



SAN FRANCISCO PLANNING DEPARTMENT

Certificate of Determination Exemption from Environmental Review

1650 Mission St.
Suite 400
San Francisco,
CA 94103-2479

Case No.: **2012.1103E**
Project Title: **2401 Keith Street**
Zoning: P (Public) Use District
40-X Height and Bulk District
Block/Lot: 4849/016
Lot Size: 52,500 square feet
Project Sponsor: Lisa Zayas-Chien – (415) 554-2889
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PROJECT DESCRIPTION:

The 52,500-square-foot (sf) project site is located on the east side of Keith Street with additional frontages on Armstrong and Bancroft Avenues in San Francisco's Bayview neighborhood. The project site is generally surrounded by light industrial and production, distribution and repair (PDR) uses with the exception of the Bayview Park J.C. Jones Playground (Bayview Park) which is located west, across Keith Street, of the project site. Residential and commercial uses are located farther north, west, and south of the project site.

(continued on the next page)

EXEMPT STATUS:

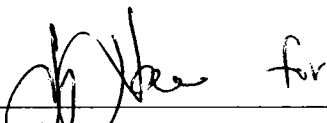
Categorical Exemption, Class 32 (California Environmental Quality Act (CEQA) Guidelines Section 15332)

REMARKS:

See next page.

DETERMINATION:

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



Sarah B. Jones
Environmental Review Officer

6/16/15

Date

cc: Lisa Zayas-Chien, Project Sponsor
Rich Sucre, Current Planner
Lily Langlois, Citywide Planner

Supervisor Malia Cohen, District 10 (via Clerk of the Board)
Virna Byrd, M.D.F.

PROJECT DESCRIPTION (continued):

The project site is currently occupied by a 16,950 square-foot one-story 16-foot tall building (built in 1978) that is occupied by the Southeast Health Center (SEHC), which is a primary care health clinic within the San Francisco Health Network. The project site also includes a portable building along Bancroft Avenue and a 32-space surface parking lot, accessed by a curb cut along Keith Street.

The proposed project would involve renovation of the existing health center and a horizontal addition of up to 26,810 square feet, though the project sponsor anticipates that the addition would most likely be 20,000 square feet. For a more conservative analysis, this exemption evaluates a 26,810 square foot addition. The proposed addition would be two stories and up to a maximum of 36 feet tall and would be constructed where the surface parking lot currently exists. The proposed addition would accommodate expanded health care services. The proposed project may include an emergency backup diesel generator with a Tier 2 certified engine that is equipped with a California Air Resources Board (ARB) Level 3 Verified Diesel Emissions Control Strategy (VDECS).

The proposed project would also involve the removal of the existing portable building and construction of a new 24-space surface parking lot (for staff parking) in its location, accessed by an existing curb cut along Bancroft Avenue. Visitor parking would be provided in a 6-space surface parking lot north of the staff parking area, and would be accessed by an existing curb cut along Armstrong Avenue. Two additional visitor parking spaces would be provided near the entrance of the existing health center and would be accessed by a new curb cut along Armstrong Avenue. The total number of off-street parking spaces would be 33. The proposed project would include 19 Class 1 and eight Class 2 bicycle parking spaces, for a total of 27 bicycle parking spaces. The proposed project would involve the removal of two of the existing eight on-street parking spaces along Keith Street and the installation of a 60-foot-long passenger loading/unloading zone. A new bulb-out would be installed at the southeast corner of Keith and Armstrong streets.

The project would involve the excavation of up to four feet below ground surface (bgs) and approximately 1,975 cubic yards of soil disturbance/excavation to accommodate the new building addition with soil disturbance of up to between 35-50 feet bgs to accommodate foundation support.

Project Approvals

The proposed project would require voter approval of the Public Health and Safety Bond Program, an Off-Street Parking Variance from Planning Code Section 151, a General Plan Referral, and the issuance of a building permit by the Department of Building Inspection (DBI). Changes to on-street parking, the proposed loading zone and bulb-out would require approval by the San Francisco Municipal Transportation Agency (SFMTA).

Approval Action: The voter approval of the Public Health and Safety Bond Program is the Approval Action. The Approval Action date establishes the start of the 30-day appeal period for this CEQA exemption determination pursuant to Section 31.04(h) of the San Francisco Administrative Code.

REMARKS:

California Environmental Quality Act (CEQA) State Guidelines Section 15332, or Class 32, provides an exemption from environmental review for in-fill development projects that meet the following conditions:

- a) *The project is consistent with applicable general plan designations and policies as well as with applicable zoning designations.*

The San Francisco General Plan, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The proposed project would not obviously or substantially conflict with any such policy, and would be consistent with the San Francisco General Plan and with applicable zoning designations. The project site includes the existing health center and is across the street from the Bayview Playground. The project site is located within the Public (P) use district where the proposed expansion of the existing medical use is permitted. Additionally the proposed project would include construction of a structure up to 36 feet tall, which would not exceed the project site's 40-X height and bulk limit. Thus, the size and use of the proposed project are consistent with the project site's zoning designation. The proposed project would be consistent with all other applicable policies and standards associated with the project site's existing General Plan and zoning designations.

- b) *The development occurs within city limits on a site of less than five acres surrounded by urban uses.*

The approximately 1.2-acre (52,500-square-foot) project site is located within a fully developed area of San Francisco. The surrounding area consists mainly of light industrial and PDR uses, with a park use across the street. Residential and commercial uses are located farther out beyond the light industrial and PDR uses. Thus, the proposed project would be properly characterized as infill development surrounded by urban uses on a site of less than five acres.

- c) *The project site has no habitat for endangered, rare or threatened species.*

The project site is within a developed urban area and contains an existing building with paved surface parking lot, with minimal landscaping, including hedges, ground cover, and trees. While the project site is across the street from the Bayview Playground, the park is an urban park that consists of a building, children's play area, multi-use fields and a softball field. No contiguous and substantial habitat for any rare or endangered plant or animal species is located on or adjacent to the project site.

- d) *Approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality.*

Traffic. The proposed project would involve the renovation of the existing health center and a new building addition. Based on the projected increase in the number of employees and patients at the project site, the proposed project would add about 375 person trips by auto per day (this includes trips to and from the project site), and about 11 trips by auto outbound from the project site during the p.m. peak hour. Due to the limited increase in trips as compared to traffic volumes on Third Street (i.e., between 750 and 1,000 vehicles per hour during the p.m. peak hour) and at nearby intersections, the proposed project would have a negligible effect on intersection conditions during the p.m. peak hour.¹ Therefore, the proposed project's impacts on traffic operations would be less than significant.

Throughout the construction period, there would be a flow of construction-related trucks into and out of the site. The impact of construction truck traffic would be a temporary lessening of the capacities of local streets due to the slower movement and larger turning radii of trucks, which may affect traffic operations. However, it is anticipated that the addition of the worker-related vehicle- or transit-trips would not substantially affect transportation conditions, as any impacts on local intersections would be similar to, or less than, those associated with the proposed project. Overall, the proposed project's construction-related traffic impacts would be less than significant.

Noise. The Land Use Compatibility Chart for Community Noise in the San Francisco General Plan, Environmental Protection Element specifies the compatibility of different land use types and their location within a range of ambient noise levels. While a health care clinic is not specifically listed in the Chart, noise exposure for hospital uses is considered "satisfactory with no special noise insulation requirements" where the noise level is 65 dBA Ldn (a day-night averaged sound level) or less. The proposed project would involve the siting of a health care clinic addition (which is not considered a noise-sensitive use) on a project site where the majority of the site has traffic noise exposure levels of 65 dBA Ldn or less, which is a satisfactory level.

An approximate doubling of traffic volumes in the area would be necessary to produce an increase in ambient noise levels discernable to most people. The proposed project would not cause a doubling in traffic volumes. Therefore, project operations would not result in a substantial increase in the ambient noise level at the project vicinity and this would be a less-than-significant impact. Although some increase in noise would be associated with the construction phase of the project, such occurrences would be limited to certain hours of the day and would be intermittent and temporary in nature. Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the City Police Code). Section 2907 of the Police Code

¹ LCW Consulting. *2401 Keith Street Project – San Francisco Planning Department Case No. 2012.1103E Transportation Assessment – Final Memorandum*, April 16, 2015. This document is on file and available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400 as part of Case File No. 2012.1103E.

requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 A-weighted decibels (dBA) at a distance of 100 feet from the source. Impact tools (such as jackhammers and impact wrenches) must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Police Code prohibits construction work between 8:00 p.m. and 7:00 a.m. if the construction noise level would exceed the ambient noise level by five dBA at the nearest property, unless a special permit is authorized by the Director of Public Works or the Director of Building Inspection. The project sponsor would be required to comply with these measures; therefore the project would not result in any significant effects related to noise.

Air Quality. In accordance with the state and federal Clean Air Acts, air pollutant standards are identified for the following six criteria air pollutants: ozone, carbon monoxide (CO), particulate matter (PM), nitrogen dioxide (NO₂), sulfur dioxide (SO₂) and lead. These air pollutants are termed criteria air pollutants because they are regulated by developing specific public health- and welfare-based criteria as the basis for setting permissible levels. The Bay Area Air Quality Management District (BAAQMD) in their *CEQA Air Quality Guidelines* (May 2011), has developed screening criteria to determine if projects would violate an air quality standard, contribute substantially to an air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants within the San Francisco Bay Area Air Basin. If a proposed project meets the screening criteria, then the project would result in less-than-significant criteria air pollutant impacts. A project that exceeds the screening criteria may require a detailed air quality assessment to determine whether criteria air pollutant emissions would exceed significance thresholds. The proposed project would not exceed criteria air pollutant screening levels for operation or construction.²

In addition to criteria air pollutants, individual projects may emit toxic air contaminants (TACs). TACs collectively refer to a diverse group of air pollutants that are capable of causing chronic (i.e., of long-duration) and acute (i.e., severe but short-term) adverse effects to human health, including carcinogenic effects. In response to growing concerns of TACs and their human health effects, the San Francisco Board of Supervisors approved a series of amendments to the San Francisco Building and Health Codes, generally referred to as the Enhanced Ventilation Required for Urban Infill Sensitive Use Developments or Health Code, Article 38 (Ordinance 224-14, effective December 8, 2014)(Article 38). The purpose of Article 38 is to protect the public health and welfare by establishing an Air Pollutant Exposure Zone and imposing an enhanced ventilation requirement for all urban infill sensitive use development within the Air Pollutant Exposure Zone. Projects within the Air Pollutant Exposure Zone require special consideration to determine whether the project's activities would expose sensitive receptors to substantial air pollutant concentrations or add emissions to areas already adversely affected by poor air quality.

The Air Pollutant Exposure Zone was also used as the basis in approving a series of amendments to the San Francisco Environment and Administrative Codes, generally referred to

² Bay Area Air Quality Management District, *CEQA Air Quality Guidelines*, Updated May 2011. Table 3-1.

as the Clean Construction Ordinance, or Environment Code Section 25. The purpose of the Clean Construction Ordinance is to protect the public health, safety and welfare by requiring contractors on City public works projects to reduce diesel and other PM emissions generated by construction activities.

The project site is located within an Air Pollutant Exposure Zone, but the proposed project would not include a sensitive land use. Therefore, there would be no impacts related to the siting of a new sensitive land use. The proposed project's construction period would be approximately 16 months. Project construction activities would result in short-term emissions of DPM and other TACs. The proposed project is subject to the Clean Construction Ordinance. While emission reductions from limiting idling, educating workers and the public and properly maintaining equipment are difficult to quantify, other measures in the Clean Construction Ordinance, specifically the requirement for equipment with Tier 2 engines and Level 3 Verified Diesel Emission Control Strategy (VDECS) can reduce construction emissions by 89 to 94 percent compared to equipment with engines meeting no emission standards and without a VDECS. Emissions reductions from the combination of Tier 2 equipment with level 3 VDECS is almost equivalent to requiring only equipment with Tier 4 Final engines, which is not yet readily available for engine sizes subject to the Clean Construction Ordinance. Therefore, compliance with the Clean Construction Ordinance would reduce construction emissions impacts on nearby sensitive receptors to a less-than-significant level.

The proposed project may include an emergency backup diesel generator, which would emit diesel particulate matter, a TAC. However, if installed, the backup diesel generator would have a Tier 2 certified engine equipped with an ARB Level 3 VDECS, which would reduce DPM exhaust compared to uncontrolled stationary sources. Therefore, operational emissions impacts on nearby sensitive receptors would be less than significant.

In conclusion, the proposed project would not result in significant air quality impacts.

Water Quality. The proposed project would not generate substantial wastewater or result in discharges that would have the potential to degrade water quality or contaminate a public water supply. Project-related wastewater and stormwater would flow to the City's combined sewer system and would be subject to the standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant prior to discharge. Therefore, the proposed project would not result in any significant impacts related to water quality.

- e) *The site can be adequately served by all required utilities and public services.*

The project site is located in an urban area where all public services and facilities are available; no expansion of public services or utilities would be required.

As discussed above, the proposed project would not have a significant effect on traffic, noise, air quality, and water quality. In addition, the proposed project would not have a significant effect on the environment due to unusual circumstances for other environmental topics, including those discussed below.

Geology and Soils. A geotechnical investigation was prepared for the proposed project and includes information gathered from a reconnaissance of the site and surrounding vicinity, three soil test borings to depths ranging from 31.5 to 60.5 feet bgs, laboratory testing, and review of data pertinent to the project area.³ The project site is relatively flat and soil borings at the subject site encountered loose to medium dense silty and clayey sand and soft to medium stiff sandy clay. Free groundwater was encountered at eight feet bgs, though based on geotechnical reports for surrounding areas, free groundwater could be encountered between five to eight bgs.

The geotechnical report evaluated the project site for the potential for seismic ground ruptures and found the risk to be low. The site does not lie within an area of potential earthquake-induced landsliding as mapped by the California Division of Mines and Geology. The project site is in an area that would be exposed to strong ground shaking in the event of an earthquake and it lies within a liquefaction potential zone as mapped by the California Division of Mines and Geology. The project sponsor would be required to adhere to the San Francisco Building Code, which specifies seismic design parameters for the design of earthquake resistant structures and would minimize the potential for structural damage from earthquakes. To reduce the potential risks from liquefaction, the geotechnical report recommends the use of a deep foundation system that includes the use of drilled piers or torque down piles to support the proposed project. The geotechnical report contains additional recommendations concerning site preparation and compaction, excavation and fill, waterproofing, and construction monitoring. The geotechnical report concludes that the project site is suitable for the proposed project with incorporation of the recommendations specified in the geotechnical report.

Decisions about appropriate foundation and structural design are considered as part of DBI's permit review process. Prior to issuing a building permit for the proposed project, DBI would review the geotechnical report to ensure that the security and stability of adjoining properties and the subject property is maintained during and following project construction. Any potential damage to on-site structures from geologic hazards would be addressed through compliance with the San Francisco Building Code. The proposed project would therefore not result in a significant impact related to seismic and geologic hazards.

Serpentine. Based upon mapping conducted by the U.S. Geological Survey (USGS) the project site may be underlain by serpentine rock.⁴ The proposed project would involve construction throughout the project site, potentially releasing serpentinite into the atmosphere. Serpentinite commonly contains

³ San Francisco Department of Public Works Infrastructure Design and Construction. *Geotechnical Investigation for Southeast Health Center Addition 2401 Keith Street, San Francisco, California*, February 8, 2013. This document is on file and available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400 as part of Case File No. 2012.1103E.

⁴ Planning Department, GIS Layer, "Areas Affected by Serpentine Rocks." Created February 25, 2010 from United States Geological Survey and San Francisco Department of Public Health data.

naturally occurring chrysotile asbestos (NOA) or tremolite-actinolite, a fibrous mineral that can be hazardous to human health if airborne emissions are inhaled. In the absence of proper controls, NOA could become airborne during excavation and handling of excavated materials. On-site workers and the public could be exposed to airborne asbestos unless appropriate control measures are implemented. Although the ARB has not identified a safe exposure level for asbestos in residential areas, exposure to low levels of asbestos for short periods of time poses minimal risk.⁵ To address health concerns from exposure to NOA, ARB enacted an Asbestos Airborne Toxic Control Measure (ATCM) for Construction, Grading, Quarrying, and Surface Mining Operations in July 2001. The requirements established by the Asbestos ATCM are contained in California Code of Regulations (CCR) Title 17, Section 93105,⁶ and are enforced by BAAQMD.

The Asbestos ATCM requires construction activities in areas where NOA is likely to be found to employ best available dust control measures. Additionally, the San Francisco Board of Supervisors approved the Construction Dust Control Ordinance in 2008 to reduce fugitive dust generated during construction activities. The requirements for dust control as identified in the Construction Dust Control Ordinance are as effective as the dust control measures identified in the Asbestos ATCM. Thus, the measures required in compliance with the Construction Dust Control Ordinance would protect the workers themselves as well as the public from fugitive dust that may also contain asbestos. The project sponsor would be required to comply with the Construction Dust Control Ordinance, which would ensure that significant exposure to NOA would not occur. Therefore, the proposed project would not result in a hazard to the public or environment from exposure to NOA.

Hazardous Materials. The proposed project would be located on a site with historic bay fill. Therefore, the project is subject to Article 22A of the Health Code, also known as the Maher Ordinance, which is administered and overseen by the Department of Public Health (DPH). The Maher Ordinance requires the project sponsor to retain the services of a qualified professional to prepare a Phase I Environmental Site Assessment (ESA) that meets the requirements of Health Code Section 22.A.6. The Phase I would determine the potential for site contamination and level of exposure risk associated with the project. Based on that information, the project sponsor may be required to conduct soil and/or groundwater sampling and analysis. Where such analysis reveals the presence of hazardous substances in excess of state or federal standards, the project sponsor is required to submit a site mitigation plan (SMP) to DPH or other appropriate state or federal agency(ies), and to remediate any site contamination in accordance with an approved SMP prior to issuance of any building permit. The project applicant has submitted a Maher Application to DPH and would be required to remediate potential soil and/or groundwater contamination in accordance with Article 22A of the Health Code. Thus, the proposed project would not result in a significant hazard to the public or the environment through the release of hazardous materials.

Shadow. Section 295 of the Planning Code was adopted in response to Proposition K (passed November 1984) in order to protect certain public open spaces under the jurisdiction of the Recreation and Park

⁵ California Air Resources Board, Fact Sheet #1 Health Information on Asbestos, 2002. Available online at: <http://www.arb.ca.gov/toxics/Asbestos/1health.pdf>. Accessed April 15, 2013.

⁶ California Air Resources Board, Regulatory Advisory, Asbestos Airborne Toxic Control Measure for Construction, Grading, Quarrying, and Surface Mining Operations, July 29, 2002.

Commission from shadowing by new and altered structures during the period between one hour after sunrise and one hour before sunset, year round. Section 295 restricts new shadow upon public open spaces under the jurisdiction of the Recreation and Park Commission by any structure exceeding 40 feet in height unless the Planning Commission finds the shadow to be an insignificant effect. The proposed building addition would be a maximum of 36 feet tall and would not be subject to Section 295.

A preliminary shadow fan prepared by the Planning Department⁷ indicates that the proposed project has the potential to cast shadow on Bayview Park which is west of the project site, across Keith Street. The Bayview Park is an approximately 3.4 acre park located on a block bound by Keith Street, Armstrong Avenue, 3rd Street, and Carrol Avenue. The northern portion of the park consists of a softball field and multi-use field areas. These areas are fenced in and include a landscaped perimeter with trees. The southern portion of the park includes pedestrian pathways, children's play structure area, and a recreation building which includes the Martin Luther King Jr. Pool. Shadow diagrams indicate that the proposed building addition would result in new shadows on Bayview Park. The largest shadow cast by the proposed building addition would occur on December 21 within the first hour of the solar day (sunrise, plus one hour) and would be limited to the southern portion of the softball field (area from about second to third base), while the northern portion of the softball field and the surrounding multi-use field areas would remain unshadowed. The shadow would continue to recede from Bayview Park as the day progresses and would no longer be on the softball field at the third hour of the solar day. The proposed project's shadows would not reach any of the softball field during the Summer Solstice (June 21) or the Spring/Fall Equinox (March 21/September 21).

On April 9, 2015, Planning Department staff conducted a site visit to observe how the softball field and multi-use fields were used on a typical weekday morning; however the softball field area and multi-use fields were closed and undergoing maintenance. Recreation and Parks Department (RPD) staff indicated that because the softball field is currently in poor condition, it is used for more casual community play rather than organized baseball/softball games that would request RPD permits. RPD staff indicates that the multi-use fields are typically used for sports such as football and soccer games, community activities and birthday parties, and passive recreation. The proposed project would not shadow the multi-use field areas or the southern portion of the park where the pedestrian pathways and children's play structure is located. Given the limited extent and duration of new shadow coverage resulting from the proposed project and the availability of multi-use field areas that would not be shadowed, the proposed project is unlikely to materially impair the park's usability. Therefore, the project would not be expected to substantially affect the use or enjoyment of Bayview Park, and the proposed project would result in less-than-significant shadow impacts.

Archeology. The project site is located an area that is sensitive for prehistoric resources due to the presence of nearby prehistoric sites. Due to this sensitivity, an Archeological Testing Program was undertaken to aid in the Planning Department's archeological review. As part of the Archeological

⁷ San Francisco Planning Department. *Shadow Fan for 2401 Keith Street*, March 26, 2015. This document is on file and available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400 as part of Case File No. 2012.1103E.

Testing Program, an Archeological Testing Plan (ATP)⁸ was prepared, which determined a low potential for significant historic-period archeological resources based on in-depth historical research. The archeological testing program was subsequently undertaken, which focused on identifying the presence or absence of prehistoric archeological resources. Twelve borings were completed, which extended several feet into the Colma formation, across the project site. The area beneath the Colma formation is not sensitive for archeological resources. No prehistoric resources were encountered. Thus, the Planning Department's archeological review concluded that, based on the results of the testing program, there is a low potential for significant archeological resources within the project site and no further archeological review is needed.⁹ Therefore, the project would not result in a significant impact on archeological resources.

PUBLIC NOTICE AND COMMENT

A "Notification of Project Receiving Environmental Review" was mailed on May 12, 2014 to adjacent occupants and owners of properties within 300 feet of the project site. The Planning Department did not receive any comments in response to the notice.

SUMMARY

CEQA State Guidelines Section 15300.2 states that a categorical exemption shall not be used for an activity where there is a reasonable possibility that the activity will have a significant effect on the environment due to unusual circumstances. There are no unusual circumstances surrounding the current proposal that would suggest a reasonable possibility of a significant effect. The proposed project would have no significant environmental effects. The project would be exempt under the above-cited classification. For the above reasons, the proposed project is appropriately exempt from environmental review pursuant to Section 15332 of the CEQA Guidelines.

⁸ Environmental Science Associates (ESA). *Southeast Health Center City and County of San Francisco Archeological Testing Plan*, October 2014. This document is on file with the Planning Department's archeologists.

⁹ San Francisco Planning Department. *Environmental Planning Preliminary Archeological Review Checklist for 2401 Keith Street*, April 10, 2015. This document is on file and available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400 as part of Case File No. 2012.1103E.