



SAN FRANCISCO PLANNING DEPARTMENT

General Plan Referral

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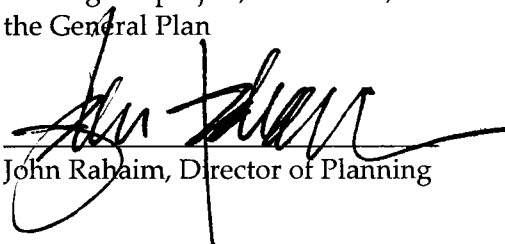
Date: March 12, 2018
Case No. **Case No. 2015-000644GPR - Southeast Plant and Central Shops site**

Block/Lot No.: 5262/009 and 5281/001
Project Sponsor: Karen Frye, Environmental Project Manager
San Francisco Public Utilities Commission
525 Golden Gate Avenue, 6th Floor
San Francisco, CA 94102

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Recommendation: Finding the project, on balance, is **in conformity** with the General Plan

Recommended By: 
John Rahaim, Director of Planning

PROJECT DESCRIPTION

The Project is the San Francisco Public Utilities Commission's (SFPUC) proposed replacement of the outdated existing solids treatment facilities with more reliable, efficient, and modern technologies and facilities in the Bayview-Hunters Point district of San Francisco. The proposal is a new Biosolids Digester Facilities Project (the "Project"), which is part of the Sewer System Improvement Program (SSIP), a 20-year, multi-billion dollar citywide program to upgrade the City's aging sewer infrastructure and to ensure a reliable and seismically safe system. Many of the existing Southeast Water Pollution Control Plant ("Southeast Plant" or "SEP") solids treatment facilities are over 60 years old, are operating well beyond their useful life, and require significant maintenance. If the Project is approved, the San Francisco Public Utilities Commission would continue operations of the Southeast Treatment Plant (SEP) and construct new solids treatment, odor control, energy recovery, and associated facilities adjacent to the SEP, located at the existing Southeast Plant and Central Shops site and the decommissioned Asphalt Plant site. The overall goal of the Project is to replace the existing aged and unreliable solids processing facilities at the SEP with new, modern, and efficient facilities to ensure long-

term sustainability of the SEP wastewater treatment system. The submittal is for a General Plan Referral to recommend whether the Project is in conformity with the General Plan, pursuant to Section 4.105 of the Charter, and Section 2A.52 and 2A.53 of the Administrative Code.

ENVIRONMENTAL REVIEW

The CEQA environmental review for the “Project” has been completed, and was certified on March 8, 2018. The CEQA review is found in the EIR Case 2015-000644ENV.

GENERAL PLAN COMPLIANCE AND BASIS FOR RECOMMENDATION

The Project is the San Francisco Public Utilities Commission’s (SFPUC) proposed construction of a new solids treatment, odor control, energy recovery, and associated facilities adjacent to the SEP, located at the existing Southeast Plant and Central Shops site and the decommissioned Asphalt Plant site. The Project is consistent with Seven of the Eight Priority Policies of Planning Code Section 101.1 as described in the body of this letter and is **in-conformity** with the following Objectives and Policies of the General Plan:

COMMERCE AND INDUSTRY ELEMENT

OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

Policy 4.10

Enhance the working environment within industrial areas.

The Project will provide long-term improvements to Jerrold Avenue which would occur in accordance with San Francisco Better Streets Plan guidelines and could include traffic calming measures, curb extensions (road narrowing), sidewalk improvements, lighting, street trees, and safe pedestrian and worker crossings.

COMMUNITY SAFETY ELEMENT

OBJECTIVE 1

REDUCE STRUCTURAL AND NON-STRUCTURAL HAZARDS TO LIFE SAFETY AND MINIMIZE PROPERTY DAMAGE RESULTING FROM FUTURE DISASTERS

Policy 1.3

Assure that new construction meets current structural and life safety standards.

The Project will include facilities constructed according to current engineering standards, such as the San Francisco Building Code and the SFPUC’s Seismic Design Guidelines, which would serve to limit damage as a result of seismic ground shaking.

Policy 1.11

Continue to promote green stormwater management techniques.

The Project includes low-impact development features proposed for the project, including street tree plantings, a green roof for the Solids Pretreatment Facility, and flow-through planters.

Policy 1.18

Identify and replace vulnerable infrastructure and critical service lifelines in high-risk areas.

The Project will upgrade aging sewer infrastructure so as to ensure a reliable and seismically safe system. The upgraded facilities will provide substantial improvement related to seismic safety because it would replace the anaerobic digesters and other facilities that are over sixty years old and not built to withstand a major earthquake.

ENVIRONMENTAL PROTECTION ELEMENT

OBJECTIVE 3

MAINTAIN AND IMPROVE THE QUALITY OF THE BAY, OCEAN, AND SHORELINE AREAS

Policy 3.3

Implement plans to improve sewage treatment and halt pollution of the Bay and Ocean.

The Project would use a new technology to pretreat solids upstream of the digesters, which would reduce the volume and increase the quality of biosolids produced at the end of the treatment process, compared to the volume and quality produced in existing facilities. The proposed facilities would produce Class A biosolids, thus expanding the options for beneficial reuse of these materials.

TRANSPORTATION ELEMENT

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION WHILE MAINTAINING THE HIGH QUALITY LIVING ENVIRONMENT OF THE BAY AREA.

Policy 1.2

Ensure the safety and comfort of pedestrians throughout the city.

The Project will provide long-term improvements to Jerrold Avenue which would occur in accordance with San Francisco Better Streets Plan guidelines and could include traffic calming measures, curb extensions (road narrowing), sidewalk improvements, lighting, street trees, and safe pedestrian and worker crossings. These improvements on Jerrold Avenue would generally enhance the safety and

connectivity of the street for various modes of transportation, in turn also enhancing access to existing retail uses in the vicinity.

OBJECTIVE 24

DESIGN EVERY STREET IN SAN FRANCISCO FOR SAFE AND CONVENIENT WALKING

Policy 24.1

Every surface street in San Francisco should be designed consistent with the Better Streets Plan for safe and convenient walking, including sufficient and continuous sidewalks and safe pedestrian crossings at reasonable distances to encourage access and mobility for seniors, people with disabilities and children.

The Project will provide long-term improvements to Jerrold Avenue which would occur in accordance with San Francisco Better Streets Plan guidelines and could include traffic calming measures, curb extensions (road narrowing), sidewalk improvements, lighting, street trees, and safe pedestrian and worker crossings. These improvements on Jerrold Avenue would generally enhance the safety and connectivity of the street for various modes of transportation, in turn also enhancing access to existing retail uses in the vicinity.

OBJECTIVE 25

IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT

Policy 25.2

Maintain and expand the planting of street trees and the infrastructure to support them.

The Project proposes street improvements including the planting of new street trees along Jerrold Avenue.

URBAN DESIGN ELEMENT

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT

Policy 3.1

Promote harmony in visual relationships and transitions between new and older buildings.

The Project's tallest facilities would be 65 feet above grade, similar to existing SEP facilities, and the SFPUC is designing project architectural and landscaping features to enhance overall aesthetics. These features help to meet the project objective to "provide visual improvements that promote a cohesive architectural design and identity at the BDFP site, enhance the overall aesthetics, and improve the public edges in a manner consistent with the surrounding neighborhood and the rest of the SEP."

OBJECTIVE 4

IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY

Policy 4.12

Install, promote and maintain landscaping in public and private areas.

The Project will include landscaping and architectural improvements to the site, and planting of new street trees along Jerrold Avenue.

BAYVIEW HUNTERS POINT AREA PLAN

OBJECTIVE 1

STIMULATE BUSINESS, EMPLOYMENT, AND HOUSING GROWTH WITHIN THE EXISTING GENERAL LAND USE PATTERN BY RESOLVING CONFLICTS BETWEEN ADJACENT INDUSTRIAL AND RESIDENTIAL AREAS

Policy 1.2

Restrict toxic chemical industries and other industrial activities with significant environmental hazards from locating adjacent to or nearby existing residential areas.

The Project would locate the digesters farther away from existing residences, and would also improve odor control over existing conditions such that any odors from the proposed solids treatment process would be contained within the SEP site boundaries.

OBJECTIVE 10

ENHANCE THE DISTINCTIVE AND POSITIVE FEATURES OF BAYVIEW HUNTERS POINT

Policy 10.3

Recognize, protect, and enhance cultural resources of native populations as an integral imprint on the land use pattern of Bayview Hunters Point.

The Project would not adversely change the land uses or character of the surrounding housing and neighborhoods. The Project would enhance the overall aesthetics of the SEP site, and improve the public edges in a manner consistent with the surrounding neighborhood and the rest of the SEP.

OBJECTIVE 17

SUPPORT COMMUNITY ECONOMIC DEVELOPMENT AND REVITALIZATION THROUGH ENERGY MANAGEMENT AND ALTERNATIVE ENERGY TECHNOLOGIES

Policy 17.1

Promote the Bayview as an area for implementing energy conservation and alternative energy supply initiatives.

The Project will construct energy recovery facilities to reuse 100 percent of the digester gas generated by the proposed solids processing facilities to produce energy for heating and power uses at the SEP. In addition, the project would more than double the current energy recovery capability at the SEP, thus generating more than enough to power the proposed facilities.

The Project is consistent with Seven of the Eight Priority Policies of Planning Code Section 101.1 as described in the body of this letter and is **not in-conformity** with the following Objectives and Policies of the General Plan:

ENVIRONMENTAL PROTECTION ELEMENT

OBJECTIVE 4

ASSURE THAT THE AMBIENT AIR OF SAN FRANCISCO AND THE BAY REGION IS CLEAN, PROVIDES MAXIMUM VISIBILITY, AND MEETS AIR QUALITY STANDARDS

Policy 4.1

Support and comply with objectives, policies, and air quality standards of the Bay Area Air Quality Management District.

According to the Draft Environmental Impact Report, the Project would include construction activities and equipment that generates NOx, an ozone precursor and criteria air pollutant, above the City's significance threshold for NOx during two of the five construction years. As a result, the Project would violate an air quality standard, and significantly impact air quality. While direct SFPUC offset opportunities have not been fully verified, the SFPUC has identified offsets that could sufficiently offset the estimated NOx exceedances during construction years 1 and 3.

URBAN DESIGN ELEMENT

RICHNESS OF PAST DEVELOPMENT

Policy 2.4

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

The Project would result in the demolition of buildings at the Central Shops site that are eligible for listing in the California Register of Historical Resources and the National Register of Historic Places. As a result, the demolition of these historic resources would be significant and unavoidable, even with the implementation of the proposed mitigation measure to incorporate a historic resources and interpretive display.

PROPOSITION M FINDINGS – PLANNING CODE SECTION 101.1

Planning Code Section 101.1 establishes Eight Priority Policies and requires review of discretionary approvals and permits for consistency with said policies. Although there are some impacts regarding the Priority Policies, the Project is overall consistent. The Project is found to be consistent with the Seven of the Eight Priority Policies as set forth in Planning Code Section 101.1 for the following reasons:

Eight Priority Policies Findings

The subject project is found to be consistent with the Seven of the Eight Priority Policies of Planning Code Section 101.1 in that:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced.

The Project would have no adverse effect on neighborhood serving retail uses or opportunities for employment in or ownership of such businesses.

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhood.

The Project would have no adverse effect on the City's housing stock or on neighborhood character.

3. That the City's supply of affordable housing be preserved and enhanced.

The Project would have no adverse effect on the City's supply of affordable housing.

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking.

The Project would not result in commuter traffic impeding MUNI's transit service, overburdening the streets, or altering current neighborhood parking.

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for residential employment and ownership in these sectors be enhanced.

The Project would not affect the existing economic base in this area.

6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake.

The Project would not adversely affect achieving the greatest possible preparedness against injury and loss of life in an earthquake. Project implementation would result in a substantial improvement related to seismic safety.

7. That landmarks and historic buildings be preserved.

The Project would cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco Planning Code. The removal of the Central Shops (including Buildings A and B), which comprise a complex that is eligible for listing in the California and National Registers, 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. The project sponsor proposes to mitigate the removal of a historic resource by installing a permanent display of interpretative materials concerning the history and architectural features of the Central Shops. Implementing the proposed mitigation measure would reduce the severity of the impact. The removal of Building 870, a contributor the Southeast Treatment Plant Streamline Modern Industrial Historic District, would have a less-than-significant impact on the overall significance and historic integrity of the district.

8. That our parks and open space and their access to sunlight and vistas be protected from development.

The Project would have no adverse effect on parks and open space or their access to sunlight and vista.

RECOMMENDATION:	Finding the Project, on balance, in-conformity with the General Plan
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Attachments:

Drawing 1: Overall Site and Paving Plan (65% Design)

Figure 1: Project Location, Construction Staging, and Vicinity Map

I:\Citywide\General Plan\General Plan Referrals\2015\2015-000644GPR - Southeast Plant and Central Shops

Drawing 1: Overall Site and Paving Plan (65% Design)

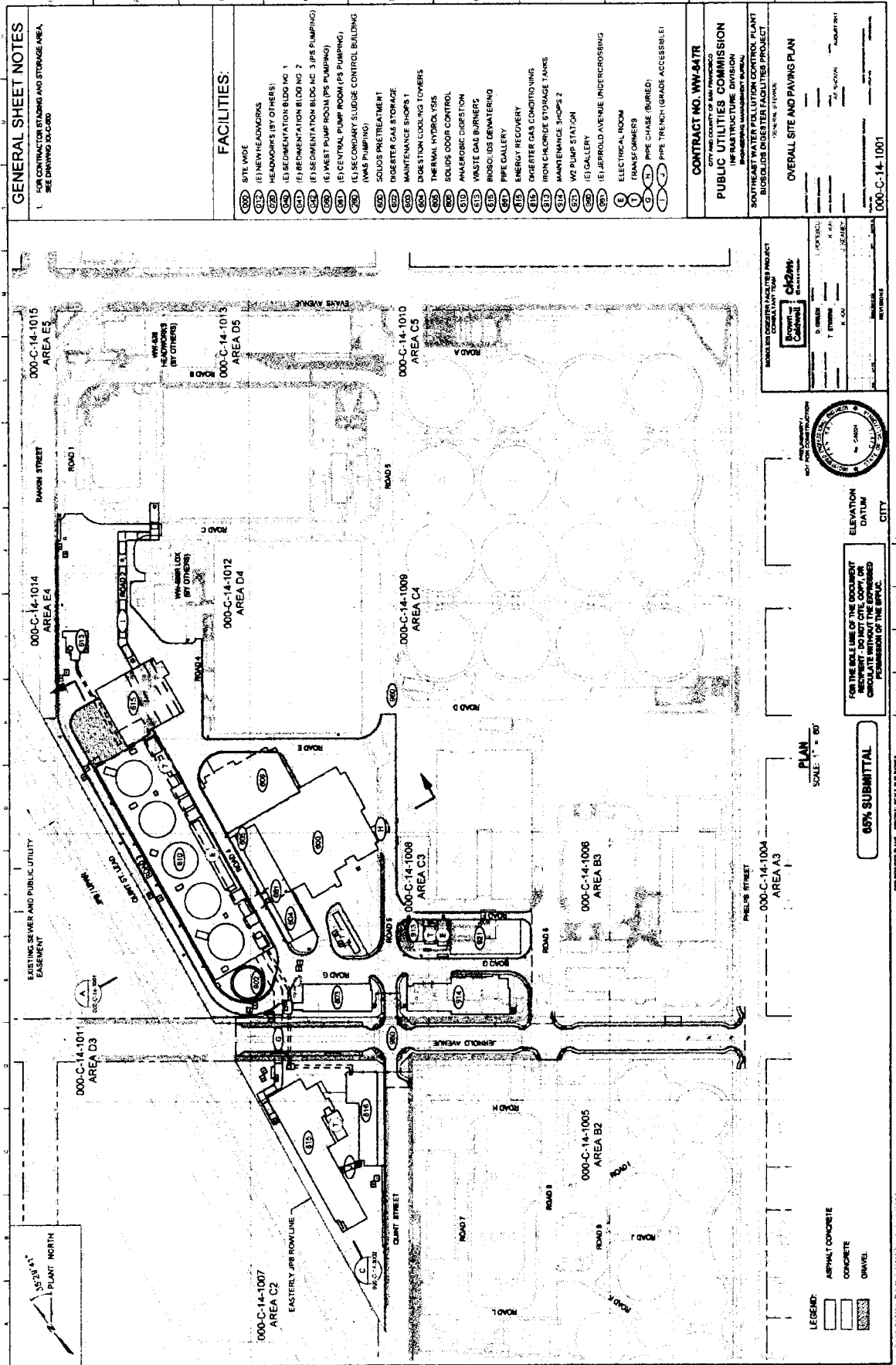
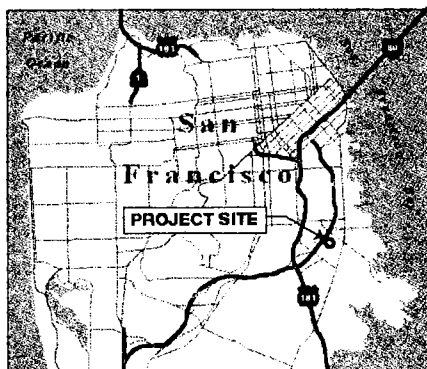
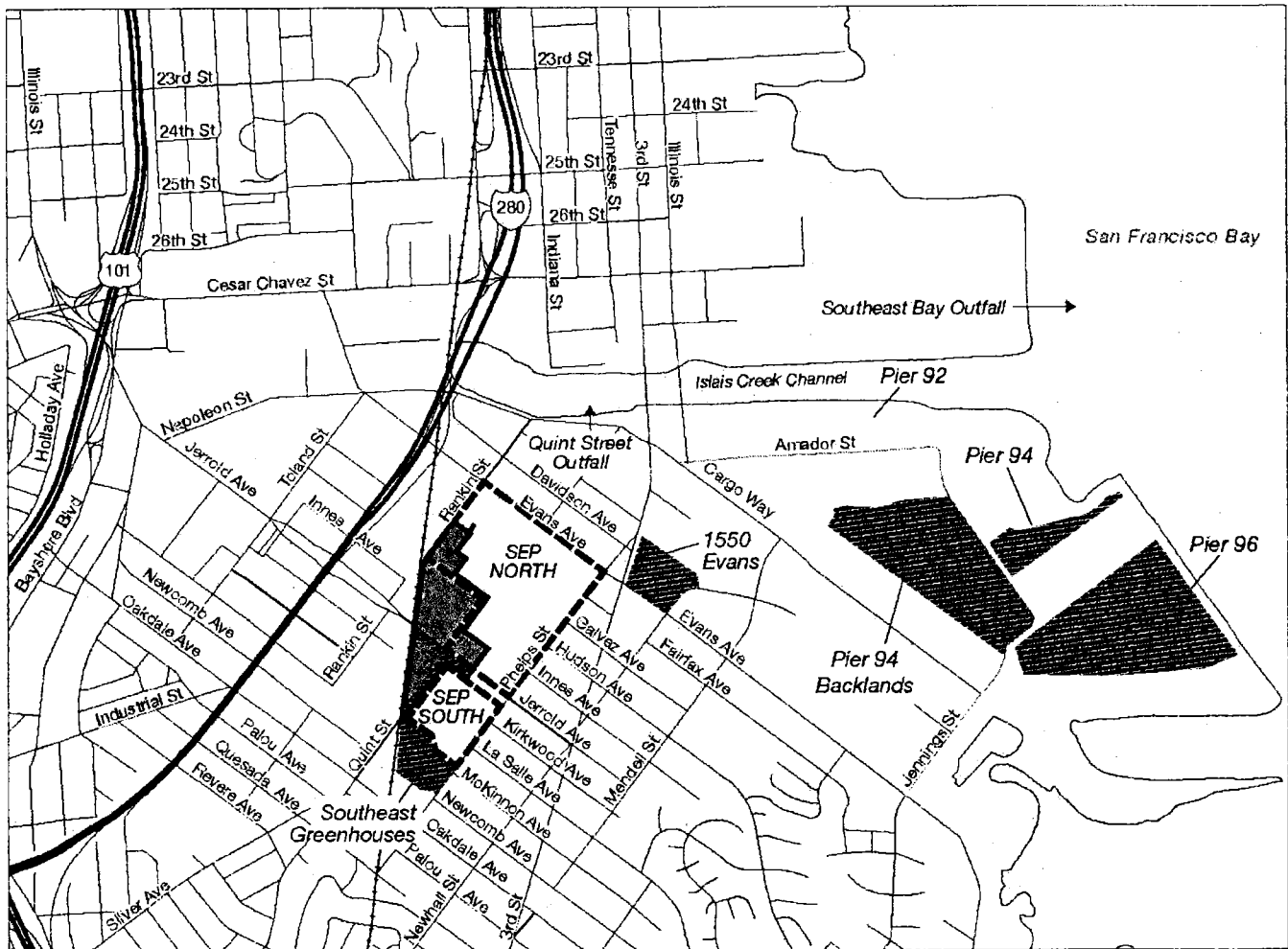


Figure 1: Project Location, Construction Staging, and Vicinity Map (BDFP Draft EIR Figure S-1)



--- 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 would require up to 12 acres of the potential areas shown, and may also occur within the existing SEP boundary)