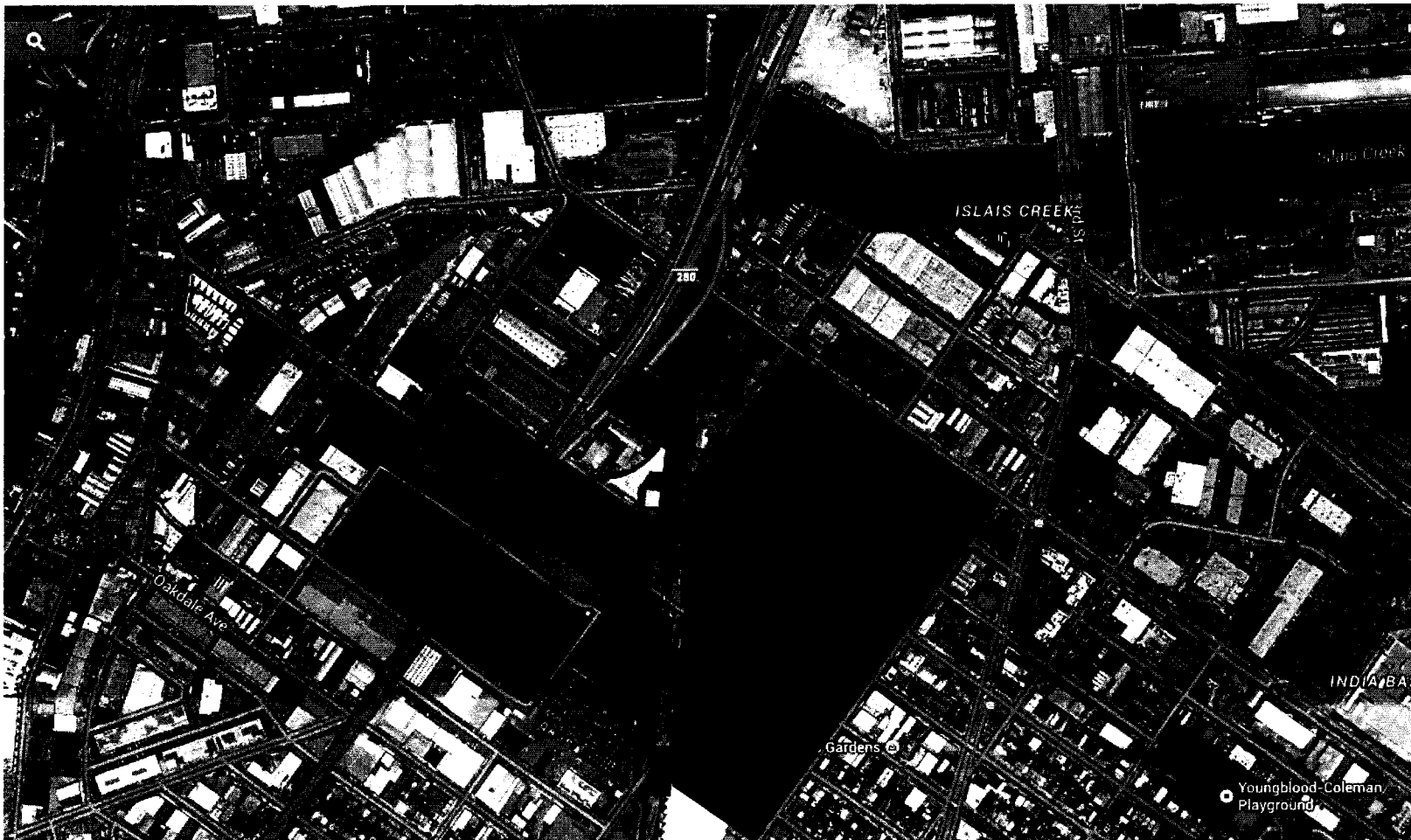
## EXISTING CONDITIONS

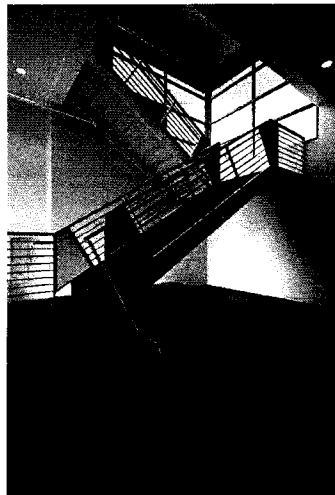
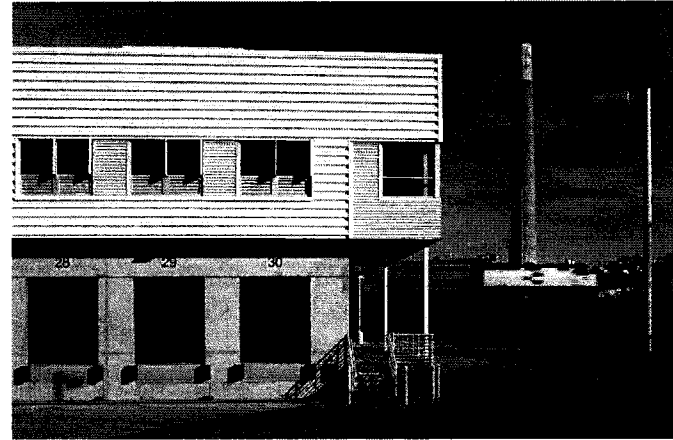


## PLANNED ROADWAYS



## SAN FRANCISCO WHOLESALE PRODUCE MARKET AND NEIGHBORING PROJECTS





Jackson Liles  
ARCHITECTURE

325 Third Street, Suite 200  
San Francisco, CA 94102  
Tel: 415.397.1234  
Fax: 415.397.1235

www.jacksonliles.com

Date & Issue

RETENTION & EXPANSION PROJECT

Date: 06/25/16

Scale:

Job #

Rev A File: 2102041410RevA

Assembled By: Author

(NEW CONSTRUCTION)

901 RANKIN  
DESIGN

001

# SAN FRANCISCO WHOLESALE PRODUCE MARKET

## FOOD RECOVERY PROGRAM

*Preventing fresh, healthy produce from going to waste*

The Food Recovery Program aims to eliminate all food waste from the San Francisco Wholesale Produce Market. The Food Recovery Program:

*Supplies Bay Area charitable organizations with a diverse selection of healthy fruits and vegetables that go to feeding the hungry and other vulnerable populations.*

*Allows our merchant businesses to lower their operating costs and increase available space in their limited cold storage units.*

We have a long history of diverting food from going to landfill. Our merchants were the first participants of the green bin compost program created in 1996. Today, our merchants work with our Food Recovery Coordinator to donate all of their edible, but no longer sellable, produce.

**The Program is making a difference!**

*"I would like to thank you for the wonderful produce we have been receiving. It's a huge help, and allows us to offer a seasonal variety to our clients!"*  
Bayview Senior Services



**329,253**  
POUNDS OF PRODUCE RECOVERED  
Since August 2016

**274,377**  
MEALS PROVIDED\*  
\*Based on an average meals size of 1.2 LBS

**329**  
CUBIC YARDS  
DIVERTED FROM COMPOST BINS & FREED UP FROM  
WAREHOUSE SPACE

**\$94,538**  
SAVED IN WASTE REMOVAL FEES\*  
\*Assuming a fee of \$287.35/cubic yard of compost removal

*"[Your] food donations help us serve high quality food to the people who rely on us."*  
Mother Brown's Dining Room

### ABOUT THE MARKET

The San Francisco Wholesale Produce Market (the "Market") is a diverse community of merchants with the widest selection of fruits and vegetables helping Northern Californian food businesses meet their customers' unique produce needs. As San Francisco's original – and only – wholesale produce market, we are creating a thriving and sustainable food center that delivers unique value to our customers while giving back to the community and neighborhood. We are located in the Bayview district. For more info: [FoodRecovery@sfprouduce.org](mailto:FoodRecovery@sfprouduce.org) or call: 415-550-4495 Updated 5/22/17