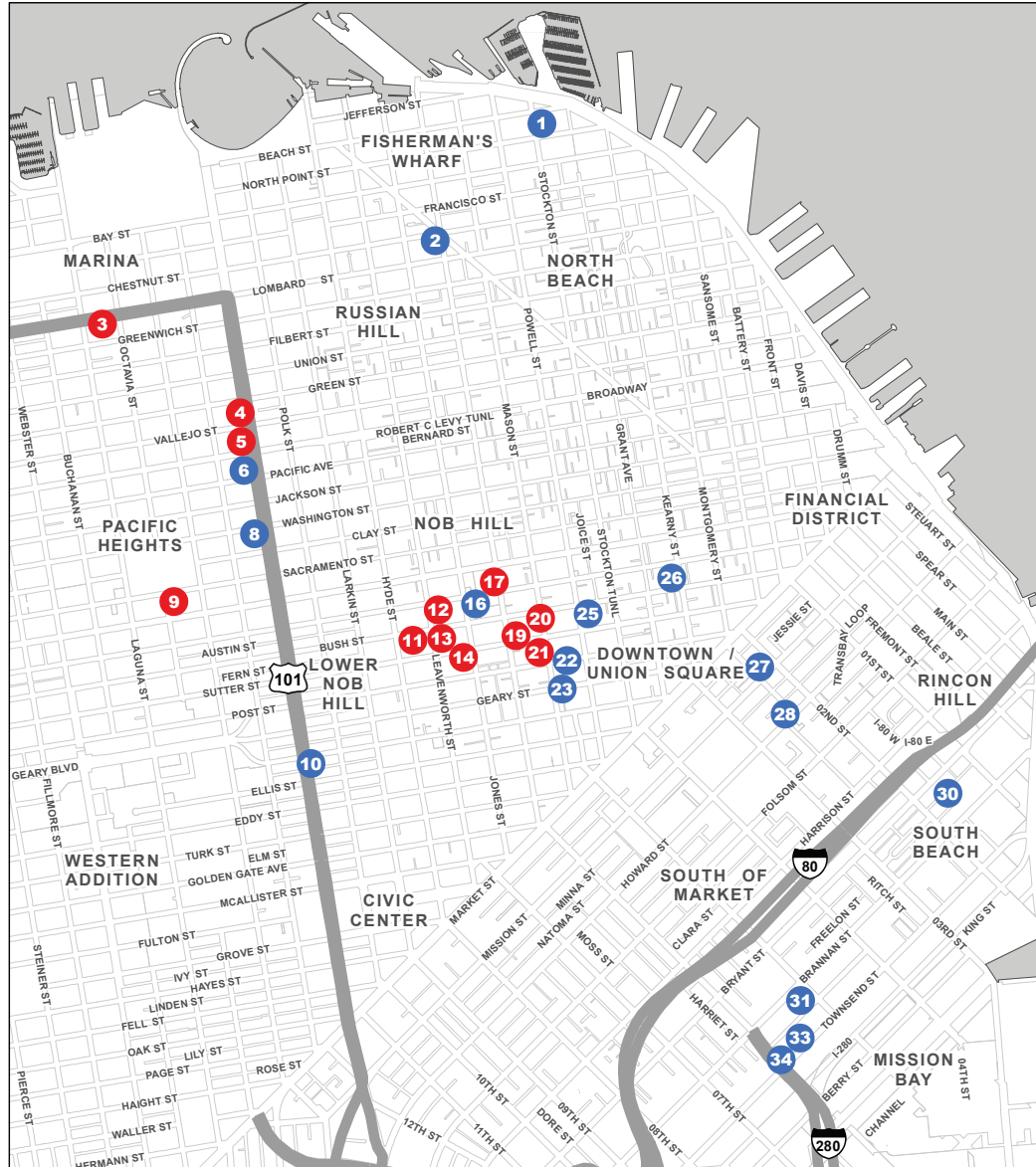


# ACADEMY OF ART UNIVERSITY PROJECT

## VOLUME 1



CITY AND COUNTY OF SAN FRANCISCO  
PLANNING DEPARTMENT: CASE NO. 2008.0586E

ESTM PUBLICATION DATE: MAY 4, 2016

ESTM PUBLIC HEARING DATE: MAY 19, 2016

ESTM PUBLIC REVIEW PERIOD: MAY 4, 2016 TO JUNE 3, 2016



SAN FRANCISCO  
**PLANNING**  
DEPARTMENT

# ACADEMY OF ART UNIVERSITY PROJECT

## EXISTING SITES TECHNICAL MEMORANDUM

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SAN FRANCISCO  
**PLANNING**  
DEPARTMENT

# Contents

## VOLUME 1:

|  |            |
|--|------------|
| <b>1. Introduction .....</b>                                   | <b>1-1</b> |
| 1.1. Background .....  | 1-1        |
| 1.2. AAU’s Existing Sites .....                                | 1-2        |
| 1.3. Purpose of the Existing Sites Technical Memorandum .....  | 1-9        |
| 1.4. Approach to Analysis of Effects .....                     | 1-10       |
| 1.5. Summary of Environmental Effects .....                    | 1-10       |
| 1.5.1. Land Use and Plans and Policies .....                   | 1-11       |
| 1.5.2. Population and Housing .....                            | 1-11       |
| 1.5.3. Aesthetics .....  | 1-11       |
| 1.5.4. Cultural and Paleontology .....                         | 1-11       |
| 1.5.5. Transportation and Circulation .....                    | 1-12       |
| 1.5.6. Noise .....   | 1-12       |
| 1.5.7. Air Quality .....                                       | 1-13       |
| 1.5.8. Greenhouse Gas Emissions .....                          | 1-13       |
| 1.5.9. Wind and Shadow .....                                   | 1-13       |
| 1.5.10. Recreation .....                                       | 1-13       |
| 1.5.11. Utilities and Service Systems .....                    | 1-13       |
| 1.5.12. Public Services .....                                  | 1-14       |
| 1.5.13. Biological Resources .....                             | 1-14       |
| 1.5.14. Geology and Soils .....                                | 1-14       |
| 1.5.15. Hydrology and Water Quality .....                      | 1-14       |
| 1.5.16. Hazards and Hazardous Materials .....                  | 1-15       |
| 1.5.17. Minerals and Energy Resources .....                    | 1-15       |
| 1.5.18. Agriculture and Forest Resources .....                 | 1-15       |
| <b>2. Discretionary Actions .....</b>                          | <b>2-1</b> |
| 2.1. Sites Requiring Discretionary Review and Approval .....   | 2-2        |
| 2.1.1. Sites Requiring Legislative Amendments .....            | 2-2        |
| 2.1.2. Sites Requiring Conditional Use Authorizations .....    | 2-2        |
| 2.1.3. Sites Requiring Building Permit Applications Only ..... | 2-3        |
| 2.1.4. Sites Requiring Historic Resource Evaluations .....     | 2-3        |
| <b>3. Combined and Cumulative Analysis .....</b>               | <b>3-1</b> |
| 3.1. Approach to Combined and Cumulative Analysis .....        | 3-1        |
| 3.2. Community Concerns .....                                  | 3-1        |
| 3.3. Introduction to Environmental Analysis .....              | 3-4        |
| 3.3.1. Construction Assumptions .....                          | 3-4        |
| 3.4. Environmental Resource Topics .....                       | 3-6        |
| 3.4.1. Land Use and Plans and Policies .....                   | 3-6        |
| 3.4.2. Population and Housing .....                            | 3-12       |
| 3.4.3. Aesthetics .....  | 3-18       |
| 3.4.4. Cultural and Paleontological Resources .....            | 3-19       |

|           |  |            |
|-----------|--|------------|
| 3.4.5.    | Transportation and Circulation .....                                       | 3-19       |
| 3.4.6.    | Systemwide Assessment of AAU Shuttle Buses .....                           | 3-35       |
| 3.4.7.    | Noise .....  | 3-46       |
| 3.4.8.    | Air Quality .....  | 3-52       |
| 3.4.9.    | Greenhouse Gas Emissions.....  | 3-60       |
| 3.4.10.   | Wind and Shadow .....  | 3-61       |
| 3.4.11.   | Recreation .....   | 3-61       |
| 3.4.12.   | Utilities and Service Systems.....   | 3-65       |
| 3.4.13.   | Public Services.....   | 3-66       |
| 3.4.14.   | Biological Resources .....   | 3-70       |
| 3.4.15.   | Geology and Soils.....   | 3-71       |
| 3.4.16.   | Hydrology and Water Quality.....   | 3-71       |
| 3.4.17.   | Hazards and Hazardous Materials.....                                       | 3-72       |
| 3.4.18.   | Mineral and Energy Resources .....   | 3-73       |
| 3.4.19.   | Agricultural and Forest Resources.....                                     | 3-74       |
| <b>4.</b> | <b>Environmental Analysis of Individual Sites.....</b>                     | <b>4-1</b> |
| 4.1.      | Introduction to Environmental Analysis of Individual Site Assessments..... | 4-1        |
| 4.2.      | Individual Site Assessments.....   | 4-19       |
| 4.2.1.    | 2340 Stockton Street (ES-1) .....  | 4-19       |
| 4.2.2.    | 2295 Taylor Street (ES-2).....   | 4-47       |
| 4.2.3.    | 1727 Lombard Street (ES-3).....  | 4-73       |
| 4.2.4.    | 2211 Van Ness Avenue (ES-4).....   | 4-103      |
| 4.2.5.    | 2209 Van Ness Avenue (ES-5).....   | 4-131      |
| 4.2.6.    | 2151 Van Ness Avenue (ES-6).....   | 4-159      |
| 4.2.7.    | 1849 Van Ness Avenue (ES-8).....   | 4-189      |
| 4.2.8.    | 1916 Octavia Street (ES-9).....  | 4-221      |
| 4.2.9.    | 950 Van Ness Avenue (ES-10).....   | 4-247      |
| 4.2.10.   | 1153 Bush Street (ES-11).....  | 4-269      |
| 4.2.11.   | 1080 Bush Street (ES-12).....  | 4-303      |
| 4.2.12.   | 860 Sutter Street (ES-13).....   | 4-331      |

## VOLUME 2:

|         |   |       |
|---------|---|-------|
| 4.2.13. | 817–831 Sutter Street (ES-14).....      | 4-361 |
| 4.2.14. | 1069 Pine Street (ES-16).....           | 4-389 |
| 4.2.15. | 1055 Pine Street (ES-17).....           | 4-413 |
| 4.2.16. | 620 Sutter Street (ES-20).....          | 4-441 |
| 4.2.17. | 491 Post Street (ES-23).....            | 4-473 |
| 4.2.18. | 77 New Montgomery Street (ES-27).....   | 4-503 |
| 4.2.19. | 180 New Montgomery Street (ES-28).....  | 4-539 |
| 4.2.20. | 58–60 Federal Street (ES-30).....       | 4-569 |
| 4.2.21. | 601 Brannan Street (ES-31).....         | 4-597 |
| 4.2.22. | 460 Townsend Street (ES-33).....        | 4-623 |
| 4.2.23. | 466 Townsend Street (ES-34).....        | 4-649 |
| 4.3.    | Article 10 or Article 11 Buildings..... | 4-677 |
| 4.3.1.  | 680 Sutter Street (ES-19).....          | 4-679 |

|           |                                     |            |
|-----------|-------------------------------------|------------|
| 4.3.2.    | 655 Sutter Street (ES-21) .....     | 4-689      |
| 4.3.3.    | 625–629 Sutter Street (ES-22) ..... | 4-697      |
| 4.3.4.    | 540 Powell Street (ES-25).....      | 4-707      |
| 4.3.5.    | 410 Bush Street (ES-26) .....       | 4-719      |
| <b>5.</b> | <b>List of Preparers .....</b>      | <b>5-1</b> |
| 5.1.      | ESTM Authors .....                  | 5-1        |
| 5.2.      | ESTM Consultants .....              | 5-1        |
| 5.3.      | Academy of Art University.....      | 5-2        |

## Appendices

Appendix TDM            Transportation Demand Management

### (Provided on CD)

|               |                                      |
|---------------|--------------------------------------|
| Appendix HR   | Historic Resource Evaluations        |
| Appendix TR-A | Shuttle Bus Policy                   |
| Appendix TR-B | Shuttle Bus Maps                     |
| Appendix TR-C | Shuttle Bus Ridership                |
| Appendix TR-D | Shuttle Bus Seating Capacity         |
| Appendix TR-E | On-Demand Shuttle Bus Trips          |
| Appendix TR-F | Trip Generation                      |
| Appendix TR-G | Transit Screenline Analysis          |
| Appendix TR-H | Loading Demand Analysis              |
| Appendix TR-I | Parking Demand Analysis              |
| Appendix TR-J | Parking Survey Information           |
| Appendix TR-K | Shuttle Demand Analysis              |
| Appendix TR-L | Travel Behavior Survey Results       |
| Appendix NO   | Noise                                |
| Appendix AQ   | Air Quality                          |
| Appendix GHG  | Greenhouse Gas Compliance Checklists |

## Figures

|           |  |       |
|-----------|--|-------|
| Figure 1. | Existing AAU Campus Sites.....   | 1-4   |
| Figure 2. | 2010 AAU Shuttle Service Routes and Stops .....                                | 3-36  |
| Figure 3. | 2015 AAU Shuttle Service Routes and Stops .....                                | 3-37  |
| Figure 4. | Recreation and Park Facilities within 0.25 Mile of Existing Sites.....         | 3-63  |
| Figure 5. | Fire Station, Police Station, and Library Locations .....                      | 3-67  |
| Figure 6. | Muni Transit Network for ES-1, ES-2, and ES-3 .....                            | 4-31  |
| Figure 7. | Muni Transit Network for ES-4, ES-5, ES-6, ES-8, and ES-9.....                 | 4-114 |
| Figure 8. | Muni Transit Network for ES-10 through 14, ES-16, ES-17, ES-20, and ES-23 .... | 4-255 |

|   |       |
|---|-------|
| Figure 9. Muni Transit Network for ES-27, ES-28, and ES-30 .....  | 4-519 |
| Figure 10. Muni Transit Network for ES-31, ES-33, and ES-34 ..... | 4-605 |

## Photographs

|   |       |
|---|-------|
| Photograph 1. 2340 Stockton Street (ES-1).....  | 4-20  |
| Photograph 2. Mid-block Stockton Street, facing southwest.....  | 4-20  |
| Photograph 3. Stockton Street facing west toward the Kirkland Muni Bus Yard. ....                                 | 4-20  |
| Photograph 4. Stockton Street facing east toward the Pier 39 parking structure.....                               | 4-20  |
| Photograph 5. 2340 Stockton Street. ....  | 4-25  |
| Photograph 6. West façade, entrance detail, 2340 Stockton Street.....   | 4-26  |
| Photograph 7. Interior lobby of subject property.....   | 4-26  |
| Photograph 8. 2295 Taylor Street (ES-2). ....   | 4-48  |
| Photograph 9. Columbus Avenue at Taylor Street, facing northwest.....   | 4-48  |
| Photograph 10. Chestnut Street at Columbus Street, facing west.....   | 4-48  |
| Photograph 11. Main entryway to ES-2.....   | 4-48  |
| Photograph 12. 2295 Taylor Street. ....   | 4-53  |
| Photograph 13. 2295 Taylor Street, detail of main entry.....  | 4-54  |
| Photograph 14. 1727 Lombard Street (ES-3). ....   | 4-74  |
| Photograph 15. Lombard Street at Laguna Street, facing southeast. ....  | 4-74  |
| Photograph 16. Lombard Street at Octavia Street, facing northwest.....  | 4-74  |
| Photograph 17. Surface parking lot at ES-3. ....  | 4-74  |
| Photograph 18. 1727 Lombard Street.....   | 4-78  |
| Photograph 19. Eastern wing (1953), Star Motel, 1727 Lombard Street.....  | 4-79  |
| Photograph 20. Rear (south) façade, Star Motel, 1727 Lombard Street.....  | 4-79  |
| Photograph 21. 2211 Van Ness (ES-4).....  | 4-104 |
| Photograph 22. Mid-block Van Ness Avenue, facing east. ....   | 4-104 |
| Photograph 23. Mid-block Van Ness Avenue, facing south.....   | 4-104 |
| Photograph 24. Mid-block Van Ness Avenue, facing north. ....  | 4-104 |
| Photograph 25. 2211 Van Ness Avenue. ....   | 4-109 |
| Photograph 26. 2211 Van Ness Avenue, northeastern perspective of the upper stories of<br>the west elevation ..... | 4-109 |
| Photograph 27. 2209 Van Ness Avenue (ES-5). ....  | 4-132 |
| Photograph 28. Mid-block Van Ness Avenue, facing east. ....   | 4-132 |
| Photograph 29. Mid-block Van Ness Avenue, facing south.....   | 4-132 |
| Photograph 30. 2209 Van Ness Avenue. ....   | 4-137 |
| Photograph 31. 2209 Van Ness Avenue, close up of the yard and security fence on the<br>primary elevation.....     | 4-137 |
| Photograph 32. 2151 Van Ness Avenue (ES-6). ....  | 4-160 |
| Photograph 33. Van Ness Avenue at Broadway Street, facing south. ....   | 4-160 |
| Photograph 34. 2151 Van Ness Avenue. ....   | 4-165 |
| Photograph 35. 2151 Van Ness Avenue, southeastern perspective of the north and west<br>elevations.....            | 4-165 |
| Photograph 36. Interior nave looking toward the narthex of subject property .....                                 | 4-165 |
| Photograph 37. 1849 Van Ness Avenue (ES-8). ....  | 4-190 |
| Photograph 38. Van Ness Avenue at Washington Street, facing southeast.....  | 4-190 |
| Photograph 39. Mid-block Washington Street, facing east. ....   | 4-190 |

|                |  |       |
|----------------|--|-------|
| Photograph 40. | Mid-block Washington Street, facing west. ....   | 4-190 |
| Photograph 41. | 1849 Van Ness Avenue. ....   | 4-195 |
| Photograph 42. | 1849 Van Ness Avenue, detail of windows on ground level of primary elevation. ....                           | 4-195 |
| Photograph 43. | Interior showroom of subject property. ....  | 4-196 |
| Photograph 44. | 1916 Octavia Street (ES-9). ....   | 4-222 |
| Photograph 45. | Mid-block Octavia Street, facing north toward Lafayette Park. ....   | 4-222 |
| Photograph 46. | Mid-block Octavia Street, facing southwest. ....   | 4-222 |
| Photograph 47. | California Street at Octavia Street, facing east. ....   | 4-222 |
| Photograph 48. | 1916 Octavia Street. ....  | 4-226 |
| Photograph 49. | South façade, 1916 Octavia Street. ....  | 4-226 |
| Photograph 50. | Three-story addition on south façade, 1916 Octavia Street. ....  | 4-227 |
| Photograph 51. | 950 Van Ness Avenue (ES-10). ....  | 4-248 |
| Photograph 52. | Dan Lee Automobile Showroom Building at 1000 Van Ness Avenue, to the north of ES-10. ....                    | 4-248 |
| Photograph 53. | Van Ness Avenue at Ellis Street, facing northwest. ....  | 4-248 |
| Photograph 54. | Van Ness Avenue at Ellis Street, facing northeast. ....  | 4-248 |
| Photograph 55. | 1153 Bush Street (ES-11). ....   | 4-270 |
| Photograph 56. | Mid-block Bush Street, facing southwest. ....  | 4-270 |
| Photograph 57. | Mid-block Bush Street, facing northeast. ....  | 4-270 |
| Photograph 58. | Saint Francis Memorial Hospital, directly north of ES-11. ....   | 4-270 |
| Photograph 59. | 1153 Bush Street. ....   | 4-275 |
| Photograph 60. | 1153 Bush Street, detail of primary entrance. ....   | 4-275 |
| Photograph 61. | Interior of subject property, with contributing, character-defining interior spaces and features. ....       | 4-276 |
| Photograph 62. | 1080 Bush Street (ES-12). ....   | 4-304 |
| Photograph 63. | Bush Street at Leavensworth Street, facing northeast. ....   | 4-304 |
| Photograph 64. | Mid-block Bush Street, facing northeast. ....  | 4-304 |
| Photograph 65. | Bush Street at Leavensworth Street, facing east. ....  | 4-304 |
| Photograph 66. | 1080 Bush Street. ....   | 4-309 |
| Photograph 67. | 1080 Bush Street, detail of ground level. ....   | 4-310 |
| Photograph 68. | Interior hallway of subject property. ....   | 4-310 |
| Photograph 69. | 860 Sutter Street (ES-13). ....  | 4-332 |
| Photograph 70. | Mid-block Sutter Street, facing southeast, toward 817–831 Sutter Street (ES-14). ....                        | 4-332 |
| Photograph 71. | Mid-block Sutter Street, facing northwest. ....  | 4-332 |
| Photograph 72. | Passengers boarding shuttle at 860 Sutter Street. ....   | 4-332 |
| Photograph 73. | 860 Sutter Street. ....  | 4-337 |
| Photograph 74. | 860 Sutter Street, close up of the upper story windows and projecting parapet on the primary elevation. .... | 4-338 |
| Photograph 75. | Interior lobby of subject property. ....   | 4-338 |
| Photograph 76. | 817–831 Sutter Street (ES-14). ....  | 4-362 |
| Photograph 77. | Mid-block Sutter Street, facing southeast. ....  | 4-362 |
| Photograph 78. | Mid-block Sutter Street, facing northwest toward 860 Sutter Street (ES-13). ....                             | 4-362 |
| Photograph 79. | Main entryway to ES-14. ....   | 4-362 |
| Photograph 80. | 817–831 Sutter Street. ....  | 4-366 |
| Photograph 81. | 817–831 Sutter Street, close up of main entry canopy and sign. ....  | 4-367 |
| Photograph 82. | Interior lobby of subject property. ....   | 4-367 |
| Photograph 83. | 1069 Pine Street (ES-16). ....   | 4-390 |

|                 |  |       |
|-----------------|--|-------|
| Photograph 84.  | Mid-block Pine Street, facing southeast, toward 1055 Pine Street (ES-17)...                                      | 4-390 |
| Photograph 85.  | Rear yard of ES-16. ....   | 4-390 |
| Photograph 86.  | Mid-block Pine Street, facing northeast. ....  | 4-390 |
| Photograph 87.  | 1069 Pine Street.....  | 4-394 |
| Photograph 88.  | South and east façades, 1069 Pine Street. ....   | 4-394 |
| Photograph 89.  | Interior of subject property. ....   | 4-394 |
| Photograph 90.  | 1055 Pine Street (ES-17). ....   | 4-414 |
| Photograph 91.  | Mid-block Pine Street, facing southeast. ....  | 4-414 |
| Photograph 92.  | Mid-block Pine Street, facing northwest. ....  | 4-414 |
| Photograph 93.  | Mid-block Pine Street, facing northeast. ....  | 4-414 |
| Photograph 94.  | 1055 Pine Street.....  | 4-419 |
| Photograph 95.  | 1055 Pine Street, northeast perspective, west elevation. ....  | 4-419 |
| Photograph 96.  | Interior view of the subject property. ....  | 4-420 |
| Photograph 97.  | 620 Sutter Street (ES-20). ....  | 4-442 |
| Photograph 98.  | Mid-block Sutter Street, facing south, toward 625–629 Sutter Street<br>(ES-22). ....                             | 4-442 |
| Photograph 99.  | Mid-block Sutter Street, facing southwest. ....  | 4-442 |
| Photograph 100. | Mid-block Sutter Street, facing northwest.....   | 4-442 |
| Photograph 101. | 620 Sutter Street. ....  | 4-447 |
| Photograph 102. | 620 Sutter Street, detail of main entry.....   | 4-447 |
| Photograph 103. | Interior pool of subject property.....   | 4-448 |
| Photograph 104. | 491 Post Street (ES-23). ....  | 4-474 |
| Photograph 105. | Mid-block Post Street, facing northwest. ....  | 4-474 |
| Photograph 106. | Post Street at Mason Street, facing southwest.....   | 4-474 |
| Photograph 107. | Posted signage on 491 Post St. ....  | 4-474 |
| Photograph 108. | 491 Post Street.....   | 4-479 |
| Photograph 109. | 491 Post Street, Mason Street elevation. ....  | 4-479 |
| Photograph 110. | Interior nave of subject property. ....  | 4-479 |
| Photograph 111. | 77 New Montgomery Street (ES-27).....  | 4-504 |
| Photograph 112. | Mid-block New Montgomery Street, facing northeast, toward the Palace<br>Hotel and Market Street. ....            | 4-504 |
| Photograph 113. | Mid-block New Montgomery Street, facing southwest.....   | 4-504 |
| Photograph 114. | Mid-block Mission Street, facing northeast toward 2 <sup>nd</sup> Street. ....                                   | 4-504 |
| Photograph 115. | 77 New Montgomery Street. ....   | 4-509 |
| Photograph 116. | 77 New Montgomery Street, detail, window and spandrel ornament. ....   | 4-509 |
| Photograph 117. | Interior lobby of subject property.....  | 4-509 |
| Photograph 118. | 180 New Montgomery Street (ES-28).....   | 4-540 |
| Photograph 119. | New Montgomery Street at Natoma Street, facing southwest, toward the<br>San Francisco Museum of Modern Art. .... | 4-540 |
| Photograph 120. | Mid-block Howard Street, facing southwest. ....  | 4-540 |
| Photograph 121. | Blade sign on ES-28. ....  | 4-540 |
| Photograph 122. | 180 New Montgomery Street. ....  | 4-545 |
| Photograph 123. | 180 New Montgomery Street, detail, main entry of the primary elevation. ....                                     | 4-545 |
| Photograph 124. | Interior lobby of subject property.....  | 4-545 |
| Photograph 125. | 58–60 Federal Street (ES-30). ....   | 4-570 |
| Photograph 126. | Federal Street, facing southwest toward 2 <sup>nd</sup> St.....  | 4-570 |
| Photograph 127. | Federal Street, facing southeast toward Delancey Street. ....  | 4-570 |
| Photograph 128. | The rear of ES-30. Federal Street, facing southwest. ....  | 4-570 |
| Photograph 129. | 58–60 Federal Street.....  | 4-574 |
| Photograph 130. | 58–60 Federal Street, detail, main entrance, primary elevation. ....   | 4-574 |



Photograph 131. 58–60 Federal Street, southwestern perspective of the northeastern elevation. ....4-575

Photograph 132. 601 Brannan Street (ES-31). ....4-598

Photograph 133. Rear of ES-31, mid-block Bluxome Street, facing northeast. ....4-598

Photograph 134. Recreation yard at ES-31.....4-598

Photograph 135. Mid-block Brannan Street, facing west toward the Flower Mart. ....4-598

Photograph 136. 460 Townsend Street (ES-33). ....4-624

Photograph 137. Mid-block Townsend St. facing northwest, ES-33 and 466 Townsend Street (ES-34) in the background. ....4-624

Photograph 138. Mid-block Townsend Street, facing northeast.....4-624

Photograph 139. Mid-block Townsend Street, facing southwest toward the Caltrain right-of-way. ....4-624

Photograph 140. 460 Townsend Street. ....4-629

Photograph 141. 460 Townsend Street, detail of secondary elevation. ....4-629

Photograph 142. 466 Townsend Street (ES-34). ....4-650

Photograph 143. Mid-block Townsend Street, facing northeast.....4-650

Photograph 144. Townsend Street at 6<sup>th</sup> Street, facing north.....4-650

Photograph 145. Townsend Street at 6<sup>th</sup> Street facing southeast, toward the Caltrain right-of-way.....4-650

Photograph 146. 466 Townsend Street. ....4-655

Photograph 147. 466 Townsend Street, secondary elevation. ....4-655

Photograph 148. 680 Sutter Street. ....4-681

Photograph 149. 680 Sutter Street, perspective of the north elevation.....4-681

Photograph 150. Interior lobby of subject property.....4-681

Photograph 151. 655 Sutter Street. ....4-691

Photograph 152. 655 Sutter Street, detail of main entry.....4-691

Photograph 153. 655-Sutter Street.....4-692

Photograph 154. 625–629 Sutter Street. ....4-699

Photograph 155. 625–629 Sutter Street, detail of main entry.....4-699

Photograph 156. 625–629 Sutter Street. ....4-700

Photograph 157. 540 Powell Street.....4-709

Photograph 158. 540 Powell Street, perspective of the north elevation. ....4-709

Photograph 159. Interior lobby of subject property.....4-709

Photograph 160. 410 Bush Street. ....4-721

Photograph 161. Pine Street elevation of subject property.....4-721

## Tables

Table 1. Summary of Uses and Required Discretionary Actions for AAU’s Existing Institutional Facilities.....1-5

Table 2. Summary of Uses and Required Discretionary Actions for AAU’s Existing Residential Facilities .....1-7

Table 3. Type of Analysis by Environmental Topic .....3-5

Table 4. San Francisco Population Growth and Housing Demand from AAU Enrollment for 2010 and 2016 .....3-14

Table 5. AAU PM Peak Hour Trip Generation Rates.....3-22

|           |   |       |
|-----------|---|-------|
| Table 6.  | Estimated PM Peak Hour Person Trip Generation at AAU Sites .....  | 3-23  |
| Table 7.  | AAU PM Peak Hour Modal Split Rates.....   | 3-25  |
| Table 8.  | Inbound and Outbound Trip Percentages by AAU Population .....   | 3-26  |
| Table 9.  | Existing Sites PM Peak Hour Person and Vehicle Trips by Mode .....  | 3-27  |
| Table 10. | Muni Downtown Transit Screenlines – PM Peak Hour Outbound .....   | 3-30  |
| Table 11. | Regional Transit Screenlines – PM Peak Hour Outbound .....  | 3-31  |
| Table 12. | Parking Demand (Midday) – Faculty, Staff and Students.....  | 3-34  |
| Table 13. | AAU Fall 2010 Fixed-Route Shuttle Service.....  | 3-39  |
| Table 14. | AAU Spring 2015 Fixed-Route Shuttle Service .....   | 3-40  |
| Table 15. | AAU Fall 2010 Fixed-Route Shuttle Stops.....  | 3-41  |
| Table 16. | AAU Spring 2015 Fixed-Route Shuttle Stops .....   | 3-43  |
| Table 17. | AAU Fall 2010 Shuttle Ridership and Capacity Utilization .....  | 3-44  |
| Table 18. | AAU Spring 2015 Shuttle Ridership.....  | 3-45  |
| Table 19. | Typical Noise Levels from Construction Equipment.....   | 3-48  |
| Table 20. | Federal Transit Administration Impact Criteria – Noise Sensitive Uses .....   | 3-51  |
| Table 21. | Construction Emissions from a Representative Site .....   | 3-54  |
| Table 22. | Combined Emissions at 23 Existing AAU Sites .....   | 3-57  |
| Table 23. | Cumulative Year 2010 Emissions at 23 Existing AAU Sites .....   | 3-58  |
| Table 24. | Cumulative Year 2016 Emissions at 23 Existing AAU Sites .....   | 3-58  |
| Table 25. | Study Area Shuttle Emissions by Bus Stop .....  | 3-60  |
| Table 26. | Recommended Conditions of Approval for AAU Existing Sites.....  | 4-2   |
| Table 27. | 2340 Stockton Street – Muni Transit Line Analysis at Maximum Load Point<br>(MLP): Existing Weekday PM Peak Hour.....                | 4-32  |
| Table 28. | 2340 Stockton Street – On-Street Parking Supply and Occupancy (Midday Peak)...  | 4-35  |
| Table 29. | 2340 Stockton Street – Off-Street Parking Supply .....  | 4-36  |
| Table 30. | 2340 Stockton Street Operational Emissions .....  | 4-38  |
| Table 31. | 2295 Taylor Street – Muni Service Frequencies and Capacity Utilization at<br>Maximum Load Point: Weekday PM Peak Hour.....          | 4-57  |
| Table 32. | 2295 Taylor Street – On-Street Parking Supply and Occupancy (Midday Peak) .....   | 4-60  |
| Table 33. | 2295 Taylor Street (ES-2) Operational Emissions.....  | 4-63  |
| Table 34. | 1727 Lombard Street – Muni Service Frequencies and Capacity Utilization at<br>Maximum Load Point: Weekday PM Peak Hour.....         | 4-86  |
| Table 35. | 1727 Lombard Street – On-Street Parking Supply and Occupancy (Midday Peak) .....  | 4-90  |
| Table 36. | 1727 Lombard Street – Off-Street Parking Supply .....   | 4-90  |
| Table 37. | 1727 Lombard Street (ES-3) Operational Emissions.....   | 4-93  |
| Table 38. | 2211 Van Ness Avenue – Muni Service Frequencies and Capacity Utilization at<br>Maximum Load Point: Weekday PM Peak Hour.....        | 4-113 |
| Table 39. | 2211 Van Ness Avenue – On-Street Parking Supply and Occupancy<br>(Midday Peak).....   | 4-118 |
| Table 40. | 2211 Van Ness Avenue– Off-Street Parking Supply .....   | 4-118 |
| Table 41. | 2211 Van Ness Avenue (ES-4) Operational Emissions .....   | 4-121 |
| Table 42. | 2209 Van Ness Avenue – Muni Service Frequencies and Capacity Utilization at<br>Maximum Load Point: Weekday PM Peak Hour.....        | 4-143 |
| Table 43. | 2209 Van Ness Avenue – On-Street Parking Supply and Occupancy<br>(Midday Peak).....   | 4-147 |
| Table 44. | 2209 Van Ness Avenue– Off-Street Parking Supply .....   | 4-147 |
| Table 45. | 2209 Van Ness Avenue (ES-5) Operational Emissions .....   | 4-150 |
| Table 46. | 2151 Van Ness Avenue (ES-6) – Muni Service Frequencies and Capacity<br>Utilization at Maximum Load Point: Weekday PM Peak Hour..... | 4-174 |

|           |  |       |
|-----------|--|-------|
| Table 47. | 2151 Van Ness Avenue – On-Street Parking Supply and Occupancy (Midday Peak).....   | 4-178 |
| Table 48. | 2151 Van Ness Avenue (ES-6) Operational Emissions .....  | 4-180 |
| Table 49. | 1849 Van Ness Avenue – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....          | 4-205 |
| Table 50. | 1849 Van Ness Avenue – On-Street Parking Supply and Occupancy (Midday Peak).....   | 4-209 |
| Table 51. | 1849 Van Ness Avenue – Off-Street Parking Supply .....   | 4-209 |
| Table 52. | 1849 Van Ness Avenue (ES-8) Operational Emissions .....  | 4-212 |
| Table 53. | 1916 Octavia Street – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....           | 4-232 |
| Table 54. | 1916 Octavia Street (ES9) – On-Street Parking Supply and Occupancy (Midday Peak).....  | 4-235 |
| Table 55. | 1916 Octavia Street (ES-9) Operational Emissions .....   | 4-238 |
| Table 56. | 950 Van Ness Avenue – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....           | 4-254 |
| Table 57. | 950 Van Ness Avenue – On-Street Parking Supply and Occupancy (Midday Peak).....  | 4-257 |
| Table 58. | 950 Van Ness Avenue – Off-Street Parking Supply .....  | 4-258 |
| Table 59. | 950 Van Ness Avenue (ES-10) Operational Emissions .....  | 4-260 |
| Table 60. | 1153 Bush Street – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....              | 4-284 |
| Table 61. | 1153 Bush Street – On-Street Parking Supply and Occupancy (Midday Peak).....   | 4-290 |
| Table 62. | 1153 Bush Street – Off-Street Parking Supply .....   | 4-291 |
| Table 63. | 1153 Bush Street (ES-11) Operational Emissions .....   | 4-293 |
| Table 64. | 1080 Bush Street (ES-12) – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....      | 4-317 |
| Table 65. | 1080 Bush Street (ES-12) Operational Emissions .....   | 4-332 |
| Table 66. | 860 Sutter Street (ES-13)– Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....      | 4-345 |
| Table 67. | 860 Sutter Street (ES-13) Operational Emissions .....  | 4-352 |
| Table 68. | 817-831 Sutter Street (ES-14) – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour..... | 4-374 |
| Table 69. | 817–831 Sutter Street (ES-14) Operational Emissions .....  | 4-380 |
| Table 70. | 1069 Pine Street (ES-16)– Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....       | 4-399 |
| Table 71. | 817–832 Sutter Street (ES-16) Operational Emissions .....  | 4-403 |
| Table 72. | 1055 Pine Street (ES-17) – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....      | 4-424 |
| Table 73. | 1055 Pine Street (ES-17) Operational Emissions.....  | 4-431 |
| Table 74. | 620 Sutter Street (ES-20) – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....     | 4-455 |
| Table 75. | 620 Sutter Street (ES-20) Operational Emissions .....  | 4-462 |
| Table 76. | 491 Post Street (ES-23) – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....       | 4-488 |
| Table 77. | 491 Post Street (ES-23) Operational Emissions.....   | 4-493 |
| Table 78. | 77 New Montgomery Street – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour.....      | 4-520 |
| Table 79. | 77 New Montgomery Street – On-Street Parking Supply and Occupancy (Midday Peak).....   | 4-524 |

Table 80. 77 New Montgomery Street – Off-Street Parking Supply .....4-525

Table 81. 77 New Montgomery Street (ES-27) Operational Emissions .....4-529

Table 82. 180 New Montgomery Street (ES-28) – Muni Service Frequencies and Capacity  
Utilization at Maximum Load Point: Weekday PM Peak Hour.....4-553

Table 83. 180 New Montgomery Street – On-Street Parking Supply and Occupancy  
(Midday Peak).....4-556

Table 84. 180 New Montgomery Street (ES-28) Operational Emissions .....4-560

Table 85. 58-60 Federal Street (ES-30) – Muni Service Frequencies and Capacity  
Utilization at Maximum Load Point: Weekday PM Peak Hour.....4-580

Table 86. 58-60 Street – On-Street Parking Supply and Occupancy (Midday Peak) .....4-585

Table 87. 58-60 Federal Street – Off-Street Parking Supply .....4-585

Table 88. 58–60 Federal Street (ES-30) Operational Emissions.....4-588

Table 89. 601 Brannan Street (ES-31) – Muni Service Frequencies and Capacity  
Utilization at Maximum Load Point: Weekday PM Peak Hour.....4-606

Table 90. 601 Brannan Street – On-Street Parking Supply and Occupancy (Midday Peak) ...4-610

Table 91. 601 Brannan Street – Off-Street Parking Supply .....4-610

Table 92. 601 Brannan Street (ES-31) Operational Emissions .....4-613

Table 93. 460 Townsend Street – Muni Service Frequencies and Capacity Utilization at  
Maximum Load Point: Weekday PM Peak Hour.....4-634

Table 94. 460 Townsend Street (ES-33) Operational Emissions .....4-639

Table 95. 466 Townsend Street – Muni Service Frequencies and Capacity Utilization at  
Maximum Load Point: Weekday PM Peak Hour.....4-660

Table 96. 466 Townsend Street (ES-34) Operational Emissions .....4-666

# List of Acronyms

|                 |   |                   |  |
|-----------------|---|-------------------|--|
| AAU             | Academy of Art University                   | NCD               | Neighborhood Commercial District                 |
| ABAG            | Association of Bay Area Governments         | NO <sub>x</sub>   | nitrogen oxides                                  |
| ACM             | asbestos containing material                | NOP               | Notice of Preparation                            |
| ACS             | American Community Survey                   | NPDES             | National Pollutant Discharge Elimination System  |
| ADA             | Americans with Disabilities Act of 1990     | NRHP              | National Register of Historic Places             |
| AM              | ante meridiem                               | PCB               | polychlorinated biphenyl                         |
| AQTR            | Air Quality Technical Report                | PDA               | Priority Development Area                        |
| BAAQMD          | Bay Area Air Quality Management District    | PM                | post meridiem                                    |
| BART            | Bay Area Rapid Transit                      | PM <sub>2.5</sub> | particulate matter, 2.5 microns or less in width |
| BRT             | Bus Rapid Transit                           | PM <sub>10</sub>  | particulate matter, 10 microns or less in width  |
| CEQA            | California Environmental Quality Act        | PTA               | Permit to Alter                                  |
| City            | City and County of San Francisco            | pounds/day        | pounds per day                                   |
| CMP             | Congestion Management Program               | ROSE              | Recreation and Open Space Element                |
| COA             | Certificate of Appropriateness              | RPD               | San Francisco Recreation and Park Department     |
| CRHR            | California Register of Historical Resources | ROG               | reactive organic gases                           |
| CU              | conditional use                             | SFDPH             | San Francisco Department of Public Health        |
| dBA             | A-weighted decibel                          | SFFD              | San Francisco Fire Department                    |
| EIR             | Environmental Impact Report                 | SFMOMA            | San Francisco Museum of Modern Art               |
| ES              | existing site                               | SFMTA             | San Francisco Municipal Transit Agency           |
| ESA             | Environmental Site Assessment               | SFPD              | San Francisco Police Department                  |
| ESTM            | Existing Sites Technical Memorandum         | SFPL              | San Francisco Public Library                     |
| FEMA            | Federal Emergency Management Agency         | SFPUC             | San Francisco Public Utilities Commission        |
| FHWA            | Federal Highway Administration              | SFUSD             | San Francisco Unified School District            |
| FTA             | Federal Transit Administration              | SOIS              | Secretary of the Interior Standards              |
| GHG             | greenhouse gas                              | SoMa              | South of Market                                  |
| HMBP            | Hazardous Materials Business Plan           | SOV               | single-occupancy vehicle                         |
| HMUPA           | Hazardous Materials Unified Program Agency  | SRO               | single-room occupancy                            |
| HPC             | Historic Preservation Commission            | TAC               | toxic air contaminant                            |
| HRA             | Health Risk Assessment                      | TDM               | Transportation Demand Management                 |
| HVAC            | heating, ventilating, and air conditioning  | TDIF              | Transportation Impact Development Fee            |
| ITE             | Institute of Transportation Engineers       | TSP               | Transportation Sustainability Fee                |
| L <sub>dn</sub> | day-night average sound level               | UCSF              | University of California San Francisco           |
| L <sub>eq</sub> | equivalent continuous noise level           | UMB               | unreinforced masonry building                    |
| LBP             | lead-based paint                            | USEPA             | United States Environmental Protection Agency    |
| LED             | light-emitting diode                        | UST               | underground storage tank                         |
| MLP             | maximum load point                          | VdB               | vibration decibel                                |
| MTS             | Metropolitan Transportation System          | YWCA              | Young Women's Christian Association              |
| Muni            | San Francisco Municipal Railway             |                   |  |

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# 1. INTRODUCTION

## 1.1. BACKGROUND

Academy of Art University (AAU) was established in San Francisco in 1929. AAU is a private postsecondary academic institution that occupies buildings throughout the City (predominately in the northeast quadrant) for its existing art and design programs. Since its founding, AAU has expanded its urban campus to 40 locations throughout San Francisco. As of September 2010, when the City and County of San Francisco (the City) published the Notice of Preparation (NOP) for the *Academy of Art University Project Draft Environmental Impact Report (EIR)*, AAU occupied 34 buildings, which are referred to in this Existing Sites Technical Memorandum (ESTM) as the “existing sites.” These 34 buildings are evaluated in this ESTM. AAU occupied or proposed changes to five additional sites, and one additional site was identified, after the NOP was published. Those six sites are addressed separately in the *Academy of Art University Project Draft EIR*, and are not discussed further in this document.<sup>1,2</sup>

AAU typically changed the uses in the existing buildings it occupies and made tenant improvements. Changes in land uses and tenant improvements, including the addition of signage, are actions that are typically approved by the San Francisco Planning Department (Planning Department) or Planning Commission on a case-by-case basis through conditional use (CU) authorizations, building permits, or approvals authorized by other provisions of the San Francisco Planning Code (Planning Code). However, AAU changed uses or made improvements in 28 of the 34 existing sites without obtaining the necessary approvals. Of these 28, eight require legislative amendments and associated CU authorizations and building permits, nine require CU authorizations and associated building permits, and six require building permits only for a change in use. The remaining five sites are Article 10 or Article 11 properties that do not require approvals for a change in use, but must be evaluated for effects on historical resources, requiring either Permits to Alter (PTA) or Certificates of Appropriateness (COA) from the Historic Preservation Commission. Five of the existing sites that require a building permit also require review by the Historic Preservation Commission for either a PTA or a COA, for a total of 10 sites to be reviewed by the Historic Preservation Commission. All existing sites that are Category A properties will receive historic preservation design review. Category A properties are historical resources listed on or formally determined to be eligible for the California Register of Historic Resources, historical resources listed on adopted local registers, or properties that have been determined to appear or that may become eligible for the California Register of Historic Places.

Six of the 34 existing sites require no discretionary City approvals because AAU’s occupation did not result in a change of use and no tenant improvements were made that required discretionary approval from the Planning Department. From 2007 to 2014, AAU applied for required building permits and/or CU authorizations for 21 of the existing sites. With respect to the eight sites

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<sup>1</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, Case No. 2008.0586E, February 25, 2015.

<sup>2</sup> The six sites analyzed in the Draft EIR are 2801 Leavenworth Street, 700 Montgomery Street, 625 Polk Street, 150 Hayes Street, 121 Wisconsin Street, and 2225 Jerrold Street.

requiring Planning Code legislative amendments, one site (601 Brannan Street) would require an amendment to permit educational services in the SALI (Service/Arts/Light Industrial) Zoning District, and seven sites would require an amendment to the Student Housing Legislation to permit use as student housing at AAU existing buildings that were previously permitted and used as non-student housing.<sup>3</sup> AAU has filed applications for all required legislative amendments as of May 2016.

## 1.2. AAU'S EXISTING SITES

As of May 2016, AAU's 34 existing buildings contained approximately 1,518,796 square feet of institutional and residential uses. Of these 34 existing sites, 28 properties require one or more discretionary approvals from the Planning Department and Board of Supervisors.<sup>4</sup> Eight of the 34 properties contain uses that are not permitted by the Planning Code. Legislative amendments would be required for these eight sites to allow the conversion of residential uses to student housing (Planning Code Section 317(f)(1), and to allow educational services in the SALI (Service/Arts/Light Industrial) Zoning District. Seventeen of the 34 sites require CU authorization and 23 require building permits. Thus, most of the 28 properties require more than one approval action. Ten of the 28 existing sites are Article 10 or Article 11 buildings<sup>5</sup> that require review to determine whether a COA or a PTA should be issued for exterior or interior alterations; five of these ten sites would not require approval of a change of use. Six of the 34 sites do not require any discretionary approvals because the uses either were previously approved or were not subject to any discretionary review. This document evaluates the 28 existing sites that require some type of discretionary review and approval; however, to provide the context for all of AAU's existing operations, the six additional sites that do not require any City review or permits are taken into consideration and discussed where appropriate, such as in some of the combined and cumulative analyses in Chapter 3.

Figure 1, Existing AAU Campus Sites, p. 1-4, shows the location of these existing sites. Table 1, Summary of Uses and Required Discretionary Actions for AAU's Existing Institutional Facilities, pp. 1-5 to 1-6, and Table 2, Summary of Uses and Required Discretionary Actions for AAU's Existing Residential Facilities, pp. 1-7 to 1-8, list each building and note the square footage

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<sup>3</sup> The seven buildings that would require an amendment to the Student Housing Legislation are those at 2211 Van Ness Avenue, 2209 Van Ness Avenue, 1916 Octavia Street, 1153 Bush Street, 1080 Bush Street, 860 Sutter Street, and 1055 Pine Street. All are listed in Table 2 on pp. 1-7 to 1-8 below.

<sup>4</sup> Actions by the Planning Commission to review and approve CUs under Planning Code Sections 303 and 304, actions by the Historic Preservation Commission to approve Certificates of Appropriateness and Permits to Alter (Planning Code Section 1006), and actions by the Board of Supervisors to approve amendments to the Planning Code are discretionary actions. In addition, the Planning Commission has the discretion to review any building permit application pursuant to Planning Code Sections 311(d) and 312(e). While Planning Department staff typically carry out review of building permits, as delegated by the Commission, the Commission may choose to consider a building permit at one of its public meetings. The process of Planning Commission consideration of a building permit is called "Discretionary Review."

<sup>5</sup> As of 2015, Planning Code Article 10 identifies 269 landmark structures and 13 historic districts within the City; collectively, the landmark structures and historic districts are referred to as Article 10 resources. Article 10 seeks to preserve and protect cultural resources that embody the architecture, history, and cultural heritage of the City. Planning Code Article 11 identifies six conservation districts that are located exclusively in San Francisco's downtown core area. Unlike the Article 10 historic districts, which recognize historic and cultural significance, Article 11 conservation districts seek to designate and protect buildings based on architectural quality and contribution to the environment.



occupied by AAU, the year the building was occupied by AAU, the building capacity, the Zoning District, the building's permitted use prior to AAU, the change in use, AAU's current use, and the entitlement(s) required. As shown in Figure 1, which shows all 34 existing sites, 17 of AAU's facilities are institutional and 17 facilities are residential. In Section 4.1, Individual Site Assessments, the individual site assessments are presented by "existing site number" (ES-1, ES-2, etc.), as identified in Table 1, Table 2, and Figure 1.

AAU expanded its operations to the existing 34 sites by occupying existing buildings and changing the uses to house AAU's operations, either for institutional use (including art studios, classrooms, and administrative offices) or residential use (for student housing and associated offices). Many of the AAU institutional buildings were previously used for retail, offices, schools, commercial uses, light industrial (production, distribution, and repair use), or churches. AAU residential buildings were converted from tourist hotels, residential hotels, group-housing, apartments, or other types of housing uses to student housing. Upon the occupation and change in use of AAU's existing buildings, AAU completed tenant improvements and life safety upgrades, typically including interior construction (drywall, paint, and lighting), security system installation, fire sprinkler/fire alarm upgrades, exterior signage, installed mechanical equipment, and, in limited cases, the addition (or replacement) of exterior lighting. AAU also replaced windows, installed awnings, and/or conducted seismic retrofit work in limited circumstances.

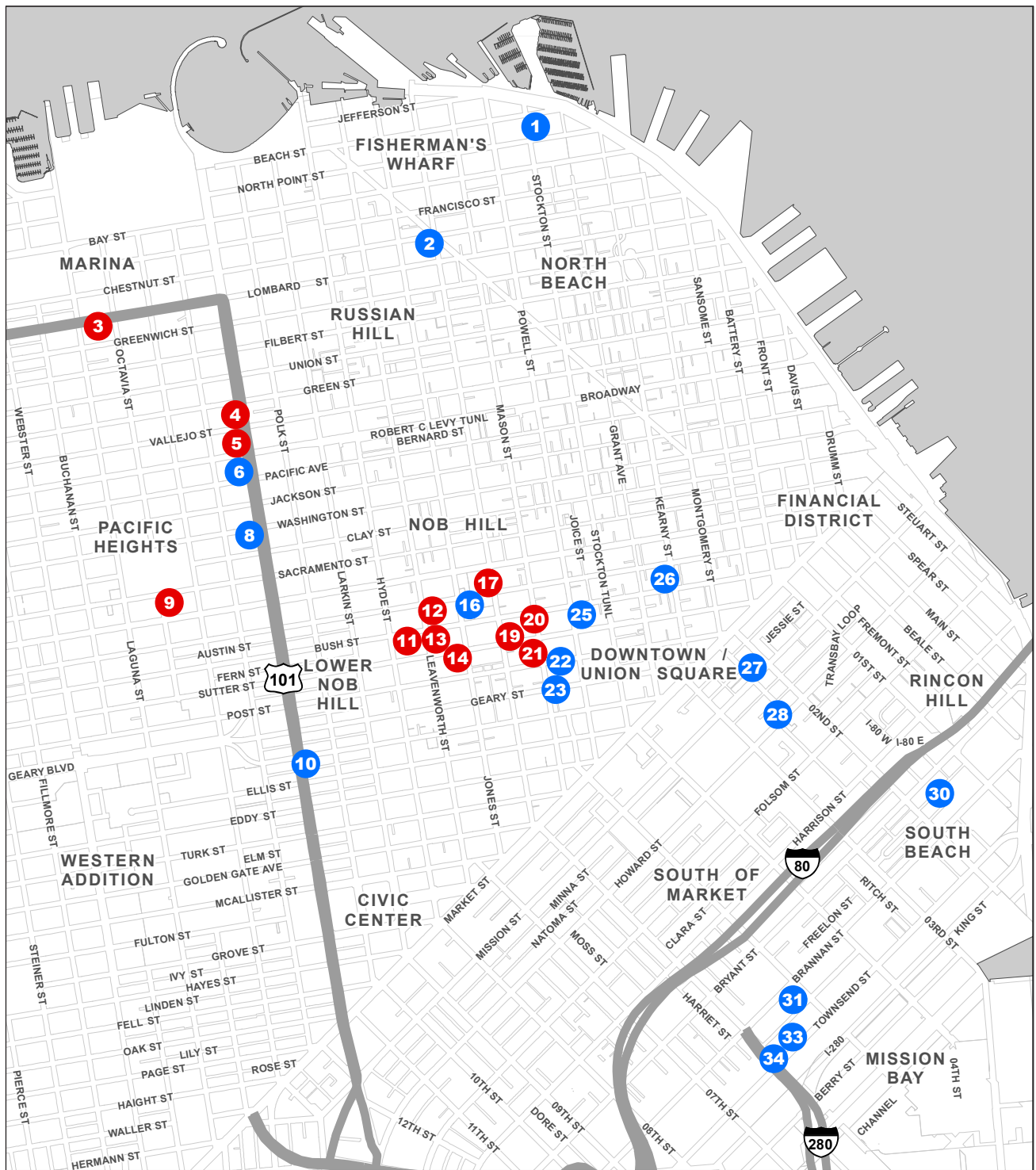
In 2010, AAU had an enrollment of 11,182 on-site students and employed 1,294 faculty and 997 staff. In addition to on-site students, AAU had an enrollment of 6,529 students who took classes online in 2010. Approximately 3,207 AAU students (18 percent) were hybrid students, or students who take classes both at AAU facilities and online; these students are included in the total enrollment figure of on-site students. In 2016, AAU has an enrollment of 8,649 on-site students and employs 1,031 faculty and 923 staff.<sup>6</sup> The ESTM only analyzes on-site students and employees because they would result in any of the physical impacts on the environment that may have occurred from AAU's occupation and changes in use.

As of the 2016 spring semester, approximately 781 units or rooms are available at the 17 residential facilities with a total of approximately 1,810 beds. In the spring 2010 semester, 1,319 bed spaces were occupied by students, 61 were occupied by faculty, and 123 were used for "other uses," leaving approximately 280 bed spaces available. The "other uses" associated with bed spaces included recreation rooms, study rooms, offices for AAU housing staff, temporary housing for AAU visitors, and permanent non-AAU tenants. In all, 14 non-AAU permanent tenants currently reside in six of AAU's residential locations.<sup>7</sup> These permanent tenants lived in the buildings when they were occupied by AAU and chose to continue residence when the buildings were subsequently changed to student housing use.

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<sup>6</sup> Academy of Art University, *2015 Update to Academy of Art University's Institutional Master Plan*, submitted November 17, 2015, p. 9.

<sup>7</sup> Non-AAU residents currently occupy units at 1080 Bush Street (ES-12), 1900 Jackson Street (ES-7), 736 Jones Street (ES-15), 560 Powell Street (ES-24), 680 Sutter Street (ES-19), and 860 Sutter Street (ES-13).



**Existing Sites and Land Uses**

- Institutional
- Residential

Source: Academy of Art University (2016)



**AAU EXISTING SITES TECHNICAL MEMORANDUM**

**FIGURE 1: EXISTING AAU CAMPUS SITES**

**Table 1. Summary of Uses and Required Discretionary Actions for AAU's Existing Institutional Facilities**

| Existing Site | Address                                      | AAU Use in Building (Square Footage) | Year Occupied by AAU | Capacity (2016)   | Zoning District & Special Use District  | Permitted Use Prior to AAU Occupation     | Change in Use  | Current Use (2016)  | Required Entitlements                                |                           |                       |   |
|---------------|--|--------------------------------------|----------------------|---|---|---|--|---|--|---------------------------|-----------------------|---|
|               |  |                                      |                      |   |   |   |  |   | CU Authorization                                     | Building Permit           | Legislative Amendment | Certificate of Appropriateness/ Permit to Alter |
| ES-1          | 2340 Stockton Street                         | 44,530                               | 1991                 | 391 (380 students, 11 faculty/staff)  | C-2 (Community Business)<br>WR-2 (Waterfront Special Use District No. 2)  | Otis Elevator offices (office)            | Office to postsecondary educational institution                | Classrooms (16), labs, art studios, offices, student and faculty lounges  |  | Planning Code Section 171 |                       |   |
| ES-2          | 2295 Taylor Street (aka 701 Chestnut Street) | 10,440                               | 2003                 | 10 (8 students, 2 faculty/staff)  | North Beach Neighborhood Commercial District<br>North Beach Special Use District  | Clothing store (retail)                   | Retail to postsecondary educational institution                | Graduate studios, office  | Planning Code Sections 178(e)(5), 722.56             | Planning Code Section 171 |                       |   |
| ES-6          | 2151 Van Ness Avenue                         | 27,912                               | 2005                 | 989 (Note that in 2016 approximately 20 students use this building daily)                         | RC-4 (Residential-Commercial-Combined, High-Density)<br>Van Ness Special Use District   | St. Brigid Church (religious institution) | Religious institution to postsecondary educational institution | Auditorium, classrooms (3), art studios   | Planning Code Section 303, pursuant to Section 209.1 | Planning Code Section 171 |                       |   |
| ES-8          | 1849 Van Ness Avenue*                        | 107,908                              | 1998                 | 695 (645 students, 50 faculty/staff)  | RC-4 (Residential-Commercial-Combined, High-Density)<br>Van Ness Special Use District   | Furniture store (retail)                  | Retail to postsecondary educational institution                | Classrooms (39), labs, art studios, offices, student and faculty lounges, classic vehicle museum, reception space | Planning Code Section 303, pursuant to Section 209.3 | Planning Code Section 171 |                       |   |
| ES-10         | 950 Van Ness Avenue / 963 O'Farrell Street   | 50,700                               | 2009                 | 7 staff   | RC-4 (Residential-Commercial-Combined, High-Density)<br>Van Ness Automotive Special Use District<br>Van Ness Special Use District | Automobile dealership (automobile sales)  | Retail (automobile sales) to an institution (museum)           | Classic vehicle museum, storage, offices  | Planning Code Section 303, pursuant to Section 209.3 | Planning Code Section 171 |                       |   |
| ES-16         | 1069 Pine Street                             | 1,875                                | 2000                 | 199   | RM-4 (Residential, Mixed, High Density)<br>Nob Hill Special Use District  | Retail                                    | Retail to postsecondary educational institution                | Recreation  | Planning Code Section 303, pursuant to Section 209.2 | Planning Code Section 171 |                       |   |
| ES-18         | 740 Taylor Street                            | 9,100                                | 1990                 | 99 (84 students, 15 faculty/staff)  | RC-4 (Residential-Commercial-Combined, High-Density)  | School, commercial store                  | None   | Classrooms (5), labs, art studios, offices  |  |                           |                       |   |
| ES-22         | 625-629 Sutter Street                        | 26,322                               | 1968                 | 155 (120 students, 35 faculty/staff)  | C-3-G (Downtown General Commercial)   | June Terry School (school)                | None   | Classrooms (6), labs, art studios, offices, gallery, darkroom   |  |                           |                       | Article 11                                      |
| ES-23         | 491 Post Street                              | 37,730                               | 2002                 | 1,063 (Note that in 2016 approximately 124 students and 25 faculty/staff use this building daily) | C-3-G (Downtown General Commercial)   | Church                                    | Religious institution to postsecondary educational institution | Auditorium, classrooms (7), offices   |  | Planning Code Section 171 |                       | Article 10                                      |
| ES-25         | 540 Powell Street                            | 30,900                               | 1977                 | 313 (288 students, 25 faculty/staff)  | C-3-R (Downtown Retail)   | School, Erotic Art Museum, and hotel      | None   | Classrooms (13), labs, art studios, offices, art store  |  |                           |                       | Article 11                                      |
| ES-26         | 410 Bush Street                              | 43,557                               | 1994                 | 264 (229 students, 35 faculty/staff)  | C-3-O (Downtown Office)   | School, United Way offices (office)       | None   | Classrooms (13), labs, art studios, offices, gallery  |  |                           |                       | Article 11                                      |

| Existing Site                                  | Address   | AAU Use in Building (Square Footage) | Year Occupied by AAU | Capacity (2016)                                  | Zoning District & Special Use District                                    | Permitted Use Prior to AAU Occupation  | Change in Use   | Current Use (2016)  | Required Entitlements                         |                           |                              |   |
|--|---|--------------------------------------|----------------------|--|---|--|---|---|---|---------------------------|------------------------------|---|
|  |   |                                      |                      |  |   |  |   |   | CU Authorization                              | Building Permit           | Legislative Amendment        | Certificate of Appropriateness/ Permit to Alter |
| ES-27  | 77 New Montgomery Street (aka 79 New Montgomery Street) | 147,509                              | 1996                 | 908 (741 students, 167 faculty/staff)            | C-3-O(SD) (Downtown Office - Special Development)                         | Office                                 | Office to postsecondary educational institution               | Administrative offices, classrooms (31), labs, art studios, gallery, theater        |   | Planning Code Section 171 |                              | Article 11                                      |
| ES-28  | 180 New Montgomery Street                               | 190,066                              | 1995                 | 1,716 (1,430 students, 286 faculty/staff)        | C-3-O(SD) (Downtown Office - Special Development)                         | Pacific Bell offices (office)          | Office to postsecondary educational institution               | Classrooms (73), labs, art studios, library, offices, café                          |   | Planning Code Section 171 |                              | Article 11                                      |
| ES-30  | 58-60 Federal Street                                    | 91,522                               | 2002                 | 636 (595 students, 41 faculty/staff)             | MUO (Mixed Use - Office)  | Office                                 | Office to educational services                                | Classrooms (25), labs, art studios, offices, art store, student and faculty lounges |   | Planning Code Section 171 |                              | Article 10                                      |
| ES-31  | 601 Brannan Street                                      | 73,666                               | 2007                 | 575 (514 students, 61 faculty/staff)             | SALI (Service/Arts/Light Industrial)<br>Western SoMa Special Use District | Digital Think offices (office)         | Office to educational services                                | Classrooms (37), library, labs, art studios, recreation                             | Planning Code Section 823(c)                  | Planning Code Section 171 | Planning Code Section 846.32 |   |
| ES-33 <sup>1</sup>                             | 460 Townsend Street*                                    | 25,920                               | 2009                 | 129 (114 students, 15 faculty/staff)             | WMUO (WSoMa Mixed Use-Office)<br>Western SoMa Special Use District        | Industrial/Wholesale                   | Industrial/wholesale to educational services                  | Classrooms (6), art studios, student and faculty lounges                            | Planning Code Section 303, pursuant to 845.32 | Planning Code Section 171 |                              |   |
| ES-34 <sup>1</sup>                             | 466 Townsend Street*                                    | 113,436                              | 2005                 | 740 (675 students, 65 faculty/staff)             | WMUO (WSoMa Mixed Use-Office)<br>Western SoMa Special Use District        | Internet service exchange (industrial) | Industrial/internet services exchange to educational services | Classrooms (32), labs, art studios, student and faculty lounges, art store          | Planning Code Section 303, pursuant to 845.32 | Planning Code Section 171 |                              |   |
| <b>Capacity Total</b>                          |   | <b>1,033,093</b>                     | -                    | <b>8,683 (7,865 students, 818 faculty/staff)</b> |   |  |   |   |   |                           |                              |   |
| <b>Capacity of Evaluated Sites<sup>2</sup></b> |   | <b>923,214</b>                       | -                    | <b>7,852 (7,144 students, 708 faculty/staff)</b> |   |  |   |   |   |                           |                              |   |

Notes:  
 \* = Category A property that would undergo historic preservation design review.  
<sup>1</sup> Properties at 460 and 466 Townsend Street contain Production, Distribution, and Repair (PDR) uses. The Urgency Ordinance adopted by the Board of Supervisors on December 8, 2014, provides an extension of the interim PDR Conversion moratorium. The moratorium prohibits the conversion of PDR uses in the proposed Central SoMa Plan Area. If permanent controls do not permit institutional uses within the WSoMa Mixed Use-Office District, a legislative amendment to the Planning Code would be the only path for legalization.  
<sup>2</sup> The capacity of the evaluated sites is the aggregate of the 28 existing sites that are analyzed in this ESTM.

Sources: AAU, 2011 Institutional Master Plan, 2011; AAU, 2015 Institutional Master Plan Update, 2015; and San Francisco Planning Department, Academy of Art University Project Draft EIR, February 2015.

**Table 2. Summary of Uses and Required Discretionary Actions for AAU's Existing Residential Facilities**

| Existing Site | Address                | AAU Use in Building (square footage) | Year Occupied by AAU | Capacity | Zoning District & Special Use District   | Permitted Use Prior to AAU Occupation                      | Change in Use  | Current Use                                | Required Entitlements                                |                           |                                 |   |
|---------------|------------------------|--------------------------------------|----------------------|----------|--|--|--|--|--|---------------------------|---------------------------------|---|
|               |                        |                                      |                      |          |  |  |  |  | CU Authorization                                     | Building Permit           | Legislative Amendment           | Certificate of Appropriateness/ Permit to Alter |
| ES-3          | 1727 Lombard Street*   | 16,371                               | 2007                 | 81 beds  | NC-3 (Moderate-Scale Neighborhood Commercial)<br>RH-2 (Residential, House, Two-Family) | Tourist motel (52 rooms)                                   | Tourist motel to student housing (group housing for a postsecondary educational institution)                   | 52 group-housing rooms                     | Planning Code Section 303, pursuant to Section 209.1 | Planning Code Section 171 |                                 |   |
| ES-4          | 2211 Van Ness Avenue   | 5,076                                | 2005                 | 20 beds  | RC-3 (Residential-Commercial, Medium Density)  | Dwelling units (2 units) and ground-floor commercial       | Dwelling units and commercial to student housing (group housing for a postsecondary educational institution)   | 3 dwelling units and 8 group-housing rooms | Planning Code Section 303, pursuant to Section 209.3 | Planning Code Section 171 | Planning Code Section 317(f)(1) |   |
| ES-5          | 2209 Van Ness Avenue*  | 11,897                               | 1998                 | 56 beds  | RC-3 (Residential-Commercial, Medium Density)  | Dwelling unit (1 unit)                                     | Dwelling unit to student housing (group housing for a postsecondary educational institution)                   | 22 group-housing rooms                     | Planning Code Section 303, pursuant to Section 209.3 | Planning Code Section 171 | Planning Code Section 317(f)(1) |   |
| ES-7          | 1900 Jackson Street    | 10,798                               | 1997                 | 28 beds  | RH-2 (Residential, House, Two-Family)  | Dwelling units (9 units)                                   | None   | Dwelling units (9 units)                   |  |                           |                                 |   |
| ES-9          | 1916 Octavia Street    | 13,171                               | 1996                 | 47 beds  | RH-2 (Residential, House, Two-Family)  | Residential hotel (22 rooms)                               | Residential hotel to student housing (group housing for a postsecondary educational institution)               | 22 group-housing rooms                     | Planning Code Section 303, pursuant to 209.1         | Planning Code Section 171 | Planning Code Section 317(f)(1) |   |
| ES-11         | 1153 Bush Street*      | 10,456                               | 1998                 | 37 beds  | RC-4 (Residential-Commercial-Combined, High-Density)                                   | Dwelling unit (1 unit) and residential hotel (14 rooms)    | Dwelling unit and group housing to student housing (group housing for a postsecondary educational institution) | 15 group-housing rooms                     | Planning Code Section 303, pursuant to 209.3         | Planning Code Section 171 | Planning Code Section 317(f)(1) |   |
| ES-12         | 1080 Bush Street*      | 24,528                               | 1999                 | 122 beds | RC-4 (Residential-Commercial-Combined, High-Density)                                   | Dwelling units (42 units) and residential hotel (15 rooms) | Residential hotel to student housing (group housing for a postsecondary educational institution)               | 42 dwelling units, 15 group-housing rooms  | Planning Code Section 303, pursuant to Section 209.3 | Planning Code Section 171 | Planning Code Section 317(f)(1) |   |
| ES-13         | 860 Sutter Street*     | 35,292                               | 2003                 | 184 beds | RC-4 (Residential-Commercial-Combined, High-Density)                                   | Tourist hotel (39 rooms) and residential hotel (50 rooms)  | Tourist and residential hotel to student housing (group housing for a postsecondary educational institution)   | 89 group-housing rooms, café               | Planning Code Section 303, pursuant to Section 209.3 | Planning Code Section 171 | Planning Code Section 317(f)(1) |   |
| ES-14         | 817-831 Sutter Street* | 51,990                               | 2006                 | 222 beds | RC-4 (Residential-Commercial-Combined, High-Density)                                   | Tourist hotel (114 rooms)                                  | Tourist hotel to student housing (group housing for a postsecondary educational institution)                   | 114 group-housing rooms                    | Planning Code Section 303, pursuant to Section 209.3 | Planning Code Section 171 |                                 |   |

| Existing Site                                  | Address               | AAU Use in Building (square footage) | Year Occupied by AAU | Capacity                      | Zoning District & Special Use District                                    | Permitted Use Prior to AAU Occupation    | Change in Use  | Current Use   | Required Entitlements                         |                           |                                 |   |
|--|-----------------------|--------------------------------------|----------------------|-------------------------------|---|--|--|---|---|---------------------------|---------------------------------|---|
|  |                       |                                      |                      |                               |   |  |  |   | CU Authorization                              | Building Permit           | Legislative Amendment           | Certificate of Appropriateness/ Permit to Alter |
| ES-15  | 736 Jones Street      | 20,321                               | 1994                 | 70 beds                       | RC-4 (Residential-Commercial-Combined, High-Density)                      | Dwelling units (34 units)                | None   | Dwelling units (34 units)   |   |                           |                                 |   |
| ES-17  | 1055 Pine Street*     | 36,213                               | 2000                 | 155 beds                      | RM-4 (Residential, Mixed, High Density)<br>Nob Hill Special Use District  | Residential hotel (59 rooms)             | Residential hotel to student housing (group housing for a postsecondary educational institution) | 81 group-housing rooms, café  | Planning Code Sections 303, pursuant to 209.2 | Planning Code Section 171 | Planning Code Section 317(f)(1) |   |
| ES-19  | 680-688 Sutter Street | 15,996                               | 1996                 | 67 beds                       | C-3-G (Downtown General Commercial)                                       | Dwelling units (28 units) and commercial | None   | Dwelling units (28 units)   |   |                           |                                 | Article 11                                      |
| ES-20  | 620 Sutter Street     | 67,775                               | 2005                 | 129 beds                      | C-3-G (Downtown General Commercial)                                       | Tourist hotel (65 rooms)                 | Tourist hotel to student housing (group housing for a postsecondary educational institution)     | 65 group-housing rooms, theater, dance studio, pool, fitness center |   | Planning Code Section 171 |                                 | Article 11                                      |
| ES-21  | 655 Sutter Street     | 37,716                               | 1999                 | 177 beds                      | C-3-G (Downtown General Commercial)                                       | Office                                   | None (Building permits for change of use were previously approved)                               | 61 group-housing rooms and retail                                   |   |                           |                                 | Article 11                                      |
| ES-24  | 560 Powell Street     | 18,790                               | 1996                 | 64 beds                       | RC-4 (Residential-Commercial-Combined, High-Density)                      | Dwelling units (27 units)                | None   | Dwelling units (27 units)   |   |                           |                                 |   |
| ES-29  | 575 Harrison Street   | 35,491                               | 1996                 | 132 beds                      | MUO (Mixed-Use Office)  | Live/work units (33 units)               | None   | Live/work units (33 units)  |   |                           |                                 |   |
| ES-32  | 168 Bluxome Street    | 73,822                               | 2004                 | 219 beds                      | SALI (Service/Arts/Light Industrial)<br>Western SoMa Special Use District | Live/work units (61 units)               | None   | Live/work units (61 units)  |   |                           |                                 |   |
| <b>Capacity Total</b>                          |                       | <b>485,703</b>                       | -                    | <b>1,810 beds (residents)</b> |   |  |  |   |   |                           |                                 |   |
| <b>Capacity of Evaluated Sites<sup>1</sup></b> |                       | <b>272,769</b>                       | -                    | <b>1,053 beds</b>             |   |  |  |   |   |                           |                                 |   |

Notes:

\* = Category A property that would undergo historic preservation design review.

<sup>1</sup> The capacity of the evaluated sites is the aggregate of the 28 existing sites that are analyzed in this ESTM.

Sources: AAU, 2011 Institutional Master Plan, 2011; AAU, 2015 Institutional Master Plan Update, 2015; and San Francisco Planning Department, Academy of Art University Project Draft EIR, February 2015.



### 1.3. PURPOSE OF THE EXISTING SITES TECHNICAL MEMORANDUM

In San Francisco, a change in use under the Planning Code is considered a discretionary action and requires a permit. Authorization of most permits is a discretionary action because of the ability of the Planning Commission to take review under various provisions of the Planning Code. In the normal course of review of a project sponsor's application for a CU or building permit application, the Planning Department would conduct environmental review under the California Environmental Quality Act (CEQA) for the "project" contemplated in the application.<sup>8</sup> For six of AAU's 34 existing sites, discretionary review was either completed or determined to not be required; however, the other 28 existing sites were not reviewed because AAU did not apply for and receive the appropriate permits.

The *Academy of Art University Project Draft EIR* evaluates potential future growth in 12 study area neighborhoods on the east side of the City, six additional specific project sites, and the legalization of pre-NOP changes at AAU's existing sites. Because the baseline date for its analysis is September 2010 when the AAU NOP was published, the Draft EIR does not provide an analysis of the physical environmental changes, if any, caused by the prior unauthorized changes of use or tenant improvements undertaken at existing properties. Therefore, as part of the retroactive compliance process for 28 of AAU's existing sites, this ESTM presents an analysis of the environmental effects, if any, that have resulted from the changes in use and associated tenant improvements undertaken by AAU without the required CU authorizations, building permits, legislative amendments, and historic resource evaluations. This ESTM also evaluates AAU's shuttle system serving all 34 sites. This ESTM analysis reviews, at a general level, the environmental effects associated with physical actions that can be deduced from the time prior to AAU occupation (i.e., prior to unpermitted conversion of the building) and ongoing operations. For ongoing operational effects, the analyses use the most up-to-date data available.

This ESTM will be part of the record used by the Planning Department, the Planning Commission, the Board of Supervisors and the public in considering whether or not to issue the approvals for the 23 existing sites that require a CU authorization, building permit, legislative amendment, or all three. The ESTM will also be used by the Historic Preservation Commission in considering whether COAs or PTAs should be issued for the ten sites that require their review. Additionally, this ESTM includes recommended Conditions of Approval that would lessen any identified environmental effects at 28 of AAU's existing properties (the 23 CU authorization, building permit, legislative amendment, and historic resource sites plus the five historic-resource-only sites). These conditions are described as part of the analysis of each individual AAU site for which City approvals are required.

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<sup>8</sup> The California Environmental Quality Act defines a "project" that is subject to environmental review as an action that may cause a physical change in the environment and that is undertaken by a public agency, is supported by a grant from a public agency, or involves the issuance of an entitlement by a public agency (CEQA Section 21065).

## 1.4. APPROACH TO ANALYSIS OF EFFECTS

Because there may have been gaps in building occupancy between the prior uses and AAU occupancy in some cases, the analysis of effects assumes that there was no prior occupancy at any of the existing sites. This provides for a conservative analysis of all environmental topics related to use of a building, such as transportation and air quality, because it does not account for previous uses. By assuming that the buildings were vacant prior to AAU occupation, the analysis captures the direct environmental effects that would result from AAU's use of the existing sites without considering the baseline environmental effects that could have transpired from the previous uses and their associated building populations. Any ongoing operational effects from AAU's use were determined based on the most up-to-date data available. Furthermore, because the changes in use at the existing sites discussed in this ESTM happened in the past, occurred without the benefit of required approvals from the City, and were not analyzed by appropriate City decision-makers prior to their occurrence, some data related to the prior occupation must be estimated using the best information available at this time. Where estimates are used in this document, that fact is noted.

As noted above, AAU has applied for CU authorizations, building permits, historic preservation design review, and/or legislative amendments for 23 of its existing sites. The effect of potential approval of all discretionary actions for these 23 sites is discussed on a site-by-site basis in Section 4.2, Individual Site Assessments. Ten of the existing properties are designated in Article 10 or Article 11 of the Planning Code and, as such, require PTAs or COAs to approve work performed without benefit of a permit. The effects of potential approval of the PTAs/COAs for the five sites which also require a change in use permit are discussed in Section 4.2. The effects of potential approval of the remaining five Article 10 or Article 11 properties are discussed in Section 4.3, Article 10 or Article 11 Buildings.

The effects of approving all discretionary actions at the 28 existing sites are also analyzed in a combined context to understand the overall effect these changes have had and continue to have when combined. For all 28 existing sites, the aggregate change in use is identified as 1,053 beds (residents), 7,144 students, and 708 faculty and staff, which is the combined capacity of the 28 buildings. This is not a cumulative analysis; rather, it is a discussion that considers the effects of the combined changes in use and appearance together to better understand the combined consequences. The in-combination effects of all 34 sites are presented in Chapter 3, Combined and Cumulative Analysis, which analyzes the overall population of AAU students and faculty/staff. Similarly, the shuttle system analysis, presented in Section 3.4.6 as part of the combined transportation discussion, considers all 34 existing sites. Program- and project-level cumulative analyses were completed for the *Academy of Art University Project Draft EIR* reflecting AAU future growth and the 40 properties occupied by AAU, respectively.<sup>9</sup>

## 1.5. SUMMARY OF ENVIRONMENTAL EFFECTS

The summary of environmental effects outlines the conclusions made in the ESTM from the combined and individual affects resulting from AAU's changes in use at the existing sites.

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<sup>9</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, Case No. 2008.0586E, February 25, 2015.



### **1.5.1. Land Use and Plans and Policies**

The changes in use of the AAU existing sites were generally consistent with land use plans and policies. AAU's postsecondary educational institutional uses are primarily located in mixed-use and commercial areas of the City, whereas student housing (group housing for a postsecondary educational institution) is situated in mixed-use and residential neighborhoods. However, AAU has failed to comply with applicable land use policies, regulations, and ordinances at the existing sites by not obtaining required building permits, CU authorizations, and/or legislative amendments. Eight sites are not in compliance with the Planning Code and require a legislative amendment. The legislative amendment could be inconsistent with General Plan policies relating to displacement affordable housing or residential hotel uses and such policies to avoid conversion of such affordable housing uses. The AAU existing sites are required to comply with all aspects of the Planning Code, and the building permits, legislative amendments, and CU authorizations associated with this document, along with determinations by the Planning Commission, in order to avoid or reduce any inconsistencies that have resulted in land use effects from the changes in use. Therefore, land use effects from the changes in use would not be substantial.

### **1.5.2. Population and Housing**

Population and employment growth from the changes in use were insubstantial and were accounted for in growth forecasted for San Francisco by the Association of Bay Area Governments (ABAG). However, due to the limited housing supply, housing demand created by AAU's on-site enrollment and faculty/staff growth has had a substantial effect on the City's housing supply. AAU's conversion of residential buildings has created further housing displacement and negatively affected housing supply. AAU's existing site uses have displaced substantial numbers of people and existing housing units that may have necessitated the construction of replacement housing elsewhere. Therefore, the changes in use have had a substantial adverse effect on housing.

### **1.5.3. Aesthetics**

Localized changes in neighborhood aesthetics have occurred with the addition of AAU signage and exterior improvements at the AAU existing sites. Signage located on historic resources has been reviewed as part of this document to determine compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties and applicable San Francisco Planning Code requirements. Where signage does not conform to these standards, modifications or removal has been suggested as recommended Conditions of Approval. No substantial aesthetic effect has occurred from the changes in use.

### **1.5.4. Cultural and Paleontology**

None of the alterations to the existing sites that have occurred during AAU's occupancy have resulted in losses of historic integrity that would disqualify a property from listing on the California Register of Historic Resources or in Articles 10 or 11 of the Planning Code. Where alterations do not meet the Secretary of the Interior Standards, Conditions of Approval have been recommended. The changes in use have had no substantial effect on historic architectural resources.

Because no ground-disturbing activities have occurred at the AAU existing sites, no effects on archaeological and paleontological resources have occurred as a result of the changes in use.

### **1.5.5. Transportation and Circulation**

AAU's changes in use at the existing sites have created a low level of additional traffic with a wide geographic distribution of vehicle trips, and have not substantially altered traffic conditions. Transit trips generated by all existing AAU uses are generally accommodated on existing transit service without substantially affecting capacity utilization and service except in Muni's Fulton/Hayes Corridor, part of the Northwest Screenline, where AAU's contribution to transit use results in an increase from 82 percent capacity utilization to 85 percent, reaching Muni's performance standard and resulting in a substantial effect on transit. Parking demand from the existing sites has not resulted in a parking shortfall throughout the east side of the City; however, some clusters of sites do create an overlapping parking demand. AAU's changes in use have not had a substantial effect on transportation and circulation. Many of the existing AAU sites provide bicycle parking; however, a few do not provide enough and those that do generally do not meet the location and configuration requirements in the Planning Code or the Planning Department's guidance for bicycle parking. Conditions of Approval that have been recommended at various existing sites include:

- providing required bicycle parking or sufficient bicycle parking to meet demand, and designing, locating, and configuring bicycle parking as required by the Planning Code;
- continuing to monitor and improve AAU shuttle service pursuant to the AAU Shuttle Policy, and shortening or removing underused shuttle stop zones; and,
- monitoring and improving highly-used pedestrian areas.

A recommended Condition of Approval applicable to all existing AAU sites is to implement Transportation Demand Management strategies to reduce single-occupant vehicle trips and related parking demand, encourage use of alternate transportation modes, and implement a Transportation Management Plan.

### **1.5.6. Noise**

Past tenant improvement construction activities at the AAU existing sites would have been of a short duration and were required to comply with the noise limits and hours mandated by the City's Noise Ordinance. Therefore, construction has not resulted in a substantial noise effect in the neighborhoods where AAU existing buildings are located.

Noise generated by AAU shuttle buses and traffic is generally masked by the surrounding traffic noise and does not cause a substantial increase in ambient noise levels. Noise levels generated by student activity, fixed noise sources, and increased shuttle bus operations are compatible with a typical urban environment, and do not contribute to noise levels in excess of limits established by the Noise Ordinance. Therefore, the changes in use at the existing sites have not had a substantial effect on the noise environment.

### **1.5.7. Air Quality**

AAU's tenant improvements and renovations have not resulted in emissions that would have exceeded the Bay Area Air Quality Management District's (BAAQMD's) thresholds of significance and no substantial effect is expected to have occurred. However, operation of AAU sites has increased criteria air pollutant and precursor emissions, including reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and fine particulate matter (PM). In 2010, all emissions were calculated to have been below BAAQMD thresholds, except ROG and NO<sub>x</sub> emissions, which exceeded BAAQMD daily and annual thresholds. In 2016, AAU meets the BAAQD daily and annual thresholds for ROG, while NO<sub>x</sub> emissions continue to exceed the annual threshold, and meet the daily threshold. Operational emissions are forecasted to steadily decrease over time to below the thresholds. Therefore, no substantial effect on air quality has occurred from AAU operations and changes in use at the AAU existing sites.

### **1.5.8. Greenhouse Gas Emissions**

The AAU existing sites were either determined to be consistent with San Francisco's Greenhouse Gas (GHG) Compliance Checklist, would require compliance during the building permit review process, or a recommended Condition of Approval is suggested. With the implementation of the recommended Conditions of Approval and conformity with the City's GHG Compliance Checklist, the AAU existing sites' GHG emissions would not conflict with state, regional, and local GHG reduction plans and regulations, and no substantial contribution to GHG emissions would occur.

### **1.5.9. Wind and Shadow**

The AAU existing sites have not been substantially altered in form or massing and therefore have not resulted in new shadows on public open space or new hazardous wind conditions in pedestrian use areas. Therefore, the changes in use from AAU occupation of these sites has not resulted in substantial wind or shadow effects.

### **1.5.10. Recreation**

Population growth associated with the AAU existing sites has resulted in an incremental increase in demand for City parks, open space, and recreational facilities. However, given the proximity of each existing site to recreational resources, the availability of private AAU recreation opportunities (at ES-16, 1069 Pine Street; ES-20, 620 Sutter Street; and ES-31, 601 Brannan Street), and City park revitalization efforts, the increase in demand due to AAU's occupation of the existing sites has not resulted in substantial degradation of such facilities or necessitated the construction of new or expanded facilities. No substantial effect on recreation has occurred from the changes in use at the AAU existing sites.

### **1.5.11. Utilities and Service Systems**

AAU changes in use may have caused increased demand for water, wastewater, and solid waste disposal at the existing sites. However, the San Francisco Public Utilities Commission (SFPUC) has sufficient capacity to meet Citywide demand for water supplies and wastewater collection and

treatment. Similarly, Recology has adequate capacity at its landfill to meet San Francisco's demand for solid waste disposal. No substantial effect on Citywide systems has occurred from the changes in use.

#### **1.5.12. Public Services**

The changes in use have resulted in the increased demand for fire protection, police protection, school services, and other public services. The San Francisco Fire Department (SFFD), San Francisco Police Department (SFPD), San Francisco Unified School District (SFUSD), and other City agencies that provide public services to the residents of the City have accounted and planned for growth, including growth in institutional and residential uses in the City. As a result, increased demand from AAU's changes in use has not resulted in any service gap in Citywide police, fire, emergency medical services, libraries, or schools. Therefore, the AAU changes in use have not created a substantial effect on public services.

#### **1.5.13. Biological Resources**

Tenant improvements such as interior construction, security system installation, fire sprinkler/fire alarm upgrades, seismic retrofit work, and installation of exterior signage and lighting at the existing sites are types of activities that would not be expected to result in any impacts on biological resources that may have been or may be present in the vicinity of each AAU site. Therefore, the existing AAU sites have not resulted in substantial adverse effects on important biological resources.

#### **1.5.14. Geology and Soils**

The changes in use at AAU's existing sites have not resulted in substantial ground-disturbing activities, building demolition, or building additions. Therefore, the changes in use and minor modifications at the AAU existing sites have not resulted in adverse effects on geology or soils.

All of AAU's existing sites were required to undergo seismic retrofits and have been upgraded in accordance with the San Francisco Building Code including the Unreinforced Masonry Building (UMB) Ordinance and Soft-Story Retrofit Ordinance. Although buildings could remain vulnerable during an earthquake, the building alterations and changes in use have not had a negative effect on the building's performance under a seismic event.

#### **1.5.15. Hydrology and Water Quality**

Wastewater and stormwater associated with the changes in use and subsequent building alterations would have flowed into the City's combined stormwater and sewer system, and were treated to regulatory standards. Therefore, the changes in use have not had a substantial adverse effect on water quality.

Most improvements were limited to the interior or minor exterior modifications to buildings, and the amount of impervious surface has remained the same. No effect on the quality or rate of flow has resulted from the changes in use. Impacts due to flooding from tsunami or sea level rise are site-specific and have not caused a negative effect on the safety of members of the campus

community or City. No substantial effect on hydrology or water quality has occurred from the changes in use.

#### **1.5.16. Hazards and Hazardous Materials**

AAU uses, stores, and disposes of their hazardous materials and wastes in accordance with local, state, and federal laws and regulations, as overseen by the U.S. Environmental Protection Agency and the San Francisco Department of Public Health. Because AAU complies with the regulatory regime, no effect related to the use of hazardous materials has occurred.

Based on the age of the existing sites and the determinations made by the completed Phase I Environmental Site Assessments (ESAs), the presence of hazardous building materials in all of the properties is probable. Because building alterations were completed at all of the existing sites, there was the potential for asbestos-containing materials, lead-based paint, polychlorinated biphenyls (PCBs), or other hazardous building materials to have been disturbed and exposed during the renovations. It cannot be determined if an effect on human health or the environment occurred as a result of the changes in use, because the scale of alterations and the presence of hazardous materials are not exactly known and some alterations were completed without the appropriate permits. Future alterations would need to comply with San Francisco Health Code Article 22A, the Maher Ordinance, and other state and local regulations.

#### **1.5.17. Minerals and Energy Resources**

Based on lack of known mineral resources or designated locally important mineral resource recovery sites within the City, no effects have occurred as a result of the change in use of the existing AAU sites.

The tenant improvements associated with the changes in use have not required large amounts of fuel, energy, and water. Compliance with the City's GHG Compliance Checklist as part of the building permit review process would avoid water and energy waste. In addition, AAU's improved shuttle service associated with the use of the existing AAU sites may have reduced the use of private cars from the sites, diminishing the amount of fuel that would have likely otherwise been consumed. The effect on mineral and energy resources from the changes in use was insubstantial.

#### **1.5.18. Agriculture and Forest Resources**

The AAU existing sites are located within fully developed, existing neighborhoods in urbanized areas of San Francisco. Based on the lack of agricultural and forest resources at the AAU existing sites, no substantial effect on agriculture or forest resources has occurred from the changes in use.

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## 2. DISCRETIONARY ACTIONS

Actions by the Planning Commission to review and approve conditional use (CU) authorizations under Planning Code Sections 303 and 304 are discretionary actions, as are actions by the Historic Preservation Commission to approve Certificates of Appropriateness (COAs) and Permits to Alter (PTAs) (Planning Code Sections 1006 and 1110). In addition, the Planning Commission has the discretion to review any building permit application pursuant to Planning Code Sections 311(d) and 312(e).

Legislative amendments are a type of discretionary action first considered by the Planning Commission and, if recommended, then by the Board of Supervisors. Legislative amendments are necessary for a General Plan amendment, Zoning Map amendment, and a Planning Code text amendment.

A CU authorization is a discretionary action approving a type of land use that is not principally permitted in a particular Zoning District. Under Section 301 of the San Francisco Planning Code, CUs require a Planning Commission hearing to determine if the proposed use is necessary or desirable for, and compatible with, the neighborhood or the community; whether it may have a negative impact on the surrounding neighborhood; whether it complies with the *San Francisco General Plan*; and whether it is consistent with the purpose of the applicable use district. During the public hearing, the Planning Commission could “condition” the use by applying operational conditions that address neighborhood concerns, as well as applying conditions that may otherwise be required by the Planning Department pursuant to the Planning Code.

A building permit is required in the City and County of San Francisco for any construction unless it is specifically exempted by the San Francisco Building Code. Building permits are also required to document changes in use at a building where the proposed use is principally permitted, but differs from the previous use. At several of AAU’s existing sites, building permits are required to legalize changes in use to postsecondary educational institution<sup>10</sup> or student housing<sup>11</sup> at these locations (as opposed to CU authorizations) because the proposed uses are principally permitted within their respective Zoning District.

A PTA is the entitlement required to alter a Significant or Contributory building or any building within a Conservation District designated in Article 11 of the Planning Code. A PTA is required for any construction, addition, major alteration, relocation, removal, or demolition of a structure, object, or feature. A COA is required for any exterior alteration requiring a permit or other types of alterations that are visible from a public street or other public places to City Landmarks and Historic Districts designated under Article 10 of the Planning Code.

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<sup>10</sup> A postsecondary educational institution use is defined in the Planning Code as an institutional use, public or private, that is certified by the Western Association of Schools and Colleges, and provides educational services such as a college or university, and has met the applicable provision of Section 304.5 of the Planning Code concerning Institutional Master Plans.

<sup>11</sup> Student housing is defined in the Planning Code as a living space for students of accredited postsecondary educational institutions that may take the form of dwelling units, group housing, or single-room occupancy units and is owned, operated, or otherwise controlled by an accredited postsecondary educational institution.

AAU is required to obtain legislative amendments, CU authorizations, and building permits for eight sites; CU authorizations and building permits for nine sites; and building permits (only) for six sites. In addition to the above requirements, AAU is required to undergo Article 10 and Article 11 review for ten sites, five of which need no other approvals and five of which also need building permits to legalize changes in use. Table 1, Summary of Uses and Required Discretionary Actions for AAU's Existing Institutional Facilities, pp. 1-5 to 1-6, and Table 2, Summary of Uses and Required Discretionary Actions for AAU's Existing Residential Facilities, pp. 1-7 to 1-8, describe the legalization approvals needed for the existing sites. The sites in each category are also identified below. The lists below do not include the six sites for which no review or approvals are required (i.e., ES-7, 1900 Jackson Street; ES-15, 736 Jones Street; ES-18, 740 Taylor Street; ES-24, 560 Powell Street; ES-29, 575 Harrison Street; and ES-32, 168 Bluxome Street).

## **2.1. SITES REQUIRING DISCRETIONARY REVIEW AND APPROVAL**

### **2.1.1. Sites Requiring Legislative Amendments**

Planning Code Section 317(f)(1) prohibits the conversion of residential units to student housing. Planning Code Section 846.32 does not permit educational services in the SALI Zoning District. As such, legislative action would be required to amend the Planning Code text in order to approve some of AAU's changes in use. All of the existing sites that require a legislative amendment would also require a building permit and CU authorization. The following existing sites require a legislative amendment, building permit, and CU authorization:

- ES-4: 2211 Van Ness Avenue
- ES-5: 2209 Van Ness Avenue
- ES-9: 1916 Octavia Street
- ES-11: 1153 Bush Street
- ES-12: 1080 Bush Street
- ES-13: 860 Sutter Street
- ES-17: 1055 Pine Street
- ES-31: 601 Brannan Street

### **2.1.2. Sites Requiring Conditional Use Authorizations**

CU authorizations are sought to legalize student housing (group housing for a postsecondary educational institution), as well as to legalize existing institutional uses. The AAU facilities that require CU authorizations are generally located in the Downtown/Civic Center, North Beach/Fisherman's Wharf, Nob Hill, and South of Market (SoMa) neighborhoods, as well as the Van Ness corridor. The existing sites that require CU authorizations also require building permits to document the change in use.

The following existing sites require a CU authorization and building permit (in addition to those listed in Section 2.1.1 above):



- ES-2: 2295 Taylor Street
- ES-3: 1727 Lombard Street
- ES-6: 2151 Van Ness Avenue
- ES-8: 1849 Van Ness Avenue
- ES-10: 950 Van Ness Avenue
- ES-14: 817–831 Sutter Street
- ES-16: 1069 Pine Street
- ES-33: 460 Townsend Street
- ES-34: 466 Townsend Street

### **2.1.3. Sites Requiring Building Permit Applications Only**

Building permits are required to legalize changes in use to postsecondary educational institution or student housing (group housing for a postsecondary educational institution). The existing sites that only require a building permit are principally permitted in their respective Zoning Districts. The AAU facilities for which building permits are required are primarily concentrated in the Downtown/Civic Center, North Beach/Fisherman’s Wharf, and SoMa neighborhoods. The existing sites that require building permits are as follows (the five identified with an asterisk also require historic resource evaluation, as noted below in Section 2.1.4):

- ES-1: 2340 Stockton Street
- ES-20: 620 Sutter Street\*
- ES-23: 491 Post Street\*
- ES-27: 77 New Montgomery Street\*
- ES-28: 180 New Montgomery Street\*
- ES-30: 58–60 Federal Street\*

### **2.1.4. Sites Requiring Historic Resource Evaluations**

Alterations to Significant or Contributory buildings, City Landmarks, and buildings within Conservation and Historic Districts require a historic resource evaluation. The following existing AAU properties are evaluated for effects to historic resources and require an Article 10 or 11 approval, in the form of a COA or PTA (in addition to those listed in Section 2.1.3 above):

- ES-19: 680 Sutter Street
- ES-20: 620 Sutter Street
- ES-21: 655 Sutter Street
- ES-22: 625–629 Sutter Street
- ES-23: 491 Post Street
- ES-25: 540 Powell Street
- ES-26: 410 Bush Street

- ES-27: 77 New Montgomery Street
- ES-28: 180 New Montgomery Street
- ES-30: 58–60 Federal Street

As with other existing AAU sites, physical alterations to these buildings have been made as part of minor tenant improvements. Exterior improvements have included, but are not limited to, paint, the relocation or addition of light fixtures, and the addition of signage and awnings. The effect of such improvements on the integrity of these buildings as historic resources is discussed for each of these ten sites in Section 4.2, Individual Site Assessments, below, as well as for 11 other existing sites (950 Van Ness Avenue [ES-10] and 601 Brannan Street [ES-31] are not considered historic architectural resources) that are evaluated for all resource areas. Of these ten buildings, five do not require discretionary review by the Planning Commission and therefore will be reviewed only by the Historic Preservation Commission for COAs or PTAs in relation to their historic architectural resources. These five are: ES-19, 680-688 Sutter Street; ES-21, 655 Sutter Street; ES-22, 625-629 Sutter Street; ES-25, 540 Powell Street; and ES-26, 410 Bush Street. The other five sites require building permits.

## 3. COMBINED AND CUMULATIVE ANALYSIS

### 3.1. APPROACH TO COMBINED AND CUMULATIVE ANALYSIS

The in-combination analysis presented in this chapter considers the combined effects of all 34 of AAU's existing sites by individual environmental resource topic. Generally, the AAU existing sites are located in the eastern portion of San Francisco (east of Octavia Street/Boulevard), and therefore combined effects are considered for this geographic area of the City for most of the environmental topics. In cases where several existing sites are clustered together or located in the same neighborhood, the analysis notes their potential combined effects. Impacts caused by increased population, discussed in the topics of Population and Housing, Public Services, Recreation, and Utilities and Service Systems, are analyzed in a Citywide context and based upon the total AAU population of faculty and staff and on-site students.

The combined analysis does not evaluate future or planned AAU growth, because a program- and project-level combined analysis was completed in the *Academy of Art University Project Draft EIR*, reflecting AAU future growth and individual changes in use, respectively.<sup>1</sup> Community concerns expressed in response to the Notice of Preparation (NOP) and Draft EIR are summarized in Section 3.2, Community Concerns, below.

The cumulative analysis considers the cumulative effects of the 34 existing AAU sites in combination with past, present, and reasonably foreseeable development projects in the City. No specific cumulative project list was prepared; therefore, new development projects near the AAU existing sites were selected based on the Planning Department's *Development Pipeline Report*.<sup>2</sup> Because some topics were not considered to have a substantial effect on the environment as a result of AAU's changes in use (e.g., wind and shadow effects would not change as a result of AAU's occupancy or changes in use), their cumulative effect is not discussed in this chapter; however, every topic is discussed under the individual site assessments in Chapter 4.

### 3.2. COMMUNITY CONCERNS

The public has had an opportunity to comment on AAU's existing sites through several different venues, including the 30-day public review period for the NOP and the 60-day public review period for the Draft EIR, and the Planning Commission hearing on the AAU *Institutional Master Plan*, held on November 17, 2011. In these forums, written and oral comments were received and recorded. Community concerns were raised regarding the compatibility of AAU's expansion of postsecondary educational institutional uses within existing communities. Community support for AAU and the benefits to existing communities were also raised. Community concerns regarding the expansion of AAU facilities relate primarily to the following:

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<sup>1</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, Case No. 2008.0586E, February 25, 2015.

<sup>2</sup> San Francisco Planning Department, *The Pipeline Report*, Updated February 18, 2016. Available online at <http://www.sf-planning.org/?page=1691>. Accessed on February 19, 2016.

1. Unmet housing demand, associated either with new AAU students or the residents they could displace;
2. Neighborhood nuisance assumed to be associated with increases in AAU's student population, such as increases in graffiti, loitering, and smoking in front of businesses, excess noise and litter, and obstructed pedestrian access;
3. Hazards and pollution associated with the continuation and expansion of AAU's shuttle service, such as excessive travel speeds, double-parking, obstructing line-of-sight for other drivers, and noise and air pollution from shuttle operation; and
4. Patterns of development associated with AAU facilities, such as the suggestion from some community members that AAU facilities should be more centralized, and from others that too many student housing units are concentrated in too small an area.

The most recent opportunity for comment was the 60-day public review period for the *Academy of Art University Project Draft EIR*, published on February 25, 2015. Written comments were received throughout the review period, and oral comments were recorded at the Planning Commission's public hearing on April 16, 2015. Community concerns raised during the Draft EIR review period pertinent to the existing sites include the following:

1. Planning Code violations associated with AAU occupancy of the existing sites, changes in use, and tenant improvements made without required permits from the Planning Department;
2. Housing impacts including the displacement of residents and effects on housing supply (particularly low-income housing) associated with AAU uses; and AAU's connection to Citywide housing issues (housing shortage, lack of affordable housing, loss of rental housing, and gentrification/displacement);
3. Potential discrepancies in the description of the AAU project site and study area characteristics, particularly regarding prior and current uses on AAU existing sites;
4. Compatibility of the AAU existing sites with the surrounding neighborhood;
5. Population and housing as they relate to the existing sites and the Jobs-Housing Linkage, and displacement of businesses;
6. Traffic effects resulting from operation of the shuttle service between the existing sites;
7. Existing traffic conditions surrounding the existing sites and traffic effects associated with AAU occupancy;
8. Effects resulting from a dispersed campus of existing buildings, including transit, air quality, and GHG emissions;
9. Noise sources associated with AAU's occupancy of existing sites, and noise effects on biological resources;
10. Recreation effects due to the increased density resulting from the change of use and occupancy of existing buildings in high-needs areas; and

11. Use of existing non-AAU recreational facilities for AAU athletic programs and effects on availability of sports courts for San Francisco youth and neighborhood users, and lack of on-site recreation facilities

In response to the Draft EIR, the Planning Department received comments related to the future publication of this Existing Sites Technical Memo (ESTM). In general, these comments noted community concerns that the Draft EIR did not disclose adequate information about code compliance or approvals that AAU failed to complete or obtain before occupying the existing sites, along with the environmental effects of such changes in use. As discussed in Section 1.3, Purpose of the Existing Sites Technical Memorandum, in Chapter 1, this ESTM presents an analysis, separate from the Proposed Project discussed in the Draft EIR, of the environmental effects that have resulted from the changes in use and associated tenant improvements undertaken by AAU without the required conditional use (CU) authorizations, building permits, and compliance with the San Francisco Planning Code. This ESTM recommends Conditions of Approval to lessen any identified environmental effects at 28 of AAU's existing properties (the 23 CU and/or building permit sites plus the five historic-resource-only Article 10 and 11 sites). In addition, this ESTM discusses properties containing uses that are not permitted by the Planning Code, and the legislative amendments that would be required to allow the conversion to AAU's current unpermitted uses. This ESTM also evaluates the AAU shuttle system serving all 34 existing sites. This ESTM will be used by the Planning Department, Planning Commission, Historic Preservation Commission, Board of Supervisors, and the public in consideration of CU authorizations, building permits, Conditions of Approval, legislative amendments, and historic resource compliance.

Comments also discussed potential discrepancies in the Draft EIR's characterization of the existing sites, such as the descriptions of prior uses and AAU's current use activities. Figure 1, Existing AAU Campus Sites, p. 1-4, shows the location of these existing sites (this figure also appears in the Draft EIR). Table 1, Summary of Uses and Required Discretionary Actions for AAU's Existing Institutional Facilities, pp. 1-5 to 1-6, and Table 2, Summary of Uses and Required Discretionary Actions for AAU's Existing Residential Facilities, pp. 1-7 to 1-8, list each building and note the square footage occupied by AAU, the year the building was occupied by AAU, its permitted use prior to AAU occupation, AAU's current use, the change in use, the zoning district, the building capacity, and the approvals required in order to legalize AAU's current uses of these properties. In addition, each individual site assessment in Chapter 4 provides further background on each property's prior occupancy, AAU occupancy, tenant improvements and renovations, and required project approvals.

Most of the comments received by the City on the Draft EIR that are pertinent to the existing sites raised issues about AAU's Planning Code violations and housing impacts. The topics of these comments, as they relate to the 34 existing sites and their changes in use, are discussed in this ESTM in the Land Use and Plans and Policies and Population and Housing sections of each individual site assessment in Chapter 4 (see Section 4.2, Individual Site Assessments) as well as in this chapter. Effects on other environmental topics related to the existing sites—including Transportation and Circulation, Noise, Air Quality and Greenhouse Gas Emissions, and Recreation—are addressed in their respective topical sections in Section 4.2, Individual Site Assessments, and this chapter. Other environmental topics for which effects would be the same or

similar for each of the 23 existing sites requiring a building permit, a CU authorization, or both, such as Biological Resources, are briefly discussed in the individual site assessments in Chapter 4.

### **3.3. INTRODUCTION TO ENVIRONMENTAL ANALYSIS**

This analysis considers the environmental effects associated with previous unauthorized changes of use of the AAU existing sites for which applications are pending. The changes of use require approval of CU authorizations, building permits, Permits to Alter (PTAs), Certificates of Appropriateness (COAs), and/or legislative amendments for 28 of the existing AAU sites; and review of the effects specific to historical resources for 21 existing AAU sites. Of the 28 existing sites requiring legislative amendments, CU authorization, PTAs, COAs, and/or building permits, five do not involve use changes, and therefore only need to be evaluated for the physical changes made to the sites for historical resources impacts. Thus, 23 of the existing sites require one or more discretionary approvals other than, or in addition to, evaluations of changes made to historical resources.

Table 3, Type of Analysis by Environmental Topic, identifies the topics analyzed and how the 23 existing sites where there are changes of use are considered for each topic. For topics listed as “Site-specific,” the topic is analyzed in a site-specific evaluation of each of those 23 existing sites, in Chapter 4, Environmental Analysis of Individual Sites. The individual site assessments in Section 4.2, Individual Site Assessments, will be used by the Planning Department staff and provided to decision-makers as part of their Case Reports for all subsequent approvals. For topics listed as “Similar” or “Same,” the issue is discussed briefly in the same way for each site, because there would be no site-specific impacts for any of the 23 existing sites, and the impacts would be the same or similar at each site. The combined and cumulative effects of all 34 of the existing sites are discussed under each of the 19 environmental topics listed in Table 3, below.

Construction activities occurred at the existing sites after AAU occupied the buildings. There is limited information available about the effects of these construction activities. Therefore, assumptions were made about likely types of construction based on the alterations known to have occurred. These assumptions are summarized below in Section 3.3.1, before the combined and cumulative analyses of the AAU existing sites by environmental topic in Section 3.4.

#### **3.3.1. Construction Assumptions**

Site visits were made to 28 of AAU’s existing sites to obtain information about the types of construction that were carried out at these buildings.<sup>3</sup> On the basis of these observations, it appeared that physical changes to the sites primarily consisted of tenant improvements and life safety upgrades, such as paint, installation of drywall for partitions, relocation or addition of light

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<sup>3</sup> Site visits to the 28 AAU existing sites were performed by SWCA/Turnstone Consulting from Monday, September 28, to Friday, October 1, 2015. Secondary site visits to observe the interiors of certain buildings were performed from Tuesday, November 3, to Thursday, November 5, 2015. A third round of site visits by SWCA/Turnstone Consulting and the Planning Department to observe the exteriors and interiors of the 28 existing sites was performed from Wednesday, December 16, to Friday, December 18, 2015.

**Table 3. Type of Analysis by Environmental Topic**

| <b>Topic</b>  | <b>Type of Discussion</b>   |
|---|---|
| Land Use  | Site-specific evaluations for each of 23 sites and combined for 34 existing sites |
| Population and Housing  | Site-specific evaluations for each of 23 sites and combined for 34 existing sites |
| Aesthetics  | Site-specific evaluations for each of 23 sites and combined for 34 existing sites |
| Historic Architectural Resources                              | Site-specific evaluations for each of 26 sites and combined for 34 existing sites |
| Archaeological and Paleontological Resources                  | Same for all sites and combined for 34 existing sites                             |
| Transportation and Circulation (including AAU Shuttle System) | Site-specific evaluations for each of 23 sites and combined for 34 existing sites |
| Noise   | Site-specific evaluations for each of 23 sites and combined for 23 existing sites |
| Air Quality   | Site-specific evaluations for each of 23 sites and combined for 23 existing sites |
| Greenhouse Gas Emissions                                      | Site-specific evaluations for each of 23 sites and combined for 23 existing sites |
| Wind and Shadow   | Same for all sites and combined for 34 existing sites                             |
| Recreation  | Site-specific evaluations for each of 23 sites and combined for 34 existing sites |
| Utilities and Service Systems                                 | Similar for all 23 sites and combined for 34 existing sites                       |
| Public Services   | Site-specific evaluations for each of 23 sites and combined for 34 existing sites |
| Biological Resources  | Similar for all sites and combined for 34 existing sites                          |
| Geology and Soils   | Site-specific evaluations for each of 23 sites and combined for 34 existing sites |
| Hydrology and Water Quality                                   | Similar for all sites and combined for 34 existing sites                          |
| Hazards and Hazardous Materials                               | Site-specific evaluations for each of 23 sites and combined for 23 existing sites |
| Mineral and Energy Resources                                  | Same for all sites and combined for 34 existing sites                             |
| Agricultural and Forest Resources                             | Same for all sites and combined for 34 existing sites                             |

fixtures, new fire sprinkler systems, new fire alarms or upgrades, limited interior seismic retrofit work, elevator modernizations, and installation of exterior signage and awnings. The equipment typically used for such improvements (at the sites that did not require seismic retrofitting) included scaffolding, ladders, or scissor lifts, and, in some cases, other equipment for specialized trades, such as pipe cutters, pipe threaders, and hand cutters for fire sprinkler work. Construction vehicles included light trucks and delivery vehicles from vendors; however, no motorized excavation equipment was used.

For buildings that required seismic retrofitting, limited interior structural improvements were added to ensure the safety and security of the building's occupants and the property itself. This process typically included strengthening of concrete tilt-up reinforced masonry, un-reinforced masonry, and concrete buildings more than two stories in height. Some common examples of seismic retrofitting elements are adding new lateral load-resisting elements such as concrete shear walls or structural steel-braced frames; strengthening roof and floor diaphragms (including connections to supporting walls); and installing lateral load-resisting systems. For seismic retrofit projects, AAU used pneumatic equipment<sup>4</sup> (inside the building) and 10-cubic-yard roll-off bins. No subsurface excavation was required for any of the sites except at 2151 Van Ness Avenue (ES-6), St. Brigid Church, where two footings were installed, requiring approximately 3 feet of excavation for each new footing. The exterior construction activity at this site likely included equipment temporarily shoring the location where footings were installed, minor excavation with off-haul of about 18 to 30 cubic feet of soil, and installation of the concrete footings.

Typical AAU construction activities did not normally require vehicles to detour; however, detours, where required, lasted for one to three days when material was delivered or a scaffold was being erected. Most construction required the use of 3-cubic-yard trash bins. Approximately 10 percent of AAU construction projects required the pedestrian right-of-way to be closed for up to one week, depending on the nature of deliveries and construction activities.

The duration of construction activities varied with the occupied building and lasted from one to three months during winter and/or summer breaks. Most activities took place in the interior of buildings.

## 3.4. ENVIRONMENTAL RESOURCE TOPICS

### 3.4.1. Land Use and Plans and Policies

#### **Plans and Policies**

This discussion describes any inconsistencies between the AAU existing sites and applicable plans and policies, including objectives and policies of the *San Francisco General Plan (General Plan)* and other applicable local and regional plans. For specific discussions of consistency with applicable plans and policies of the AAU existing sites, see Chapter 4, Environmental Analysis of Individual Sites. Where inconsistencies are identified that could result in physical effects on the environment, the reader is directed to the analysis of those effects in Chapter 4. Any conflicts with

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<sup>4</sup> Pneumatic equipment is a machine or device operated by compressed air or by a vacuum.



applicable plans and policies would not, in and of themselves, constitute significant environmental impacts.

Plans and policies that are applicable to AAU's changes in use at the existing sites include relevant objectives and policies in the *General Plan*, and policies and objectives in Area Plans for areas in which existing AAU sites are located: the *Van Ness Avenue Area Plan*, *Downtown Area Plan*, *Western SoMa Area Plan*, and *Eastern SoMa Area Plan*. The two AAU buildings on New Montgomery Street (ES-27 and ES-28) are in the *Transit Center District Area Plan* as well as in the area being studied for the proposed *Central SoMa Area Plan*.

Decision-makers will consider the consistency of the AAU occupancy and use of existing sites with applicable plans and policies that do not directly relate to physical environmental issues when they determine whether to approve or disapprove the existing site approvals.

### **San Francisco General Plan**

The *General Plan*, adopted by the Planning Commission and the Board of Supervisors, is both a strategic and long-term document, broad in scope and specific in nature. The *General Plan* is the embodiment of the City's collective vision for the future of San Francisco, and is comprised of a series of elements, each of which deals with a particular topic that applies Citywide. The *General Plan* contains the following elements: Air Quality, Arts, Commerce and Industry, Community Facilities, Community Safety, Environmental Protection, Housing, Recreation and Open Space, Transportation, and Urban Design. The *General Plan* does not include a separate Land Use Element; rather, land use policies are dispersed throughout the other elements of the *General Plan*, as well as in its various area plans, and these are summarized in a Land Use Index indicating where all of the City's land use policies reside. The area plans identify specific localized goals and objectives for a neighborhood or district, which cover their respective geographic areas of the City. The final determination of consistency with the *General Plan* rests with the Planning Commission and the Board of Supervisors.

The compatibility of the AAU existing sites with *General Plan* policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision of whether to approve or disapprove the discretionary approvals. Any potential conflict identified as part of the process would not alter the physical environmental effects from the changes in use. This section discusses objectives and policies from these *General Plan* elements and area plans that may be inconsistent with the changes of use. Those objectives and policies relate to AAU's plans to change the use of existing buildings for educational, student residential, or recreational purposes, and to maintain the AAU shuttle system serving its sites. Many other *General Plan* goals, policies, and objectives generally apply only to new development under review by the City; therefore, the discussion below focuses on policies that apply to AAU's occupancy and change in the use of existing buildings.

This discussion is not intended to provide a comprehensive analysis of *General Plan* consistency. The *General Plan* contains many policies that may address different goals. The Planning Commission, in considering whether to approve the discretionary approvals, will determine whether the actions, on balance, are consistent with the applicable objectives and policies of the

*General Plan*. Staff report(s) for Planning Commission action(s) on the project will contain a complete analysis of *General Plan* consistency.

### ***Air Quality Element***

The Air Quality Element of the *General Plan* supports the goal of clean air through air quality regulations and policies encouraging the location of land uses adjacent to transit services. The overall goal is to give high priority to air quality improvement in San Francisco to protect the City's population from adverse health effects and other effects of air pollutants. The element's objectives and policies cite federal, state, and regional air quality regulations and plans, as guidance for evaluation of projects in San Francisco. Air Quality Element objectives and policies relevant to the project include:

- Objective 1**            Decrease the air quality impacts of development by coordination of land use and transportation decisions
  
- Policy 3.1**            Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.
  
- Policy 3.5**            Continue existing growth management policies in the city and give consideration to the overall air quality impacts of new development including its impact on the local and regional transportation system in the permit review process. Ensure that growth will not outpace improvements to transit or the circulation system.

The Air Quality Element also extensively cites objectives and policies in other *General Plan* Elements, including the Transportation Element, the Commerce and Industry Element, and the Environmental Protection Element, calling for mixed-use development that can be served by transit and reduce automobile travel and related emissions.

AAU existing sites are served by several modes of transportation, including public transportation and AAU's shuttle service. Further, the AAU existing sites maintain the mixed-use character of development in the study areas. These features limit automobile trips and associated air polluting emissions. In general, the AAU existing sites as a whole are not be anticipated to impede the implementation of the Air Quality Element of the *General Plan*. No potential conflicts of the AAU existing sites with the Air Quality Element have been identified. Refer to Section 3.4.8, Air Quality, for a discussion of the combined effects on air quality.

### ***Housing Element***

The 2009 Housing Element, as adopted by the Planning Commission in March 2011 and by the Board of Supervisors on June 21, 2011, contains objectives and policies "intended to address the State's objectives and the City's most pressing housing issues: identifying adequate housing sites, conserving and improving existing housing, providing equal housing opportunities, facilitating permanently affordable housing, removing government constraints to the construction and rehabilitation of housing, maintaining the unique and diverse character of San Francisco's neighborhoods, balancing housing construction with community infrastructure, and sustainability."

Housing Element Policy 3.5 found that “residential hotels located in predominantly residential areas should be protected by zoning that does not permit commercial or tourist use; in nonresidential areas, conversion of units to other uses should not be permitted or should be permitted only where a residential unit will be, or has been, replaced with a comparable unit elsewhere. For those hotels that are operated as mixed tourist/permanent resident hotels, strict enforcement is needed to ensure that the availability of the hotel for permanent residential occupancy is not diminished. City programs should support the retention of residential hotels, restrict conversions and demolitions, and require mitigations to any impacts on the affordable housing stock.”

Adoption of the Housing Element did not modify land use, specify areas for increased height or density, suggest specific controls for individual neighborhoods, implement changes to the Zoning Map or Planning Code, or direct funding for housing development.

The following policies relate to housing supply, especially the supply or displacement of affordable housing.<sup>5</sup> Housing Element objectives and policies relevant to the project include:

- Objective 1** Identify and make available for development adequate sites to meet the City’s housing needs, especially permanently affordable housing.
- Policy 1.9** Require new commercial developments and higher educational institutions to meet the housing demand they generate, particularly the need for affordable housing for lower income workers and students.
- Objective 3** Protect the affordability of the existing housing stock, especially rental units.
- Policy 3.1** Preserve rental units, especially rent controlled units, to meet the City’s affordable housing needs.
- Policy 3.5** Retain permanently affordable residential hotels and single room occupancy (SRO) units.

The AAU existing sites have resulted in the displacement of residential hotel uses at existing sites (158 group-housing rooms); therefore, the conversion of these uses is not consistent with policies to avoid conversion of such affordable housing. In addition, if AAU did not meet housing demand generated by its growth, the changes of use are not consistent with policies to require provision of such housing. The AAU existing sites have created a substantial demand for housing, and Section 3.4.2, Population and Housing, discusses these project effects further.

### ***Transportation Element***

The Transportation Element describes components of the San Francisco and regional transportation system. The plan sections include (1) General, (2) Regional Transportation, (3) Congestion Management, (4) Vehicle Circulation, (5) Transit (6) Pedestrians, (7) Bicycles, (8) Citywide Parking and (9) Goods Movement. Each section consists of objectives and policies regarding a particular segment of the master transportation system and related maps which describe key

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<sup>5</sup> *San Francisco General Plan, 2009 Housing Element* (adopted by the Planning Commission, March 24 2011, and effective July 29, 2011).

physical aspects.<sup>6</sup> The Transportation Element goals, policies, and objectives provide detailed guidance on all forms of transportation in San Francisco, but emphasize plans and measures to reduce the number of private automobile trips and to bring about an overall reduction in automobile dependency through education, assistance, and incentives.

Transportation Element objectives and policies relevant to the project include:

- 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 1.6** Ensure choices among modes of travel and accommodate each mode when and where it is most appropriate.
- Objective 20** Give first priority to improving transit service throughout the City, providing a convenient and efficient system as a preferable alternative to automobile use.
- Policy 20.6** Provide priority enforcement of parking and traffic regulations on all Transit Streets, particularly Transit Preferential Streets.

Transportation Element objectives and policies relate to AAU's plans to change uses of existing buildings for institutional uses including educational, student residential, or recreational purposes, and to maintain the AAU shuttle system serving its sites. AAU operates a private shuttle service to transport students, faculty, and staff among their existing locations. The shuttle system consists of fixed bus routes and on-demand shuttles serving primarily, though not exclusively, the cluster of AAU facilities in the Downtown/Civic Center area.

Generally, AAU growth is located in areas well served by transit. AAU maintains its shuttle service to accommodate existing and future activities. AAU's shuttle service works to discourage auto use by students, faculty, and staff, and thus is not inconsistent with Transportation Element policies that encourage non-private-automobile travel. No potential conflicts with the Transportation Element have been identified.

### ***Urban Design Element***

The Urban Design Element addresses San Francisco's physical character and environment with respect to development and preservation.<sup>7</sup> The element primarily addresses objectives and policies relating to review of new development, or substantial alterations to existing buildings. Urban design policies require projects to take into account the surrounding urban context through building design and placement. Policies strive to integrate proposed buildings with existing buildings by designing building height and bulk that respects adjacent buildings, establishing and protecting visual relationships and transitions, and respecting older or historical structures.

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<sup>6</sup> *San Francisco General Plan*, Transportation Element (adopted by Planning Commission Resolution No. 16942, 2005, as amended through 2010).

<sup>7</sup> *San Francisco General Plan*, Urban Design Element (adopted by Planning Commission Resolution No. 12040, 1990, as amended through 2005).

Urban Design Element objectives and policies relevant to the project include:

- Objective 2** Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.
- 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.
- Policy 2.5** Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

If alterations to a building exterior or new signage resulted in substantial adverse change to the original character of older buildings, the AAU existing sites would not be consistent with Urban Design Element objectives and policies. Section 3.4.3, Aesthetics, discusses effects in relation to urban design character, and Section 3.4.4, Cultural and Paleontological Resources, discusses the effects on historical resources. No potential conflicts with the Urban Design Element have been identified.

Consistency with the applicable Area Plans and Planning Code is described for each site in the individual site assessments in Section 4.2, Individual Site Assessments.

### **Land Use**

AAU has used existing buildings and has not constructed new buildings or demolished existing structures. Overall, the uses are consistent with current development patterns and the range of existing uses in their respective neighborhoods, all of which are within a dense urban context. Therefore, the changes in use at the AAU existing sites for postsecondary educational institution and student housing (group housing for a postsecondary educational institution) purposes have not physically divided established communities.

Some neighborhoods (e.g., Lower Nob Hill) that have a concentration of AAU uses may experience intensified AAU student, faculty, and staff populations and associated activities that could be observed as a change in character. The neighborhoods with concentrations of existing AAU buildings are located in areas that have a wide range of residential, commercial, and institutional uses. Some members of the public expressed a concern that the presence of large numbers of AAU students could result in nuisances such as littering, noise, graffiti, bus/car idling, and other similar occurrences. Although of community concern, such issues are commonly addressed through enforcement of local regulations and ordinances related to noise and disturbance. No substantial combined land use effect has occurred, because nearby land uses have remained compatible and the changes have been incremental and dispersed. AAU has failed to comply with applicable land use policies, regulations, and ordinances at the existing sites by not obtaining required building permits, CU authorizations, and/or legislative amendments. AAU has filed applications for CU authorizations and building permits to bring its existing sites into compliance. AAU has also applied for legislative amendments for all sites not compliant with the Planning Code. However, in combination, the changes in use are consistent with land use plans and policies identified in the *San Francisco General Plan* and Planning Code for the City and County of San Francisco. Postsecondary educational institutional uses are primarily located in mixed-use and commercial areas of the City, whereas student housing (group housing for a postsecondary

educational institution) is situated in mixed-use and residential neighborhoods. The AAU existing sites are required to comply with all aspects of the Planning Code, and the building permits, legislative amendments, and CU authorizations associated with this document, along with Conditions of Approval adopted by the Planning Commission, in order to avoid or reduce any inconsistencies that have resulted in in-combination land use effects from the changes in use.

Any cumulative development in neighborhoods where existing AAU sites are located would be subject to policies, regulations, and ordinances, including requirements in the *San Francisco General Plan* and the Planning Code, and would therefore result in a substantial land use effect. It is not likely that clusters of existing AAU buildings would attract other major institutional uses to a neighborhood. No cumulative Citywide effects are expected to result from the 34 existing AAU sites because their presence has not resulted in a predominance of institutional uses in any neighborhood.

### **3.4.2. Population and Housing**

#### **Population and Employment**

The 2010 Census indicated that 805,000 people lived in San Francisco; by 2014, 829,072 people resided in the City, an increase of 24,072, or 3 percent.<sup>8</sup> According to the Association of Bay Area Governments (ABAG) *Projections 2013*, San Francisco is expected to reach a population of approximately 890,400 by 2020, an increase of 85,400 residents, or 9.4 percent, since 2010.<sup>9</sup>

In 2016, AAU had an on-site enrollment of 8,649, including undergraduate and graduate students.<sup>10</sup> Student enrollment has fallen since 2010, when AAU had an on-site enrollment of 11,182. This is likely due to the effects of the dampened economy.<sup>11</sup>

In 2010, approximately 69 percent of AAU enrolled students moved to San Francisco from locations outside of the City to attend the University.<sup>12</sup> These AAU students would have been new residents in the City. Some of the changes in use of AAU buildings may have made it easier for students to move to the City.

AAU faculty are responsible for teaching and administering the curriculum, whereas staff are responsible for the administration and day-to-day functioning of the university. The faculty has decreased from 1,294 in 2010 to 1,031 in 2016. The staff has decreased slightly from 997 in 2010 to 923 in 2016.<sup>13</sup> Therefore, total employment for the University is approximately 1,954 people. According to AAU, approximately 43 percent of AAU's faculty and staff were residents of San

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<sup>8</sup> U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates. Available online at [http://factfinder.census.gov/faces/nav/jsf/pages/community\\_facts.xhtml](http://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml). Accessed on April 12, 2016.

<sup>9</sup> Association of Bay Area Governments, *Plan Bay Area Projections 2013*, p. 20.

<sup>10</sup> Academy of Art University, *2015 Update to Academy of Art University's Institutional Master Plan*, November 17, 2015.

<sup>11</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, p. 4.4-7.

<sup>12</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, p. 4.4-17. This is conservative because it includes students whose prior and/or current place of residence was not reported 4.4-17.

<sup>13</sup> Academy of Art University, *2015 Update to Academy of Art University's Institutional Master Plan*, November 17, 2015.

Francisco as of 2013. Assuming this same percentage, approximately 841 AAU faculty and staff were presumed to reside in the City in 2016 prior to working at AAU.

The combination of all 34 AAU existing sites totals 1,033,093 square feet of institutional use and 485,703 square feet of residential use with a combined capacity of 8,683 persons (7,865 students and 818 faculty/staff) and 1,810 beds, respectively. The total capacity of the institutional buildings is not an aggregate population, because students and faculty may use multiple buildings throughout the day.

As noted above, ABAG *Projections 2013* anticipates a population in San Francisco of 890,400 by 2020, an increase of 85,400 from the 2010 census population.<sup>14</sup> As described in the Draft EIR, conservatively presuming that AAU's current enrollment and employment is a population increase, and that 69 percent of new students and 43 percent of new employees have moved and become new residents of the City, the changes in use would have resulted in 6,809 new San Francisco residents in 2016. In addition to these new student and employee residents, it is assumed that employees would have an average household size of 2.27 people, and that an additional 1,067 household members would be new residents of San Francisco (see Table 4, San Francisco Population Growth and Housing Demand from AAU Enrollment.) Under this assumed scenario, the new resident population represents less than 1 percent of San Francisco's total population and approximately 5.4 percent of ABAG-projected population growth through 2020.<sup>15</sup> Although the changes in use may have resulted in population growth, the net addition is not substantial. Therefore, any growth associated with the changes in use at the AAU existing sites has been within projected growth estimated in ABAG *Projections 2013* and has not resulted in a substantial increase in Citywide population. In addition, population growth at all of the AAU existing sites has taken place within ABAG's Priority Development Areas (PDAs), identified in *Plan Bay Area* as suitable for population and employment growth.<sup>16</sup>

Some localized effects on population could occur within neighborhoods. Where AAU student housing and/or postsecondary educational institutional uses are located near each other, the neighborhood population of students and faculty and staff could appear greater than before AAU occupied multiple buildings in the area. However, because many buildings were previously occupied prior to AAU use, the neighborhood increase in population was minor. The previous building occupancy is typically unknown.

Employment growth associated with new development projects and changing demographic characteristics in the City have been forecasted by ABAG. The Citywide employment growth is expected to increase by approximately 53,810 jobs between 2015 and 2040, respectively.<sup>17</sup> Any new population and employment growth associated with AAU's changes in use, in combination with new development projects, is not beyond what was projected by ABAG and planned for by

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<sup>14</sup> Association of Bay Area Governments, *Plan Bay Area Projections 2013*, p. 20.

<sup>15</sup> 4,617 new residents divided by 890,400 residents, results in 0.005 percent. 4,617 new residents divided by 85,400 residents (2010-2020 San Francisco population growth), results in 5.4 percent.

<sup>16</sup> ABAG, *Plan Bay Area*, Priority Development Area Showcase. Available online at <http://gis.abag.ca.gov/website/PDAShowcase/>. Accessed on November 10, 2015.

<sup>17</sup> ABAG, *Projections 2013*, p. 75. ABAG's projected residential population for San Francisco is 847,000 persons in 2015 and 1,085,700 persons in 2040.

the City. Therefore, no cumulative effects from employment growth associated with new development and the AAU changes in use would occur, because they have been anticipated in the Citywide context.

**Table 4. San Francisco Population Growth and Housing Demand from AAU Enrollment for 2010 and 2016**

|                   | 2016 AAU Enrollment | 2010 AAU Enrollment | Population Not Moving to San Francisco <sup>1</sup> | New San Francisco Residents                            | Demand for Housing  | New Dwelling Units Demand in San Francisco   |
|-------------------|---------------------|---------------------|---|--|---|--|
| Students          | 8,649               | 11,182              | 31%<br>2,681 (2016)<br>3,467 (2010)                 | 69%<br>5,968 (2016)<br>7,716 (2010)                    | 2016: 4,158 new resident students (excludes 1,810 beds provided by AAU)<br>2010: 5,931 new resident students (excludes 1,785 beds) <sup>3</sup> | 1,832 dwelling units <sup>4</sup> (2016)<br>2,613 dwelling units <sup>5</sup> (2010) |
| Faculty and Staff | 1,954               | 2,291               | 57%<br>1,114 (2016)<br>1,306 (2010)                 | 43%<br>841 (2016)<br>986 (2010)                        | 841 households (2016)<br>986 households (2010)  | 841 households (2016)<br>986 households (2010)                                       |
| Household Members | --                  | --                  | --  | 1,067 <sup>2</sup> (2010)<br>1,253 <sup>2</sup> (2016) | --  | --   |
| <b>Total</b>      | <b>10,603</b>       | <b>13,473</b>       | <b>3,795 (2016)</b><br><b>4,773 (2010)</b>          | <b>7,876 (2016)</b><br><b>9,955 (2010)</b>             |   | <b>2,673 (2016)</b><br><b>3,599 (2010)</b>   |

Notes:

- <sup>1</sup> The population who has not moved to San Francisco includes students, faculty, and staff who already live in San Francisco, as well as those who live in nearby jurisdictions who commute to San Francisco.
- <sup>2</sup> Household members are those who live in the household of a faculty or staff member, who moved along with the rest of their households to San Francisco. This calculation assumes an average household size of 2.27 people, which is derived from ABAG's *Projections 2013*. AAU indicates that students are generally not married and do not have children, and therefore are not projected to bring household members with them to San Francisco.
- <sup>3</sup> 1,785 beds is the total number of beds that AAU documented in the Draft EIR that were being used in 2010.
- <sup>4</sup> 4,158 residents in a unit of 2.27 average household size = 1,832 dwelling units. Assumes that student household size is similar to the average San Francisco household size.
- <sup>5</sup> 5,931 residents in a unit of 2.27 average household size = 2,613 dwelling units. Assumes that student household size is similar to the average San Francisco household size.

Sources: San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, Table 4.4-9, p. 4.4-18; Academy of Art University, *2015 Update to Academy of Art University's Institutional Master Plan*, November 17, 2015; SWCA/Turnstone Consulting.

Displacement of people (employees) could have occurred at the existing institutional sites if AAU occupied a non-vacant building whose employees were not able to relocate within the City or the region. Previous uses that AAU could have displaced include offices, religious institutions, retail, and industrial. While AAU has occupied previously used buildings, any displaced employees



would have likely found jobs in other locations within the City or region, because ABAG predicts employment will grow by 102,510 jobs between 2015 and 2020.<sup>18</sup> Therefore, no substantial effect on employee displacement has occurred as a result of the changes in use. For a site-specific discussion of employment displacement, refer to Section 4.2, Individual Site Assessments.

### **Housing**

According to the 2014 American Community Survey (ACS), San Francisco has approximately 380,518 housing units.<sup>19</sup> Of these, approximately 31,686 housing units are vacant,<sup>20</sup> resulting in an approximately 8.3 percent total vacancy rate. However, the 2014 ACS estimates that the total vacancy rate is actually much lower, with a homeowner vacancy rate of approximately 0.9 percent and a rental vacancy rate of approximately 3.0 percent.<sup>21</sup> The San Francisco Bay Area remains one of the nation's most expensive housing markets.<sup>22</sup> The 2010 and 2016 data for AAU population and housing is provided because 2010 is the baseline to which on-going operational impacts are compared, and it is the baseline year for the Draft EIR. This provides a conservative approach to any effects associated with AAU's population and housing.

Of the 5,968 new San Francisco student residents as a result of the existing sites changes in use, 4,158 would require housing in the City (1,810 students are able to reside in AAU-provided housing). This is a decrease from 2010 when 7,716 new San Francisco residents from the changes in use required 5,931 dwelling units (1,785 students were able to reside in AAU-provided housing). Approximately 32 percent of students live outside the City in the Easy Bay, South Bay/Peninsula, and North Bay. AAU's residential "rooms" generally contain two beds, "apartments" contain three to four beds, and "units" contain four beds. Student housing buildings range from 192 to 525 square feet per resident, with an overall average of 280 square feet per resident.<sup>23</sup>

### **Student and Faculty/Staff Housing Induced Impacts**

As discussed above on p. 3-14, AAU's changes in use have resulted in new residents to San Francisco, adding to the demand for housing. If new students do not reside in AAU housing, they would likely live with roommates; very few would be expected to live alone because of the high cost of housing. Applying the Citywide average of 2.27 persons per household to 4,158 new student residents associated with AAU's total enrollment results in a demand for 1,832 dwelling

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<sup>18</sup> ABAG, *Projections 2013*, p. 75. ABAG's projected employment for San Francisco is 617,420 persons in 2015 and 671,230 persons in 2040.

<sup>19</sup> U.S. Census Bureau, 2010-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at [http://factfinder.census.gov/faces/nav/jsf/pages/community\\_facts.xhtml](http://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml). Accessed on April 12, 2016.

<sup>20</sup> U.S. Census Bureau, 2010-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at [http://factfinder.census.gov/faces/nav/jsf/pages/community\\_facts.xhtml](http://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml). Accessed on April 12, 2016.

<sup>21</sup> U.S. Census Bureau, 2010-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at [http://factfinder.census.gov/faces/nav/jsf/pages/community\\_facts.xhtml](http://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml). Accessed on April 12, 2016.

<sup>22</sup> San Francisco Planning Department, *2014 San Francisco Housing Inventory*, April 2015, p. 34. Available online at [http://www.sf-planning.org/ftp/files/publications\\_reports/2014\\_Housing\\_Inventory.pdf](http://www.sf-planning.org/ftp/files/publications_reports/2014_Housing_Inventory.pdf). Accessed November 4, 2015.

<sup>23</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, p. 4.4-8.

units (households) for students (excluding students housed by AAU).<sup>24</sup> In 2010, AAU student housing demand was approximately 2,613 residential units (refer to Table 4, above). The 2010 and 2016 data is provided because 2010 is the baseline to which on-going operational impacts are compared, and it is the baseline year for the Draft EIR. This provides a conservative approach to any effects.

The total student housing demand from on-site AAU enrollment represents less than one percent of the total number of housing units in the City.<sup>25</sup> However, given the low residential vacancy rate in San Francisco, a demand for nearly 1,800 to 2,600 units could have a substantial effect on the housing supply.

Applying the Citywide household average size of 2.27 persons to the existing 1,114 AAU employees who were expected to become San Francisco residents, a total of 841 dwelling units (i.e., households) would have been required to satisfy demand, representing a small amount of the total number of housing units in the City.<sup>26</sup> In 2010, 1,306 AAU employees would have become new residents of San Francisco and 986 dwelling units would have been needed to satisfy demand. Housing demand for faculty and staff is likely conservative because it assumes all faculty and staff who move to the City would relocate with a household of approximately 2.27 persons. AAU data states that 43 percent of employees live in San Francisco and are assumed to not relocate and would stay within their existing housing. The total housing unit demand for students and faculty and staff was 3,599 households in 2010 and 2,673 households in 2016.

### Displacement

Some of AAU's housing uses are comprised of converted hotels, motels, or other non-residential buildings (e.g., ES-3, ES-14, and ES-20), while others were group-housing units or apartments. AAU's total student housing of 1,810 beds consists of 143 dwelling units, 94 live/work units, 270 former tourist hotel and motel rooms, and 544 former group-housing units. Of these, two dwelling units and 160 group-housing units would require a legislative amendment to permit their use as student housing. Residential units (i.e., dwellings, group housing) that have been converted to student housing by AAU represent an incremental intensification of housing demand, because most residents in these converted buildings moved to housing elsewhere (some still live in AAU buildings). In addition, the dwelling units are no longer be part of the larger Citywide housing supply. The 1,810 beds (total number of beds at the AAU existing sites) located in the 143 dwelling units, 94 live/work units, 270 former tourist hotel and motel rooms, and 544 former group-housing units represent less than one percent of the total number of housing units in the City.<sup>27, 28</sup>

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<sup>24</sup> The number of new student residents (4,670) divided by the Citywide average persons per household (2.27) results in 2,058 units.

<sup>25</sup> 2,058 units divided by 380,518 units, results in 0.5 percent.

<sup>26</sup> The number of AAU faculty/staff (1,954) multiplied by City resident rate of AAU faculty/staff (43 percent) results in 841 new San Francisco residents.

<sup>27</sup> U.S. Census, Profile of General Population and Housing Characteristics, 2010. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed on February 3, 2016.

<sup>28</sup> 1,810 beds divided by 380,518 units results in 0.4 percent. This equation equates one bed to one dwelling unit, which is conservative since it is likely that several students would share a dwelling unit, resulting in a smaller percentage of the total number of San Francisco housing units.

Other AAU residential buildings were formerly tourist hotels and motels or other non-residential uses, and the change of use to student housing did not result in the loss of a residential unit. Therefore, these changes did not displace substantial numbers of people. AAU's conversion of two dwelling units and 160 group-housing units (not including former hotel and motel rooms), regardless of whether they were previously occupied, has contributed to an incremental amount of displacement of substantial numbers of people. AAU's existing site uses have displaced substantial numbers of people and existing housing units that may have necessitated the construction of replacement housing elsewhere. AAU has contributed to the displacement of people, reduction in the housing supply, and an increase in housing demand. Displacement has primarily occurred in the Pacific Heights and Lower Nob Hill neighborhoods, and along the Van Ness Corridor.

The number of lost residential units—approximately 143 dwelling and 544 group-housing units—is considerably smaller than the demand (2,673 in 2016 and 3,599 in 2010) for residential units from the students housed by AAU. The housing demand from AAU students if they were not in AAU-supplied housing would likely be higher because of the high density of student housing (280 square feet per resident) compared to the density of a typical residential unit.

Planning Code Section 317 (f)(1) prohibits the conversion of existing residential uses to student housing. All residential units that were converted to student housing will require a legislative amendment to Planning Code Section 317(f)(1). Units that are not in compliance with the Student Housing Ordinance would be required to be vacated unless the requested Amendments to the Planning Code are approved by the Board of Supervisors.

#### Combined and Cumulative Housing and Displacement Discussion

As described above and shown in Table 4, AAU's total enrollment of 8,649 in 2016 and 11,182 in 2010 has added 5,968 new student residents to the City in 2016 and 5,931 in 2010. These new residents need housing in San Francisco. In 2016, AAU provided approximately 1,810 beds, which accommodates on average approximately 15 percent of AAU's total enrollment, leaving 4,158 new student residents who require housing in the City. In addition, 841 faculty and staff have had to find housing in the City. The dwelling unit demand as a result of AAU's total on-site student enrollment and employment is conservatively estimated to be 2,673 units. In 2010, AAU's total enrollment and employment would have required approximately 3,599 dwelling units. Total housing demand from enrollment and employees at AAU is less than one percent of the total number of units in the City.<sup>29</sup> However, given the low residential vacancy rate in San Francisco, a demand for nearly 2,700 units (3,599 dwelling units in 2010), this could have substantial effects on the housing supply. The demand for 2,673 units represents 8.4 percent of the available vacant units identified by the ACS.<sup>30</sup> Applying the 2014 ACS rental vacancy rate of 3 percent of the entire housing stock (380,518 units), meeting AAU's housing demand would require 23.4 percent of the available units.<sup>31</sup>

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<sup>29</sup> 2,673 units divided by 380,518 units results in 0.7 percent.

<sup>30</sup> AAU housing demand (2,673 residents) – 2,673 divided by the number of vacant units (31,686 units) results in 8.4 percent.

<sup>31</sup> AAU housing demand (2,673 residents) – 2,673 divided by the number of vacant units (11,415 units) results in 23.4 percent.

Due to the limited number of available units, the combined effects of AAU's enrollment and employees creates a substantial demand for housing. Additionally, AAU's student housing demand requires housing designed to accommodate students, requiring higher affordability and high density units.

Many new development projects in the City are residential. According to the City's *2014 Housing Element*, San Francisco is projected to experience continued housing growth between 2010 and 2040, with an annual average of approximately 3,400 new San Francisco households.<sup>32</sup> Although the average is below the 4,124 net new residential housing units identified as the annual demand necessary for regional housing needs in the *Regional Housing Needs Plan for the San Francisco Bay Area: 2014–2022*, the new units represent an incremental increase in supply. Correspondingly, AAU's conversion of non-residential buildings such as hotels to student housing has alleviated some pressure from Citywide housing demand, whereas the residential conversions and institutionally induced population and employment growth have increased demand.

ABAG *Projections 2013* anticipated housing growth in the City at 17,160 additional households by 2020. The need for an additional 2,899 housing units as a result of AAU's housing demand would represent approximately 16.9 percent of the anticipated household growth by 2020.

Given the substantial effect on housing demand the changes in use at the existing sites generated, when combined with cumulative housing demand in the City, even accounting for new housing development projects, the AAU student and population growth has had a substantial cumulative effect on housing demand in San Francisco.

### 3.4.3. Aesthetics

The AAU existing sites are located in urban environments and within existing buildings that have not undergone major additions or development. Exterior alterations have been limited to signage, awnings, window replacement, re-roofing, painting, and other similar types of improvements. The 34 existing AAU sites are dispersed throughout the eastern half of the City and therefore do not combine to cause adverse aesthetic effects on a Citywide basis. The combined effect of AAU existing sites has not changed views or scenic vistas. All lighted signage and exterior lighting are located and consistent with lighted, urban areas and do not combine to substantially increase ambient lighting.

Localized changes in neighborhood aesthetics have occurred with the addition of AAU signage, such as neighborhoods where multiple AAU existing sites may contain several AAU signs and awnings on a single block or several nearby blocks (e.g., the 600 block of Sutter Street). Nevertheless, aesthetic change associated with signage is subject to the signage provisions in the Planning Code. A number of signs that have been found to be out of compliance with applicable Planning Code requirements have been removed pursuant to Notices of Violation from the Planning Department. Moreover, many of the AAU existing sites are located within streetscapes that have advertising located on pole banners, signs, and awnings. Therefore, some AAU signage is

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<sup>32</sup> San Francisco Planning Department, *2014 Housing Element, Part I: Data and Needs Analysis*, p. I.7, April 2015. Available online at [http://www.sf-planning.org/ftp/general\\_plan/2014HousingElement-AllParts\\_ADOPTED\\_web.pdf](http://www.sf-planning.org/ftp/general_plan/2014HousingElement-AllParts_ADOPTED_web.pdf). Accessed on February 10, 2016.

generally consistent with the visual character of the dense, urban neighborhoods where the AAU existing sites are located. No combined aesthetic effect has occurred from the changes in use.

Cumulative effects from other development projects would be subject to the same requirements of the City's Planning Code, Planning Commission Resolution 912 (i.e., lighting and glare), and the Secretary of the Interior's Standards for the Treatment of Historic Properties as appropriate. Compliance with these requirements by new development projects, in combination with the existing AAU sites, would result in insubstantial effects on visual resources.

#### **3.4.4. Cultural and Paleontological Resources**

##### **Historic Architectural Resources**

No significant cumulative effects on historic architectural resources would be expected to result from AAU's occupation of the existing sites and changes to them. Taken as a whole, AAU properties are located in some of the City's most well-established and historic neighborhoods. Among them are downtown San Francisco (including a number of properties within the Article 11-designated Kearny-Mason-Market-Sutter Conservation District), Lower Nob Hill (including the expansive, National Register-listed Lower Nob Hill Apartment Historic District), South of Market district, and the Van Ness Avenue and Lombard Street corridors. None of the alterations to the sites that have occurred during AAU's occupancy have resulted in losses of historic integrity that would disqualify a property from listing on the California Register of Historic Resources or in Articles 10 or 11 of the Planning Code. Finally, historic resources have been reviewed for compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties and applicable San Francisco Planning Code requirements; where alterations do not conform to these standards, modifications or removal have been indicated as recommended Conditions of Approval, which are presented in Section 4.2, Individual Site Assessments, in Chapter 4. As such, the alterations, both individually and cumulatively, have caused no substantial effect on historic architectural resources.

Considered in combination with other reasonably foreseeable projects anticipated throughout the eastern portion of the City, the alterations to historical resources carried out by AAU would not be expected to result in a cumulative impact, given that the projects did not have a substantial effect on historical resources. Effects on historic architectural resources at individual sites are discussed in Section 4.2, Individual Site Assessments, in Chapter 4.

##### **Archaeological and Paleontological Resources**

Because no ground-disturbing activities occurred at the AAU existing sites, no combined effects on archaeological and paleontological resources have occurred as a result of the changes in use.

#### **3.4.5. Transportation and Circulation**

The methodology and assumptions used to analyze individual sites as well as the combined effects of the existing sites on traffic, transit, and parking are presented here.

### **Existing Travel Demand Estimation**

“Travel demand” refers to the new vehicles, transit, pedestrian, and other traffic generated by a specific land use or a number of land uses within a specific location. There are no standard institutional trip generation rates in the *2002 Transportation Impact Analysis Guidelines for Environmental Review* published by the San Francisco Planning Department (*SF Guidelines*). Similarly, the college campus trip generation rates in the *Institute of Transportation Engineers (ITE) Trip Generation Manual* were not seen as appropriate for the AAU residential and institutional facilities. Therefore, to present an accurate analysis of trips generated by AAU uses, the following AAU-specific data sources were used to estimate travel demand for the uses at each AAU site:

- **Existing trip generation survey.** Security cameras were used to document the number of persons entering and exiting at seven academic and seven residential buildings operated by AAU.
- **On-line travel behavior survey.** In fall 2010, an on-line travel behavior survey was administered to students, faculty, and staff members to ascertain their residence locations and mode of transportation to and from the AAU sites.
- **Residential zip code.** In fall 2010, a database of residential locations by zip code for faculty, staff, and commuter students was developed.

The travel behavior survey results were used to develop modal split rates. Trip distribution data for faculty, staff, and students were derived from the residential zip code data. The person trip and vehicle trip analysis was conducted in accordance with the methodology of the *SF Guidelines*, using the project-specific trip generation rates, mode splits, and distribution. The number of person trips generated by the uses at each AAU site was estimated for the weekday evening (PM) peak hour. The resulting person trips were then assigned to different modes of travel, and the geographic distribution of the project-related trips was estimated.

### **Person Trips Estimates**

Person trip generation and distribution rates were categorized and developed for four specific uses at each AAU site: 1) residential, 2) academic/administrative, 3) academic with auditorium space, and 4) vehicle storage. The methodology to develop person trip generation rates for each use is described below:

- **Residential Person Trip Generation and Distribution:** The person-trip generation data for residential uses were collected for the 2010 fall semester using the AAU Security Department’s video cameras focused on the entrances to residential halls. The data were collected by counting the number of persons entering and exiting as recorded on security videos at seven residential halls during the PM peak period (4:00 p.m. to 6:00 p.m.) on a typical weekday (Tuesday, Wednesday, or Thursday) in September and October 2010. The seven residential halls surveyed include both large and small buildings and those designated for both graduate and undergraduate students. Person-trip generation rates were calculated for each site, and an arithmetic average was calculated to generate the trip generation rates for residential buildings. Inbound and outbound modal split data were also

derived. Based on these findings, the PM peak hour trip rate is 0.65 person trips per residential student, or 1.17 person trips per room using the average occupancy of 1.8 students per room.<sup>33</sup> In order to assess potential changes in trip generation since the baseline year 2010, CHS conducted trip generation surveys at two residential sites (1727 Lombard Street and 620 Sutter Street) on Tuesday, March 15, 2016. Survey findings indicate that the trip generation rate observed in 2016 is slightly lower than the rate observed in 2010 (1.17 trips per room in 2010 compared to 1.16 trips per room in 2016).

- **Academic/Administrative Person Trip Generation and Distribution:** The person-trip generation data for academic/administrative uses were similarly collected for the 2010 fall semester using video cameras focused on the entrances to academic/administrative buildings. The data were collected by counting the number of persons entering and exiting as recorded on security videos at seven academic/administrative buildings during the PM peak period (4:00 p.m. to 6:00 p.m.) on a typical weekday (Tuesday, Wednesday, or Thursday) in September and October 2010. The academic/administrative buildings surveyed include combinations of classroom or studio space, office space for administrative and support functions, and other amenities such as snack bars and student lounges. In order to assess potential changes in trip generation since the baseline year 2010, CHS conducted trip generation surveys at five academic/administrative sites (466 Townsend Street, 491 Post Street, 2340 Stockton Street, 180 New Montgomery Street, and 77 New Montgomery Street) on Tuesday, March 15, 2016. Survey findings indicate that the trip generation rate observed in 2016 is approximately 56 percent lower than the average reported for the base year 2010 (4.6 trips per 1,000 square feet in 2010 compared to 2.0 trips per 1,000 square feet in 2016).
- **Academic with Auditorium Person Trip Generation and Distribution:** The person-trip generation for two AAU sites with auditorium space (2151 Van Ness Avenue and 491 Post Street) was estimated based on the number of students and faculty/staff present on site on a given day during the peak use.<sup>34</sup> Each student and faculty/staff member was assumed to generate a total of two trips during the PM peak period (4:00 p.m. to 6:00 p.m.).
- **Vehicle Storage Space Person Trip Generation and Distribution:** The person-trip generation for a vehicle storage site at 950 Van Ness Avenue was estimated based on the number of employees on site. There are a total of seven full-time and two part-time staff (e.g., mechanics and car detailers). Each employee was assumed to generate one outbound trip during the PM peak hour. Their mode split and trip distribution was based on the data provided in the *SF Guidelines*.

Person-trip generation rates were calculated for each building, and an arithmetic average was calculated to generate the trip generation rates for an academic/administrative building. When a building contains a use that is accessory to a primary use, only the primary land use was considered for the purpose of trip generation analyses. For example, when a food service/café is provided on the ground floor of a residential building (e.g., 1849 Van Ness Avenue and 1055 Pine Street), it was not considered as a separate land use for trip generation purposes. Inbound and outbound split data were also derived from actual counts of persons entering and exiting AAU's residential or academic/administrative buildings in fall 2010, using AAU's security camera video tapes. Table 5,

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<sup>33</sup> The average residential density of existing AAU residential units is 1.8 students per room. This rate was used to estimate the number of students in each residential unit.

<sup>34</sup> Peak use consists of the highest enrollment for a given class scheduled on Tuesdays in spring 2016.

AAU PM Peak Hour Trip Generation Rates, summarizes the PM peak hour trip generation rates for AAU residential and academic/administrative uses.

**Table 5. AAU PM Peak Hour Trip Generation Rates**

| Land Use                          | Daily Person-Trip Rate <sup>1</sup>      | PM Peak Hour Person-Trip Rate <sup>1</sup> |
|-----------------------------------|--|--|
| Residential <sup>2</sup>          | 3.76 trips/student<br>or 6.77 trips/room | 0.65 trips/student<br>or 1.17 trips/room   |
| Academic/Administrative Building  | 53.65 trips/1,000 sf                     | 4.56 trips/1,000 sf                        |
| Academic with Auditorium Building | 23.4 trips/student and faculty/staff     | 2 trips/student and faculty/staff          |
| Vehicle Storage                   | 4 trips/employee                         | 1 trip/employee                            |

Notes:

<sup>1</sup> Trip generation rates were derived from actual counts of persons entering/exiting AAU residential and academic/administrative buildings conducted by Atkins in 2010, using AAU's security camera video tapes.

<sup>2</sup> A residential room occupancy factor of 1.8 was used to convert students to rooms.

Source: Atkins, 2013

In order to assess potential changes in trip generation since the baseline year 2010, CHS conducted trip generation surveys at seven sample AAU sites on Tuesday, March 15, 2016.<sup>35</sup> Appendix TR-L includes a technical memorandum summarizing the methodologies and findings of the AAU ESTM trip generation and travel behavior surveys. Survey findings indicate that while the trip generation rate for residential buildings is similar to the rate observed in 2010 (1.17 trips per room in 2010 vs. 1.16 trips per room in 2016), the trip generation rate for institutional buildings is approximately 56 percent lower than the average reported for the base year 2010 (4.6 trips per 1,000 square feet vs. 2.0 trips per 1,000 square feet). This reduction in trip generation is generally attributed to reduced student enrollment (by approximately 26 percent, from 11,182 students in 2010 to 8,649 students in 2016) and consolidation of classroom and department locations.<sup>36</sup> Based on these results, the trip generation estimates using the 2010 survey results provide a more conservative estimate of trip generation and subsequent analyses. Table 6, Estimated PM Peak Hour Person Trip Generation at AAU Sites, presents the uses for each of the 23 sites, the estimated number of faculty, staff, and students, and the estimated PM peak hour person trips for each site.

<sup>35</sup> Surveyed sites include 1727 Lombard Street, 620 Sutter Street, 466 Townsend Street, 491 Post Street, 2340 Stockton Street, 180 New Montgomery Street, and 77 New Montgomery Street.

<sup>36</sup> Examples of the consolidation of classrooms include the following: the Sculpture program moved to 2801 Leavenworth Street from 410 Bush Street; the Advertising program moved to 410 Bush Street from 60 Federal Street; Interior Architecture and Design moved to 601 Brannan Street from 2300 Stockton Street; Fine Art classes have been consolidated at 60 Federal Street; Motion Pictures & Television consolidated at 466 Townsend Street (these were formerly divided between Townsend and 180 New Montgomery Street); and the Fashion program has been consolidated at 625 Polk Street (these were formerly divided between 180 New Montgomery Street and 2300 Stockton Street).



**Table 6. Estimated PM Peak Hour Person Trip Generation at AAU Sites**

| Existing Site No. | AAU Site                 | Site Use  | PM Peak Hour Person Trip Generation |       |                  |                     |            |
|-------------------|--------------------------|---|-------------------------------------|-------|------------------|---------------------|------------|
|                   |                          |   | Faculty                             | Staff | Commuter Student | Residential Student | Total      |
| 1                 | 2340 Stockton Street     | Institutional (44,530 sf)   | 14                                  | 40    | 128              | 22                  | <b>204</b> |
| 2                 | 2295 Taylor Street       | Institutional (20,000 sf <sup>1</sup> )   | 6                                   | 18    | 57               | 10                  | <b>91</b>  |
| 3                 | 1727 Lombard Street      | Residential (52 rooms)  |                                     |       |                  | 61                  | <b>61</b>  |
| 4                 | 2211 Van Ness Avenue     | Residential (11 rooms)  |                                     |       |                  | 15                  | <b>15</b>  |
| 5                 | 2209 Van Ness Avenue     | Residential (22 rooms <sup>2</sup> )  |                                     |       |                  | 21                  | <b>21</b>  |
| 6                 | 2151 Van Ness Avenue     | Auditorium, classrooms (27,912 sf)  | 1                                   | 3     | 34               | 6                   | <b>44</b>  |
| 8                 | 1849 Van Ness Avenue     | Institutional (107,908 sf)  | 35                                  | 98    | 305              | 54                  | <b>492</b> |
| 9                 | 1916 Octavia Boulevard   | Residential (22 rooms)  |                                     |       |                  | 26                  | <b>26</b>  |
| 10                | 950 Van Ness Avenue      | Classic vehicle museum, storage <sup>3</sup> (50,700 sf)                        | --                                  | 9     | --               | --                  | <b>9</b>   |
| 11                | 1153 Bush Street         | Residential (15 rooms)  |                                     |       |                  | 18                  | <b>18</b>  |
| 12                | 1080 Bush Street         | Residential (57 rooms)  |                                     |       |                  | 67                  | <b>67</b>  |
| 13                | 860 Sutter Street        | Residential (89 rooms)  |                                     |       |                  | 103                 | <b>103</b> |
| 14                | 817-831 Sutter Street    | Residential (114 rooms)   |                                     |       |                  | 133                 | <b>133</b> |
| 16                | 1069 Pine Street         | Recreation (1,875 sf)   | 1                                   | 2     | 4                | 1                   | <b>8</b>   |
| 17                | 1055 Pine Street         | Residential and cafeteria (81 rooms)  |                                     |       |                  | 95                  | <b>95</b>  |
| 20                | 620 Sutter Street        | Residential (65 rooms)  |                                     |       |                  | 76                  | <b>76</b>  |
| 23                | 491 Post Street          | Auditorium and Institutional uses (37,730 sf)                                   | 5                                   | 15    | 211              | 37                  | <b>268</b> |
| 27                | 77 New Montgomery Street | As analyzed, in 2010, main administrative building with classrooms (147,509 sf) | 47                                  | 134   | 418              | 74                  | <b>673</b> |

| Existing Site No.                        | AAU Site                  | Site Use                   | PM Peak Hour Person Trip Generation |                   |                     |                     |                     |
|--|---------------------------|----------------------------|-------------------------------------|-------------------|---------------------|---------------------|---------------------|
|  |                           |                            | Faculty                             | Staff             | Commuter Student    | Residential Student | Total               |
| 28                                       | 180 New Montgomery Street | Institutional (190,066 sf) | 61                                  | 173               | 536                 | 96                  | <b>866</b>          |
| 30                                       | 58-60 Federal Street      | Institutional (91,522 sf)  | 32                                  | 90                | 283                 | 50                  | <b>455</b>          |
| 31                                       | 601 Brannan Street        | Institutional (73,666 sf)  | 24                                  | 67                | 208                 | 37                  | <b>336</b>          |
| 33                                       | 460 Townsend Street       | Institutional (25,920 sf)  | 8                                   | 25                | 73                  | 13                  | <b>119</b>          |
| 34                                       | 466 Townsend Street       | Institutional (113,436 sf) | 36                                  | 103               | 322                 | 57                  | <b>518</b>          |
| <i>Total Institutional Use Evaluated</i> |                           | <i>860,287 sf</i>          | <i>270</i>                          | <i>777</i>        | <i>2,579</i>        | <i>457</i>          | <b><i>4,083</i></b> |
| <i>Total Residential Rooms Evaluated</i> |                           | <i>525 rooms</i>           | <i>--</i>                           | <i>--</i>         | <i>--</i>           | <i>615</i>          | <b><i>615</i></b>   |
| <b><i>Grand Total</i></b>                |                           |                            | <b><i>270</i></b>                   | <b><i>777</i></b> | <b><i>2,579</i></b> | <b><i>1,072</i></b> | <b><i>4,698</i></b> |

Notes:

- <sup>1</sup> The trip generation calculations for ES-2 were based on the 2010 occupancy of 20,000 sf. AAU currently occupies 10,440 sf in 2016; therefore, the transportation analysis results for this site are conservatively high.
- <sup>2</sup> ES-5 at 2209 Van Ness Avenue was analyzed at 18 rooms, whereas the site contains 22 rooms. The transportation analysis results remain reasonably conservative for this site with the small difference of 4 additional rooms.
- <sup>3</sup> The 950 Van Ness Avenue site is a storage facility for the classic vehicle museum at Van Ness Avenue and Washington Street. The 950 Van Ness Avenue building does not generate person trips on a typical day nor during the weekday PM peak hour.

Source: CHS Consulting Group, 2015.

### **Mode Split Estimates**

Person trips generated by each AAU existing site were calculated based on the types of uses contained in the buildings. The mode of travel (automobile, transit, shuttle, bicycle, and walk) was then established. The modal split rates were disaggregated for the following three groups: 1) faculty/staff, 2) commuter students, and 3) resident students. The rates were further disaggregated for AAU sites located within approximately ½ mile from Market Street (i.e., Near Market Street Corridor) and for AAU sites located farther away from Market Street (i.e., Outside of Market Street Corridor). The purpose of this second-level disaggregation is to present the differences in automobile and transit usage between buildings closer to Market Street, which has abundant regional and local transit services within a reasonable walking distance, versus those sites that are farther away from Market Street, which could result in more automobile drivers. The PM peak hour modal split rates for both Near Market buildings and buildings further away from Market Street are presented in Table 7, AAU PM Peak Hour Modal Split Rates. It shows faculty, staff, and commuter students working or attending classes in sites outside of the Market Street corridor have a higher propensity to drive alone, with smaller percentages taking shuttle buses or walking. For faculty/staff and students, PM peak hour commute patterns were derived from surveys of PM peak hour commute patterns.

**Table 7. AAU PM Peak Hour Modal Split Rates**

| Type                                  | Drive Alone | Carpool | Transit | Shuttle | Bike | Walk | Total |
|---------------------------------------|-------------|---------|---------|---------|------|------|-------|
| <b>Near Market Street Corridor</b>    |             |         |         |         |      |      |       |
| Faculty/Staff                         | 10%         | 6%      | 57%     | 0%      | 9%   | 18%  | 100%  |
| Commuter Students                     | 10%         | 0%      | 44%     | 16%     | 1%   | 28%  | 100%  |
| Resident Students                     | 0%          | 0%      | 5%      | 57%     | 4%   | 34%  | 100%  |
| <b>Outside Market Street Corridor</b> |             |         |         |         |      |      |       |
| Faculty/Staff                         | 20%         | 4%      | 57%     | 1%      | 2%   | 16%  | 100%  |
| Commuter Students                     | 14%         | 6%      | 56%     | 11%     | 3%   | 10%  | 100%  |
| Resident Students                     | 0%          | 0%      | 5%      | 57%     | 4%   | 34%  | 100%  |

Source: Atkins, 2010; CHS Consulting Group, 2016.

In order to assess potential changes in travel behaviors by AAU students, faculty, and staff members since the base year 2010, CHS conducted travel behavior surveys at seven sample AAU sites on Wednesday, March 15, 2016 (see Appendix TR-L).<sup>37</sup> Survey findings indicate that there is a reduction of drive-alone trips and transit trips while the use of shuttle and other Transportation Network Services such as Uber and Lyft has increased since 2010. It also shows that faculty, staff, and commuter students working or attending classes in sites outside of the Market Street corridor have a higher propensity to drive alone or take shuttles, with smaller percentages taking transit or walking. Based on these results, it was determined that the trip generation estimates using the 2010 survey results provide a more conservative estimate of vehicle trip generation and subsequent traffic analyses.

The methodology further applies two different inbound and outbound ratios for faculty and staff. Faculty travel pattern survey results were closer in inbound and outbound ratios to students than were staff survey results, likely because of their similar observance of class schedules. AAU staff travel pattern survey results were similar to a more typical workplace location (with morning and evening commute patterns as compared to varied class schedules). Therefore, for AAU staff persons, the inbound and outbound split data from the *SF Guidelines* were used. Table 8, Inbound and Outbound Trip Percentages by AAU Population, summarizes the inbound and outbound PM peak hour trip percentages by AAU population type. It shows the inbound and outbound splits for faculty and students are 46 and 54 percent, and the inbound and outbound splits for staff members are 8 and 92 percent. The 2016 survey results indicate that approximately 47 percent of trips taken by all AAU population groups (faculty, staff, and students) occur in the inbound direction and the remaining 53 percent of trips in the outbound direction (see Appendix TR-L).

<sup>37</sup> Surveyed sites include 1727 Lombard Street, 620 Sutter Street, 466 Townsend Street, 491 Post Street, 2340 Stockton Street, 180 New Montgomery Street, and 77 New Montgomery Street.

**Table 8. Inbound and Outbound Trip Percentages by AAU Population**

| Type                  | Inbound | Outbound |
|-----------------------|---------|----------|
| Faculty               | 46%     | 54%      |
| Staff                 | 8%      | 92%      |
| Students <sup>1</sup> | 46%     | 54%      |

Note:

<sup>1</sup> Inbound/outbound split percentages apply to both commuter and resident students.

Source: Atkins, 2010; CHS Consulting Group, 2016.

Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, presents the estimated PM peak hour person and vehicle trips for 23 AAU sites based on the person trip generation and mode split data presented above. The number of vehicle trips was estimated using the average vehicle occupancy rate of 2.25 persons per carpool vehicle.<sup>38</sup> Please refer to Appendix TR for detailed tables of PM peak hour person and vehicle trips for faculty, staff, and students for each individual site.

As presented in Table 9, the 23 AAU sites generate a total of 4,698 person trips (1,865 inbound trips and 2,833 outbound trips [see Appendix TR for a breakdown of inbound and outbound trips]) during the weekday PM peak hour. The number of person trips by site varies from 9 person trips with the approximately 2,000-square-foot gymnasium at 1069 Pine Street to 868 person trips at 180 New Montgomery with approximately 190,000 square feet of institutional use (e.g., classrooms, labs, studios, library, offices, and a café). Of the total PM peak hour person trips for all sites, approximately 13 percent (481 drive-alone person trips and 187 person trips made by carpool) are automobile person trips, 42 percent (1,965 trips) are transit trips, 20 percent (958 trips) are shuttle trips, 3 percent (148 trips) are bicycle trips, and 21 percent (1,009 trips) are walk trips. The five sites that generate the largest number of person trips are 180 New Montgomery Street (866 trips), 77 New Montgomery Street (673 trips), 1849 Van Ness Avenue (492 trips), 58–60 Federal Street (455 trips), and 466 Townsend Street (518 trips). The largest portion of these weekday PM peak hour person trips is associated with commuter students (approximately 54 percent of total trips); residential students represent approximately 23 percent, staff represent approximately 17 percent, and faculty represent approximately 6 percent of the total weekday PM peak hour trips, respectively.

### **Traffic**

The approximately 4,698 PM peak hour person trips result in 542 vehicle trips from all 23 of the existing sites. Because private vehicles are parked in a variety of on- and off-street parking facilities throughout the east side of the City, vehicle trips are distributed throughout a wide range of streets near the existing sites. In addition, the 542 vehicle trips include both inbound and outbound travel. Therefore, the vehicle trips generated by the AAU existing sites do not add

<sup>38</sup> Vehicle trips were estimated by dividing the number of carpool person trips by the vehicle occupancy rate of 2.25, except for the 950 Van Ness Avenue site which assumed a vehicle-occupancy rate of 2.0 for rideshare vehicles. The occupancy rate was provided in the travel behavior surveys for AAU students and faculty and staff and in consultation with the San Francisco Planning Department.

**Table 9. Existing Sites PM Peak Hour Person and Vehicle Trips by Mode**

| ES                                   | AAU Building              | Person Trips |            |              |            |            |              |              | Vehicle Trips |
|--------------------------------------|---------------------------|--------------|------------|--------------|------------|------------|--------------|--------------|---------------|
|                                      |                           | Drive        | Carpool    | Transit      | Shuttle    | Bike       | Walk         | Total        |               |
| <b>Near Market Study Corridor</b>    |                           |              |            |              |            |            |              |              |               |
| 13                                   | 860 Sutter Street         | 0            | 0          | 5            | 59         | 4          | 35           | 103          | 0             |
| 14                                   | 817–831 Sutter Street     | 0            | 0          | 7            | 76         | 5          | 45           | 133          | 0             |
| 16                                   | 1069 Pine Street          | 1            | 0          | 4            | 1          | 0          | 2            | 8            | 1             |
| 17                                   | 1055 Pine Street          | 0            | 0          | 5            | 54         | 4          | 32           | 95           | 0             |
| 20                                   | 620 Sutter Street         | 0            | 0          | 4            | 43         | 3          | 26           | 76           | 0             |
| 23                                   | 491 Post Street           | 23           | 1          | 109          | 55         | 5          | 75           | 268          | 24            |
| 27                                   | 77 New Montgomery Street  | 60           | 11         | 295          | 109        | 23         | 175          | 673          | 65            |
| 28                                   | 180 New Montgomery Street | 77           | 14         | 380          | 140        | 30         | 225          | 866          | 83            |
| <i>Subtotal</i>                      |                           | <i>161</i>   | <i>26</i>  | <i>809</i>   | <i>537</i> | <i>74</i>  | <i>615</i>   | <i>2,222</i> | <i>173</i>    |
| <b>Outside Market Study Corridor</b> |                           |              |            |              |            |            |              |              |               |
| 1                                    | 2340 Stockton Street      | 29           | 10         | 103          | 27         | 6          | 29           | 204          | 33            |
| 2                                    | 2295 Taylor Street        | 13           | 4          | 46           | 12         | 3          | 13           | 91           | 15            |
| 3                                    | 1727 Lombard Street       | 0            | 0          | 3            | 35         | 2          | 21           | 61           | 0             |
| 4                                    | 2211 Van Ness Avenue      | 0            | 0          | 1            | 8          | 1          | 5            | 15           | 0             |
| 5                                    | 2209 Van Ness Avenue      | 0            | 0          | 1            | 12         | 1          | 7            | 21           | 0             |
| 6                                    | 2151 Van Ness Avenue      | 6            | 2          | 22           | 7          | 1          | 6            | 44           | 7             |
| 8                                    | 1849 Van Ness Avenue      | 69           | 24         | 249          | 66         | 14         | 70           | 492          | 80            |
| 9                                    | 1916 Octavia Street       | 0            | 0          | 1            | 15         | 1          | 9            | 26           | 0             |
| 10                                   | 950 Van Ness Avenue       | 2            | 2          | 4            | 0          | 0          | 1            | 9            | 3             |
| 11                                   | 1153 Bush Street          | 0            | 0          | 1            | 10         | 1          | 6            | 18           | 0             |
| 12                                   | 1080 Bush Street          | 0            | 0          | 3            | 38         | 3          | 23           | 67           | 0             |
| 30                                   | 58–60 Federal Street      | 64           | 22         | 230          | 61         | 13         | 65           | 455          | 74            |
| 31                                   | 601 Brannan Street        | 47           | 16         | 170          | 45         | 10         | 48           | 336          | 54            |
| 33                                   | 460 Townsend Street       | 17           | 6          | 60           | 16         | 3          | 17           | 119          | 19            |
| 34                                   | 466 Townsend Street       | 73           | 25         | 262          | 69         | 15         | 74           | 518          | 84            |
| <i>Subtotal</i>                      |                           | <i>320</i>   | <i>111</i> | <i>1,156</i> | <i>421</i> | <i>74</i>  | <i>394</i>   | <i>2,476</i> | <i>369</i>    |
| <b>Grand Total</b>                   |                           | <b>481</b>   | <b>137</b> | <b>1,965</b> | <b>958</b> | <b>148</b> | <b>1,009</b> | <b>4,698</b> | <b>542</b>    |

Note: The numbers presented in the table herein may marginally differ from calculations provided in the technical appendix due to rounding.

Source: CHS Consulting Group, 2015. Transit Screenline Analysis.

substantially to vehicular traffic in any one specific location. Based on the low level of additional traffic and the wide distribution of vehicle trips, the changes in use at AAU existing sites have not combined to cause substantially altered traffic conditions. However, a recommended Condition of Approval to implement a Transportation Management Plan (TMP) and a Transportation Demand Management Strategy, encouraging AAU to reduce staff and faculty vehicle trips and parking demand, is suggested. The Transportation Management Plan is a management and operating plan designed to provide multimodal access to existing and future AAU sites. The purpose of the plan is to ensure safe and efficient access by promoting and facilitating the use of AAU's shuttle service, nearby public transit services, and pedestrian and bicycle infrastructure for travel to and from AAU facilities, thereby reducing transportation impacts on the surrounding neighborhoods. The plan's primary goal is to facilitate multi-modal access to/from the AAU facilities for all employees and students. The purpose of the TMP is to outline strategies to optimize access to and from AAU facilities within the constraints of the existing transportation network. Its main goal is to ensure safe and efficient access for all modes with a particular focus on promoting pedestrian, bicycle, and transit access to all AAU facilities and adjacent mix of uses, thereby reducing impacts on the transportation network. Appendix TDM, presented at the end of this Memorandum, provides details of the Draft Transportation Demand Management program that are summarized here.

**Recommended Condition of Approval, Transportation Demand Management Strategies.** AAU should implement Transportation Demand Management (TDM) strategies such as the following to reduce single occupancy vehicle (SOV) trips. The TDM program targets a reduction in SOV trips by encouraging persons to select other modes of transportation, including walking, bicycling, transit, car-share, carpooling and/or other modes.

- Identify a TDM coordinator with responsibility for implementing and operating all TDM measures.
- Provide information on alternate modes of transportation such as transit service and rideshare programs to staff/faculty upon hire and to students upon request.
- Conduct TDM program monitoring, collecting data on implemented strategies and their effectiveness on vehicle trip reduction.
- Consider a subsidy for staff/faculty for Muni monthly passes with initial hire or on an on-going basis.
- Implement a Transportation Management Plan to provide multimodal access to existing AAU sites.

### **Transit**

As presented in Table 9, above, the AAU institutional and residential uses generate a total of approximately 1,965 transit riders during the PM peak hour. Most of the transit riders for AAU consist of commuter students and AAU faculty and staff, because most residential students use the AAU shuttle bus service or walk. Transit riders in San Francisco typically have multiple transit options to reach their destinations and choose a route based on several factors, including reliability, headways, travel time, type of transit, comfort, and convenience. Based on this understanding, four screenlines (Northeast, Northwest, Southeast, and Southwest) have been established by the San Francisco Planning Department to evaluate San Francisco Municipal Railway (Muni) operations into and out of the greater downtown area (in the peak direction), roughly corresponding to

Superdistricts 1, 2, 3, and 4, respectively. The performance standard for local (Muni) transit crowding impacts is 85 percent capacity utilization.

Of the total 1,965 transit trips generated by AAU, it is expected that approximately 603 transit trips are served by Muni in the peak outbound direction during the PM peak hour (see Appendix TR). The remaining 1,362 transit trips are served by regional transit providers in the peak direction (550 trips) or occur in the non-peak direction (812 trips) on either Muni or regional transit. Table 10, Muni Downtown Transit Screenlines – PM Peak Hour Outbound, shows that without AAU transit riders (the “Existing” columns), all local transit screenlines and corridors operate below Muni’s performance standard of 85 percent capacity utilization in the PM peak hour. With the addition of 603 PM peak hour transit trips from AAU in the outbound direction on multiple Muni lines, Muni screenlines and corridors experience an increase in transit demand (capacity utilization). Most screenlines and corridors continue to operate below Muni’s 85 percent capacity utilization performance standard during the PM peak hour, except the Fulton/Hayes Corridor in the Northwest Screenline which increases from 82 percent to 85 percent capacity utilization with the additional AAU transit trips. The AAU existing sites contribute approximately 3.2 percent to this corridor within the Northwest screenline. AAU’s contribution, causing the Fulton/Hayes Corridor to operate at the performance standard rather than below the standard, is a substantial effect on the transit system. Based on these findings, while the transit trips generated by AAU uses are generally accommodated on existing transit service without substantially affecting capacity utilization and service, this is not the case for the Fulton/Hayes Corridor.

Detailed transit screenline assignments and calculations are provided in Appendix TR-G.

The AAU institutional uses would be subject to the City’s Transportation Sustainability Fee (TSF) related to changes in use when the change generates a greater number of transit trips than occurred with the prior use. In addition, non-residential changes of use in some cases would be subject to the Transit Impact Development Fee (TIDF) as part of the building permit process. Both fees are described in detail in Planning Code Section 411. The TSF attempts to recover the cost of carrying additional riders generated by new development by obtaining fees on a square footage basis. The TSF funds are used to improve the City’s public transit system, offsetting the effects of development and maintaining service standards. The TSF offsets impacts on the City’s entire transportation network, including effects on the transportation infrastructure that support pedestrian and bicycle travel. Therefore, the TSF would offset some of the demand associated with AAU’s sites; however, this would not reduce the substantial effect.

The effects on regional transit demand are presented for the three regional screenlines. AAU is expected to generate a total of 550 regional transit trips in the outbound direction during the PM peak hour. As shown in Table 11, Regional Transit Screenlines – PM Peak Hour Outbound, most of these trips are through the East Bay Screenline (about 307 trips), including 266 trips on the Bay Area Rapid Transit (BART). Approximately 158 outbound transit trips cross the South Bay Screenline, and the remaining 85 trips cross the North Bay Screenline.

**Table 10. Muni Downtown Transit Screenlines – PM Peak Hour Outbound**

| Screenline/Corridor               | Existing      |               |                      | Existing Plus AAU Uses |                 |                      |
|-----------------------------------|---------------|---------------|----------------------|------------------------|-----------------|----------------------|
|                                   | Ridership     | Capacity      | Capacity Utilization | AAU Ridership          | Total Ridership | Capacity Utilization |
| <b>Northeast</b>                  |               |               |                      |                        |                 |                      |
| Kearny/Stockton Corridor          | 2,158         | 3,291         | 66%                  | 144                    | 2,299           | 70%                  |
| All Other Lines                   | 570           | 1,078         | 53%                  | 38                     | 607             | 56%                  |
| <i>Subtotal</i>                   | <i>2,728</i>  | <i>4,369</i>  | <i>62%</i>           | <i>182</i>             | <i>2,907</i>    | <i>67%</i>           |
| <b>Northwest</b>                  |               |               |                      |                        |                 |                      |
| Gearry Corridor                   | 1,814         | 2,528         | 72%                  | 71                     | 1,885           | 75%                  |
| California                        | 1,366         | 1,686         | 81%                  | 53                     | 1,420           | 84%                  |
| Sutter/Clement                    | 470           | 630           | 75%                  | 18                     | 488             | 78%                  |
| Fulton/Hayes                      | 965           | 1,176         | 82%                  | 38                     | 1,003           | 85%                  |
| Balboa                            | 637           | 929           | 69%                  | 25                     | 662             | 71%                  |
| <i>Subtotal</i>                   | <i>5,252</i>  | <i>6,949</i>  | <i>76%</i>           | <i>205</i>             | <i>5,458</i>    | <i>79%</i>           |
| <b>Southeast</b>                  |               |               |                      |                        |                 |                      |
| Third Street                      | 550           | 714           | 77%                  | 18                     | 568             | 80%                  |
| Mission Street                    | 1,529         | 2,789         | 55%                  | 49                     | 1,580           | 57%                  |
| San Bruno/Bayshore                | 1,320         | 2,134         | 62%                  | 43                     | 1,364           | 64%                  |
| All Other Lines                   | 1,034         | 1,712         | 60%                  | 34                     | 1,068           | 62%                  |
| <i>Subtotal</i>                   | <i>4,433</i>  | <i>7,349</i>  | <i>60%</i>           | <i>144</i>             | <i>4,580</i>    | <i>62%</i>           |
| <b>Southwest</b>                  |               |               |                      |                        |                 |                      |
| Subway Lines                      | 4,747         | 6,294         | 75%                  | 56                     | 4,803           | 76%                  |
| Haight/Noriega                    | 1,105         | 1,651         | 67%                  | 13                     | 1,118           | 68%                  |
| All Other Lines                   | 276           | 700           | 39%                  | 3                      | 279             | 40%                  |
| <i>Subtotal</i>                   | <i>6,128</i>  | <i>8,645</i>  | <i>71%</i>           | <i>72</i>              | <i>6,201</i>    | <i>72%</i>           |
| <b>Total All Muni Screenlines</b> | <b>18,541</b> | <b>27,312</b> | <b>68%</b>           | <b>603</b>             | <b>19,145</b>   | <b>70%</b>           |

Note: The numbers presented in the table herein may marginally differ from calculations provided in the technical appendix due to rounding.

Source: CHS Consulting Group, 2015.



**Table 11. Regional Transit Screenlines – PM Peak Hour Outbound**

| Screenline/ Corridor                  | Existing      |               |                      | Existing Plus AAU Uses |                 |                      |
|---------------------------------------|---------------|---------------|----------------------|------------------------|-----------------|----------------------|
|                                       | Ridership     | Capacity      | Capacity Utilization | AAU Ridership          | Total Ridership | Capacity Utilization |
| <b>East Bay</b>                       |               |               |                      |                        |                 |                      |
| BART                                  | 19,716        | 22,050        | 89%                  | 266                    | 19,986          | 91%                  |
| AC Transit                            | 2,256         | 3,926         | 57%                  | 30                     | 2,287           | 58%                  |
| Ferries                               | 805           | 1,615         | 50%                  | 11                     | 816             | 51%                  |
| <i>Subtotal</i>                       | <i>22,777</i> | <i>27,591</i> | <i>83%</i>           | <i>307</i>             | <i>23,089</i>   | <i>84%</i>           |
| <b>North Bay</b>                      |               |               |                      |                        |                 |                      |
| Golden Gate Transit Buses             | 1,384         | 2,817         | 49%                  | 50                     | 1,435           | 51%                  |
| Golden Gate Transit Ferries           | 968           | 1,959         | 49%                  | 35                     | 1,003           | 51%                  |
| <i>Subtotal</i>                       | <i>2,352</i>  | <i>4,776</i>  | <i>49%</i>           | <i>85</i>              | <i>2,438</i>    | <i>51%</i>           |
| <b>South Bay</b>                      |               |               |                      |                        |                 |                      |
| BART                                  | 10,682        | 14,910        | 72%                  | 128                    | 10,811          | 73%                  |
| Caltrain                              | 2,377         | 3,100         | 77%                  | 28                     | 2,406           | 78%                  |
| samTrans                              | 141           | 320           | 44%                  | 2                      | 143             | 45%                  |
| <i>Subtotal</i>                       | <i>13,200</i> | <i>18,330</i> | <i>72%</i>           | <i>158</i>             | <i>13,359</i>   | <i>73%</i>           |
| <b>Total All Regional Screenlines</b> | <b>38,330</b> | <b>50,697</b> | <b>76%</b>           | <b>550</b>             | <b>38,887</b>   | <b>77%</b>           |

Note: The numbers presented in the table herein may marginally differ from calculations provided in the technical appendix due to rounding.

Source: CHS Consulting Group, 2015.

Overall, these trips contribute less than 2 percent to the total existing ridership of the East Bay Screenline, with the total BART load reaching 91 percent; however, this increase in transit ridership continues to be below BART’s standard of 100 percent of capacity utilization. The AAU-related transit trips contribute approximately 3.6 percent to the total existing ridership of the North Bay Screenline and approximately 1 percent to the total existing ridership of the South Bay Screenline, and all screenlines remain below 100 percent of capacity utilization performance standard.

### **Freight Delivery and Service Vehicles**

#### ***Methodology***

The freight delivery/service vehicle demand is estimated for each site based on the methodology and truck trip generation rates presented in the *SF Guidelines*. Although some of the AAU sites may include other uses (such as the restaurant use at 1055 Pine Street), a predominant land use (residential or institutional) was used, unless otherwise noted. On the basis of the existing land use types (i.e., residential and institutional), each AAU site would generate a varying amount of

delivery/service vehicle stops per day in each AAU site. Detailed loading demand calculations are provided in Appendix TR-H.

### ***Loading Demand***

Although AAU is not a centralized campus, most deliveries, except food and some program and residential deliveries, occur at the 77 New Montgomery Street centralized receiving area and are then distributed to the other buildings owned or operated by AAU. The 77 New Montgomery Street building has a loading dock along Jessie Street between Second and New Montgomery streets; most deliveries occur at this loading dock. Some delivery vehicles use the on-street loading zones and passenger loading zones along New Montgomery Street. Food service deliveries are made to 620 Sutter Street and 1055 Pine Street and distributed to other AAU sites from there.

The existing AAU sites generate a range of less than one to 19 average daily commercial delivery/service vehicle trips; the highest demand (with 190,000 sf of classroom, lab/studio, office and lounge spaces) is 180 New Montgomery Street, with an estimated 19 delivery/service vehicle trips per day. An additional approximately 15 delivery/service vehicle trips per day are generated by 77 New Montgomery Street. The resulting demand for loading space ranges from none at most of the existing AAU sites to one loading space to serve 180 New Montgomery. The uses at 77 New Montgomery Street and 466 Townsend Street each result in a loading demand of just under one space in the peak loading hour. The need for off-street loading space is specific to each existing AAU site. Loading demand from each of the sites would not result in a combined effect, nor would loading demand from a group of AAU buildings combine to contribute to a significant effect on traffic from freight and service delivery vehicles. Loading at each of the individual site assessments is discussed in Chapter 4.

### **Parking**

Information about parking conditions and parking demand at the existing AAU sites is provided for informational purposes. The discussion does not present an analysis of potential environmental effects from the existing AAU sites either in combination or individually, because parking conditions vary from day to day and location to location. Few of the existing AAU sites include parking spaces, so the parking demand generated by the existing AAU sites must be satisfied mainly by on-street parking and nearby off-street parking facilities when/if space is available. The City's Transit First Policy, established in San Francisco City Charter Article 8A, Section 8A.115, provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

### ***Parking Analysis Methodology***

Parking demand for the AAU sites was estimated for faculty and staff and their associated visitors separately from commuter students. Based on the travel mode survey data shown in Table 7, AAU PM Peak Hour Modal Split Rates, it is reasonable to assume that residential students largely do not own and/or do not typically drive and park their own personal vehicle on a daily basis. Accordingly, no parking demand associated with residential students was assumed or calculated. Parking demand for faculty, staff, visitors, and commuter students was assumed to be short-term parking demand because these individuals often travel between classes or campus locations

throughout the day. Parking demand was estimated for each AAU site. This analysis assumes that the percentage of faculty, staff, and commuter students who drive to school is the same as the mode splits summarized in Table 7, above.

#### Faculty and Staff and Visitor Parking Demand

For academic/administrative facilities, the parking demand for faculty and staff was derived from the methodology contained in Appendix G of the *SF Guidelines* for commercial uses. Commercial parking demand methodology was selected because the staff trip generation and travel times were found to be similar to typical office uses in the City, and faculty and staff data was not separated in the travel surveys performed for AAU as a whole in 2010. The number of faculty and staff for each AAU site was multiplied by the percentage of faculty and staff who drive (derived from the travel mode survey data), and then by a daily turnover rate of four vehicles per space based on the AAU class schedule.<sup>39</sup> The visitor parking demand was based on the estimated number of visitors that would travel to the AAU buildings on an average day, using the methodology and assumptions presented in the *SF Guidelines*. The *SF Guidelines* indicate that about 83 percent of all daily trips are “work-trips” and 17 percent are “non-work trips.” This ratio suggests that approximately every five office workers attract one visitor per day. Thus, visitor parking demand for each AAU site was estimated by applying 20 percent to the estimated faculty and staff parking demand and then by a daily turnover rate of 5.5 vehicles per space and vehicle occupancy rate of 2.37 passengers per vehicle.<sup>40</sup> Detailed parking demand calculations are provided in Appendix TR-I.

#### Commuter Student Parking Demand

Commuter student parking demand for all AAU sites was estimated based on the total number of commuter students, travel behavior survey results, and the distribution of commuter student trips traveling to/from AAU buildings in proximity to Market Street or outside of Market Street.<sup>41</sup> The number of commuter students for each AAU site was multiplied by the percentage of commuter students who drive (derived from the travel mode survey data) and then by a daily turnover rate of four vehicles per space was applied based on the AAU class schedule.

#### ***Combined Parking Demand***

The parking demand for AAU sites is summarized in Table 12, Parking Demand (Midday) – Faculty, Staff, and Students. Parking demand from the 23 existing sites analyzed would not result in a combined or cumulative parking shortfall throughout the east side of the City, as most sites are sufficiently separated that parking demand would not overlap.

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<sup>39</sup> AAU provides four class schedule blocks throughout the day.

<sup>40</sup> Vehicle occupancy rate was provided in the *SF Guidelines*. All of the existing AAU sites that would have any visitor parking demand are located within Superdistrict 1.

<sup>41</sup> For purposes of the transportation analysis, it is conservatively assumed that approximately 85 percent of the total full-time and part-time student enrollment consists of commuter students, of whom 60 percent are on campus any given day and 16 percent either drive or carpool with an average vehicle occupancy rate of 2.25 persons per vehicle.

**Table 12: Parking Demand (Midday) – Faculty, Staff and Students**

| ES #         | AAU Site               | Faculty/ Staff | Visitor  | Commuter Students | Total      |
|--------------|------------------------|----------------|----------|-------------------|------------|
| 1            | 2340 Stockton Street   | 4              | 0        | 11                | 15         |
| 2            | 2295 Taylor Street     | 1              | 0        | 5                 | 6          |
| 3            | 1727 Lombard Street    | 0              | 0        | 0                 | 0          |
| 4            | 2211 Van Ness Avenue   | 0              | 0        | 0                 | 0          |
| 5            | 2209 Van Ness Avenue   | 0              | 0        | 0                 | 0          |
| 6            | 2151 Van Ness Avenue   | 0              | 0        | 2                 | 2          |
| 8            | 1849 Van Ness Avenue   | 2              | 0        | 10                | 12         |
| 9            | 1916 Octavia Boulevard | 0              | 0        | 0                 | 0          |
| 10           | 950 Van Ness Avenue    | 0              | 0        | 0                 | 0          |
| 11           | 1153 Bush Street       | 0              | 0        | 0                 | 0          |
| 12           | 1080 Bush Street       | 0              | 0        | 0                 | 0          |
| 13           | 860 Sutter Street      | 0              | 0        | 0                 | 0          |
| 14           | 817-831 Sutter Street  | 0              | 0        | 0                 | 0          |
| 16           | 1069 Pine Street       | 0              | 0        | 0                 | 0          |
| 17           | 1055 Pine Street       | 0              | 0        | 0                 | 0          |
| 20           | 620 Sutter Street      | 0              | 0        | 0                 | 0          |
| 23           | 491 Post Street        | 2              | 0        | 12                | 14         |
| 27           | 77 New Montgomery      | 2              | 0        | 13                | 16         |
| 26           | 180 New Montgomery     | 14             | 2        | 37                | 53         |
| 30           | 58-60 Federal Street   | 4              | 0        | 29                | 33         |
| 31           | 601 Brannan Street     | 4              | 0        | 20                | 25         |
| 33           | 460 Townsend Street    | 0              | 0        | 3                 | 3          |
| 34           | 466 Townsend Street    | 7              | 1        | 21                | 29         |
| <b>Total</b> |                        | <b>40</b>      | <b>5</b> | <b>162</b>        | <b>207</b> |

Note: The numbers presented in the table herein may marginally differ from calculations provided in the technical appendix due to rounding.

Source: CHS Consulting Group, 2015.

However, there are a few clusters of existing AAU sites where parking demand could overlap to present a potential combined effect. For example, parking demand from the four existing sites in the Townsend Street and Brannan Street area, ES-31 at 601 Brannan Street, ES-32 at 168 Bluxome Street, ES-33 at 460 Townsend Street, and ES-34 at 466 Townsend Street, could combine with each other, but would not combine with sites on Van Ness Avenue or on Nob Hill. Because 168 Bluxome Street is AAU student housing, it is assumed that it would generate little or no parking demand, as AAU does not provide parking for student residents and discourages them from bringing automobiles to San Francisco. Parking demand from the other three buildings in this cluster of AAU sites would be approximately 57 spaces, which could contribute to difficulty finding parking in this area if all drivers were parking their vehicles at the same time, and where on-street parking is typically well used during the day, particularly during the baseball season. There are numerous off-street parking facilities within about two blocks with up to 1,838 spaces; however, many of these lots and garages can be full or are not open to the public. Thus, the

combined parking demand from the cluster of AAU buildings in this area contributes to a parking shortfall that is especially notable during days when an event or ballgame is scheduled at AT&T Park.

The two AAU existing sites on New Montgomery Street, at 77-79 New Montgomery and 180 New Montgomery, together have a parking demand of approximately 69 spaces, which contributes to an existing parking shortfall in this area of the Financial District. Up to 5,193 parking spaces are available in several nearby public parking garages, such as the SFMOMA Garage on Minna Street, the Hearst Parking Garage on Jessie Street, and the Moscone Center Garage on Third Street, but they are often at or close to capacity. Both on- and off-street parking would be expensive for most students, and likely for faculty and staff as well.

The AAU existing sites in the Nob Hill area, along Sutter, Bush and Pine streets, are mainly student housing sites with little parking demand; therefore, they would not be expected to combine to produce a notable effect on parking in this dense area of the City.

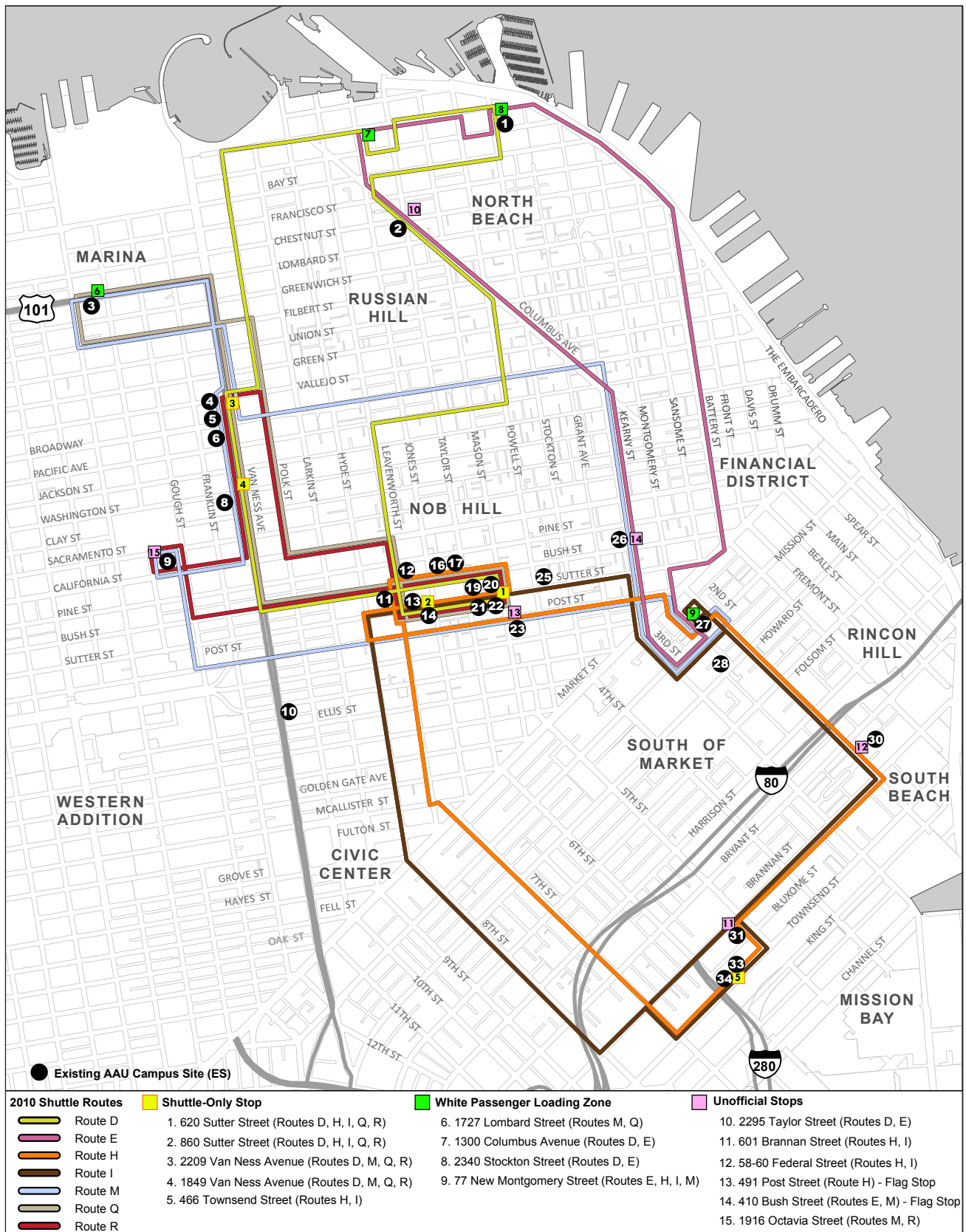
### **3.4.6. Systemwide Assessment of AAU Shuttle Buses**

#### **Introduction**

AAU began shuttle bus services in 1990, operating in a loop between Sutter Street and 2340 Stockton Street (ES-1). The AAU shuttle system has evolved over time to reflect the changing needs of its riders and AAU programs, and to improve its efficiency. AAU operates fixed-route and on-demand shuttle services throughout the year. Fixed-route shuttle service provides connections between residential halls and institutional and administrative buildings for AAU students, faculty, and staff within the City. On-demand shuttle services are provided to transport students to field trips or athletic activities throughout the San Francisco Bay Area and to transport students, faculty/staff, and visitors to performances or campus tours.

In fall 2010, AAU had a fleet of 65 vehicles of various sizes. Of this fleet, 15 vehicles (23 percent) were used for fixed-route shuttle services, 26 vehicles (50 percent) were used for on-demand shuttle services, and 24 vehicles (37 percent) were used for security, maintenance, and other AAU uses. As of spring 2015, AAU has acquired 22 additional vehicles and has sold or retired 20 vehicles, for a total fleet of 67 vehicles.

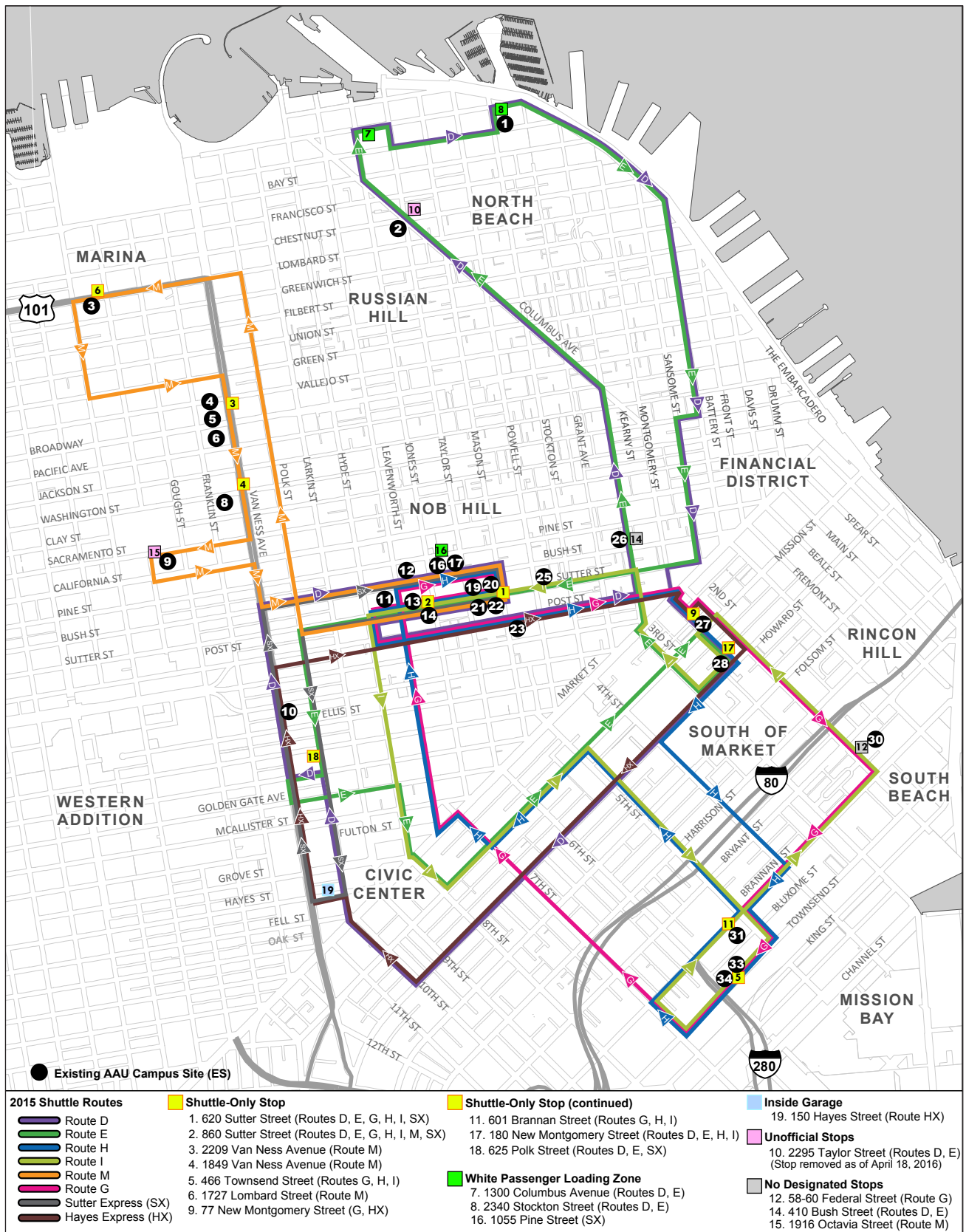
In 2010, AAU performed a comprehensive evaluation of the fixed-route shuttle bus system, resulting in systemwide changes, including the consolidation of 22 routes to 14 routes (seven for weekdays and seven for weekends), creation of hubs for transfers, and modifications to shuttle stop locations, as shown in Figure 2, 2010 AAU Shuttle Service Routes and Stops, and Figure 3, 2015 AAU Shuttle Service Routes and Stops. AAU also internally adopted a Shuttle Bus Policy in the summer of 2014, which sets general guidelines for establishing and operating shuttle bus services (see the TDM Checklist in Appendix TDM, and see Appendix TR-A for the Shuttle Bus Policy). The Shuttle Bus Policy outlines the type of shuttle bus services being provided, shuttle stops, overall operating policies, and AAU's approaches to shuttle management, coordination, and communication. It also describes how the frequency of services is examined prior to the start of each semester and adjusted during semesters.



AAU EXISTING SITES TECHNICAL MEMORANDUM

FIGURE 2: 2010 AAU SHUTTLE SERVICE ROUTES AND STOPS





Source: Academy of Art University (2015)



# AAU EXISTING SITES TECHNICAL MEMORANDUM

**FIGURE 3: 2015 AAU SHUTTLE SERVICE ROUTES AND STOPS**

An overview of the fall 2010 and spring 2015 AAU shuttle bus system and its services is presented below. The 34 existing AAU sites for the most part have been served by the existing fixed shuttle routes since 2010.<sup>42</sup> The shuttle analysis for the 23 existing sites focuses on shuttle trip generation, shuttle routes and stop location(s), capacity utilization of shuttle routes, where known, and a circulation analysis. As part of AAU's 2010 evaluation, AAU collected capacity utilization data for each shuttle route on April 29, 2010. Therefore, 2010 capacity utilization data are referenced as appropriate. Updated AAU shuttle route capacity utilization data since 2010 are not available; however, other shuttle ridership data from 2015 are presented below.

This discussion presents the fixed-route and on-demand shuttle services, followed by their effect on air quality and noise. Effects on transportation and circulation are site-specific and described in Section 4.2, Individual Site Assessments, in Chapter 4.

### **Fixed-Route Shuttle Services**

#### ***Shuttle Routes and Service Frequencies***

In fall 2010, AAU operated a total of seven fixed shuttle routes during weekdays, five routes on Saturdays, and two routes on Sundays. The shuttles generally operated between the hours of 7:00 a.m. and 12:00 a.m. in conjunction with class and lab times. The headways ranged between 10 and 60 minutes, depending on the route, with little variation in headways throughout the day. Table 13, AAU Fall 2010 Fixed-Route Shuttle Service, summarizes the fixed-route shuttle service available during the 2010 fall semester.

AAU's fixed-route shuttle system evolved between 2010 and 2015. Route structures and headways were modified, and express routes were added during peak periods to accommodate the changing shuttle demand throughout the day. As of spring 2015, AAU operates a total of 13 fixed shuttle routes during weekdays (six regular routes and seven express routes), an increase of six routes since 2010. Six of the 13 fixed shuttle routes operate throughout the day and the remaining seven routes operate during the peak shuttle operation periods only, generally between 11:00 a.m. and 4:00 p.m. Weekend service has been reduced from three routes to two routes on Saturdays and from two routes to one route on Sundays. Table 14, AAU Spring 2015 Fixed-Route Shuttle Service, summarizes the fixed-route shuttle service for the 2015 spring semester. Note that because the routes were substantially altered between 2010 and 2015, the frequency (headways) between Table 13 and Table 14 are not comparable. Appendix TR-B includes shuttle route maps for fall 2010 and spring 2015.

#### ***Shuttle Stop Locations***

In fall 2010, AAU shuttle buses stopped at 15 locations throughout the City (see Table 15, AAU Fall 2010 Fixed-Route Shuttle Stops). These locations are detailed under Section 4.2, Individual Site Assessments, in Chapter 4, except for Jones Street/Beach Street and 410 Bush Street, which

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<sup>42</sup> Exceptions are the 180 New Montgomery Street and 950 Van Ness Avenue sites. New fixed-route shuttle service was added to 180 New Montgomery Street in 2011. The 950 Van Ness Avenue site is a classic vehicle museum and does not have a shuttle stop.



**Table 13. AAU Fall 2010 Fixed-Route Shuttle Service**

| Route                        | Headways (min.) |         |         | Hours of Operation   |
|------------------------------|-----------------|---------|---------|----------------------|
|                              | Midday/Eve      | AM Peak | PM Peak |                      |
| <b>Monday through Friday</b> |                 |         |         |                      |
| D                            | 15–20           | 15–20   | 15–20   | 7:02 a.m.–12:12 a.m. |
| E                            | 15              | 15      | 15      | 7:15 a.m.–12:10 a.m. |
| H                            | 10–15           | 10–15   | 10–15   | 7:15 a.m.–2:05 a.m.  |
| I                            | 10–20           | 10–15   | 10–20   | 7:12 a.m.–12:20 a.m. |
| M                            | 50              | 45      | 60      | 7:10 a.m.–11:50 p.m. |
| Q                            | 30              | 30      | 30      | 7:15 a.m.–12:15 a.m. |
| R                            | 30              | 30      | 30      | 7:15 a.m.–12:10 a.m. |
| <b>Saturday</b>              |                 |         |         |                      |
| 1                            | 35              | 35      | 35      | 7:15 a.m.–12:05 a.m. |
| 2                            | 35              | 35      | 35      | 7:20 a.m.–12:30 a.m. |
| 3                            | 40              | 40      | 40      | 7:15 a.m.–12:15 a.m. |
| 4                            | 35              | 35      | 35      | 7:25 a.m.–12:17 a.m. |
| 5                            | 40              | 40      | 40      | 7:40 a.m.–11:35 p.m. |
| <b>Sunday</b>                |                 |         |         |                      |
| 1                            | 40              | 40      | 40      | 7:15 a.m.–9:05 p.m.  |
| 2                            | 50              | 50      | 50      | 7:15 a.m.–9:12 p.m.  |

Source: AAU, 2010.

**Table 14. AAU Spring 2015 Fixed-Route Shuttle Service**

| Route                                  | Headways       |         |         | Hours of Operation     |
|--|----------------|---------|---------|------------------------|
|  | Midday/Evening | AM Peak | PM Peak |                        |
| <b>Monday through Friday (Regular)</b> |                |         |         |                        |
| D                                      | 60             | 30      | 30      | 7:22 a.m.–11:10 p.m.   |
| E                                      | 55             | 30      | 30      | 7:33 a.m.–10:35 p.m.   |
| G                                      | 60             | 30      | 30      | 7:30 a.m.–10:07 p.m.   |
| H                                      | 40             | 20      | 20      | 7:15 a.m.–11:09 p.m.   |
| I                                      | 40             | 20      | 20      | 7:15 a.m.–11:15 p.m.   |
| M                                      | 35             | 20      | 20      | 7:02 a.m.–11:21 p.m.   |
| <b>Monday through Friday (Express)</b> |                |         |         |                        |
| 1                                      | Twice a day    | N/A     | N/A     | 11:25 a.m.–3:28 p.m.   |
| 2                                      | Twice a day    | N/A     | N/A     | 11:25 a.m.–3:30 p.m.   |
| 3                                      | Once a day     | N/A     | N/A     | 6:30 p.m.–6:55 p.m.    |
| 4                                      | 40             | N/A     | N/A     | 12:07 p.m.–3:50 p.m.   |
| 5                                      | Twice a day    | N/A     | N/A     | 11:25 a.m. – 3:25 p.m. |
| Sutter Express                         | 40             | 25      | 25      | 7:40 a.m.–4:30 p.m.    |
| Hayes Express                          | 30             | 30      | 30      | 7:35 a.m.–6:50 p.m.    |
| <b>Saturday</b>                        |                |         |         |                        |
| 1                                      | 70             | 45      | 45      | 7:39 a.m.–11:10 p.m.   |
| 2                                      | 75             | 45      | 45      | 7:44 a.m.–11:04 p.m.   |
| 3                                      | 65             | 45      | 45      | 7:30 a.m.–11:07 p.m.   |
| 4                                      | 40             | 40      | 40      | 7:40 a.m.–10:06 p.m.   |
| <b>Sunday</b>                          |                |         |         |                        |
| 1                                      | 80             | 75      | 75      | 7:33 a.m.–8:48 p.m.    |

Source: AAU, 2015.

**Table 15. AAU Fall 2010 Fixed-Route Shuttle Stops**

| Shuttle Stop             | Weekday Routes Serving Shuttle Stop | Weekend Routes Serving Shuttle Stop | Type of Stop <sup>1</sup>              |
|--------------------------|-------------------------------------|-------------------------------------|--|
| 620 Sutter Street        | D, H, I, Q, R                       | Sat 1, 2, 3, 4; Sun 1, 2            | Shuttle-Only Stop                      |
| 860 Sutter Street        | D, H, I, Q, R                       | Sat 1, 2, 3, 4; Sun 1, 2            | Shuttle-Only Stop                      |
| 2295 Taylor Street       | D, E                                | Sat 4                               | Unofficial (had been at Muni Bus Stop) |
| 2340 Stockton Street     | D, E                                | Sat 4                               | White Passenger Loading Zone           |
| Jones & Beach Streets    | D, E                                | Sat 4; Sun 2                        | White Passenger Loading Zone           |
| 2209 Van Ness Avenue     | D, M, Q, R                          | Sat 2, 4, 5; Sun 2                  | Shuttle-Only Stop                      |
| 1849 Van Ness Avenue     | D, M, Q, R                          | Sat 2, 4, 5; Sun 2                  | Shuttle-Only Stop                      |
| 77 New Montgomery Street | E, H, I, M                          | Sat 1, 3, 5; Sun 1                  | White Passenger Loading Zone           |
| 58–60 Federal Street     | H, I                                | Sat 1, 3; Sun 1                     | No Designated Stop                     |
| 601 Brannan Street       | H, I                                | Sat 1, 3; Sun 1                     | No Designated Stop                     |
| 466 Townsend Street      | H, I                                | Sat 1, 3; Sun 1                     | Shuttle-Only Stop                      |
| 491 Post Street          | H                                   | Sat 1                               | No Designated Stop <sup>2</sup>        |
| 1727 Lombard Street      | M, Q                                | Sat 2, 5, Sun 2                     | White Passenger Loading Zone           |
| 1916 Octavia Street      | M, R                                | Sat 2, 5, Sun 2                     | No Designated Stop                     |
| 410 Bush Street          | E, M                                | Sat 4, 5                            | No Designated Stop <sup>3</sup>        |

Notes:

- <sup>1</sup> Shuttle-only stop indicates a white passenger loading zone that has been designated by SFMTA as a shuttle-only stop during the hours of shuttle operation; vehicles other than AAU shuttles are restricted from parking or stopping at a shuttle-only stop. White passenger loading zone indicates a white passenger loading zone along the frontage or near an AAU site which is shared with other vehicles. Unofficial stop is a curb space that has vehicle restrictions or a designated Muni bus loading zone (red curb zone).
- <sup>2</sup> Passengers on the shuttle bus or waiting at 491 Post Street had been required to flag a driver to stop for service. A white passenger loading zone was added along the south side of Post Street in 2011.
- <sup>3</sup> Passengers on the shuttle bus or waiting at 410 Bush Street were required to flag a driver to stop for service. Students were asked to stand near the northeast corner of Kearny Street and Bush Street and wave at the AAU shuttle as it traveled northbound on Kearny Street. Shuttles no longer provide service to this site. The nearest shuttle stop to this site is located at 77 New Montgomery Street, approximately 0.41 mile (2,200 feet) southeast of the site.

Source: Atkins, 2010.

are not subject to the CU authorization review process and so are not included in individual site assessments for transportation conditions.<sup>43</sup> The shuttle stops at 620 Sutter Street (ES-20) and 77 New Montgomery Street (ES-27) served as shuttle transfer hubs, and the layovers occurred at 2340 Stockton Street (ES-1) and 1727 Lombard Street (ES-3).

As of spring 2015, the number of shuttle stops increased from 15 to 18 locations. The additional shuttle stop locations include 1055 Pine Street, 625 Polk Street, 150 Hayes Street, and 180 New Montgomery Street. The shuttle stops at 620 Sutter Street and 180 New Montgomery Street serve as a shuttle transfer hub, and the layovers occur at 2340 Stockton Street, 1727 Lombard Street, and 466 Townsend Street. The spring 2015 stop locations are summarized in Table 16, AAU Spring 2015 Fixed-Route Shuttle Stops.

### ***Shuttle Ridership***

In fall 2010, AAU fixed-shuttle routes carried approximately 9,175 daily passengers on weekdays, 2,696 passengers on Saturdays, and 611 passengers on Sundays.<sup>44</sup> Shuttle ridership fluctuated throughout the day in conjunction with class times and was observed to vary from 200 to 1,200 passengers per hour. The seven weekday shuttle routes in 2010 combined carried approximately 493 passengers during the afternoon peak commute hour. The peak hour of systemwide shuttle demand occurred between 11:00 a.m. and 12:00 p.m. with up to 1,256 passengers.

Shuttle capacity utilization (riders as a percentage of van capacity) ranged widely in 2010. The peak hour of operation was 11:00 a.m. to 12:00 p.m., with an average of 88 percent capacity utilization for all seven weekday shuttle routes combined, and three of the routes (H, I, and Q) operated near or above 100 percent capacity during this time (at 126, 130, and 96 percent, respectively).

Table 17, AAU Fall 2010 Shuttle Ridership and Capacity Utilization, summarizes the daily, PM peak hour (5:00 p.m. to 6:00 p.m.) and shuttle peak hour (11:00 a.m. to 12:00 p.m.) ridership and capacity utilization. All seven weekday shuttle routes operated under capacity throughout the day, except for Routes H and I, which operated at or above capacity during the shuttle peak hour. Routes H and I operated through the SoMa area. Capacity utilization is lower during the PM peak hour and other periods of the day than during the shuttle peak hour. Comparing the PM peak hour demand with the shuttle peak hour demand, the PM peak hour demand can reduce to half the demand of the shuttle peak hour.

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<sup>43</sup> The shuttle stop at Jones and Beach streets serves the Cannery (2801 Leavenworth Street). The shuttle buses use the existing 150-foot long white passenger loading zone on the east side of Jones Street south of Beach Street. 410 Bush Street, which is evaluated for historic resource review, provides a flag stop at the northeast corner of Kearny and Bush streets. Passengers on this shuttle bus or at 410 Bush Street are required to flag a driver to stop for service. Students are asked to stand near the northeast corner of Kearny and Bush streets and wave the AAU shuttle as it travels northbound on Kearny Street.

<sup>44</sup> Ridership is based on AAU shuttle passenger boarding data from September 27, 2010 through October 8, 2010.

**Table 16. AAU Spring 2015 Fixed-Route Shuttle Stops**

| Shuttle Stop              | Weekday Routes Serving Shuttle Stop | Weekend Routes Serving Shuttle Stop <sup>1</sup> | Type of Stop <sup>2</sup>       |
|---------------------------|-------------------------------------|--|---------------------------------|
| 620 Sutter Street         | D, E, G, H, I, Sutter Express       | Sat 1, 2, 3, 4; Sun 1                            | Shuttle-Only Stop               |
| 860 Sutter Street         | D, E, G, H, I, M, Sutter Express    | Sat 1, 2, 3, 4; Sun 1                            | Shuttle-Only Stop               |
| 2295 Taylor Street        | D, E                                | Sat 1; Sun 1                                     | No Designated Stop <sup>3</sup> |
| 2340 Stockton Street      | D, E                                | Sat 1  | White Passenger Loading Zone    |
| Jones & Beach Streets     | D, E                                | Sat 1; Sun 1                                     | White Passenger Loading Zone    |
| 2209 Van Ness Avenue      | M                                   | Sat 4; Sun 1                                     | Shuttle-Only Stop               |
| 1849 Van Ness Avenue      | M                                   | Sat 4; Sun 1                                     | Shuttle-Only Stop               |
| 77 New Montgomery Street  | G and Hayes Express                 | None   | Shuttle-Only Stop               |
| 58–60 Federal Street      | G                                   | Sat 3; Sun 1                                     | No Designated Stop              |
| 601 Brannan Street        | G, H, I                             | Sat 2, 3; Sun 1                                  | Shuttle-Only Stop               |
| 466 Townsend Street       | G, H, I                             | Sat 2, 3; Sun 1                                  | Shuttle-Only Stop               |
| 1727 Lombard Street       | M                                   | Sat 4; Sun 1                                     | Shuttle-Only Stop               |
| 1916 Octavia Street       | M                                   | Sat 4; Sun 1                                     | No Designated Stop              |
| 410 Bush Street           | D, E                                | Sat 1; Sun 1                                     | No Designated Stop <sup>4</sup> |
| 1055 Pine Street          | Sutter Express                      | None   | White Passenger Loading Zone    |
| 625 Polk Street           | D, E, Sutter Express                | Sat 2, 3; Sun 1                                  | Shuttle-Only Stop               |
| 150 Hayes Street          | Hayes Express                       | None   | Inside Garage                   |
| 180 New Montgomery Street | D, E, H, I                          | Sat 1, 2, 3; Sun 1                               | Shuttle-Only Stop               |

Notes:

- <sup>1</sup> Express Routes (#1, #2, #3, #4, and #5) are not shown because they operate only once or twice a week and do not regularly stop due to low demand.
- <sup>2</sup> Shuttle-only stop indicates a white passenger loading zone that has been designated by SFMTA as a shuttle-only stop during the hours of shuttle operation; vehicles other than AAU shuttles are restricted from parking or stopping at a shuttle-only stop. White passenger loading zone indicates a white passenger loading zone along the frontage or near an AAU site which is shared with other vehicles. Unofficial stop is a curb space that has vehicle restrictions or a designated Muni bus loading zone (red curb zone).
- <sup>3</sup> Since the vacation of the second floor of the building in October 2014, there has been very little shuttle use of this location and the AAU shuttle has slowed down to check for any passengers and then briefly parked in available curb space or double parked along the east side of Columbus Avenue. The shuttle stop was removed as of April 18, 2016.
- <sup>4</sup> Passengers on the shuttle bus or at 410 Bush Street were required to flag a driver to stop for service. Students were asked to stand near the northeast corner of Kearny Street and Bush Street and wave at the AAU shuttle as it traveled northbound on Kearny Street. Shuttles no longer provide service to this site. The nearest shuttle stop to this site is located at 77 New Montgomery Street, approximately 0.41 mile (2,200 feet) southeast of the site.

Source: AAU, 2015.

**Table 17. AAU Fall 2010 Shuttle Ridership and Capacity Utilization**

| Route | Daily     |  | PM Peak Hour<br>(5 p.m. to 6 p.m.) |                                 | Shuttle Peak Hour                                       |  |
|-------|-----------|--|------------------------------------|---------------------------------|---|--|
|       | Ridership | Average Weekday Utilization <sup>1</sup> | Ridership during PM Peak Hour      | Utilization during PM Peak Hour | Ridership during Systemwide Peak Hour (11 a.m.–12 p.m.) | Utilization during Route Peak Hour (varies by route) |
| D     | 625       | 11%                                      | 30                                 | 30%                             | 84  | 64%  |
| E     | 516       | 12%                                      | 25                                 | 30%                             | 78  | 63%  |
| H     | 4,204     | 25%                                      | 192                                | 63%                             | 615   | <b>126%</b>  |
| I     | 2,937     | 27%                                      | 211                                | 78%                             | 390   | <b>130%</b>  |
| M     | 146       | 12%                                      | 5                                  | 44%                             | 7   | 81%  |
| Q     | 428       | 15%                                      | 7                                  | 29%                             | 48  | 96%  |
| R     | 319       | 11%                                      | 24                                 | 18%                             | 35  | 55%  |
| Total | 9,175     | 16%                                      | 493                                | 42%                             | 1,256   | 88%  |

Notes:

<sup>1</sup> Average weekday utilization represents the average level of usage for the entire route throughout the day for all stop locations.

<sup>2</sup> Passenger load above 100 percent capacity is indicated in **bold**.

Source: AAU, 2014; CHS Consulting 2015.

In spring 2015, AAU shuttle services carried approximately 3,870 daily passengers on weekdays, 412 passengers on Saturdays, and 124 passengers on Sundays. The number of weekday shuttle passengers represents a 57 percent decrease in daily ridership compared to fall 2010. Shuttle ridership fluctuated throughout the day from 30 to 585 passengers per hour. The 13 weekday shuttle routes in 2015 combined carry approximately 220 passengers during the afternoon peak commute hour. The peak hour of systemwide shuttle demand occurred between 3:00 p.m. and 4:00 p.m. with up to 585 passengers during the hour. Table 18, AAU Spring 2015 Shuttle Ridership, summarizes the daily, PM peak hour (5:00 p.m. to 6:00 p.m.), and shuttle peak hour (3:00 p.m. to 4:00 p.m.) ridership.

In order to verify reduced shuttle ridership, a trip generation and travel behavior survey was conducted during the third week of March 2016. The survey findings confirmed that while the share of shuttle users has increased, the overall trip generation has gone down by more than half, which contributed to a reduction in shuttle demand systemwide by approximately 30 percent. The difference in survey methodologies and sampling size between the 2010 and the 2016 surveys may have also contributed to additional difference in shuttle demand. The decrease in trip generation is mainly due to lower enrollment in spring 2015, an increase in the number of students who enroll in one or two courses online (in addition to onsite courses), and the growth of private rideshare companies. Additionally, the consolidation of class locations and academic departments resulted in

a significant decrease in shuttle demand between academic buildings.<sup>45</sup> Appendix TR-C provides a ridership summary for spring 2015, and Appendix TR-L provides the summary of AAU ESTM trip generation and travel behavior survey results.

**Table 18. AAU Spring 2015 Shuttle Ridership**

| Route          | Daily        | PM Peak Hour<br>(5 p.m. to 6 p.m.) | Shuttle Peak Hour<br>(3 p.m. to 4 p.m.) |
|----------------|--------------|------------------------------------|---|
| D              | 519          | 41                                 | 106                                     |
| E              | 369          | 21                                 | 55                                      |
| G              | 222          | 10                                 | 39                                      |
| H              | 1,284        | 64                                 | 200                                     |
| I              | 854          | 56                                 | 107                                     |
| M              | 439          | 24                                 | 42                                      |
| Express 1      | 7            | 0                                  | 3                                       |
| Express 2      | 12           | 0                                  | 5                                       |
| Express 3      | 2            | 0                                  | 0                                       |
| Express 4      | 2            | 0                                  | 2                                       |
| Express 5      | 6            | 0                                  | 4                                       |
| Sutter Express | 87           | 0                                  | 14                                      |
| Hayes Express  | 67           | 7                                  | 9                                       |
| <b>Total</b>   | <b>3,869</b> | <b>223</b>                         | <b>585</b>                              |

Source: AAU, 2015; CHS Consulting 2016.

In order to respond to the reduced demand and changing demand patterns, AAU made a significant change in its routes. Overall, routes were centralized and designed to overlap in higher demand areas. Additional shuttle service was provided through route restructuring to SoMa locations, which had previously experienced above-capacity utilization on Routes H and I. In spring 2015, AAU reduced its regular all-day routes from seven routes to six routes and reduced service frequencies for these routes. In place of these reductions, AAU added seven express routes, four of which operate up to two runs a day and one of which operates during the midday period only. These express routes serve most SoMa locations, as well as select sites along Van Ness Avenue and in the Nob Hill and Fisherman’s Wharf areas. The total seating capacity was reduced from 925

<sup>45</sup> A significant number of class locations and academic departments have been adjusted and consolidated since fall 2010. For example, in general, the Sculpture program moved to 2801 Leavenworth Street from 410 Bush Street; the Advertising program moved to 410 Bush Street from 58-60 Federal Street; Interior Architecture and Design moved to 601 Brannan Street from 2340 Stockton Street; Fine Art classes have been consolidated at 58-60 Federal Street; Motion Pictures & Television consolidated at 466 Townsend Street (these were formerly divided between 466 Townsend Street and 180 New Montgomery Street); and the Fashion program has been consolidated at 625 Polk Street (the program was formerly divided between 180 New Montgomery Street and 2340 Stockton Street).

to 329 seats during midday, and from 925 to 521 seats during the AM and PM peak hours. Appendix TR-D includes the seating capacity summary for fall 2010 and spring 2015.

### **On-Demand Shuttle Services**

In fall 2010, AAU shuttles made a total of 2,646 on-demand shuttle trips. Approximately 20 percent of on-demand shuttle trips transported student athletes to and from sports tournaments, and 75 percent transported students, faculty, or visitors to performances, campus tours and other school-related activities (called “Easy Trips”). These on-demand shuttle trips occurred throughout the day, on both weekdays and weekends between the hours of 6:00 a.m. and 12:00 a.m., with an average of 26 trips on weekdays. In spring 2015, AAU shuttles made a total of 2,698 on-demand shuttle trips, an increase of two percent. Approximately 17 percent of on-demand shuttle trips transported student athletes and 83 percent were made for “Easy Trips.” Appendix TR-E includes the summary of on-demand shuttle ridership.

### **3.4.7. Noise**

#### **Construction Noise and Vibration**

##### ***Methodology***

Upon occupancy of its 23 existing buildings, AAU implemented tenant improvements. The types of construction activities that occurred at these sites were confirmed through site visits to 29 of the 34 existing AAU sites as well as a review of building permits. Construction activities have primarily consisted of tenant improvements and life safety upgrades, such as installation of drywall for partitions, paint, relocation of or adding light fixtures, new fire sprinkler systems, new fire alarms or upgrades, some seismic retrofit work, and elevator modernizations. This work typically occurred when AAU was on winter or summer break.

The duration of construction activity during AAU breaks was up to about 5 weeks between fall and spring semesters, 5 weeks between spring and summer semesters, and 4 weeks between summer and fall semesters.<sup>46</sup> Most activities, including installation of new footings under the two towers at 2151 Van Ness Avenue, have taken place in the interiors of buildings. The worst-case noise exposure of noise sensitive land uses was evaluated using construction equipment assumptions provided in the *Academy of Art University Project Draft EIR*<sup>47</sup> applied to all 23 existing AAU sites as a whole. Noise levels that could exceed the San Francisco Noise Ordinance (Public Works Code Article 29) are identified. According to the San Francisco Noise Ordinance Section 2907, construction noise generated by any individual piece of construction equipment (except impact tools, which require noise controls) is limited to 80 dBA at a distance of 100 feet. In addition, Noise Ordinance Section 2908 prohibits construction noise that exceeds 5 dBA over the ambient noise level at the nearest property line between 8:00 p.m. and 7:00 a.m.

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<sup>46</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015.

<sup>47</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015.



For the purpose of this analysis, ground-borne vibration effects associated with human annoyance are assumed to have been noticeable and important if vibration caused by construction activities related to any of the AAU sites exceeded 80 vibration decibels (VdB) for residential uses and 83 VdB for institutional uses, which are the vibration levels that are considered by the Federal Transit Administration (FTA) to be acceptable only if there are an infrequent number of events per day. In terms of ground-borne vibration impacts on structures, this analysis uses the FTA's vibration damage threshold of approximately 102 VdB for reinforced buildings and 98 VdB for engineered concrete or masonry.<sup>48</sup>

### ***Construction Noise Effects***

The past construction at the existing 23 AAU buildings consisted of tenant improvements and life safety upgrades, such as interior construction (e.g., drywall, paint, and lighting), security system installation, fire sprinkler/fire alarm upgrades, elevator modernization, and exterior signage. For some buildings, tenant improvements might have included seismic retrofit work, replacement of windows and lighting, and addition of awnings and exterior lighting. For seismic retrofitting projects, structural improvements would have been added to a building to ensure the safety and security of the building's occupants and the property itself. Depending on the seismic upgrade that the structural engineer may have recommended, the construction equipment used may have varied from scissor lifts to scaffolds, ladders, welding equipment (if required), debris boxes for material disposal, and hand tools for the different trades. At 2151 Van Ness Avenue (ES-6) there was limited ground disturbance for installation of footings under each of the towers. No excavation has occurred at other existing AAU sites. Tenant improvement work would have generally occurred when AAU was on winter or summer break.

Tenant improvement work would have primarily occurred within the interior of existing buildings, would have been of short duration, and would not be expected to have required heavy-duty equipment such as excavators, concrete mixers, and heavy trucks, except at 2151 Van Ness Avenue, where a concrete truck provided the concrete for each of the two new footings. Further, noise related to the tenant improvements would have been shielded from off-site receptors because the work was conducted in the interior of existing buildings. Outdoor work, including potential limited excavation for seismic retrofits, would have generated more noise than the interior work, but over short periods of time. Table 19, Typical Noise Levels from Construction Equipment, shows typical noise levels produced by various types of construction equipment.

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<sup>48</sup> Federal Transit Administration, Transit Noise and Vibration Impact Assessment, May 2006.

**Table 19. Typical Noise Levels from Construction Equipment**

| <b>Construction Equipment Noise Level</b> | <b>dBA, Leq at 50 Feet</b> | <b>dBA, Leq at 100 Feet</b> |
|---|----------------------------|-----------------------------|
| Paver                                     | 89                         | 83                          |
| Dump Truck                                | 88                         | 82                          |
| Jack Hammer                               | 88                         | 82                          |
| Scraper                                   | 88                         | 82                          |
| Dozer                                     | 87                         | 81                          |
| Concrete Mixer (Truck)                    | 85                         | 79                          |
| Backhoe                                   | 85                         | 79                          |
| Portable Air Compressor                   | 81                         | 75                          |
| Generator                                 | 76                         | 70                          |

Note: Leq = equivalent continuous noise level.

Source: FTA, Transit Noise and Vibration Impact Assessment, May 2006.

Based on Table 19, which shows the noise levels from construction equipment that is identified in the *Academy of Art University Project Draft EIR* as expected to be used in typical tenant improvements and that would have likely also been used at the existing 23 AAU sites, the construction noise levels at these sites would have been less than 80 dBA at 50 feet. According to the San Francisco Noise Ordinance Section 2907, construction noise generated by any individual piece of construction equipment (except impact tools, which require noise controls) is limited to 80 dBA at a distance of 100 feet. In addition, Noise Ordinance Section 2908 prohibits construction noise that exceeds 5 dBA over the ambient noise level at the nearest property line between 8:00 p.m. and 7:00 a.m. Past tenant improvements at the existing 23 AAU sites would not have required the use of pile driving or other construction equipment that would have resulted in ground-borne vibration or noise levels above the requirements of the Noise Ordinance. Because past tenant improvement construction activities at the existing 23 AAU sites would have been of a short duration and were required to comply with the noise limits and hours mandated by the City's Noise Ordinance, they would not have resulted in the exposure of persons to or generation of noise in excess of City standards, or result in substantial temporary or periodic increases in ambient noise levels. Although noticeable to nearby neighbors, construction noise would not have resulted in substantial adverse effects on nearby sensitive receptors.

### ***Construction Vibration Effects***

Past tenant improvements at the existing 23 AAU sites did not involve the demolition of existing buildings or development of new buildings. The occupancy and change of use of 23 existing AAU buildings would have involved tenant improvements such as interior construction, security system installation, fire sprinkler/fire alarm upgrades, elevator modernization, and exterior signage. For some of the existing AAU buildings, tenant improvements have included seismic retrofit work, replacement of windows and lighting, and addition of awnings and exterior lighting. Past tenant improvements would not have required heavy-duty equipment such as excavators, concrete mixers, and heavy trucks. The highest source of vibration during the tenant improvement activities would have been generated by jackhammers at a few locations where tenant improvements occurred at

AAU existing sites. According the FTA Transit Noise and Vibration Impact Assessment, jackhammers can generate vibrations of approximately 79 VdB from a distance of 25 feet.<sup>49</sup> The closest residential receptor to these past tenant improvements would have been approximately 100 feet away. At this distance, these receptors would have been exposed to a vibration level of approximately 61 VdB, which is well below the FTA threshold of 80 VdB for residential uses. Since the past tenant improvements/seismic retrofit activities did not involve the use of heavy equipment or impact pile-drivers, vibration-related impacts would not have exceeded 80 VdB. This effect, although potentially noticeable to some nearby observers, would not have resulted in important structural damage or health effects.

### **Operational Noise Analysis Methodology**

#### ***Analysis of Existing Noise Effects on AAU Sites and Occupants as On-site Receptors***

Since the 23 existing AAU sites have been operational for a varying number of years, it would be difficult to deduce what the existing ambient noise levels were for each building prior to AAU occupation. To assess existing traffic noise impacts at each of the existing sites, the 2008 San Francisco Transportation Noise Map<sup>50</sup> was used to approximate the existing traffic noise exposure at each of the existing 23 AAU sites, which are compared to the *San Francisco General Plan Land Use Compatibility Guidelines for Community Noise*.<sup>51</sup> Considering that there has been some level of growth in the area since 2008 that has contributed to an increase in traffic levels, use of the existing traffic noise levels presented in the 2008 San Francisco Transportation Noise Map offers a conservative estimate for actual existing conditions in the study area for the purpose of comparing non-AAU related traffic noise to the AAU-related traffic noise. A traffic noise effect is assumed to have occurred where existing traffic noise levels were found to exceed the Land Use Compatibility Guidelines for their respective land use.

#### ***Analysis of Existing AAU Rooftop Mechanical Equipment Noise Effects on Off-site Receptors***

The rooftop mechanical equipment at the AAU sites consists of heating, ventilating, and air conditioning (HVAC) units and exhaust fans, used to maintain comfortable temperatures within the existing AAU buildings. Rooftop mechanical equipment was either installed or replaced by AAU after occupation at the following sites: ES-1, 2340 Stockton Street; ES-2, 2295 Taylor Street; ES-8, 1849 Van Ness Avenue; ES-10, 950 Van Ness Avenue; ES-20, 620 Sutter Street; ES-25, 520 Powell Street; ES-26, 410 Bush Street; ES-27, 77 New Montgomery Street; ES-28, 180 New Montgomery Street; ES-30, 58-60 Federal Street; and ES-34, 466 Townsend Street. The locations of the rooftop HVAC units were provided by AAU and are presented in Appendix NO. Of these HVAC units, the ones installed after AAU occupation or modified by AAU were assessed because HVAC's installed before AAU occupation are considered part of the background noise levels in the surroundings. For this analysis, equipment specifications provided by AAU indicate that each

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<sup>49</sup> Federal Transit Administration, Transit Noise and Vibration Impact Assessment, May 2006.

<sup>50</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>.

<sup>51</sup> San Francisco Planning Department, *San Francisco General Plan*, Environmental Protection Element, adopted on June 27, 1996.

HVAC unit can generate noise levels of approximately 51 dBA  $L_{eq}$  at a reference distance of 100 feet from the operating units during maximum heating or air conditioning operations.<sup>52</sup>

Noise generated by the rooftop HVAC units was compared to noise generation limits established in the City's Noise Ordinance (Section 2909). According to the City's noise ordinance (Section 2909), noise from a fixed source (e.g., rooftop mechanical equipment) may not exceed 45 dBA  $L_{eq}$  (between the hours of 10:00 p.m. to 7:00 a.m.) or 55 dBA  $L_{eq}$  (between the hours of 7:00 a.m. to 10:00 p.m.) measured inside any sleeping or living room in any dwelling unit. Older structures with windows closed can have an exterior to interior noise reduction between 15 to 20 dB. Therefore, the nearest residential home exposed to an exterior noise level of 70 dBA  $L_{eq}$  during the daytime hours and 60 dBA  $L_{eq}$  during the nighttime hours could result in interior noise levels exceeding the City's daytime and nighttime noise standards, respectively.

### ***Analysis of Existing AAU Vehicle Trip Generation Noise Effects on Off-site Receptors***

Operational traffic noise at each of the existing sites was analyzed based on non-shuttle vehicle usage associated with each site based on daily trip generation provided by CHS Consulting Group.<sup>53</sup> Traffic noise modeling was completed using the Federal Transit Administration (FTA) methodology to evaluate traffic noise impacts in Transit Noise Impact and Vibration Assessment.<sup>54</sup> Traffic noise modeling procedures involved calculating existing vehicular noise levels at the existing 23 AAU sites using the Federal Highway Administration Highway Noise Prediction Model (FHWA-RD-77-108) and existing traffic volumes generated by the AAU existing sites uses.

The incremental noise impact criteria included in the FTA Transit Noise Impact and Vibration Assessment, as presented in Table 20, Federal Transit Administration Impact Criteria – Noise Sensitive Uses, are based on US Environmental Protection Agency (USEPA) Levels and subsequent studies of annoyance in communities affected by transportation noise and contained in the FTA Guidelines. The USEPA's definition of minimal noise impact is a 5 dBA change from an established protective ambient level; the FTA extended the USEPA's incremental impact criteria to higher baseline ambient levels. As baseline ambient levels increase, smaller and smaller increments are allowed to limit increases in community annoyance (e.g., in residential areas with a baseline ambient noise level of 50 dBA  $L_{dn}$ , a 5-dBA increase in noise levels would be acceptable, whereas at 70 dBA  $L_{dn}$ , only a 1-dBA increase would be allowed). These thresholds are used to determine whether increases in traffic-related noise levels have resulted in substantial community annoyance from non-shuttle vehicle traffic generated by AAU land uses. Traffic noise impacts related to the operation of AAU shuttles are discussed below on pp. 3-52 to 3-54.

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<sup>52</sup> Puron, 2005. 48PG03-28 Product Data. 2005 p. 10 - 11.

<sup>53</sup> CHS Consulting Group, AAU ESTM Transportation Section, January 2016.

<sup>54</sup> Federal Transit Administration, Transit Noise and Vibration Impact Assessment, May 2006.

**Table 20. Federal Transit Administration Impact Criteria – Noise Sensitive Uses**

| Residential and Buildings Where People Normally Sleep <sup>1</sup> |                                 | Institutional Land Uses with Primarily Daytime and Evening Uses <sup>2</sup> |                                 |
|--|---------------------------------|--|---------------------------------|
| Existing L <sub>dn</sub> (dBA)                                     | Allowable Noise Increment (dBA) | Existing Peak Hour L <sub>eq</sub> (dBA)                                     | Allowable Noise Increment (dBA) |
| 45   | 8                               | 45   | 12                              |
| 50   | 5                               | 50   | 9                               |
| 55   | 3                               | 55   | 6                               |
| 60   | 2                               | 60   | 5                               |
| 65   | 1                               | 65   | 3                               |
| 70   | 1                               | 70   | 3                               |
| 75   | 0                               | 75   | 1                               |
| 80   | 0                               | 80   | 0                               |

Notes:

<sup>1</sup> This category includes homes, hospitals, and hotels where a nighttime sensitivity to noise is assumed to be of utmost importance.

<sup>2</sup> This category includes schools, libraries, theaters, and churches where it is important to avoid interference with such activities as speech, meditation, and concentration on reading material.

L<sub>dn</sub> = day-night average sound level.

Source: Federal Transit Administration, Transit Noise Impact and Vibration Assessment, May 2006.

### **Combined Operational Noise Effects**

Traffic generated by the existing AAU sites does not result in high enough noise levels to result in a substantial noise increase along local streets. As discussed in Chapter 4 under the individual site assessments, the existing mapped traffic noise levels along local streets combined with traffic noise levels generated by the existing AAU sites elevate existing non-AAU traffic noise levels by less than 1 A-weighted decibel (dBA). This increase in traffic noise is well below the average human being’s ability to perceive a slight change in noise, which typically occurs with increases of 3 dBA or more. In addition, noise generated by shuttle bus stops does not generate high enough noise levels to result in a noticeable change in noise. Therefore, individual AAU existing sites would not contribute considerably to traffic noise generated by foreseeable future development in its vicinity. The AAU existing sites are dispersed throughout the eastern side of the City. Traffic generated by the existing sites would be minimal; therefore, any increase in traffic-generated noise from all of the existing AAU sites would not combine to produce a noticeable change in ambient noise levels above existing conditions. Few vehicle trips are generated by AAU’s residential uses; therefore, the cluster of AAU buildings in the Lower Nob Hill area on Sutter, Bush, and Pine streets does not combine to result in large amounts of traffic that would affect ambient noise levels.

None of the existing AAU sites are expected to be demolished or substantially remodeled in the future. Consequently, the existing AAU sites do not require the use of heavy-duty equipment such as excavators, concrete mixers, or heavy trucks that could expose nearby sensitive receptors to elevated construction noise or vibration. Noise levels generated by student activity, fixed noise sources, and increased shuttle bus operations are compatible with a typical urban environment, and

do not contribute to noise levels in excess of limits established by the City and County of San Francisco. Noise generated by rooftop mechanical equipment that was either installed or altered by AAU did not exceed the noise level standards established in the City's noise ordinance. Furthermore, rooftop mechanical equipment installed or altered by AAU would have had to demonstrate compliance with the City's noise ordinance for mixed stationary sources (Section 2909). Therefore, the combined existing sites do not have a substantial effect on the noise environment.

### **Shuttle Noise**

Shuttle noise effects were evaluated for the entirety of the existing shuttle system based on 2010 shuttle activity. Information for the existing shuttle system was taken from the information regarding existing shuttle noise in the *Academy of Art University Project Draft EIR* prepared for the AAU expansion activities.<sup>55</sup>

The idling of shuttle buses when picking up or dropping off AAU students, faculty, and staff generates short-term noise at all shuttle stops serving the AAU existing facilities. In order to determine if the increase in shuttle bus activity during drop-off and pick-up times results in a substantial increase in ambient noise levels at both AAU and non-AAU residences and institutions, the Draft EIR<sup>56</sup> reported measured noise levels from an existing AAU shuttle stop in the parking lot at 2225 Jerrold Avenue. The noise meter was located approximately 10 feet from the vehicle and was positioned five feet above the ground. The results of the noise measurement survey showed that the loudest noise levels associated with any of the shuttle buses are produced by the backup beepers, with noise levels up to 87 dBA. The Draft EIR further concluded that the backup beepers are required by Cal-OSHA to be at least 5 dBA above ambient noise level and are highly directional in nature. Backup beepers are, of course, intended to warn persons who are behind the vehicle when it is backing up. The Draft EIR concluded that due to the highly urbanized environment, shuttle bus idling noise would likely have been masked by typical traffic noise. The shuttle bus noise survey reported in the Draft EIR is representative of what would be expected at the shuttle bus stops serving the existing AAU sites. Therefore, based on the noise survey and analysis reported in the Draft EIR, the noise generated by shuttle buses serving the existing AAU sites is expected to be masked by the surrounding traffic noise and does not cause a substantial increase in ambient noise levels.

### **3.4.8. Air Quality**

#### **Construction Air Emissions**

##### ***Methodology***

Upon occupancy of the 23 existing buildings, AAU implemented tenant improvements. The types of construction activities that occurred at these sites were confirmed through site visits to 29 of the 34 existing AAU sites as well as a review of building permits. Construction activities have

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<sup>55</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, Section 4.7.

<sup>56</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, p. 4.7-34.

primarily consisted of tenant improvements and life safety upgrades such as installation of drywall for partitions, painting, relocation of (or addition of) light fixtures, installation of new fire sprinkler systems and new fire alarms or upgrades, some seismic retrofit work, and elevator modernizations. This work typically occurred when AAU was on winter or summer break.

The duration of construction activity occurred between AAU breaks, which lasted for 5 weeks between fall and spring semesters, 5 weeks between spring and summer semesters, and approximately 4 weeks between summer and fall semesters.<sup>57</sup> An analysis of emissions for a worst-case construction scenario was completed in the AAU Air Quality Technical Report (AQTR)<sup>58</sup> in support of the *Academy of Art University Project Draft EIR* for future AAU expansion. The result of this analysis was used to assess worst-case construction emissions for all existing 23 AAU sites, which were compared to the BAAQMD construction significance thresholds.<sup>59</sup> Because construction activities do not occur over many years, the thresholds for construction apply to daily emissions; annual construction-related emissions are not calculated.

### ***Construction Air Emissions Results***

The equipment typically used to accommodate AAU changes of use (that do not require seismic retrofitting), included scaffolding, ladders or scissor lifts, and, in some cases, other equipment for specialized trades, such as pipe cutters, pipe threaders, and hand cutters for fire sprinkler work. Construction vehicles included light trucks and delivery vehicles from vendors; however, no motorized excavation equipment was used.<sup>60</sup>

For seismic retrofitting projects, structural improvements were added to a building to ensure the safety and security of the building's occupants. This process typically included strengthening of concrete tilt-up & reinforced masonry buildings, unreinforced masonry buildings, and concrete buildings that are more than two stories in height. Some common examples of seismic retrofitting project elements are adding new lateral load-resisting elements, such as concrete shear walls or structural steel braced frames; strengthening roof and floor diaphragms (including connections to supporting walls); and installing a lateral load-resisting system. For seismic retrofit projects, AAU used pneumatic equipment<sup>61</sup> (inside the building) and 10-cubic-yard roll-off bins.

Typical AAU construction activities do not usually require vehicles to detour; however, in the cases where detours may have been required, it would have been for a short duration when material was delivered or a scaffold was being erected.<sup>62</sup> Most construction required the use of three-cubic-yard trash bins. Approximately 10 percent of AAU construction projects required the pedestrian

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<sup>57</sup> San Francisco Planning Department, *Academy of Art University Project Draft Environmental Impact Report*, February 2015, Case File No. 2008.0586E, SCH # 201092080, p. 4.8-30 (hereinafter "Academy of Art University Project Draft EIR").

<sup>58</sup> Atkins, *Academy of Art University Air Quality Technical Report*, October 13, 2014. A copy of this document is available for public review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2008.0586E.

<sup>59</sup> Bay Area Air Quality Management District, *CEQA Air Quality Guidelines*, May 2010.

<sup>60</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, p. 4.8-30.

<sup>61</sup> Pneumatic equipment is a machine or device operated by compressed air or by a vacuum.

<sup>62</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, p. 4.8-30.

right-of-way to be closed for up to 1 week, depending on the nature of deliveries and construction activities.

Worst-case construction emissions estimates from tenant improvements at one representative existing site are summarized in Table 21, Construction Emissions from a Representative Site. Appendix AQ contains assumptions and calculations used in the modeling along with the modeling outputs. The analysis assumed that a generator, aerial lift, concrete/industrial saw, pressure washer, signal board and welding equipment were used during renovation, which represents a conservative (i.e., worst-case) level of renovation activities per year, assuming 200,000 square feet of building area. As shown in Table 21, anticipated daily emissions did not exceed BAAQMD’s thresholds of significance.

**Table 21. Construction Emissions from a Representative Site**

| Category   | ROG  | NOx  | PM <sub>10</sub> | PM <sub>2.5</sub> |
|--|------|------|------------------|-------------------|
| Daily Renovation Emissions (pounds/day) <sup>1</sup> | 10.7 | 36.7 | 3.2              | 2.6               |
| BAAQMD Significance Threshold                        | 54   | 54   | 82               | 54                |
| Exceed Significance Threshold?                       | No   | No   | No               | No                |

Note:

<sup>1</sup> Assumes simultaneous renovation of two 100,000-square-foot buildings.

ROG = reactive organic gases; NOx = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

### **Operational Air Quality Analysis Methodology**

Criteria pollutant emissions associated with the operation of the existing 23 AAU sites were estimated using the CalEEMod computer model, in accordance with BAAQMD Guidelines. Area source emissions were based on the maximum square footage of institutional space, or the number of units of residential space, as shown in Tables 1 and 2 on pp. 1-5 to 1-8.

AAU occupied buildings at different times in the past; the analyses of emissions from operation of each existing site are based on the year that AAU initially occupied the building. For analyses of emissions that occurred prior to 2010, CalEEMod only allows the user to model the years 1990, 2000, and 2005. In cases where AAU occupied the sites in years between 1990 and 2000, between 2000 and 2005, or between 2005 and 2010, the earlier operational year available within CalEEMod was used. For those AAU sites that were occupied prior to 1990, 1990 was selected within CalEEMod. This approach provides a conservative result for each site, because the transportation component of the analysis will have shown reduced emissions over time as automobiles have improved.

Office/Institutional land uses were modeled using the “Junior College” land use designation in CalEEMod as emissions can be based on building size. Although there is a “University” land use designation in CalEEMod, it only allows for emissions estimations using the number of students or number of employees, which is not applicable to AAU, given its dispersed urban setting. That is,



using the “University” land use designation in CalEEMod would not accurately capture the emissions from AAU as the AAU facilities are spread out throughout the City and AAU does not have a central campus. The use of a “Junior College” land use designation in CalEEMod allows the calculation of emissions from individual parts of the AAU sites, rather than as a whole. Residential land uses were modeled as mid-rise apartments to provide a conservative estimate of area source emissions as well as to maintain consistency with the AAU AQTR and *Academy of Art University Project Draft EIR*. Although some of the buildings were occupied prior to being occupied by AAU, the analyses conservatively assume that all buildings were previously vacant and, therefore, area source emissions were based on total currently occupied square footage for each existing site building. All previous land uses also assume no associated traffic, thereby providing a conservative estimate of total existing site emissions.

Criteria pollutant sources associated with the operation of the existing sites consist of area, energy, and mobile source emissions. Area source emissions are generated by consumer product use (e.g., detergents, nail polish, and cosmetics), architectural coatings, and landscaping maintenance equipment. All area sources except generators and boilers were modeled through CalEEMod. Emissions from generators and boilers operating at these buildings were estimated using the number of hours that this equipment is operated, the type of unit used, and emission factors applicable to these units. Generators and boilers that existed at the time AAU occupied the property were not included in the emissions estimates, as these are considered part of the background environment. Boilers or generators added as part of AAU’s occupation were included in the area source emission estimates. Energy source emissions were modeled through CalEEMod, which consist of indirect criteria pollutant emissions emitted through the combustion of natural gas to generate heat and electricity on-site. Mobile emissions associated with non-shuttle vehicle operations at each of the 23 existing AAU sites were calculated in CalEEMod, based on the average daily vehicular trip rates identified in the site-specific transportation analyses for the existing sites.<sup>63</sup>

Shuttle emissions cannot be allocated to any individual building, as the shuttle system serves most of the AAU existing sites. Therefore, air pollutant emissions from the shuttle system are discussed as a whole below in the Shuttle Air Quality subsection, pp. 3-59 to 3-60.

### **Health Risks**

In addition to criteria air pollutants, individual projects may emit toxic air contaminants (TACs). To identify areas of San Francisco adversely affected by TACs, San Francisco collaborated with the BAAQMD to inventory and assess air pollution and exposures from mobile, stationary, and area sources within San Francisco. Areas with poor air quality, termed the “Air Pollutant Exposure Zone,”<sup>64</sup> were identified based on four health-protective criteria: (1) excess cancer risk from the contribution of emissions from all modeled sources greater than 100 per one million population, (2) cumulative PM<sub>2.5</sub> concentrations greater than 10 micrograms per cubic meter (µg/m<sup>3</sup>), (3) proximity to freeways; and (4) health vulnerable locations where standards were changed to excess

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<sup>63</sup> CHS Consulting Group, AAU ESTM Transportation Section Draft, January 2016.

<sup>64</sup> San Francisco Department of Public Health, *Air Pollutant Exposure Zone Map*, April 10, 2014. Accessed November 2015.

cancer risk greater than 90 per one million population and/or PM<sub>2.5</sub> concentrations in excess of 9 µg/m<sup>3</sup>.

Land use projects within the Air Pollutant Exposure Zone require special consideration to determine whether the project's activities will expose sensitive receptors to substantial air pollutant concentrations or add emissions to areas already adversely affected by poor air quality. San Francisco has identified best management practices to be implemented for projects that either will site new sensitive land uses or that will result in new sources of TACs within Air Pollutant Exposure Zone. These best management practices are intended to reduce exposure of sensitive land uses to sources of air pollution. Best management practices may include measures such as orientation of air intakes and higher rated filtration systems. For buildings located within the Air Pollutant Exposure Zone, compliance with the best management practices will be recommended to reduce health risks to sensitive receptors and from sources of TACs, if risks are identified.

On-site emergency backup generators and boilers represent the on-site emissions sources at the existing AAU sites that could generate TAC emissions. These emissions can affect the health of both on- and off-site sensitive receptors. Land uses considered sensitive to poor air quality include residences, schools, day-care centers, hospitals, nursing homes, and convalescent homes. These land uses are considered most sensitive to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress or, as in the case of residential receptors, their exposure time is greater than for other land uses.

Exposure assessment guidance typically assumes that residents will be exposed to air pollution 24 hours per day, 350 days per year, for 70 years. Therefore, assessments of residential exposure typically result in the greatest adverse health outcomes of all population groups. From a health risk standpoint, anyone over 16 is considered within the adult population and, as such, a university would not fall into the "school" category. However, the residential portions of a university are considered sensitive receptors because they are living quarters for students. Therefore, all residential land uses within AAU's existing sites are evaluated as sensitive receptors.

Existing AAU buildings that currently operate a backup generator or boiler located within the City's Air Pollutant Exposure Zone Map are considered contributors to health risks. The 23 existing AAU sites were compared to the Air Pollutant Exposure Zones map. Three existing institutional AAU sites were found to be within the Air Pollution Exposure Zone. The three existing AAU institutional sites within Air Pollution Exposure Zones are ES-1 (2340 Stockton Street), ES-27 (77 New Montgomery Street) and ES-28 (180 New Montgomery Street). None of these existing sites have sensitive land uses. Therefore, the existing operations of these three sites have not located sensitive receptors within Air Pollutant Exposure Zones and have not resulted in any impacts to on-site sensitive receptors.

These three existing AAU sites themselves are not sensitive uses, as they are institutional and do not include AAU residential uses. However, operation of stationary sources such as boiler or backup generators within the Air Pollutant Exposure Zone would have the potential to increase health risks to nearby sensitive receptors. There are no emergency backup generators or boilers on these AAU sites located within any of the zones. Therefore, the operation of stationary sources at the existing 23 AAU sites has not increased health risks to nearby sensitive receptors. Given the above, health risk effects in regards to being located within Air Pollutant Exposure Zones are not

addressed under the individual site assessments in Chapter 4, Environmental Analysis of Individual Sites.

### **Combined Air Quality Effects**

The combined operation of all 23 AAU sites would increase criteria air pollutant and precursor emissions, including reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 micrometers in diameter (PM<sub>2.5</sub>) or 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>). Table 22, Combined Emissions at 23 Existing Sites, summarizes the combined daily and annual operational emissions of criteria pollutants, including those from the shuttle system, and compares them to the Bay Area Air Quality Management District (BAAQMD) significance thresholds. As shown in Table 22, the combined emissions of ROG and NO<sub>x</sub> would exceed the BAAQMD's daily and annual thresholds. This result is primarily because emissions were modeled using the year in which the AAU sites were originally occupied, which for many sites was in the early/late 1990s when vehicles generated much higher levels of emissions. Therefore, this is a conservative approach to combining emissions from the 23 AAU existing sites.

**Table 22. Combined Emissions at 23 Existing AAU Sites**

| Source                            | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|-----------------------------------|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|                                   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                              | 44.62                                   | 14.91           | 2.01             | 1.99              | 7.83                                    | 2.61            | 0.35             | 0.59              |
| Energy                            | 1.03                                    | 7.81            | 0.60             | 0.60              | 0.16                                    | 1.43            | 0.11             | 0.11              |
| Mobile                            | 120.8                                   | 171.39          | 56.04            | 12.25             | 21.83                                   | 31.67           | 5.14             | 1.72              |
| Total Emissions                   | 166.45                                  | 194.11          | 58.65            | 14.84             | 29.82                                   | 35.71           | 5.6              | 2.42              |
| BAAQMD Thresholds of Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                 | Yes                                     | Yes             | No               | No                | Yes                                     | Yes             | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

Source: ESA, 2016.

To estimate existing operational emissions, an operational baseline year of 2010 and the existing year 2016 were used to calculate emissions from the 23 existing AAU sites. Table 23, Cumulative Year 2010 Emissions at 23 Existing AAU Sites, and Table 24, Cumulative Year 2016 Emissions at 23 Existing AAU Sites, summarize the combined daily and annual operational emissions of criteria pollutants for 2010 and 2016, respectively, including emissions from the shuttle system, and compare them to the BAAQMD significance thresholds.<sup>65</sup> As shown in Table 23, the cumulative year 2010 emissions of ROG and NO<sub>x</sub> exceed the BAAQMD's daily and annual thresholds. However, as shown in Table 24, the cumulative year 2016 emissions for ROG, PM<sub>10</sub>, and PM<sub>2.5</sub> are below the BAAQMD's

<sup>65</sup> Emissions from the shuttle system have not been updated to 2016 information either related to the revisions to the routing and frequency instituted by AAU or related to any newer, lower emitting vehicles that may have been included in the fleet. Therefore, the 2016 results in Table 24 are conservative.

daily and annual thresholds; while the NO<sub>x</sub> emissions exceed the BAAQMD's annual threshold, they no longer exceed the daily threshold. This reduction in criteria pollutant emissions between 2010 and 2016 is the result of the cleaner on-road vehicle fleet, landscaping equipment, consumer products, and on-site energy generation in 2016. Although emissions of criteria pollutants during baseline year 2010 and 2016 would exceed the BAAQMD thresholds, operational emissions would steadily decrease over time to below the thresholds. In addition, the BAAQMD threshold is intended to be applied to individual development projects with a single build-out year and not for multiple projects with different operational years. The thresholds are not intended to address many distinct projects together on a cumulative basis.

**Table 23. Cumulative Year 2010 Emissions at 23 Existing AAU Sites**

| Source                            | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|-----------------------------------|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|                                   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                              | 43.67                                   | 14.3            | 1.92             | 3.23              | 7.97                                    | 2.61            | 0.35             | 0.59              |
| Energy                            | 0.88                                    | 7.73            | 0.6              | 0.6               | 0.16                                    | 1.41            | 0.11             | 0.11              |
| Mobile                            | 25.24                                   | 61.12           | 53.42            | 8.77              | 4.58                                    | 10.94           | 7.99             | 1.49              |
| Total Emissions                   | 69.79                                   | 83.15           | 55.94            | 12.6              | 12.71                                   | 14.96           | 8.45             | 2.19              |
| BAAQMD Thresholds of Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                 | Yes                                     | Yes             | No               | No                | Yes                                     | Yes             | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

Source: ESA, 2016.

**Table 24. Cumulative Year 2016 Emissions at 23 Existing AAU Sites**

| Source                            | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|-----------------------------------|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|                                   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                              | 38.19                                   | 14.25           | 1.92             | 3.23              | 6.97                                    | 2.6             | 0.35             | 0.59              |
| Energy                            | 0.88                                    | 7.73            | 0.6              | 0.6               | 0.16                                    | 1.41            | 0.11             | 0.11              |
| Mobile                            | 15.16                                   | 36.3            | 52.87            | 8.28              | 2.74                                    | 6.41            | 7.89             | 1.40              |
| Total Emissions                   | 54.23                                   | 58.28           | 55.39            | 12.11             | 9.87                                    | 10.42           | 8.35             | 2.10              |
| BAAQMD Thresholds of Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                 | No                                      | No              | No               | No                | No                                      | Yes             | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

Source: ESA, 2016.

### **Shuttle Air Quality**

Emissions from the shuttle trips cannot be allocated to specific buildings, as the various routes stop at several buildings, several times a day. Therefore, emissions from the shuttles were not addressed for each individual site; however, overall shuttle emissions from the existing 34 AAU sites were addressed in a discussion of total existing site emissions and the evaluation of the total combined air quality impacts from existing AAU activity. The analysis of the current shuttle usage was based on the transportation impact analysis related to shuttle trips for the existing 34 AAU sites.<sup>66</sup> Shuttle bus emissions were calculated based on the existing number of daily buses for year 2010 and the total vehicle miles traveled.

Emission factors for criteria pollutant emissions from the shuttle buses are based on the year, classification, and fuel type of the existing (2010) AAU bus fleet. AAU classifies its buses as “other school buses;” therefore, the EMFAC2011<sup>67</sup> classifications used for determining emission factors are “other buses” and “school buses.”

Mobile source emissions from the AAU shuttle bus system were evaluated in the AAU Air Quality Technical Report (AAU AQTR) prepared for the *Academy of Art University Project Draft EIR*. The AAU AQTR used the level of shuttle activity for 2010 as the basis for the analysis because there were more buses and bus trips at that time than in 2013, which was the analysis year for the Draft EIR. This resulted in a conservative risk analysis for the AAU AQTR and an accurate health risk for the existing sites.

Long-term regional mobile source emissions of criteria air pollutants and precursors associated with the use of the AAU shuttle vehicles at AAU’s existing sites were modeled using emission factors obtained from the EMFAC2011<sup>68</sup> based on the age and fuel type of the buses in the existing (2010) AAU shuttle fleet. Results in Table 25, Study Area Shuttle Emissions by Bus Stop, show the estimated long-term operational mobile source emissions from the use of AAU shuttles would be well below BAAQMD’s significance thresholds for ROG, NOx, PM<sub>10</sub>, and PM<sub>2.5</sub>.

Since 2010, AAU has updated its shuttle routes and reduced the number of trips, focusing on peak use periods. Therefore, the results of analyzing the 2010 shuttle system present a conservative estimate of emissions.

A Health Risk Assessment (HRA) was prepared as part of the AAU Air Quality Technical Report (AQTR)<sup>69</sup> for the *Academy of Art University Project Draft EIR*. The HRA analysis accounts for all shuttle service and shows that the total cancer risks and PM<sub>2.5</sub> concentrations for all routes and segments would not contribute significantly to an existing Air Pollutant Exposure Zone. The AAU AQTR used the level of shuttle activity for 2010 as the basis for the analysis because there were

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<sup>66</sup> CHS Consulting Group, AAU ESTM Transportation Section Draft, January 2016.

<sup>67</sup> While EMFAC2014 is newly available, the use of EMFAC2011 emission factors provides consistency with the AQTR analysis in the EIR and a more conservative emissions analysis because the newer emission factors are lower than those in EMFAC2011.

<sup>68</sup> While EMFAC2014 is newly available, the use of EMFAC2011 emission factors provides consistency with the AQTR analysis for the *Academy of Art University Project Draft EIR* as well as resulting in a more conservative analysis of emissions. Therefore, the analysis continues to use EMFAC2011 emission factors for this report.

<sup>69</sup> Atkins, Academy of Art University Air Quality Technical Report, October 13, 2014.

more buses and bus trips at that time than in 2013 when the AQTR analysis was carried out. Therefore, the existing 2010 AAU shuttle bus system serving the 34 existing AAU sites has not increased health risks to nearby sensitive receptors.

**Table 25. Study Area Shuttle Emissions by Bus Stop**

| Bus Stop Address         | Daily Emissions (pounds/day) <sup>1</sup> |                 |                  |                   |
|--------------------------|---|-----------------|------------------|-------------------|
|                          | ROG                                       | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| 620 Sutter Street        | 0.11                                      | 0.67            | 4.58             | 0.30              |
| 860 Sutter Street        | 0.11                                      | 0.67            | 4.58             | 0.30              |
| 701 Chestnut Street      | 0.02                                      | 0.09            | 0.61             | 0.04              |
| 2300 Stockton Street     | 0.02                                      | 0.09            | 0.61             | 0.04              |
| 2209 Van Ness Avenue     | 0.02                                      | 0.12            | 0.82             | 0.05              |
| 1849 Washington Street   | 0.02                                      | 0.12            | 0.82             | 0.05              |
| 77 New Montgomery Street | 0.10                                      | 0.61            | 4.20             | 0.28              |
| 60 Federal Street        | 0.09                                      | 0.56            | 3.85             | 0.25              |
| 601 Brannan Street       | 0.09                                      | 0.56            | 3.85             | 0.25              |
| 466 Townsend Street      | 0.09                                      | 0.56            | 3.85             | 0.25              |
| 491 Post Street          | 0.05                                      | 0.33            | 2.26             | 0.15              |
| 1727 Lombard Street      | 0.01                                      | 0.05            | 0.31             | 0.02              |
| 1916 Octavia Street      | 0.01                                      | 0.04            | 0.25             | 0.02              |
| 410 Bush Street          | 0.01                                      | 0.05            | 0.36             | 0.02              |
| <b>Total Emissions</b>   | 0.75                                      | 4.52            | 30.95            | 2.03              |
| <i>Threshold</i>         | 54  | 54              | 82               | 54                |
| <i>Significant</i>       | No  | No              | No               | No                |

Note:

<sup>1</sup> Emissions were estimated using emission factors from EMFAC2011 based on the age and fuel type of the buses in the existing (2010) fleet. Assumptions and results can be found in Appendix AQ.

Source: ESA, 2015.

### 3.4.9. Greenhouse Gas Emissions

Individual projects contribute to the cumulative effects of climate change by directly or indirectly emitting greenhouse gas (GHG) emissions during their lifecycle. Direct operational emissions include GHG emissions from new vehicle trips and area sources (natural gas combustion). Indirect emissions include emissions from electricity providers; energy required to pump, treat, and convey water; and emissions associated with waste removal, disposal, and landfill operations.

Regulations, as outlined in San Francisco's *Strategies to Address Greenhouse Gas Emissions*, have proven effective, because San Francisco's GHG emissions have been measurably reduced

compared to 1990 emissions levels. The AAU existing sites were either determined to be consistent with San Francisco's GHG reduction strategy, would require compliance during the building permit review process, or a recommended Condition of Approval is suggested, as presented in Chapter 4 under the individual site assessments. With the implementation of the recommended Conditions of Approval and conformity with the City's GHG Compliance Checklist, the AAU existing sites' GHG emissions would not conflict with state, regional, and local GHG reduction plans and regulations. Therefore, combined effects of the AAU existing sites would not make a substantial contribution to GHG emissions if the recommended Conditions of Approval are implemented.

#### **3.4.10. Wind and Shadow**

Upon occupation of existing buildings, AAU made typical tenant improvements and life safety upgrades, such as interior construction (e.g., drywall, paint, and lighting), security system installation, fire sprinkler/fire alarm upgrades, elevator modernization, and exterior signage. For some buildings, tenant improvements have included seismic retrofit work, replacement of windows and lighting, and addition of awnings, fences, and/or exterior lighting. Improvements at the AAU existing sites have not involved any new development or additions to structures that have changed the height or bulk of existing structures; therefore, the wind environment has not changed. Buildings located in clusters near one another have not combined to affect pedestrian-level winds, because there have been no notable changes to building form or massing.

Similarly, occupation and change in use of the AAU existing sites have not altered shadows and are not subject to the requirements of Planning Code Section 295 because the AAU existing sites have not been altered in a manner that substantially alters the shadow resulting from existing buildings. Therefore, no combined effect related to shadow has occurred at nearby recreational facilities or other public areas.

Because structures on AAU's existing sites have not been substantially altered in form or massing and therefore have not resulted in new shadows on public open space or new hazardous wind conditions in pedestrian use areas, the changes in use from AAU occupation of these sites could not have contributed to any existing or known future development that itself could result in a cumulative contribution to any new shadows or hazardous wind conditions.

#### **3.4.11. Recreation**

San Francisco has approximately 5,890 acres of open space under the jurisdiction of several local, state, and federal agencies.<sup>70</sup> Golden Gate National Recreation Area comprises 1,642 acres of federally owned park lands, including the Presidio of San Francisco (Presidio), Ocean Beach, Fort Funston, Fort Mason, Lands End, Sutro Heights Park, and China Beach. State-owned park lands,

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<sup>70</sup> San Francisco Planning Department, Recreation and Open Space Element of the *San Francisco General Plan* (hereinafter "ROSE"), pp. 2-3. Available online at [http://www.sf-planning.org/ftp/General\\_Plan/index.htm](http://www.sf-planning.org/ftp/General_Plan/index.htm). Accessed on September 15, 2015.

approximately 255 acres in total, include Candlestick Point State Recreation Area and the University of California San Francisco (UCSF) Mount Sutro Open Space.<sup>71</sup>

The San Francisco Recreation and Park Department (RPD) owns approximately 3,433 acres of permanently dedicated public open space and maintains more than 220 properties throughout the City. RPD manages 1,100 acres of natural lands and trails; 25 large, full-complex recreation centers; nine swimming pools; six golf courses; and hundreds of tennis courts, baseball diamonds, athletic fields, and basketball courts. RPD also manages many of the City's most famous locations, such as the Palace of Fine Arts, Golden Gate Park, and Coit Tower. Three large open spaces encompass more than one-half of the total City-owned open space: Golden Gate Park (1,000 acres), the Lake Merced Community Complex (600 acres), and John McLaren Park (300 acres). These larger areas function as City-serving spaces because they attract residents from the entire City, as do smaller areas with unique attributes such as water features or hilltop vista points.

The City's open space network also includes 560 acres of open space in the form of community gardens,<sup>72</sup> living streets, piers and wharves, university campuses, pilot program schoolyards, and parks or open spaces under the jurisdiction of the Port, the San Francisco Public Utilities Commission (SFPUC), the Department of Public Works, and the Office of Community Investment and Infrastructure among others.

An open space is considered accessible to the majority of users, including families with small children, if it is within a one-quarter mile, or 5-minute, walking distance (see Figure 4, Recreation and Park Facilities within 0.25 Mile of Existing Sites).<sup>73</sup> However, users may visit more distant facilities, especially if their neighborhood lacks recreation resources or if they are seeking particular amenities such as sports fields or pools. For adult users such as faculty and university students, one-half mile is accepted as a comfortable walking distance most people are willing travel for recreation. As noted above, the large, City-owned open spaces like Golden Gate Park serve all City residents as well as visitors to the City.

In addition to the public park system, AAU students, faculty, and staff have access to AAU private recreational facilities. 1069 Pine Street (ES-16) is a one-story, 1,875-square-foot building with one main room dedicated to an indoor gymnasium. 620 Sutter Street (ES-20), which consists of student housing, also has an indoor gymnasium and pool. 601 Brannan Street (ES-31)—principally dedicated to classrooms, a library, and labs/studios—also has a basketball court and batting cages in the open area to the rear of the building. Several existing sites, including 1849 Van Ness Avenue (ES-8), 1055 Pine Street (ES-17), 180 New Montgomery Street (ES-28), 58–60 Federal Street (ES-30), and 466 Townsend Street (ES-34), have other indoor casual resting areas in the form of lounges and café spaces. These facilities may be accessed by walking from nearby AAU sites or by taking an AAU shuttle bus.

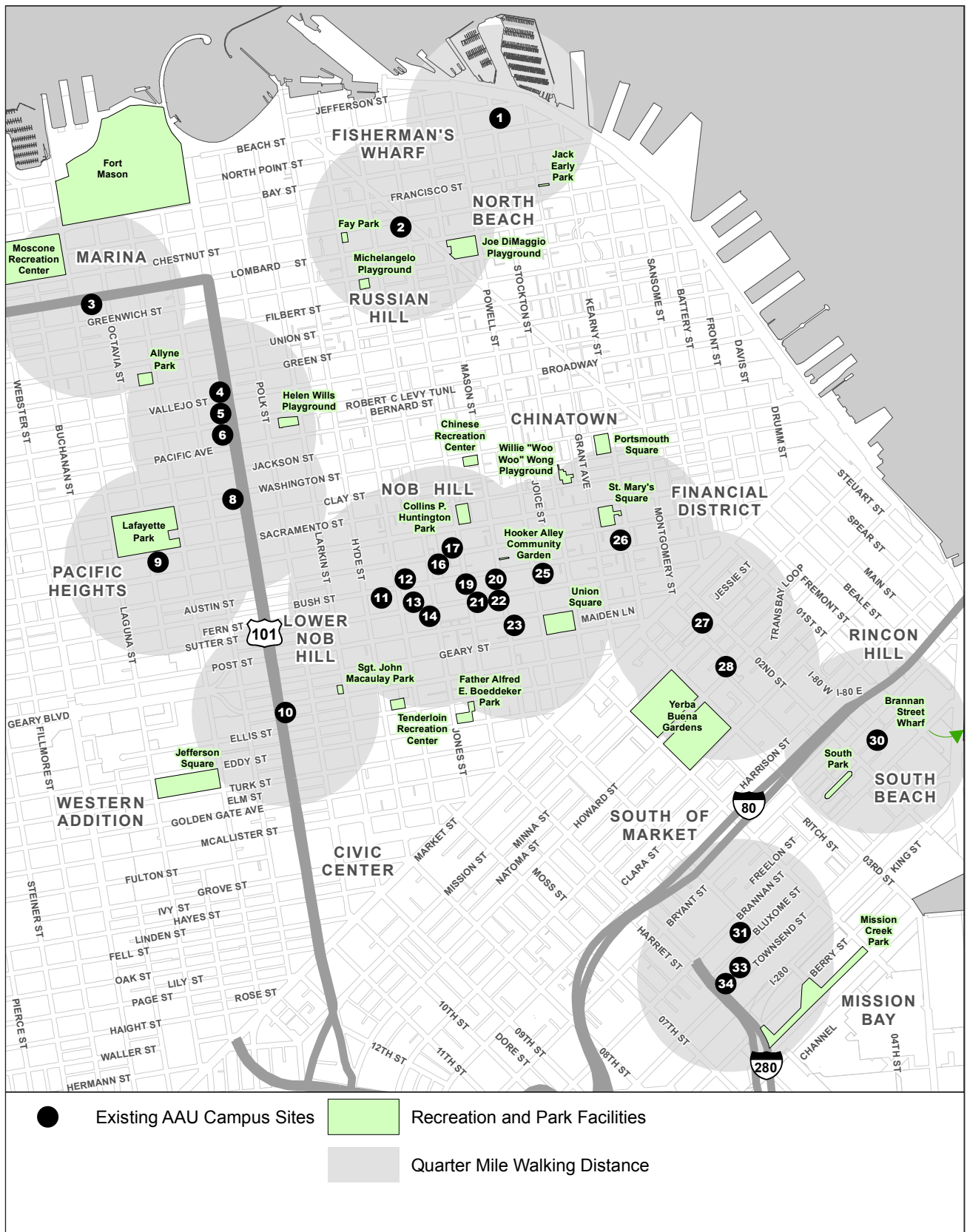
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<sup>71</sup> San Francisco Planning Department, ROSE, pp. 2-5 and San Francisco Recreation and Park Department, Recreation Assessment Report, August 2004, p. 21. Available online at [http://www.sf-planning.org/ftp/General\\_Plan/index.htm](http://www.sf-planning.org/ftp/General_Plan/index.htm) and [http://sfrecpark.org/wp-content/uploads/SFRP\\_Summary\\_Report.pdf](http://sfrecpark.org/wp-content/uploads/SFRP_Summary_Report.pdf). Accessed on September 15, 2015.

<sup>72</sup> Most community gardens are managed by the RPD's Community Gardens Program, which is part of a larger interagency Urban Agriculture Program that includes urban farms.

<sup>73</sup> San Francisco Planning Department, ROSE, Maps 4A through 4D, p. 21.





Source: San Francisco Planning Department (2016)



## AAU EXISTING SITES TECHNICAL MEMORANDUM

**FIGURE 4: RECREATION AND PARK FACILITIES WITHIN 0.25 MILE OF EXISTING SITES**

Most of AAU's seasonal athletic programs are supplemented by facilities that AAU rents or leases through various public and private providers throughout the City. As such, the effects of the existing sites on demand for these resources are discussed in a combined manner, and not by individual effects from any particular institutional site or residential site. The non-AAU recreational facilities used for various athletic programs are further described below.

Growth associated with the AAU existing sites has resulted in an incremental increase in demand for City parks, open space, and recreational facilities. In 2016, AAU has an on-site enrollment of 8,649 students and 1,954 faculty and staff and in 2010 AAU had a population of 11,182 students and 2,291 faculty and staff. The AAU existing sites are spread across multiple neighborhoods on the eastern side of the City. AAU-generated demand for parks and recreational resources is therefore spread among several neighborhoods because students and employees visit these facilities from each existing site. There are a total of 23 existing City-owned parks and recreational resources within 0.25 mile of the AAU existing sites, as shown in Figure 4. User demand from the existing AAU sites is divided among these RPD facilities. As discussed in Chapter 4, no substantial effects on these nearby parks and recreational facilities have been identified as a result of any individual site use by AAU students, faculty, or staff. AAU students, faculty, and staff also have access to AAU's private recreational facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and student cafés and lounge areas, all of which can be reached by walking from nearby AAU sites or by taking an AAU shuttle bus.

To supplement its recreation program, the RPD provides an advanced reservation system for its athletic fields, stadiums, golf courses, and indoor facilities available to schools, leagues, clinics, and others for tournaments and special events. As described in the *Academy of Art University Project Draft EIR*, pp. 3-11 through 3-13, AAU rents and leases recreational spaces from public and private entities for most of its recreational events. RPD facilities rented by AAU include Crocker-Amazon Playground, Gene Friend Recreation Center, Kezar Pavilion and Stadium, Boxer Stadium, and the Presidio Golf Course. AAU also uses existing facilities at Stuart Hall High School and at City College of San Francisco, as well as the UCSF Bakar Fitness and Recreation Center at Mission Bay. In general, AAU rents or leases these facilities for seasonal athletic programs (e.g., baseball, basketball, soccer, track and field, volleyball, and golf) for practice and games. AAU's rental or lease period for each facility depends upon the activity's seasonal duration, as well as the hours per week needed for practice or games. Each athletic program supports between four athletes (golf) and 23 athletes (soccer). Certain activities such as baseball or basketball may require exclusive use of a field or gymnasium, whereas others such as cross-country and golf can take place in recreational facilities shared with other users.

The Recreation and Open Space Element (ROSE) of the *San Francisco General Plan* recognizes that although the City's open space is generally well distributed, some areas may lack certain amenities. In particular, the ROSE calls attention to a lack of playgrounds in certain areas, a lack of large open spaces in the eastern side of the City, limited capacity of sports fields, and high-density neighborhoods exceeding the capacity of existing local open spaces. The ROSE identifies "high needs areas" based on its analysis of walkability, population density, household income,

concentration of children and youth, concentration of seniors, and projected growth. The AAU existing sites are primarily located in moderate-to-high needs area.<sup>74</sup>

Although the City has not established level of service standards for parks based on population density, policies, and programs currently being implemented by the City, including the Draft Citywide Vision for Open Space, the ROSE of the *San Francisco General Plan*, and park acquisitions funded through Proposition C,<sup>75</sup> serve the growing population near the AAU existing sites and adjacent neighborhoods. In addition, the 2008 and 2012 Clean and Safe Neighborhood Parks Bond is funding renovations of many existing recreation resources, including the completed renovations to the Chinese Recreation Center, Lafayette Park, and Joe DiMaggio Playground. Future improvements to Willie “Woo Woo” Wong Playground, South Park, and Moscone Recreation Center will be funded by the 2012 bond funds.

Given the proximity of each existing site to recreational resources, the availability of private AAU recreation opportunities, and City park revitalization efforts, the combined increase in demand due to AAU’s occupation of the existing sites can be accommodated by existing parks and recreational facilities in the area without resulting in substantial degradation of such facilities or necessitating the construction of new or expanded facilities. The additional demand from AAU’s existing sites is small compared to the greater population using the RPD parks and facilities, and is not focused on any particular high-need area but is distributed throughout the eastern portion of the City. For these reasons, no combined or cumulative effects on recreation have occurred.

#### **3.4.12. Utilities and Service Systems**

All 34 existing sites receive water and wastewater services from San Francisco Public Utilities Commission (SFPUC). Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology.

AAU changes in use may have caused increased demand for water, wastewater, and solid waste disposal at the existing sites. However, insofar as the 34 existing sites were occupied in the past and used the water, wastewater, and solid waste disposal facilities, it is reasonable to assume that the incremental effects from the combined changes in use have been relatively small. The SFPUC has determined that sufficient water supply is available for current and future customers in existing buildings throughout the City.<sup>76</sup> Additionally, AAU would install water conservation equipment at the AAU existing sites, as required by San Francisco’s Residential and Commercial Conservation Ordinances.

All of the AAU existing sites are covered by impervious surfaces, and stormwater runoff has been accommodated by existing and planned wastewater facilities. Any additional demand for wastewater facilities as a result of population increases has been met by the SFPUC’s Sewer

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<sup>74</sup> San Francisco Planning Department, ROSE, Map 7, p. 24.

<sup>75</sup> In 2000, San Francisco voters approved Proposition C, extending the Open Space Fund that is used to finance acquisitions and capital improvements for RPD.

<sup>76</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

Improvement Program, which has ensured the adequacy of sewage collection and treatment services to meet expected Citywide demand.<sup>77</sup> Therefore, AAU occupation of the 34 existing sites has not resulted in combined or cumulative effects on these City systems.

### **3.4.13. Public Services**

#### **Police, Fire, and Emergency Services**

The AAU changes in use have resulted in new daytime and resident populations in San Francisco that are served by the San Francisco Police Department (SFPD) and the San Francisco Fire Department (SFFD). No measurable changes in police, fire, and emergency response times have resulted at police and fire stations near the AAU existing sites as a result of AAU occupation. Additionally, the incremental, dispersed growth has not resulted in the need for new or expanded police or fire facilities. See Figure 5, Fire Station, Police Station, and Library Locations, for locations of fire, police, and library locations in relation to the existing sites.

Call services for the SFPD are categorized as Priority A (life threatening), Priority B (potential for harm to life and/or property), and Priority C (crime committed with no threat to life or property). Citywide, response times at SFPD were within goals 91 percent of the time for Priority A calls, 82 percent of the time for Priority B calls, and 97 percent of the time for Priority C calls.<sup>78</sup>

SFPD services are augmented by AAU's Department of Campus Safety, whose staff are trained to respond to the needs of University students, faculty, and staff. The Department works collaboratively with the SFPD and California Highway Patrol.<sup>79</sup> The Campus Safety Patrol Team is comprised of five non-sworn uniform patrol officers patrolling all AAU sites, 24 hours per day. The officers patrol the campus in marked AAU vehicles and on foot. The Campus Host Program, part of the Department of Campus Safety, places staff in each AAU building to welcome guests, limit access to AAU buildings, and call Campus Safety or City emergency staff when necessary. All existing AAU buildings except 180 New Montgomery Street (ES-28) and 77 New Montgomery Street (ES-27) are locked 24 hours per day. The Department works collaboratively with the SFPD and California Highway Patrol.<sup>80</sup> Most properties have security alarms and video surveillance systems, which are monitored by Department of Campus Safety personnel. Crime on campus is relatively minimal and mainly consists of liquor and drug law violations.<sup>81</sup>

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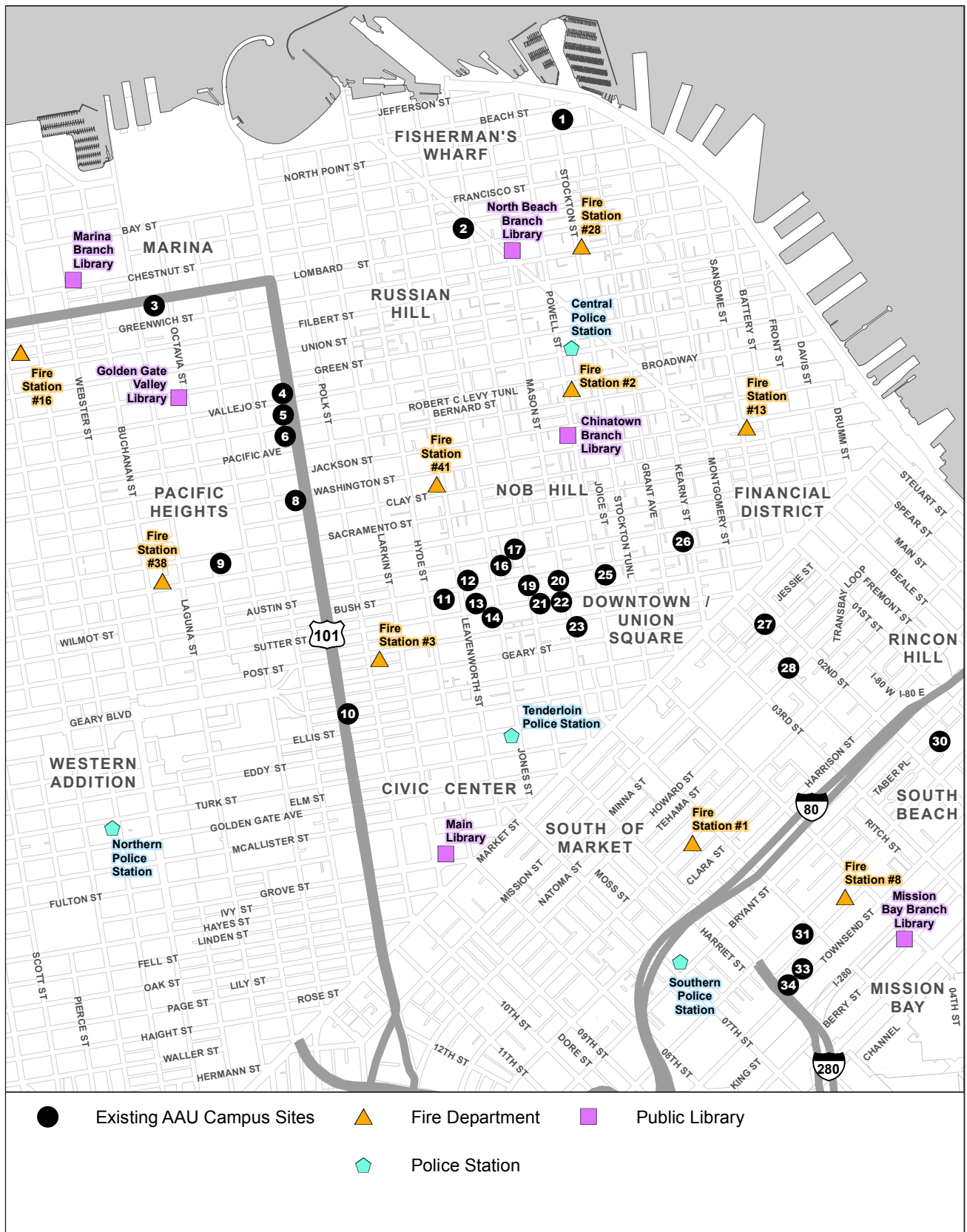
<sup>77</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

<sup>78</sup> San Francisco Planning Department, Academy of Art University Draft EIR, February 2015, p. 4.13-7.

<sup>79</sup> Academy of Art University, *Annual Campus Safety and Fire Safety Report 2015-2016*, p. 11. Available at [http://www.academyart.edu/content/dam/assets/pdf/Revised\\_security\\_report.pdf](http://www.academyart.edu/content/dam/assets/pdf/Revised_security_report.pdf). Accessed on October 29, 2015.

<sup>80</sup> Academy of Art University, *Annual Campus Safety and Fire Safety Report 2015-2016*, p. 11. Available at [http://www.academyart.edu/content/dam/assets/pdf/Revised\\_security\\_report.pdf](http://www.academyart.edu/content/dam/assets/pdf/Revised_security_report.pdf). Accessed on October 29, 2015.

<sup>81</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, p. 4.13-10.



Source: San Francisco Planning Department (2016)



## AAU EXISTING SITES TECHNICAL MEMORANDUM

FIGURE 5: FIRE STATION, POLICE STATION, AND LIBRARY LOCATIONS



The SFFD provides fire protection and emergency medical services for an estimated 1.5 million people, including residents, employees, and visitors.<sup>82</sup> Services include fire suppression, advanced emergency medical treatment and transport, heavy rescue, fire prevention and investigation, and community education and emergency preparedness training.

According to the 2012–2013 SFFD Annual Report (the most recent available data), the SFFD is made up of 1,392 uniformed and 57 civilian personnel at 44 stations Citywide. Resources for the SFFD include 41 engine companies, 19 truck companies, ambulances, two heavy rescue squads, and two fire boats, along with multiple special purpose units.

Many of the building alterations initiated by AAU have included life safety upgrades, the installation of fire alarm and sprinkler systems, and seismic upgrades, which have improved fire safety at the AAU existing sites. Compliance with the San Francisco Fire Code and the provision of AAU security may have reduced demand for SFFD and SFPD services, respectively. No substantial combined effect on police, fire, and/or emergency services has occurred from the changes in use. Similarly, the AAU demand for police and fire services has not contributed substantially to any cumulative demand from existing and reasonably foreseeable future development on the east side of the City. Major development programs such as those at Mission Bay and the Hunters Point Shipyard have included appropriate expansions of police and fire facilities, such as the recently opened buildings on Third Street in Mission Bay.

### **Libraries**

The San Francisco Public Library (SFPL) is made up of 27 branch libraries; the Main Library, located in the Civic Center area; and a book mobile program. In 2014, the Citywide library collection consisted of 3,393,274 books, magazines, newspapers, government documents, and other materials. The various libraries were visited by patrons 6,730,268 times, of which 1,802,627 visits were to the Main Library.<sup>83</sup>

The 34 existing sites are dispersed throughout the City and the AAU occupants are expected to use their local library branch. Therefore, library demand from the 34 existing AAU sites would not be expected to result in a combined demand on any one branch. The SFPL Branch Library Improvement Program, intended to expand and improve library branches, has ensured adequate capacity for San Francisco residents.<sup>84</sup> Therefore library branches located near AAU's existing institutional sites have sufficient service capacity. In addition, AAU students, faculty, and staff have access to the AAU library at 180 New Montgomery Street (ES-28), which supports AAU's art and design programs and augments the SFPL services. This library holds a collection of over 50,000 volumes on the visual and technical arts. It also has a periodical collection with over 275 current subscriptions as well as access to 18 online databases, and a digital image library with over

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<sup>82</sup> San Francisco Fire Department, About Us, October 2015. Available at <http://www.sf-fire.org/index.aspx?page=9>. Accessed on October 22, 2015.

<sup>83</sup> San Francisco Public Library, Statistics FY 2014-2015. Available at [http://sfpl.org/pdf/about/administration/statistics-reports/annualreport2013\\_2014.pdf](http://sfpl.org/pdf/about/administration/statistics-reports/annualreport2013_2014.pdf). Accessed on October 22, 2015.

<sup>84</sup> San Francisco Public Library, Branch Facilities Plan/Executive Summary, February 2016. Available online at <http://sfpl.org/index.php?pg=2000043001>. Accessed on February 5, 2016.

250,000 images. The AAU library is open 7 days a week and remains open on some weeknights until 10:00 p.m.<sup>85</sup> Similarly, demand for library facilities from individual AAU sites would not contribute to a substantial increase in cumulative demand from future development projects near any one of the sites. No substantial combined or cumulative effect on library services has occurred from the changes in use.

### **Schools**

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. The SFUSD manages 15 early education schools, 72 elementary schools (K–5), 12 middle schools (grades 6–8), 15 high schools (grades 9–12), four County and Court schools, 13 charter schools, and three continuation/alternatively configured schools with a total enrollment of more than 53,000 students.<sup>86</sup> Overall student enrollment between the 2008–2009 and 2013–2014 academic years has decreased slightly from 55,240 to approximately 53,270.<sup>87</sup> As the SFUSD is currently not experiencing high growth rates, facilities throughout the City and County are generally underused. The SFUSD maintains a property and building portfolio that has a student capacity for over 90,000 students.

The changes in use at the existing sites have resulted in new residents in San Francisco, which could result in the additional demand for schools. New faculty and staff could have school-aged children (AAU students are assumed to be unmarried and without children<sup>88</sup>). Using the SFUSD's student generation rate of 0.203 student per household, 171 new SFUSD students may have been generated by the changes in use and resulting increases in AAU faculty and staff.<sup>89,90</sup> The approximation is overestimated because it is based on total capacity for faculty and staff in all of the existing AAU buildings, whereas some new faculty/staff would use multiple AAU buildings throughout the day and were therefore double counted in the calculation. However, if 28 students had been added to the SFUSD system as a result of the AAU changes in use, this change would have been a relatively minor increase in the number of new students and would not have resulted in a substantial combined effect on the City's public schools.

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<sup>85</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, pp. 4.13-15.

<sup>86</sup> SFUSD, SFUSD's 2013-15 Strategic Plan. Available online at <http://www.sfusd.edu/en/assets/sfusd-staff/about-SFUSD/files/SFUSD%20Strategic%20Plan.pdf>. Accessed September 14, 2015.

<sup>87</sup> SFUSD, Research Planning and Accountability Data Center, School List and Summary – Student Enrollment. Available online at [http://web.sfusd.edu/Services/research\\_public/rpa\\_student\\_enrollment/SFUSD%20School%20Site%20List%20and%20Summary-%20Student%20Enrollment%20\[Most%20Current\].pdf](http://web.sfusd.edu/Services/research_public/rpa_student_enrollment/SFUSD%20School%20Site%20List%20and%20Summary-%20Student%20Enrollment%20[Most%20Current].pdf). Accessed September 14, 2014.

<sup>88</sup> AAU does not have official data substantiating this assumption. Rather, based on anecdotal information and given the age of most AAU students, AAU believes that the vast majority of students are unmarried. The median age of incoming AAU students is 21 years for undergraduate students, 25 for international graduate students, and 27 years for American graduate students. In the United States, the average marrying age for women is 26.9 years and for men it is 29.8 years (<http://www.pewsocialtrends.org/files/2010/11/pew-social-trends-2010-families.pdf>).

<sup>89</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, p. 4.13-33.

<sup>90</sup> The number of housing units (841) multiplied by the number of students per household (0.203) equals 171 new SFUSD students.

## **Conclusion**

Cumulative development in the City would result in intensification of land uses and a cumulative increase in the demand for fire protection, police protection, school services, and other public services. The SFFD, the SFPD, the SFUSD, and other City agencies that provide public services to the residents of the City have accounted and planned for growth, including growth in institutional uses in the City. As a result, projected future development along with increased demand from AAU's changes in use would not result in any service gap in Citywide police, fire, emergency medical services, libraries, or schools. Therefore, the AAU changes in use would not combine with future development to create a substantial cumulative effect.

### **3.4.14. Biological Resources**

San Francisco is a highly developed urban area. Land uses within the City are characterized primarily by moderate- to high-density urban uses, including residential, commercial, institutional, and industrial. Urban development and human activities in the City limit its value for wildlife species, except in its large open spaces such as Golden Gate Park, McLaren Park, and the Presidio and 26 significant natural areas designated in the *San Francisco General Plan*.<sup>91</sup>

The AAU existing sites are highly urbanized and do not provide habitat for any rare, endangered, or protected wildlife or plant species. There are no known candidate, sensitive, or special-status species located at or near any of the AAU existing sites, because many occurrences are confined to the Presidio or San Francisco Bay, or are located on lands under the control of the RPD.<sup>92</sup> The AAU existing sites do not contain wetlands or wildlife habitat; nor are there any adopted habitat conservation plans, natural community conservation plans, or other approved local, state, or regional habitat conservation plans applicable to the sites.

Tenant improvements such as interior construction, security system installation, fire sprinkler/fire alarm upgrades, seismic retrofit work, and installation of exterior signage and lighting at an existing site are types of activities that would not be expected to result in any impacts on biological resources that may have been or may be present in the vicinity. As such, even in the event that sensitive or special-status species were present at any of the AAU existing sites, occupancy and improvement activities would not have adversely affected these species through direct disturbance or habitat modification. Therefore, in combination, the existing AAU sites have not resulted in effects on important biological resources.

Although most of the AAU existing sites do contain a number of ornamental/street trees that could provide nesting habitat for migratory birds, the change in use of the AAU existing sites has not resulted in exterior renovations that required the removal of these trees, because the exterior alterations have generally been limited to seismic improvements and installation or replacement of signage, awnings, and lighting. Operation of the AAU existing sites has primarily involved interior renovations, thus resulting in no effects on biological resources. Noise generated by temporary

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<sup>91</sup> San Francisco Recreation and Park Department, Significant Natural Resource Areas Management Plan, February 2006. Available online at <http://sfrecpark.org/parks-open-spaces/natural-areas-program/significant-natural-resource-areas-management-plan/snramp/>. Accessed on February 18, 2016.

<sup>92</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, p. 4.14-5.



construction activities would have been largely restricted to the interior of buildings and would not have been expected to disturb nesting birds.

Occupation of all of the AAU existing sites and changes in use of those sites have not had a substantial adverse effect, either directly or through habitat modification, on any species identified as a candidate, sensitive, or special-status species. For each of these reasons, changes in use of AAU existing sites have resulted in no substantial combined effects on biological resources. Similarly, none of the AAU existing sites are adjacent to reasonably foreseeable development that would result in significant effects on biological resources. Therefore, the changes in use of AAU existing sites have not contributed to substantial loss of habitat or other potential cumulative effects on biological resources.

#### **3.4.15. Geology and Soils**

The changes in use at AAU's existing sites did not result in substantial ground-disturbing activities, building demolition, or building additions. Tenant improvements were limited to interior alterations and minor exterior alterations such as signage, awnings, window replacement, re-roofing, and painting, as well as limited seismic reinforcing. In addition, unless occurring on adjacent or very nearby properties, geological effects are localized and do not combine to result in area-wide effects. Therefore the changes in use and minor modifications at the 34 AAU existing sites did not result in combined adverse effects to geology or soils.

All buildings required to undergo seismic retrofits have been upgraded in accordance with the San Francisco Building Code. Seismic retrofitting accomplished by AAU has reduced the potential for damage and personal injury as a result of seismic events. Although buildings could remain vulnerable during an earthquake, the building alterations associated with the changes in use would have no negative effect on the building's performance under a ground-shaking event. Seismic events would affect the buildings on each of the AAU existing sites, but the effects on each building would not combine to result in more severe effects.

#### **3.4.16. Hydrology and Water Quality**

Wastewater and stormwater associated with the changes in use and subsequent building alterations would have flowed into the City's combined stormwater and sewer system and were treated to standards contained in the City's National Pollutant Discharge Elimination System Permit for the Southeast or North Point Water Pollution Control Plants. Prior uses of the 34 existing sites would have contributed similar volumes of wastewater and stormwater runoff. Therefore, the changes in use have not had combined or cumulative effects on water quality.

Because tenant improvements were limited to interior alterations or routine exterior modifications (e.g., installation of signage, painting, and re-roofing), the amount of impervious surface has not changed drainage patterns at the AAU existing sites. No combined effect on the quality or rate of stormwater flows into the City's combined sewer system has occurred.

All of the changes in use have occurred within existing buildings. Impacts due to flooding from tsunami or sea level rise are site-specific and would not combine to create an aggregate effect. In addition, in the event of a tsunami, AAU's Campus Safety Plan and the City's Emergency

Response Plan would help to minimize losses and reduce the possibility of death and injury to members of the campus community.

For the reasons stated above, no combined or cumulative effect on hydrology or water quality has occurred from the changes in use.

### **3.4.17. Hazards and Hazardous Materials**

Seventeen of the 34 AAU existing sites contain hazardous materials and wastes that are regulated beyond common household materials thresholds. Hazardous materials and wastes commonly used at AAU existing sites include paints, cleaners, inks, dyes, solvents, glues, adhesives, curing agents, and glazes. In addition, many of AAU's buildings contain hazardous building materials including asbestos-containing materials, lead-based paint, or polychlorinated biphenyls (PCBs). AAU uses, stores, and disposes of their hazardous materials and wastes in accordance with local, state, and federal laws and regulations, as overseen by the U.S. Environmental Protection Agency and the San Francisco Department of Public Health. The primary City ordinances applicable to AAU activities at the existing sites are summarized below.

#### **San Francisco Health Code Article 21**

San Francisco Health Code Article 21 provides for safe handling of hazardous materials in the City. It requires any person or business that handles, sells, stores, or otherwise uses specified quantities to keep a current certificate of registration and to implement a Hazardous Materials Business Plan. The San Francisco Department of Public Health Hazardous Materials Unified Program Agency (HMUPA) has been granted authority by the state under the Unified Program to enforce the program element regulations pertaining to hazardous materials in the City. Seventeen of the 34 existing site contain hazardous materials and wastes and are enrolled in the City's HMUPA program.

The hazardous materials used at 17 of the AAU existing sites have not contributed to a Citywide concern regarding the presence of hazardous materials, in part because AAU is in compliance with or, in the case of ES-1, 2340 Stockton Street, ES-31, 601 Brannan Street, and ES-10, 950 Van Ness Avenue, is in the process of complying with regulations and ordinances, and because other buildings containing hazardous materials would be required to comply with the same regulatory regimes. Because AAU complies with the regulatory regime, no combined effect related to the use of hazardous materials has occurred.

#### **San Francisco Health Code Article 22**

San Francisco Health Code Article 22 (also called the "Maher Ordinance") is applicable to projects disturbing more than 50 cubic yards of soil and located in an area with suspected soil/groundwater contamination. The Maher Ordinance, which is administered and overseen by the San Francisco Department of Public Health, 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 San Francisco Health Code Section 22.A.6. The Phase I ESA determines the potential for site contamination and level of exposure risk associated with a project. Based on that information, soil and/or groundwater sampling and analysis, as well as remediation of any site

contamination, may be required. Phase I ESAs also determine a site's likelihood to contain hazardous building materials including asbestos-containing materials, lead-based paint, or PCBs. These steps are required to be completed prior to the issuance of any building permit.

A Phase I ESA has been prepared for 31 of the 34 existing sites to determine if hazardous materials are present. Based on the age of the 34 existing sites and the determinations made by the completed Phase I ESAs for 20 of the 34 buildings, the presence of hazardous building materials in all of the properties is probable. Because building alterations were completed at all of the existing sites, there was the potential for asbestos-containing materials, lead-based paint, PCBs, or other hazardous building materials to have been disturbed and exposed during those renovations; however it is unknown because site improvements were performed with and without required building permits. The materials also require special disposal procedures that may not have been followed for all disturbed materials.

Because no excavation has been undertaken by AAU since the changes in use except at 2151 Van Ness Avenue, no buried hazardous materials were expected to have been exposed.<sup>93</sup> Prior to any future excavation with the potential to encounter contaminated soil and/or groundwater, AAU would need to comply with the applicable local and state regulations, including San Francisco Health Code Article 22A, the Maher Ordinance.

It cannot be determined if an effect on human health or the environment occurred as a result of the changes in use, because the scale of alterations and the presence of hazardous materials are not precisely known. Future alterations would need to be completed in compliance with San Francisco Health Code Article 22A, the Maher Ordinance, and other state and local regulations.

#### **3.4.18. Mineral and Energy Resources**

Based on lack of known mineral resources or designated locally important mineral resource recovery sites within the City, no combined effects on these resources have occurred as a result of the change in use of the existing AAU sites.

Occupation of the AAU existing sites involved a change in use. The tenant improvements associated with the changes in use did not require large amounts of fuel, energy, and water. Although all of the sites contribute to use of these resources, combined effects have been insubstantial. No building demolition or major new construction occurred; therefore, a new and substantial use of fuel, water, and energy that would be required for such activities did not occur. AAU would be required to comply with the City's commercial and residential water conservation ordinances, which would reduce water and energy waste at AAU's existing sites. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other applicable requirements would reduce fuel and energy consumption associated with the change in

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<sup>93</sup> The small amount of soil excavated at 2151 Van Ness Avenue is not likely to have contained substantial amounts of hazardous materials based on the fact that the site is not on filled land, the church building now occupied by AAU has been on the site since the late 1800's, and little or no lead-based paint would have been used on the exterior.

use at the AAU existing sites.<sup>94</sup> AAU's improved shuttle service associated with the use of the 34 existing AAU sites may have reduced the use of private cars from the combined sites, diminishing the amount of fuel that would have likely otherwise been consumed. For these reasons, the use of energy associated with the changes in use at the existing sites in combination would not make a considerable contribution to the wasteful use of energy. The combined effect on mineral and energy resources from the changes in use was insubstantial.

### **3.4.19. Agricultural and Forest Resources**

The AAU existing sites are located within fully developed, existing neighborhoods in urbanized areas of San Francisco. The City is highly developed with urban uses and is therefore not agricultural in nature. The entire City is identified as "Urban and Built-Up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program and does not contain any areas designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance. None of the AAU existing sites are zoned for agricultural use or are under a Williamson Act contract.

There are approximately 105,000 street trees in the City.<sup>95</sup> Trees are an important resource to the people of San Francisco and to the varied wildlife species that use the urban forests within the City. Many of the existing AAU sites have street trees. However, none of the AAU existing sites contain forest or timber lands, support timber uses, or are zoned for timber uses, and no forest land is identified within the City and County of San Francisco.

The AAU existing sites are located in urban, developed locations within San Francisco. These areas are not zoned for agriculture, nor are they zoned as forest or timberland. Therefore, occupation of the AAU existing sites has had no effect on agricultural or forest lands.

Based on the lack of agricultural and forest resources at the AAU existing sites, their combined changes in use have not resulted in substantial combined effects related to agricultural and forest resources, nor have the existing sites contributed to any cumulative effects on agricultural and forest resources.

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<sup>94</sup> Greenhouse Gas Analysis: Compliance Checklist for the Existing Sites, November 24, 2015.

<sup>95</sup> San Francisco Urban Forestry Council, Annual Report (June 2015),  
[http://www.sfenvironment.org/downloads/library/trees\\_urbanforestrycouncil\\_2010\\_annual\\_uf\\_report.pdf](http://www.sfenvironment.org/downloads/library/trees_urbanforestrycouncil_2010_annual_uf_report.pdf).  
Accessed November 6, 2015.

## **4. ENVIRONMENTAL ANALYSIS OF INDIVIDUAL SITES**

### **4.1. INTRODUCTION TO ENVIRONMENTAL ANALYSIS OF INDIVIDUAL SITE ASSESSMENTS**

This chapter provides the individual, site-specific discussions of environmental effects associated with the prior changes in use for the 23 existing sites requiring approval of legislative amendments, CU authorizations, and/or building permits, and a site-specific historic architectural resource evaluation for the five sites that only require review by the Historic Preservation Commission (HPC) pursuant to Articles 10 or 11 of the Planning Code.

A site-specific historic architectural resource evaluation also has been done for 21 of the existing sites in addition to the five requiring only HPC review, so in all 26 of the 28 sites requiring discretionary actions have been evaluated for effects on historic resources (950 Van Ness Avenue [ES-10] and 601 Brannan Street [ES-31] are not considered historic architectural resources). Ten of the existing sites are Article 10 or Article 11 buildings and require review by the Historic Preservation Commission to legalize work performed without a permit and without the required PTA or COA entitlement. Five of the ten Article 10 and 11 sites do not require a change in use; therefore, no environmental consequences have been evaluated other than historic architectural resources for these five sites (see Section 4.3, Article 10 or Article 11 Buildings).

In Section 4.2, Individual Site Assessments, the individual site assessments are presented by “existing site number” (ES-1, ES-2, etc.) as identified in Table 1, Summary of Uses and Required Discretionary Actions for AAU’s Existing Institutional Facilities, pp. 1-6 - p. 1-8, Table 2, Summary of Uses and Required Discretionary Actions for AAU’s Existing Residential Facilities, pp. 1-9 - 1-11, and Figure 1, Existing AAU Campus Sites, p. 1-5. Recommended Conditions of Approval are proposed for each site in Sections 4.2 and 4.3 as part of the discussion of the analysis topics. The recommended Conditions of Approval are also listed in Table 26, Recommended Conditions of Approval for AAU Existing Sites. The individual site assessments and recommended Conditions of Approval will be used by the Planning Department staff and provided to decision-makers as part of their Case Reports for all subsequent approvals.

**Table 26. Recommended Conditions of Approval for AAU Existing Sites**

| Existing Site                                | Recommended Condition of Approval Number | Recommended Condition of Approval  |
|--|--|--|
| <b>All Existing Sites</b>                    | ES-TDM                                   | <p><b>Transportation Demand Management (TDM).</b> AAU shall implement Transportation Demand Management (TDM) strategies such as the following to reduce single occupancy vehicle (SOV) trips. The TDM program targets a reduction in SOV trips by encouraging persons to select other modes of transportation, including walking, bicycling, transit, car-share, carpooling and/or other modes.</p> <ul style="list-style-type: none"> <li>■ Identify a TDM coordinator with responsibility for implementing and operating all TDM measures.</li> <li>■ Provide information on alternate modes of transportation such as transit service, rideshare programs to staff/faculty upon hire and/or request and to students upon request.</li> <li>■ Conduct TDM program monitoring, collecting data on implemented strategies and their effectiveness overall on vehicle trip reduction.</li> <li>■ Consider a subsidy for staff/faculty for Muni monthly passes with initial hire or on an on-going basis.</li> <li>■ Implement a Transportation Management Plan to provide multimodal access to existing AAU sites.</li> </ul> |
| <b>ES-1<br/>2340<br/>Stockton<br/>Street</b> | ES-1: TR-1                               | <b>Remove curb cuts.</b> AAU shall remove the curb cut/driveway on Beach Street and use the two existing curb cuts on Stockton Street for accessing leased parking lot.  |
|  | ES-1: GHG-1                              | <b>Compliance with Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.  |
| <b>ES-2<br/>2295<br/>Taylor<br/>Street</b>   | ES-2: GHG-1                              | <b>Compliance with Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.  |
| <b>ES-3<br/>1727<br/>Lombard<br/>Street</b>  | ES-3: TR-1                               | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.  |
|  | ES-3: TR-2                               | <b>Site Driveway Removal.</b> AAU shall eliminate two of the three existing curb cuts (one on Lombard Street and one on Greenwich Street) and replace with two or more on-street public parking spaces.  |

**Table 26 (Continued)**

| Existing Site                        | Recommended Condition of Approval Number | Recommended Condition of Approval  |
|--------------------------------------|--|--|
|                                      | ES-3: TR-3                               | <b>Pedestrian Improvements.</b> As part of the parking lot improvement, AAU should explore whether a mid-block pedestrian pathway could be established at this mid-block location to replace the driveway extending through the site to Greenwich Street, taking into account operational and safety considerations.   |
|                                      | ES-3: TR-4                               | <b>Bicycle Parking.</b> AAU shall improve the arrangement and type of existing bicycle parking, and add 20 Class I bicycle parking spaces and 3 Class II bicycle parking spaces to meet the Planning Code requirement. Bicycle rack types, location and clearance requirements should be consistent with City Planning guidance. Bicycle parking should be conveniently located and easily accessed from the ground floor (at grade level).  |
|                                      | ES-3: NO-1                               | <b>Interior Noise Levels for Residential Uses.</b> For existing AAU residential buildings located along streets with noise levels above 60 dBA L <sub>dn</sub> , where the building does not already meet the California Noise Insulation Standards in California Code of Regulations Title 24, AAU shall conduct a detailed analysis of noise reduction requirements. The analysis shall be conducted by person(s) qualified in acoustical analysis and/or engineering. Noise-insulation features identified and recommended by the analysis shall be added to meet the <i>San Francisco General Plan Land Use Compatibility Guidelines for Community Noise</i> to reduce potential interior noise levels to the maximum extent feasible. |
|                                      | ES-3: GHG-1                              | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 – 155.4.  |
| <b>ES-4<br/>2211 Van Ness Avenue</b> | ES-4: TR-1                               | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the AAU shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.  |
|                                      | ES-4: TR-2                               | <b>Class I Bicycle Parking.</b> AAU shall add 5 Class I bicycle parking spaces to meet the Planning Code requirement. Since there is limited access to the rear courtyard of 2211 Van Ness Avenue, these spaces could be provided at the 2209 Van Ness Avenue student housing site (next door). Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).  |
|                                      | ES-4: TR-3                               | <b>Class II Bicycle Parking.</b> AAU shall provide 3 Class II bicycle parking spaces along Van Ness Avenue. The Class II bicycle parking spaces on Van Ness Avenue shall be coordinated and reviewed by SFMTA. Bicycle parking shall be consistent with San Francisco Planning Department guidance.  |
|                                      | ES-4:GHG-1                               | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.  |



**Table 26 (Continued)**

| Existing Site                              | Recommended Condition of Approval Number | Recommended Condition of Approval  |
|--|--|--|
| <b>ES-5</b><br><b>2209 Van Ness Avenue</b> | ES-5: TR-1                               | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.                                  |
|  | ES-5: TR-2                               | <b>Shuttle Loading Zone.</b> AAU shall shorten the existing 40-foot-long white zone in front of the 2209 Van Ness Avenue site since only Route M serves the site at this time and a regular shuttle stop per AAU’s shuttle policy is typically 20 to 25 feet in length. The type of on-street parking created shall be coordinated with SFMTA. |
|  | ES-5: TR-3                               | <b>Class I Bicycle Parking.</b> AAU shall add 14 Class I bicycle parking spaces at 2209 Van Ness Avenue. Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).   |
|  | ES-5: GHG-1                              | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.  |
| <b>ES-6</b><br><b>2151 Van Ness Avenue</b> | ES-6: TR-1                               | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.                                  |
|  | ES-6: TR-2                               | <b>Bicycle Parking.</b> The bicycle rack in the basement of the building is not convenient to access. AAU shall add secured bicycle racks for students and staff at conveniently accessible locations (at grade level). Bicycle parking shall be consistent with San Francisco Planning Department guidance.                                   |
|  | ES-6: GHG-1                              | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.  |
| <b>ES-8</b><br><b>1849 Van Ness Avenue</b> | ES-8: HR-1                               | <b>Signage.</b> LED signage shall be removed using the least invasive means possible, with care taken to avoid damage to adjacent historic materials, surfaces, and finishes; the wall materials and finishes shall be restored to match existing in appearance (including materials, texture, color, thickness, and application method).      |
|  | ES-8: TR-1                               | <b>Shuttle Service.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.  |



**Table 26 (Continued)**

| Existing Site                                | Recommended Condition of Approval Number | Recommended Condition of Approval  |
|--|--|--|
|  | ES-8: TR-2                               | <b>Shuttle Stop.</b> Currently (2015) only one shuttle bus route (Route M) utilizes the 65-foot-long white zone; therefore, AAU shall reduce this zone to the typical 20 or 25 feet for use by one shuttle bus. The 40 to 45 feet of on-street curb space should then be returned, in coordination with SFMTA, to public parking or commercial loading spaces.   |
|  | ES-8: TR-3                               | <b>Bicycle Racks.</b> AAU reports the presence of 30 single cycle racks on the third floor of the building (which connects to the ground floor entry from Washington Street). AAU shall relocate these racks to the ground floor in a more convenient location and add signage to direct students to bicycle parking location(s). Bicycle parking shall be consistent with San Francisco Planning Department guidance. |
|  | ES-8: GHG-1                              | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.  |
| <b>ES-9<br/>1916<br/>Octavia<br/>Street</b>  | ES-9: TR-1                               | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU should continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing the frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.   |
|  | ES-9: TR-2                               | <b>Shuttle Stop.</b> This site is served by AAU shuttle buses along Octavia Street, but there is no white passenger loading zone. AAU shall coordinate with the SFMTA to create a white zone using existing on-street parking.   |
|  | ES-9: TR-3                               | <b>Bicycle Parking.</b> AAU shall rearrange existing bicycle parking to allow for sufficient clearance of parked bicycles (at least two feet). Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).   |
|  | ES-9: GHG-1                              | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.  |
| <b>ES-10<br/>950 Van<br/>Ness<br/>Avenue</b> | ES-10: TR-1                              | <b>Curb Cut Removal.</b> AAU shall remove unnecessary curb cuts along O’Farrell Street and Van Ness Avenue, in coordination with SFMTA, DPW and the Planning Department. Curb cut removal also improves pedestrian conditions along O’Farrell Street and Van Ness Avenue, and potentially increases the amount of on-street parking and/or commercial parking adjacent to the project site.                            |
| <b>ES-11</b>                                 | ES-11: HR-1                              | <b>Canopy Removal.</b> Any wall perforations or damage to historic materials shall be repaired, patched, and refinished to match existing surfaces in materials and appearance.  |

**Table 26 (Continued)**

| Existing Site                     | Recommended Condition of Approval Number | Recommended Condition of Approval   |
|-----------------------------------|--|---|
| <b>1153 Bush Street</b>           | ES-11: HR-O-1                            | <b>(Optional) Windows.</b> The window removal and replacement does not meet Standards Nos. 2, 3, 5, 6, or 9. However, these elevations are not visible from the public right-of-way, and the affected features are considered of secondary character-defining importance. The Secretary of the Interior’s Standards for the Treatment of Historic Properties (SOIS)-compliant approach would be to remove and replace infill and vinyl windows with period-appropriate windows. Design of replacement windows shall be based on evidence (historic photographs, extant historic windows) rather than conjecture.  |
|                                   | ES-11: TR-1                              | <b>Shuttle Demand and Capacity.</b> AAU shall assess, adjust and monitor the shuttle bus capacity for Routes D, E, G, H, I, M and Sutter Express, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the routes.   |
|                                   | ES-11: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.   |
| <b>ES-12<br/>1080 Bush Street</b> | ES-12: HR-1                              | <b>Signage.</b> The illuminated wall sign shall be removed and the original physical appearance and materials of the segmental brick header arches replaced. Any perforations or damage to historic materials should be repaired and surfaces refinished to match existing materials and appearance. If a new sign is to be installed, it shall be placed in a location that does not obscure character-defining features and installed in a manner that results in minimal damage to historic architectural resources. In general, the recommended approach for installing signage is to use mortar joints or the jamb of a noncontributing building component (rather than character-defining masonry). |
|                                   | ES-12: HR-2                              | <b>Door Removal.</b> AAU indicates that the western ground-level door was replaced due to damage in 2013. The replacement door installed by AAU is not consistent with the character of the other service door located at the eastern end of the ground level. To facilitate Secretary of the Interior’s Standards for the Treatment of Historic Properties (SOIS) compliance, the door shall be removed and replaced with a door that replicates the eastern ground-level door.  |
|                                   | ES-12: TR-1                              | <b>Class I Bicycle Parking.</b> AAU shall add 9 Class I bicycle parking spaces, or in consultation with SFMTA shall add 9 Class II bicycle parking spaces along Bush Street. As an alternative, AAU may propose Bay Area Bike Share. Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).  |
|                                   | ES-12: GHG-1                             | <b>Compliance with Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.   |

**Table 26 (Continued)**

| Existing Site              | Recommended Condition of Approval Number | Recommended Condition of Approval   |
|----------------------------|--|---|
| ES-13<br>860 Sutter Street | ES-13: HR-1                              | <b>Remove and Replace Vinyl Windows.</b> Non-original vinyl windows shall be removed using the least invasive means possible to minimize damage to surrounding surface and materials. Using documentary evidence, new windows shall be installed to match historic fenestration in terms of configuration, function, muntin patterns, profile, and thickness of frames.   |
|                            | ES-13: TR-1                              | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust, and monitor the shuttle bus capacity for the shuttle routes serving 860 Sutter Street (D, E, G, H, I, M and Sutter Express), potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the routes.  |
|                            | ES-13: TR-2                              | <b>Sidewalks/Shuttle Waiting.</b> For this and/or the potential relocated shuttle stop serving 860 Sutter Street and nearby residential facilities (i.e., 1153 Bush Street, 1080 Bush Street, 817-831 Sutter Street), AAU shall continue to conduct a peak semester, peak weekday, 7:30 a.m. to 7:30 p.m. observation/count of shuttle passengers waiting for shuttles to determine if adjacent pedestrian facilities are being blocked at certain times of the day. AAU should consider improving shuttle waiting areas either inside or adjacent to (subject to San Francisco Department of Public Works review and approval) the building (such as adding benches to direct waiting passengers closer to the existing building). In addition, AAU could adjust shuttle routing and frequency to better meet the shuttle demand at this site. |
|                            | ES-13: TR-3                              | <b>Relocate Shuttle Stop.</b> The AAU shuttle stop is located in the tow-away zone active between the hours of 4:00 p.m. and 6:00 p.m. adjacent to a transit-only lane. AAU shall relocate the shuttle stop to the existing shuttle zone on 491 Post Street, or shall work with SFMTA to find another suitable location, during the PM peak period.   |
|                            | ES-13: TR-4                              | <b>Shuttle Zone Size and Double-Parking.</b> Based on the existing shuttle schedule and the size of the shuttle buses serving this AAU site, the existing 47-foot-long loading zone cannot accommodate the peak loading demand, causing shuttle buses to double park along Sutter Street. Consistent with AAU Shuttle Policy, AAU shall continue to adjust shuttle frequency and shuttle bus size to spread shuttle arrival times and monitor on-time performance to ensure the estimated peak shuttle demand is met within the shuttle zone.   |
|                            | ES-13: TR-5                              | <b>Class I Bicycle Parking.</b> AAU shall add 42 Class I bicycle parking spaces to meet the Planning Code requirement for 860 Sutter Street. Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).  |
|                            | ES-13: TR-6                              | <b>Class II Bicycle Parking.</b> AAU shall provide at least 3 (more if feasible, to accommodate nearby AAU residents utilizing bicycle parking at this centralized shuttle stop) Class II bicycle parking spaces along Sutter Street. The Class II bicycle parking spaces shall be coordinated and reviewed by SFMTA. Bicycle parking shall be consistent with San Francisco Planning Department guidance.  |

**Table 26 (Continued)**

| Existing Site                                  | Recommended Condition of Approval Number | Recommended Condition of Approval  |
|--|--|--|
|  | ES-13: GHG-1                             | <b>Compliance with Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4. Bicycle parking shall be consistent with San Francisco Planning Department guidance.   |
| <b>ES-14<br/>817-831<br/>Sutter<br/>Street</b> | ES-14: HR-1                              | <b>Windows.</b> The window removal and replacement does not meet Standard Nos. 2, 3, 5, 6, or 9. However, the secondary elevation is not visible from the public right-of-way, and the affected features are considered of secondary character-defining importance. The Secretary of the Interior’s Standards for the Treatment of Historic Properties (SOIS)-compliant approach would be to remove and replace vinyl windows with period-appropriate windows, based on documentary evidence. In addition, per the SOIS, original features shall be retained and repaired where possible, and, where necessary, replaced in-kind (to match in materials and appearance).   |
|  | ES-14: TR-1                              | <b>White Passenger Loading Zone.</b> Since no shuttle service is provided to this site, AAU shall remove the 42-foot-long white passenger-loading zone in front of the 817-831 Sutter Street site and return the resulting space to public parking or a commercial loading zone.   |
|  | ES-14: TR-2                              | <b>Pedestrian Environment.</b> As noted above, the ground floor building face of the 817-831 Sutter Street building includes four entryways (one gated), one large and one small window, and one large building face. AAU shall coordinate with the San Francisco Planning Department on a more pedestrian-friendly design, if compatible with the historic fabric of the building. For a student housing and café use, AAU does not likely need all four entries, and minor modifications (doors, windows, etc.) to the building could be made to improve the pedestrian environment along Sutter Street.   |
|  | ES-14: TR-3                              | <b>Class I Bicycle Parking.</b> AAU shall add 49 Class I bicycle parking to meet the Planning Code requirement. Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).  |
|  | ES-14: TR-4                              | <b>Class II Bicycle Parking.</b> AAU shall provide at least 6 Class II bicycle parking spaces along Sutter Street. The Class II bicycle parking spaces shall be coordinated and reviewed by SFMTA. Bicycle parking shall be consistent with San Francisco Planning Department guidance   |
|  | ES-14: NO-1                              | <b>Interior Noise Levels for Residential Uses.</b> For existing AAU residential buildings located along streets with noise levels above 60 dBA L <sub>dn</sub> , where the building does not already meet the California Noise Insulation Standards in California Code of Regulations Title 24, AAU shall conduct a detailed analysis of noise reduction requirements. The analysis shall be conducted by a person(s) qualified in acoustical analysis and/or engineering. Noise-insulation features identified and recommended by the analysis shall be added to meet the <i>San Francisco General Plan</i> Land Use Compatibility Guidelines for Community Noise to reduce potential interior noise levels to the maximum extent feasible. |
|  | ES-14: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 through 155.4.  |

**Table 26 (Continued)**

| Existing Site              | Recommended Condition of Approval Number | Recommended Condition of Approval  |
|----------------------------|--|--|
| ES-16<br>1069 Pine Street  | ES-16: TR-1                              | <b>Commercial Vehicle Access.</b> All commercial vehicle deliveries should be allowed to use the 1055/1069 Pine Street driveway and parking areas, taking into account possible operational and safety considerations. The driveway is currently gated, so modifications to the gate system may be required to accommodate this traffic.   |
|                            | ES-14: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Section 155.1 – 155.4.   |
| ES-17<br>1055 Pine Street  | ES-17: TR-1                              | <b>Class I Bicycle Parking.</b> No bicycle parking is provided at 1055 Pine Street. However, the adjacent 1069 Pine Street building provides an estimated eight (poorly located) bicycle parking spaces. To address the bicycle demand of the student housing use at 1055 Pine Street, AAU shall add 4 Class I bicycle parking spaces, or, in consultation with SFMTA, shall add 4 Class II bicycle parking spaces on Pine Street. Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level). |
|                            | ES-17: TR-2                              | <b>Commercial Vehicle Access.</b> All commercial vehicle deliveries to the 1055/1069 Pine Street buildings should be allowed to utilize the driveway and rear parking area, taking into account possible operational and safety considerations. The driveway is currently gated, so modifications to the gate system may be required to accommodate this traffic.  |
|                            | ES-17: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.  |
| ES-19<br>680 Sutter Street | ES-19: HR-1                              | <b>Awning.</b> The awning and brackets shall be removed and any damaged material shall be repaired.  |
|                            | ES-19: HR-2                              | <b>Windows.</b> Non-original vinyl and aluminum windows shall be removed using the least invasive means possible to minimize damage to surrounding surface and materials. Using documentary evidence, new windows shall be installed to match historic fenestration in terms of configuration, function, muntin patterns, profile, and thickness of frames.  |
|                            | ES-19: HR-3                              | <b>Restore Appearance and Proportions of Sixth-Story Fire Escape Platform, Balconette, and Railing.</b> The original appearance and proportions of the fire escape’s façade-wide platform, balconette and decorative railing at the sixth story shall be restored, using documentary evidence.   |
| ES-20<br>620 Sutter Street | ES-20: HR-1                              | <b>Awning.</b> Awning covers and frames shall be removed and the original entrance appearance restored. Following removal of the awning mounting hardware, perforations to and damaged areas in the masonry of the ornamental door surrounds shall be patched, repaired, and restored to match existing in appearance (color, texture, detailing).   |

**Table 26 (Continued)**

| Existing Site | Recommended Condition of Approval Number | Recommended Condition of Approval   |
|---------------|--|---|
| ES-20: TR-1   |  | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust, and monitor the shuttle bus capacity for the shuttle routes serving the 620 Sutter site (D, E, G, H, I, M and Sutter Express), potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the routes.  |
| ES-20: TR-2   |  | <b>Shuttle Zone Size and Double-Parking.</b> Based on the existing shuttle schedule and the size of the shuttle buses serving this AAU site, the existing 66 foot-long loading zone cannot accommodate the peak loading demand, causing shuttle buses to double park along Sutter Street. AAU should monitor on-time performance to ensure the estimated peak shuttle demand is met within the shuttle zone.  |
| ES-20: TR-3   |  | <b>Relocate Shuttle Stop.</b> The AAU shuttle stop is located in the tow-away zone active between the hours of 4:00 p.m. and 6:00 p.m. adjacent to a transit-only lane. AAU shall relocate the shuttle stop to the existing shuttle zone on 491 Post Street, or shall work with SFMTA to find another suitable location during the PM peak period.  |
| ES-20: TR-4   |  | <b>Shuttle Zone Enforcement.</b> Field observation indicates that the shuttle-only passenger loading zone was occasionally used by non-shuttle vehicles. AAU should deploy staff during the peak periods to enforce exclusive use of the shuttle stop by AAU shuttle vehicles.  |
| ES-20: TR-5   |  | <b>Shuttle Passenger Waiting.</b> For this and/or the potential relocated shuttle stop serving the 620 Sutter Street and nearby residential facilities (i.e., 1153 Bush Street, 1080 Bush Street, 860 Sutter Street, and 817-831 Sutter Street), AAU should continue to conduct a peak semester, peak weekday, 7:30 a.m. to 7:30 p.m. observation/count of shuttle passengers waiting for shuttles to determine if adjacent pedestrian facilities are being blocked at certain times of the day. AAU should consider adding and improving shuttle waiting areas outside the building, and creating a waiting area inside the building, with information about when the next shuttle is expected to arrive, taking into account possible operational and safety considerations. Measures outside the building would be subject to San Francisco Department of Public Works review and approval, and could include adding benches to encourage passengers to wait closer to the building rather than at the curb. |
| ES-20: TR-6   |  | <b>Class I Bicycle Parking.</b> AAU shall add 31 Class I bicycle parking spaces to meet the Planning Code requirement. Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).  |
| ES-20: TR-7   |  | <b>Class II Bicycle Parking.</b> AAU shall provide at least 3 Class II bicycle parking spaces along Sutter Street. The Class II bicycle parking spaces shall be coordinated and reviewed by SFMTA. Given the pedestrian pooling that sometimes occurs in front of the site as students wait for shuttles, these Class II spaces may be more appropriately installed along the edges of the site or at other nearby AAU facilities (e.g., 625 Sutter Street, 655 Sutter Street, or 680 Sutter Street) on the block. Bicycle parking shall be consistent with San Francisco Planning Department guidance.   |

**Table 26 (Continued)**

| Existing Site                          | Recommended Condition of Approval Number | Recommended Condition of Approval  |
|--|--|--|
|  | ES-20: NO-1                              | <b>Interior Noise Levels for Residential Uses.</b> For existing AAU residential buildings located along streets with noise levels above 60 dBA L <sub>dn</sub> , where the building does not already meet the California Noise Insulation Standards in California Code of Regulations Title 24, AAU shall conduct a detailed analysis of noise reduction requirements. The analysis shall be conducted by a person(s) qualified in acoustical analysis and/or engineering. Noise-insulation features identified and recommended by the analysis shall be added to meet the <i>San Francisco General Plan</i> Land Use Compatibility Guidelines for Community Noise to reduce potential interior noise levels to the maximum extent feasible. |
|  | ES-20: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all parking spaces in accordance with Planning Code Sections 155.1 - 155.4.  |
| <b>ES-21<br/>655 Sutter Street</b>     | ES-21: HR-1                              | <b>Signage.</b> To bring the sign into compliance with Article 11 guidelines AAU shall remove the current sign using the gentlest means possible, repair the exterior wall surface as needed, and install a new sign that is indirectly illuminated as specified in KMMS Design Standards.   |
|  | ES-21: HR-2                              | <b>Paint.</b> AAU shall repaint the dark storefront colors in lighter hues, in accordance with Article 11 guidelines.  |
| <b>ES-22<br/>625–629 Sutter Street</b> | ES-22: HR-1                              | <b>Signage.</b> The projecting wall sign shall be removed and the original physical appearance of wall materials replaced. If a new sign is to be installed, it shall follow the guidelines of the KMMS Design Standards and be placed in a location that does not obscure character-defining features, installed in a manner that results in minimal damage to historic materials, and be indirectly illuminated.   |
|  | ES-22: HR-2                              | <b>Awnings.</b> The current window awnings shall be removed using the gentlest means possible, with materials repaired and refinished to match existing. If new awnings are to be installed, they shall follow the guidelines of the KMMS Design Standards and be of a smaller scale such that they do not obscure the character-defining transom windows.   |
|  | ES-22: HR-3                              | <b>Windows.</b> The non-original windows shall be removed using the gentlest means possible to minimize damage to surrounding surface and materials. Using documentary evidence, new windows shall be installed to match historic fenestration in terms of configuration, function, muntin patterns, profile, and thickness of frames.   |
| <b>ES-23<br/>491 Post Street</b>       | ES-23: HR-1                              | <b>Signs and Statues.</b> The banner signs and statues shall be removed, areas of damage repaired, and the original appearance restored and refinished to match existing in materials and appearance. If a new sign is to be installed, it shall be placed in a location that does not obscure character-defining features, installed in a manner that results in minimal damage to historic materials, and designed and placed to comply with applicable Article 11 guidelines.   |



Table 26 (Continued)

| Existing Site                      | Recommended Condition of Approval Number | Recommended Condition of Approval  |
|------------------------------------|--|--|
|                                    | ES-23: TR-1                              | <b>Bicycle Parking.</b> AAU reports the presence of two bicycle racks (20 Class I spaces) in the basement of the building. AAU shall relocate these racks to the ground floor in a more convenient location and add signage to direct students to the bicycle parking location. Bicycle parking shall be consistent with San Francisco Planning Department guidance.   |
|                                    | ES-23: TR-2                              | <b>Reconfigure Curb Space to Accommodate Relocated Shuttle Stop.</b> If the recommended Condition of Approval in the discussions of 860 Sutter Street (ES-13) and 620 Sutter Street (ES-20) is implemented, the shuttle zone along Post Street at the 491 Post Street site would be required to increase in size, subject to SFMTA approval, from 40 feet to 80 feet to accommodate the additional six routes (E, G, H, I, M, and Sutter Express). With the potential shuttle zone expansion, the commercial loading space in front of the 491 Post Street site would have to be relocated to the west, shortening the tour bus zone along Post Street by 20 feet. All changes to the curb zone shall be reviewed and approved by SFMTA. |
|                                    | ES-23: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.  |
| <b>ES-25<br/>540 Powell Street</b> | ES-25: HR-1                              | <b>Signage.</b> The projecting wall sign shall be removed and the original physical appearance of wall materials and surrounding details and finish restored. If a new sign is to be installed, it shall be placed in a location on a secondary elevation that does not obscure character-defining features, installed in a manner that results in minimal damage to historic materials, and be indirectly illuminated per Article 11 and Article 6 guidelines.  |
|                                    | ES-25: HR-2                              | <b>Awnings.</b> The barrel window awnings shall be removed in the least invasive manner possible, to avoid damaging adjacent historic fabric, and the appearance of the original windows/features restored per documentary evidence. Materials shall be repaired and refinished to match existing.   |
|                                    | ES-25: HR-3                              | <b>Parapet.</b> For the parapet repair to be brought into SOIS compliance, the steel reinforcement bars shall be removed and replaced with supports that have minimal visual impacts to character-defining features, such as the central emblem. The appearance and materials of the parapet shall be repaired and restored using documentary evidence, and wall materials shall be patched and refinished to match existing.  |
|                                    | ES-25: HR-4                              | <b>Windows.</b> Nonoriginal vinyl windows shall be removed in the least invasive manner possible, to avoid damaging adjacent historic fabric, surfaces, or materials. Using documentary evidence or extant original windows, new windows shall be installed to match historic fenestration in terms of configuration, function, muntin patterns, profile, and thickness of frames. Similarly, the altered original window on the façade shall be replaced and its original character/appearance restored.  |



**Table 26 (Continued)**

| Existing Site  | Recommended Condition of Approval Number | Recommended Condition of Approval  |
|--|--|--|
| <b>ES-26</b><br><b>410 Bush Street</b>   | ES-26: HR-1                              | <b>Signage.</b> The exterior signs on the façade (south) and rear (north) elevations do not appear to comply with current guidance for signage within Conservation Districts. To bring the signage into compliance AAU shall remove the project box signs, repair/patch and refinish the exterior wall to match existing in materials and appearance, and install a new sign that is indirectly illuminated as specified in applicable guidelines for signage in Article 11 Conservation Districts.  |
| <b>ES-27</b><br><b>77 New Montgomery Street (aka 79 New Montgomery Street)</b> | ES-27: HR-1                              | <p><b>Signage.</b> The projecting signs do not appear to comply with the SOIS or Article 11 guidelines. With three large projecting signs, placed above the ground story, the signs segment and obscure what was intended to be a continuous, unified design. To facilitate compliance, The two projecting signs on the most visible elevations of the building (i.e., the sign at the center of the building and one other sign) shall be removed, and the original surface patched and repaired where necessary and refinished to match existing in materials and appearance.</p> <p>To facilitate compliance with Article 11 guidelines, the one remaining sign shall be designed, installed, and located in such a way that it meets the specifications enumerated above, with respect to illumination, placement, and lighting, if feasible.</p> <p>During site inspections, exposed conduit was noted on the exterior walls left of the entrance. AAU shall conceal any exposed conduit from view, per the Article 11 guidelines for properties in adopted Conservation Districts.</p> |
|  | ES-27: TR-1                              | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for its shuttle routes, specifically Routes G and Hayes Express, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the routes.   |
|  | ES-27: TR-2                              | <b>White Passenger Zone on New Montgomery Street.</b> A 44-foot-long white passenger loading zone is located adjacent to the site on New Montgomery Street. Since this white zone is not used for AAU shuttle operations, AAU shall, with the approval of SFMTA, return this area to on-street off-peak parking or commercial loading.   |
|  | ES-27: TR-3                              | <b>Monitor Pedestrian Traffic.</b> Since pedestrian flows on sidewalks adjacent to the 77 New Montgomery Street site are intermittently heavy, AAU shall monitor pedestrian volumes and queuing on the sidewalks at the site, particularly student volumes during the peak periods. If pedestrian traffic is observed to be blocked during any of these periods, AAU shall implement measures such as having students wait inside for shuttles, reminding students not to block adjacent sidewalks, providing a gathering area inside the building, or other measures to reduce this activity, taking into account possible operational and safety considerations.   |
|  | ES-27: TR-4                              | <b>Bicycle Parking Location.</b> AAU shall relocate the Class I bicycle parking to a more convenient location on the ground floor, and add signage to help students locate the bicycle parking   |

**Table 26 (Continued)**

| Existing Site                              | Recommended Condition of Approval Number | Recommended Condition of Approval   |
|--|--|---|
|  | ES-27: TR-5                              | <b>Bicycle Parking Spaces.</b> AAU shall provide an additional 18 Class I bicycle parking spaces (for a total of 34 Class I spaces) to meet the parking demand, or in coordination with SFMTA add 18 Class II bicycle parking spaces along New Montgomery Street. The public bicycle racks along New Montgomery Street were observed to be highly utilized during the school year by AAU students and/or staff. Bicycle parking shall be consistent with San Francisco Planning Department guidance.  |
|  | ES-27: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.   |
| <b>ES-28<br/>180 New Montgomery Street</b> | ES-28: HR-1                              | <b>Signage.</b> The projecting signs do not comply with the SOIS or Article 11 guidelines. With three large projecting signs placed just above the ground story, the signs segment and obscure what was intended to be a continuous, unified design. To facilitate compliance, AAU shall remove the two projecting signs on the most visible elevations of the building (i.e., the sign at the center of the building and one other sign) patch and repair the original surface where necessary, and refinish to match existing in materials and appearance.<br><br>In order to facilitate compliance with Article 11 guidelines, the one remaining sign should be designed, installed, and located in such a way that it meets the specifications enumerated above, with respect to illumination, placement, and lighting. |
|  | ES-28: TR-1                              | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust, and monitor the shuttle bus capacity for its shuttle routes, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.   |
|  | ES-28: TR-2                              | <b>Monitor Pedestrian Traffic.</b> Since pedestrian flows on sidewalks adjacent to the 180 New Montgomery Street site are intermittently heavy, AAU shall monitor pedestrian volumes and queuing on the sidewalk at the site, particularly student volumes during the peak periods. If pedestrian traffic is observed to be blocked during any of these periods, AAU shall implement measures such as having students wait inside for shuttles (providing real-time information on shuttle arrivals [similar to NextBus]), reminding students not to block adjacent sidewalks, providing a gathering area inside the building, and/or other measures to reduce this activity, taking into account possible operational and safety considerations.   |
|  | ES-28: TR-3                              | <b>Bicycle Parking.</b> AAU shall provide at least an additional 16 Class I bicycle parking spaces (adding to the existing 28, for a total of 44 spaces), or shall coordinate with SFMTA to provide 16 Class II bicycle parking spaces along New Montgomery Street to meet the estimated demand. The Class II bicycle parking spaces on the adjacent street shall be coordinated and reviewed by SFMTA. Bicycle parking shall be consistent with San Francisco Planning Department guidance. AAU may propose Bay Area Bike Share as an alternative.   |

**Table 26 (Continued)**

| Existing Site                                 | Recommended Condition of Approval Number | Recommended Condition of Approval   |
|---|--|---|
|   | ES-28: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.   |
| <b>ES-30<br/>58-60<br/>Federal<br/>Street</b> | ES-30: TR-1                              | <b>Shuttle Demand and Capacity.</b> AAU shall assess, adjust, and monitor the shuttle bus capacity for Shuttle Route G serving 58 60 Federal Street, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.   |
|   | ES-30: TR-2                              | <b>Shuttle Stop</b> AAU shall work with SFMTA to establish an alternate shuttle bus stop, such as near the intersection of Federal and Rincon streets, to serve the 58-60 Federal Street building, taking into account possible operational and safety considerations.  |
|   | ES-30: TR-3                              | <b>AAU Pedestrian Volumes.</b> AAU shall work with SFMTA and adjacent businesses to examine methods to improve pedestrian conditions along Federal Street, predominantly along the west side of the building. Measures could include wider sidewalks, pedestrian bulb outs, and signalized pedestrian crossing.   |
|   | ES-30: TR-4                              | <b>Class II Bicycle Parking.</b> AAU reports the presence of four bicycle racks (36 Class II bicycle parking spaces) in the basement of the building. AAU should relocate these racks (36 Class II spaces) to the ground floor in a more convenient location and add signage to direct students to bicycle parking location. Bicycle parking shall be consistent with San Francisco Planning Department guidance. |
|   | ES-30: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.   |
| <b>ES-31<br/>601<br/>Brannan<br/>Street</b>   | ES-31: TR-1                              | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for its shuttle routes, specifically Routes G, H, and I, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the routes.  |
|   | ES-31: TR-2                              | <b>Pedestrians and Parking Lot Design.</b> AAU shall remove two of the four driveway curb cuts, the west driveway and curb cut on Bluxome Street and the east driveway and curb cut on Brannan Street, taking into account possible operational and safety considerations.  |
|   | ES-31: TR-3                              | <b>Bicycle Parking Relocation.</b> AAU shall relocate the existing bicycle parking spaces to a more convenient location such as in front of the main entrance to the building and add signage to direct students to bicycle parking location, taking into consideration space constraints and operational demands. Bicycle parking shall be consistent with San Francisco Planning Department guidance.           |

**Table 26 (Continued)**

| Existing Site                                | Recommended Condition of Approval Number | Recommended Condition of Approval   |
|--|--|---|
|  | ES-31: TR-4                              | <b>Shuttle Stop Relocation.</b> AAU shall relocate the existing shuttle bus zone from Fifth Street to the existing on-site parking lot accessed from Brannan Street, adjacent to the main building entry, taking into account possible operational and safety considerations, and with the approval of SFMTA, return this area to on-street public parking.   |
|  | ES-31: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.   |
| <b>ES-33<br/>460<br/>Townsend<br/>Street</b> | ES-33: TR-1                              | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust, and monitor the shuttle bus capacity for its shuttle routes (G, H, and I), potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the routes.  |
|  | ES-33: TR-2                              | <b>Sidewalk on Townsend Street.</b> AAU shall provide a continuous sidewalk along the frontage of the 460 Townsend Street site that connects to the adjacent AAU site at 466 Townsend Street (ES-34), considering the possible operational or safety issues.  |
|  | ES-33: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.   |
| <b>ES-34<br/>466<br/>Townsend<br/>Street</b> | ES-34: TR-1                              | <b>Shuttle Demand and Capacity.</b> Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust, and monitor the shuttle bus capacity for its shuttle routes (G, H, and I), potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.   |
|  | ES-34: TR-2                              | <b>AAU Pedestrian Traffic.</b> Since pedestrian flows on adjacent sidewalks of the 466 Townsend Street site may be intermittently heavy, AAU shall monitor pedestrian volumes and queuing on the sidewalk at the site, particularly student volumes during the peak pedestrian periods, is recommended. If pedestrian traffic is observed to be blocked during any of these periods, AAU shall implement measures such as having students wait inside for shuttles (providing real-time information on shuttle arrivals [similar to NextBus]), reminding students not to block adjacent sidewalks, providing a gathering area inside the building, and/or other measures to reduce this activity, taking into account possible operational and safety considerations. |
|  | ES-34: TR-3                              | <b>Bicycle Parking.</b> AAU shall relocate the existing bicycle parking spaces to a more convenient location, such as the service alley between the two Townsend Street buildings and the ground floors of the building, taking safety conditions into consideration, and add signage to direct students to the bicycle parking location. Bicycle parking shall be consistent with San Francisco Planning Department guidance.  |

**Table 26 (Continued)**

| Existing Site | Recommended Condition of Approval Number | Recommended Condition of Approval   |
|---------------|--|---|
|               | ES-34: TR-4                              | <b>Class I or II Bicycle Parking.</b> AAU shall provide at least 2 additional Class I bicycle parking spaces, or in coordination with SFMTA, provide 2 Class II bicycle parking spaces along Townsend Street. The location of additional Class II bicycle parking spaces shall be coordinated with SFMTA. |
|               | ES-34: GHG-1                             | <b>Compliance with the Bicycle Parking Requirements.</b> AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 – 155.4.   |

Source: SWCA/Turnstone Consulting, May 2016

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## 4.2. INDIVIDUAL SITE ASSESSMENTS

### 4.2.1. 2340 Stockton Street (ES-1)

#### **Property Information**

The 2340 Stockton Street existing site (ES-1) is also known as 2300 Stockton Street and is called “Northpoint” by the Academy of Art University (AAU).<sup>1</sup> ES-1 is a 44,530-square-foot, three-story building constructed in 1970, and is located on Stockton Street between Beach and North Point streets, near The Embarcadero in the Fisherman’s Wharf neighborhood (Photographs 1–4).<sup>2</sup> Figure 1, ES-1:2340 Stockton Street – Existing Condition, in Appendix TDM shows the 2340 Stockton Street site and surrounding streets. The building has a capacity of 391 occupants (380 students and 11 faculty and staff members). The site is Lot 004 in Assessor’s Block 018.

Prior to AAU occupation in 1991, the building was occupied by the Otis Elevator Company offices.<sup>3</sup> ES-1 has two floors above ground-floor parking. AAU converted the property in 1991 to a postsecondary educational institution and currently uses the space for lecture classrooms, labs/studios, offices, and student and faculty lounges. The ground-floor parking lot is operated as paid daily parking. The site is served by AAU shuttle bus routes D and E. AAU shuttle buses use the 91-foot-long white passenger loading zone on the east side of Stockton Street, south of Beach Street, for passenger loading.

ES-1 is in a C-2 (Community Business) Zoning District and is located in WR-2 (Waterfront Special Use District No. 2). The C-2 Zoning District allows retail, office, restaurant, residential, institutional, and automotive uses. Height and bulk districts throughout the Fisherman’s Wharf area are 40-X. ES-1 is within close proximity to Fisherman’s Wharf. Planning and policy documents that are applicable to ES-1 include the Port of San Francisco’s *Fisherman’s Wharf Planning Committee Recommendations* and the City and County of San Francisco’s *Public Space and Public Life in Fisherman’s Wharf*.

#### ***Tenant Improvements and Renovations***

AAU added exterior blade signs on four corners of the building in 1987, for a total of four signs, and installed a new fire alarm and sprinkler system in 2012.<sup>4</sup> AAU installed clearance bars at the parking entrance in 2015. AAU added a painted logo at the front entrance of the building without building permits.<sup>5</sup> AAU installed 12 rooftop condenser units without building permits.

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<sup>1</sup> Academy of Art University, *2011 Institutional Master Plan*, prepared by The Marchese Company (hereinafter referred to “2011 IMP”), November 2011, p. 83.

<sup>2</sup> Square footage, number of stories, cross streets, and year built information for all properties in Section 3.2 are from the San Francisco Information Map. Available online at <http://ec2-50-17-237-182.compute-1.amazonaws.com/PIM/>. Accessed on November 9 and 17, 2015.

<sup>3</sup> *2011 IMP*, p. 83.

<sup>4</sup> Building Permits obtained for the improvements and renovations at ES-1 are: BPA #8701534 (new signs), #201204037467 (fire alarm), #201205039687 (fire sprinkler), #201306109030 (painted sign, permit never issued).

<sup>5</sup> Academy of Art University, Memorandum to SWCA: Alteration Chronologies, February 2, 2016.



**Photograph 1. 2340 Stockton Street (ES-1).**



**Photograph 2. Mid-block Stockton Street, facing southwest.**



**Photograph 3. Stockton Street facing west toward the Kirkland Muni Bus Yard.**



**Photograph 4. Stockton Street facing east toward the Pier 39 parking structure.**



### ***Required Project Approvals***

The 2340 Stockton Street (ES-1) existing site would require a building permit to change the use from office to postsecondary educational institution within a C-2 Zoning District and the Waterfront Special Use District No. 2 under San Francisco Planning Code Section 171. A building permit is also required to permit the exterior blade signs.

### **Plans and Policies and Land Use**

ES-1 is located within the Fisherman's Wharf area of San Francisco. In the immediate vicinity of ES-1 there are a mix of land uses including residential, commercial, parking, institutional, and industrial. Commercial uses include offices, Aquarium of the Bay, and the variety of restaurants, shops, and tourist attractions at Pier 39. The ES-1 building was built in 1970, is three stories, and was previously occupied by elevator company offices. The building is elevated and has street-level parking available underneath.

ES-1 fronts the entirety of Stockton Street between Beach and North Point streets. The Embarcadero is located approximately 400 feet east of ES-1. The streets near ES-1 are local roads with one lane in each direction, with the exception of Beach Street, which has two lanes in either direction. Parallel parking is available along Stockton and North Point streets. A large parking garage is located at the northwestern intersection of Stockton and Beach streets and street-level parking is available under the ES-1 building. Multiple San Francisco Municipal Railway (Muni) bus and cable car lines use Beach Street, The Embarcadero, and North Point Street. Bus and cable car stops are located on the southwestern and northwestern sides of the building, respectively.

The San Francisco Municipal Transit Authority's (SFMTA) Kirkland Bus Yard is located directly across Stockton Street from ES-1. The bus yard is used for storage, bus repair, a fueling/washing station, and staff facilities. To the north of ES-1 are restaurants, the aquarium, a cruise ship terminal, a ferry terminal, a harbor for private boats, a beach, and other miscellaneous tourist destinations associated with Fisherman's Wharf. Adjacent to and east of ES-1 is an office building that contains classrooms for Alliant International University, a postsecondary educational institution. A large parking garage with a pedestrian bridge that serves Pier 39 and the greater area is located on the triangular lot bordered by Beach Street, Powell Street, and The Embarcadero.

The zoning at ES-1 is C-2 (Community Business) as is the surrounding area. C-2 Zoning Districts serve several functions. They provide goods and services to residential areas of the City, both in outlying sections and in closer-in, more densely built communities. In addition, some C-2 Zoning Districts provide shopping goods and services, on a general or specialized basis, to a Citywide or a regional market area, complementing the main area for such types of trade in downtown San Francisco.<sup>6</sup> ES-1 is also located in WR-2 (Waterfront Special Use District No. 2). The Waterfront Special Use District No. 2 is intended to make industrial, commercial, and other operations related to waterborne commerce or navigation the principal use. Hotels and automobile service stations are permitted as a conditional use.<sup>7</sup> Postsecondary educational institutional uses are permitted within C-2 Zoning Districts and would need a building permit pursuant to Planning Code Section 171 to

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<sup>6</sup> Planning Code Section 210.1.

<sup>7</sup> Planning Code Section 240.2.

change the use. The Waterfront Special Use District No. 2's goals include the promotion of industrial operations that directly relate to waterborne commerce or navigation. AAU's use as a postsecondary educational institution does not serve this function. However, AAU has occupied the building since 1991 and land use patterns and activities are similar to that of the previous use as an office building. Also, postsecondary educational institutions are principally permitted in the Waterfront Special Use District No. 2. The change in use would not physically divide an established community. The postsecondary educational institutional use would not change the scale or neighborhood character, which includes a similar educational use, Alliant International University, in the adjacent building at 1 Beach Street.

ES-1 is within the Fisherman's Wharf Planning Area, which has several planning and policy documents, including the Port of San Francisco's *Fisherman's Wharf Planning Committee Recommendations* and the City and County of San Francisco's *Public Space and Public Life in Fisherman's Wharf*. ES-1 use as a postsecondary educational institution is not notably inconsistent with these plans. Both policy documents contain proposals for improving public space, transportation, and pedestrian activities in the area. Height and bulk districts throughout the Fisherman's Wharf area are 40-X.

As noted above, the use of ES-1 has been changed by AAU from office to a postsecondary educational institutional use with classrooms, labs/studios, offices, and student and faculty lounges. The change in use of the existing structure involved limited exterior alterations, including the installation of signs on four corners of the building, described above under Tenant Improvements and Renovations. Therefore the ES-1 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental effects, and the uses as ES-1 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-1 is 391 occupants (380 students and 11 faculty and staff). The capacity does not represent total population, because AAU students and some faculty and staff members may use multiple sites for all or part of any given day. The change in use may indirectly result in new residents of San Francisco due to student and employment growth at the site. Occupation by AAU may have resulted in displacement of employees; however, office space was likely found elsewhere. Conservatively presuming that ES-1 was unoccupied prior to AAU use and that all occupants were also new residents of San Francisco, the change in population would be insubstantial, because it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>8</sup>

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<sup>8</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5-Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

The change in use at ES-1 from an office to postsecondary educational institution would have minimally changed the daytime population because the building, as an office, likely had a comparable capacity. No substantial effect on population has occurred from the change in use at ES-1.

### ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-1 and all existing sites is discussed under the combined housing discussion, pp. 3-15 - 3-18. The change in use from an office to a postsecondary educational institution at ES-1 contributed to the overall demand for AAU student and employee housing in San Francisco. However, the change of use at ES-1 did not result in the displacement of housing because this site was previously used as office.

### **Aesthetics**

ES-1 is located in the Fisherman's Wharf area of San Francisco, a major tourist attraction. ES-1 is a three-story commercial building constructed in 1970 as administrative offices. The building was built by celebrated local architecture firm Wurster, Bernardi, and Emmons, and was designed during a transitional era for Mid-Century Modernism. The building has no setback from the sidewalk, and is elevated with a parking lot underneath and the main office functions on the second and third floors. ES-1 is bounded by Beach Street to the north, Stockton Street to the west, North Point Street to the south, and two commercial buildings to the east. Due to its proximity to San Francisco Bay, unobstructed views of the North and East Bay, Alcatraz, and San Francisco's northern hills and neighborhoods are dominant. Street trees surround the building to the north, south, and west.

ES-1 is directly across The Embarcadero from Pier 39, which contains a high concentration of visitor-related commercial development and other attractions including a carousel, aquarium, and marina. Additionally, ferry and bay cruises launch from the piers on the north side of Jefferson Street, particularly at Piers 39 and 41. Fishing-related uses and sites are also apparent in the vicinity, including fish loading, handling, and distribution space at Pier 45. A large four-story parking garage and pedestrian skyway to accommodate the visitors to the nearby attractions are located directly across Beach Street from ES-1. Although the parking structure, Muni facilities, and The Embarcadero would suggest otherwise, the area is mainly pedestrian-oriented, with pedestrians far outnumbering cars.

Much of the streetscape on the southern side of The Embarcadero near ES-1 is dominated by low- and moderate-scale commercial, residential, industrial, and parking facilities. SFMTA's Kirkland Bus Yard is located within one City block to the west of ES-1 and contains dozens of buses and associated repair, washing, and fueling facilities. The southern side of North Point Street contains medium-density apartments, whereas the northern side has similarly scaled commercial buildings. The buildings around ES-1 are primarily modern (post-1960).

The change in use at ES-1 has caused minimal visual changes to the building and neighborhood. Alterations that would affect aesthetics include the installation of four AAU blade signs and an AAU logo adjacent to the main entrance. A flat "Academy of Art University" sign is affixed to the west façade above the third floor windows. The signage is comparable to other advertising in the area,

including signs relating to Fisherman's Wharf. Flags, tour buses, bus stops, and other signage dominate the commercial development along The Embarcadero. AAU blade signs have been attached to the building since 1987 and are an established part of the visual environment. Therefore, no substantial adverse aesthetic effect has occurred from the change in use at ES-1.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

2340 Stockton Street (ES-1), the Otis Elevator Building, is a rectangular parcel that faces Stockton Street but spans the full width of the block from Beach Street on the north to North Point Street on the south. The Otis Elevator Building is the only building or structure on the property; it is three stories in height, has a rectangular footprint, and occupies the majority of the lot. At the west (primary) façade, the building directly abuts the sidewalk on Stockton Street. At the north, south, and east façades, the building is set back from the lot line, and there are parking lots at the perimeter. Brick walls line the north, south, and east ends of the property. At the north and south walls, there are regular breaks fitted with wrought-iron or metal grills.

A flat roof tops the building. In the center, there is a mechanical penthouse, which also has a flat roof. The building's first floor is open and functions as a parking garage with the exception of an enclosed lobby section. The second and third floors house classrooms, labs/studios, offices, and student and faculty lounges. The structure of the building is reinforced concrete clad in cement plaster at the exterior. At the façades, horizontal concrete beams delineate the floor levels and roofline. Flat concrete piers span from the second floor to the roof, dividing the façades into structural bays. These structural bays correspond to piers and beam ends visible in the parking garage. At the first floor, the piers are flush with the façade at the north and south sides of the building and set back at the west and east.

Vertical concrete mullions span from the second floor to the roof and further divide the structural bays: the structural bays are divided into five sections at the west and east façades and six sections at the north and south façades. Each section is fully filled with either a window or panels of dark tile laid in stacked bond with dark grout. At the west and east façades, the first, third, and fifth sections are fitted with windows, and the second and fourth are tile. At the north and south façades, the first, third, fourth, and sixth sections are fitted with windows and the second and fifth are tile. The windows are all fixed aluminum, and muntins divide the lower quarter. The glazing is tinted. Because the window frames, glazing, tile, and grout are all dark and fill the entire sections between the mullions, a grid pattern is created. Many of the fixed windows have been modified by the insertion, at an unknown date, of small aluminum sliders above the original muntins.

"Academy of Art University" blade signs, installed in 1987, are mounted on all exterior corners of the building at the third floor (Permit No. 8701534). A flat "Academy of Art University" sign is affixed to the west façade above the third floor windows. Overhead clearance bars were installed at the automobile entrances to the first floor parking garage in 2015. The building exhibits both Brutalist and International-style influences.

The interior of the Otis Elevator Building is largely characteristic of an office building dating to the early 1970s and does not appear to be extensively altered. The small lobby at the first floor features painted brick walls laid in common bond and original imprinted concrete floors. Alterations include new track lighting, televisions on the northern wall, and a sliding barn-style door on the southern wall. The surrounding parking garage is largely open. In the garage, the concrete piers and beams of the building's structural system are visible. At the ceiling, precast concrete coffers fill the spaces between the beams.

The upper floors feature long linear hallways running the length of the building, with offices and classrooms on either side. Alterations include the partial removal of linoleum flooring, the replacement of some doors, and the installation of track lighting (for representative photographs refer to Photographs 5–7).



**Photograph 5. 2340 Stockton Street.**



**Photograph 6. West façade, entrance detail, 2340 Stockton Street.**



**Photograph 7. Interior lobby of subject property.**

### Site History

2340 Stockton Street is a three-story commercial building constructed in 1970 as the administrative offices for the Otis Elevator Company, originally established in New York in 1854. As early as 1904, the Otis Elevator Company had opened offices in San Francisco, at 509 and 511 Howard Street.<sup>9</sup> In 1924, the Otis Elevator Company completed a factory and assembly plant immediately east of the subject property, at 1 Beach Street. By 1969, in a reflection of the company's continuing expansion, Otis Elevator Company hired the renowned architecture firm of Wurster, Bernardi, and Emmons to design a signature office building next to its factory. The Otis Elevator Company occupied the building, along with other various, mostly short-term tenants, through 1985. AAU occupied the property in 1991.

### California Register of Historical Resources Evaluation

The building at 2340 Stockton Street (ES-1) does not appear to be eligible for the California Register of Historical Resources (CRHR) under Criterion 1 for an association with significant patterns of events, including early architectural or post-earthquake development in North Beach, either as a contributor to a potential district or individually.

Regarding an association with the Otis Elevator Company, the building at 2340 Stockton Street was constructed for the Otis Elevator Company in 1970, and the company remained there until 1985. The company's San Francisco office opened in 1904, and after the 1906 Earthquake and Fire moved to Stockton and Beach streets (on the subject property). That building was demolished, and a new factory and office building was constructed at 1 Beach Street in 1924. By that time, the Otis Elevator Company had offices in over 100 cities throughout the United States.

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<sup>9</sup> Pacific Art Company. San Francisco: Her Great Manufacturing, Commercial and Financial Institutions are famed the World Over (Pacific Art Company, San Francisco, 1904-1905), 120.

The building at 2340 Stockton Street was neither the first building associated with the company, nor the first building in San Francisco associated with the company. The Otis Elevator Company Building at 1 Beach Street is listed in the National Register of Historic Places (NRHP) for its association with the company. Furthermore, the building at 2340 Stockton Street does not appear to retain any direct associations with significant individuals. Therefore, the building at 2340 Stockton Street does not appear to possess the significance required for CRHR eligibility under Criterion 2. Criterion 2 is applicable if a potential resource is associated with the lives of persons important in our past.

Regarding associations with other owners and tenants of 2340 Stockton Street, including the radio station KMEL and the California Youth Authority, the building appears ineligible for the CRHR under Criterion 2. Research did not reveal that any of the owners or occupants have made any significant contributions to local, state, or national history.

The commercial building at 2340 Stockton Street was designed by the notable Modernist firm Wurster, Bernardi, and Emmons. In considering the significance of the subject property, it is one of many Brutalist- and International-style commercial buildings designed by Wurster, Bernardi, and Emmons, as well as one of many Modernist commercial buildings constructed in San Francisco from the 1930s to 1970s. It exhibits many of the character-defining features associated with Brutalism and the International style, including poured-concrete construction, recessed windows that read as voids, repeating geometric patterns, strong right angles and simple cubic forms, and rectangular block-like shapes.

According to *San Francisco Modern Architecture and Landscape Design 1935-1970 Historic Context Statement*, a Brutalist building would need to be designed in a high-style interpretation of the style in order to meet local and state registration requirements for their architectural merit under Criterion 3.<sup>10</sup> Criterion 3 is applicable if a potential resource embodies the distinctive characteristics of a type, period, region, or method of construction; represents the work of an important creative individual; or possesses high artistic values. Further, because the subject property is less than 50 years old, it would need to be of “exceptional importance” to be eligible for the NRHP. Although the subject property was designed by a notable Modernist firm and exhibits many of the character-defining features of the Brutalist style, it is not a distinctive or outstanding example of the property type. It is not a high-style interpretation of the style, as is required by the evaluation criteria identified in *San Francisco Modern Architecture and Landscape Design 1935-1970 Historic Context Statement* and does not appear eligible for local, state, or federal designation under Criteria C/3. The *San Francisco Modern Architecture and Landscape Design 1935-1970 Historic Context Statement* provides multiple examples that are more representative of high-style Brutalist-influenced commercial architecture in San Francisco including: Transamerica Pyramid; Fox Plaza; Davies Medical Center; and the San Francisco State University Cesar Chavez Student Center; and an addition to the San Francisco Art Institute. Likewise, the historic context statement lists high-style examples of International-inspired commercial buildings that are more representative of the style than 2340 Stockton Street, including the Crown-Zellerbach Building, the Alcoa Building, the Bethlehem Steel Building, the John Hancock Building, and the Embarcadero Center. Due to a lack of significant associations and historic integrity, the property does not appear eligible for local, state,

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<sup>10</sup> San Francisco Planning Department, *San Francisco Modern Architecture and Landscape Design: 1935-1970*, Final Draft, September 30, 2010, p. 203.

or federal designation under the applicable criteria, either individually or as a contributor to a historic district.

Because ES-1 does not appear eligible for CRHR listing, it is not considered a historical resource and no analysis of known alterations made by AAU was conducted for compliance with the *Secretary's Standards for Rehabilitation*.

### ***Archaeology and Paleontology***

Building alterations at ES-1 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

### **Transportation and Circulation**

The AAU postsecondary educational institutional use at ES-1 is located on the east side of Stockton Street between Beach and North Point Streets, near Pier 39 and the eastern entrance to Fisherman's Wharf. The San Francisco Municipal Transportation Agency (SFMTA) Kirkland Division Bus Yard is on the west side of Stockton Street between Beach and North Point streets. Before AAU began use of this building in 1991, the building was occupied by the Otis Elevator Company. This two-story over parking building includes approximately 44,530 gross square feet of postsecondary educational institution AAU space comprising classrooms, labs/studios, offices, and student and faculty lounges. The amount of postsecondary educational institutional use results in an estimated occupancy of up to 133 students and 11 faculty and staff members on any given day.

The first level of the building and the paved area surrounding the building include a 95-space parking lot, which is entirely leased for public use except two spaces that are reserved for AAU use. AAU uses these spaces based on the building needs, mainly to accommodate the maintenance vehicle and freight loading/unloading. The main entrance to the parking lot is on Beach Street, and one of the two driveways located on Stockton Street is used for exiting only. The other driveway on Stockton Street is not in use, and the garage operator typically parks cars as a barrier to prevent patrons from entering or exiting there. There is a main pedestrian entry midblock on Stockton Street; a secondary entry is provided in the back of the building accessible from the parking lot, used for trash disposal and parking lot access as well as emergency access. There are two bicycle racks (18 spaces) near the building entrance on the Stockton Street sidewalk and 14 standing single bicycle racks near the exit of the off-street parking lot on North Point Street, providing a total of 32 Class II bicycle parking spaces on site. AAU shuttle bus routes D and E use the 91-foot-long white passenger loading zone in front of the building, sometimes for layovers. An 80-foot long bus zone is located adjacent to the site on North Point Street, serving Muni routes 8-Bayshore, 8BX-Bayshore B Express, and 39-Coit Tower.

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the postsecondary educational institutional use at this AAU site generates approximately 204 PM peak hour person trips (78 inbound trips and 126 outbound trips), resulting in 33 vehicle trips (12 inbound trips and 21 outbound trips) during the weekday PM peak hour.



## **Traffic**

The area in the vicinity of ES-1 has mostly commercial and office uses; the SFMTA Kirkland Division Bus Yard is located directly across from the AAU site on the west side of Stockton Street between Beach and North Point streets. Stockton Street dead-ends at Beach Street adjacent to ES-1, so with the AAU use and SFMTA bus yard use on this block, traffic volume is typically light. Beach Street north of the site has moderate traffic volumes with the Muni F Market & Wharves streetcar operating on the south side of the street in the eastbound direction. Beach Street consists of one eastbound lane and two westbound lanes near ES-1. North Point Street, with one travel lane in each direction, has higher traffic volumes compared to Beach Street, with a bike lane in both eastbound and westbound directions. The parking lot on the site provides ingress and egress via a curb cut on Stockton Street and right-turn in and right-turn out only access at a curb cut on Beach Street. The Beach Street curb cut requires drivers to cross the eastbound streetcar tracks. The SFMTA operates three Muni routes (8-Bayshore, 8X-Bayshore Express, and 39-Coit Tower) along North Point Street and one street car (F-Market & Wharves) along Beach Street. AAU shuttle bus routes D and E have served this AAU site since 2010.

The following is a discussion of existing roadway systems in the vicinity of the AAU site, including roadway designations, number of lanes, and traffic flow directions. The functional designation of these roadways was obtained from the *San Francisco General Plan* and *Better Streets Plan*.<sup>11,12</sup>

**Stockton Street** is a north-south neighborhood commercial/residential street/paseo that runs between Beach Street and Market Street. In the vicinity of ES-1, Stockton Street has one travel lane in each direction with metered, on-street parking on the east side of the street.

**Beach Street** is an east-west neighborhood commercial street that runs between The Embarcadero and Polk Street. In the vicinity of ES-1, Beach Street has two travel lanes in the westbound direction and one travel lane in the eastbound direction. There is an eastbound travel lane dedicated to the Muni F-Line with limited right turns permitted. There is no on-street parking on Beach Street in the site vicinity. The *San Francisco General Plan* classifies Beach Street as a Transit Conflict Street, a Transit Preferential Street (Transit Oriented Street), and a Neighborhood Pedestrian Street (Neighborhood Commercial Street).

**North Point Street** is an east-west residential throughway street that runs between The Embarcadero and Van Ness Avenue. In the vicinity of ES-1, North Point Street has one travel lane in each direction, with dedicated (Class II) bicycle lanes on both sides of the street. The north side of the street has metered on-street parking, and the south side of the street has unmetered (2-hour time restricted) on-street parking. The *San Francisco General Plan* classifies North Point Street as a Major Arterial in the Congestion Management Program (CMP) Network, a Transit Preferential Street (Transit Important Street), and a Neighborhood Pedestrian Street (Neighborhood Commercial Street).

The postsecondary educational institutional use at ES-1 generates approximately 33 vehicle trips (12 inbound and 21 outbound) to adjacent streets during the PM peak hour. Because off-street parking is provided on site for the public, it is reasonable to assume that a portion of these vehicles would opt to park on site while some would choose to park on the street or at other nearby off-street parking

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<sup>11</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>12</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

facilities (such as the Pier 39 Public Parking Garage at 2550 Powell Street). Based on this level of additional vehicle traffic and likely distribution of the additional vehicle traffic, traffic operating conditions in the vicinity have not been substantially altered as a result of AAU's use of ES-1.

The AAU site provides three curb cuts along its border including one on the south side of Beach Street and two on the east side of Stockton Street. A white passenger loading zone used for a shuttle stop is located between the two curb cuts on the east side of Stockton Street. Potential for conflict between shuttle operations and vehicles on Stockton Street is low because the curb cut located immediately south of the white passenger loading zone is not in use and the driveway to the north is used for exiting vehicles only. The Beach Street curb cut requires drivers to cross the streetcar tracks.

### ***Transit***

The AAU postsecondary educational institutional use at ES-1 generates approximately 103 transit riders during the PM peak hour, including 39 riders in the inbound direction and 64 riders in the outbound direction. There are several transit routes in the vicinity of ES-1. Muni bus lines 8-Bayshore, 8X-Bayshore Express, and 39-Coit Tower travel along North Point Street with frequent stops on the northeast corner (outbound) adjacent to the site and at the southwest corner (inbound) of the intersection of Stockton and North Point streets. The F-Market & Wharves street car line travels on Beach Street, along the northern border of ES-1, with the nearest stop on the southwest corner of the intersection of Stockton and Beach streets (in the eastbound direction) (see Figure 6, Muni Transit Network for ES-1, ES-2, and ES-3). Each of these stops provide a shelter with service information. The SFMTA Kirkland Division Bus Yard is located west of the AAU site. There are also 13 Golden Gate Transit bus lines (Routes 2, 4, 8, 18, 24, 27, 38, 44, 54, 58, 72, 74, and 76) that use the bus stop at the Stockton Street/North Point Street intersection.

Table 27 presents the AM, midday, and PM frequencies of nearby Muni lines as well as the passenger load and capacity utilization at the Maximum Load Point (MLP) (i.e. the point on the line where the greatest number of passengers is on board). All four Muni routes operate below the SFMTA performance standard of 85 percent capacity utilization during the PM peak hour.

As part of the SFMTA's Muni Forward, the following change is proposed:

- Streetcar F-Market would have reduced frequency in the morning due to the additional capacity provided by the new E-Embarcadero Line. Midday frequency would change from six to five minutes.

The 103 PM peak hour transit trips generated by the AAU postsecondary educational institutional use at ES-1 are distributed among several routes and could be accommodated on existing transit service based on Muni transit capacity utilization and service. Based on the location of the shuttle zone in front of the building, AAU shuttles do not substantially conflict with the operation of transit vehicles on nearby streets.



Source: CHS Consulting Group (2016)

**AAU EXISTING SITES TECHNICAL MEMORANDUM**

**FIGURE 6: MUNI TRANSIT NETWORK FOR ES-1, ES-2, AND ES-3**

**Table 27. 2340 Stockton Street – Muni Transit Line Analysis at Maximum Load Point (MLP): Existing Weekday PM Peak Hour**

| Bus Lines                            | Route  | Frequency of Service (Minutes) |               |                | PM Peak Hour Capacity (Outbound) |                      |                                   |
|--------------------------------------|--|--------------------------------|---------------|----------------|----------------------------------|----------------------|-----------------------------------|
|                                      |  | AM Peak Period                 | Midday Period | PM Peak Period | PM Peak Hour Load                | MLP                  | PM Peak Hour Capacity Utilization |
| 8/8BX – Bayshore/ Bayshore B Express | City College to Kearny and North Point via U.S. 101      | 6                              | N/A           | 7              | 480                              | Geneva Ave/ Paris St | 63%                               |
| 39 – Coit Tower                      | North Point to Coit Tower Via Union                      | 20                             | 20            | 20             | 15                               | 225 Telegraph Hill   | 11%                               |
| F – Market & Wharves                 | Castro to Jefferson and Jones via Market and Embarcadero | 6                              | 6             | 6              | 377                              | Stewart Loop         | 53%                               |

Source: San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015); CHS Consulting Group.

**Shuttle**

The AAU postsecondary educational institutional use at 2340 Stockton Street generates approximately 27 shuttle riders during the PM peak hour, with 12 riders in the inbound direction and 15 riders in the outbound direction. Shuttle demand may be higher at other times of the day based on class schedules at this location. In 2010, when capacity utilization data was collected, this site was served by AAU shuttle bus routes D and E, which operated with 20-minute and 15-minute headways, respectively, throughout the day. The total seating capacity for these two routes was 252 seats in the PM peak hour. Both routes D and E operated at 30 percent capacity at the MLP during the PM peak hour in 2010. MLPs occurred at 860 Sutter Street on Route D and at the Cannery on Route E. During the shuttle peak hour, routes D and E operated at 64 and 63 percent capacity, respectively, at the MLP. As of spring 2015, routes D and E both operate with 20-minute headways with a reduced total seating capacity (171 seats) in the PM and shuttle peak hour, a 32 percent reduction.

Despite reduced seating capacity, based on the maximum capacity utilization rate reported in 2010 (30 percent during the PM peak hour), the estimated demand of 27 shuttle riders would be accommodated with the existing 2015 shuttle routes D and E. Spring 2015 capacity utilization data is unavailable. Appendix TR-D includes a detailed calculation of shuttle capacity utilization.

The AAU shuttle buses use the 91-foot-long white passenger loading zone on the east side of Stockton Street south of Beach Street for passenger loading/unloading. This passenger zone accommodates up to five AAU shuttle buses, and loading/unloading activity is generally limited to five minutes. AAU shuttle routes D and E lay over at the white passenger loading zone for up to 15 minutes for rest breaks. These layovers occur 16 times throughout the day and are spaced out so that

no more than one shuttle bus lays-over at a given time. Therefore, lay-overs do not interfere with regular shuttle loading/unloading activity.

Stockton Street is not a designated bicycle route or transit route; thus, the AAU shuttle stop does not directly conflict with transit or bicycle traffic. Stockton Street is used by Muni buses to access the SFMTA Kirkland Division Bus Yard across from ES-1. No substantial conflicts between AAU shuttle buses and Muni buses are reported. AAU shuttle buses (for routes D and E) travel northbound on Stockton Street and use the white passenger loading zone on the east side of Stockton Street, whereas most Muni vehicles use southbound Stockton Street to turn right in and turn right out of the bus yard. With the overall low traffic volumes on this block of Stockton Street and shuttle frequency at seven AAU shuttle buses during the PM peak hour, substantial conflicts between AAU shuttle buses and transit service are not expected.

### ***Pedestrian***

The AAU postsecondary educational institutional use at the 2340 Stockton Street site generates 159 pedestrian trips, including 29 walking, 103 transit and 27 shuttle trips during the PM peak hour. The 27 shuttle walking trips are short, from the building entrance to the passenger loading zone on Stockton Street in front of the building. Intersections near the site have well-defined crosswalk markings, pavement delineations, and traffic lights, with the Stockton Street/North Point Street and the Stockton Street/Beach Street intersections having pedestrian crossing signal heads. Sidewalks along Beach Street, Stockton Street and North Point Street are approximately 8, 26, and 14 feet wide, respectively, and are lined with street trees and benches. There are three curb cuts bordering the site, with two driveways located along the east side of Stockton Street, one of which is inactive, and one driveway located on the south side of Beach Street. The primary pedestrian access to the site is provided on Stockton Street through the midblock doorway. A secondary entry is provided at the back of the building for trash disposal, parking lot access, and emergency access purposes.

Pedestrian volumes were observed to be generally low in front of ES-1, but moderate north of this site near the Pier 39 Garage and toward Fisherman's Wharf. Pedestrians were observed to move freely in the sidewalk and crosswalk areas. There are no sidewalks along the west side of Stockton Street adjacent to the SFMTA Kirkland Division Bus Yard due to the presence of a 220-foot long driveway for the bus yard. There were no indications of overcrowding within the sidewalk areas, nor was there a considerable number of pedestrians standing outside of the AAU site or at Muni bus stop located at the North Point Street/Stockton Street intersection. Observations also noted no instances of pedestrian-vehicle conflicts at the driveways (curb cut) or crosswalk locations.<sup>13</sup> The 159 PM peak hour walking trips (including trips to and from transit and the shuttle stop) produced by the AAU postsecondary educational institutional use at ES-1 are accommodated on adjacent sidewalks and pedestrian facilities (crosswalks) in the vicinity. No substantial conflicts at the site are anticipated.

### ***Bicycle***

The AAU postsecondary educational institutional use at ES-1 generates six bicycle trips (including two trips in the inbound direction and four trips in the outbound direction) during the PM peak hour. Bicycle Route 2 is a Class II bicycle facility (striped bike lanes) that runs along North Point Street in

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<sup>13</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

both the eastbound and westbound directions, and provides direct access to the AAU site. This route connects to Bicycle Route 5 on The Embarcadero to the east and continues west into Park Presidio to the Golden Gate Bridge Visitor Center. There are two bicycle racks (18 spaces) near the entrance to the site on the Stockton Street sidewalk and 14 standing single cycle racks near the exit of the off-street parking lot on North Point Street, for a total of 32 Class II bicycle parking spaces on site.<sup>14</sup> The site's six bicycle trips have not substantially affected the operation or capacity of bicycle facilities in the area. This site generates a demand for approximately nine bicycle parking spaces, thus the existing bicycle parking supply (18 spaces) is sufficient to meet the peak parking demand (nine spaces).<sup>15</sup> No bicycle parking is required for this site under the Planning Code.<sup>16</sup> A recommended Condition of Approval to design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 through 155.4 is included in the Greenhouse Gas Emissions section on p. 4-39.

### ***Loading***

The AAU postsecondary educational institutional use at ES-1 generates approximately four daily truck trips, which equates to a loading demand of approximately 0.2 trips in an average hour and 0.3 trips during the peak demand hour. This site does not have any off-street loading spaces; however, commercial delivery vehicles occasionally use the on-site parking lot to make deliveries. Alternately, commercial deliveries likely utilize the 91-foot-long shuttle passenger loading zone on Stockton Street or other on-street parking. The nearest on-street commercial parking space is located on the west side of Grant Avenue south of Beach Street, approximately 700 feet east of ES-1.

Field observations of commercial loading activities in the area were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015. No AAU freight/delivery vehicles or related activities were observed and general commercial activity in the area was low during the observation. On-street parking spaces along these streets experience moderate to high utilization during the midday period. Trucks making deliveries to this site have to find available on-street parking spaces in the vicinity or temporarily block the driveways or passenger loading area along Stockton Street.

Garbage collection at this site occurs in the parking lot on the ground level. Collection occurs four times a week in the late night hours.

### ***Parking***

The AAU postsecondary educational institutional use at ES-1 generates a parking demand of approximately 15 parking spaces, including four spaces by faculty/staff and 11 spaces by commuter students.<sup>17</sup> The site consists of a building surrounded by surface parking, with a 95-space off-street parking lot leased entirely for public parking and AAU students, faculty or staff can pay to park in

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<sup>14</sup> Bicycle parking data was provided by AAU and verified by Planning Department staff.

<sup>15</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate (e.g.,  $6 \times 11.7 / 2 / 4 = 9$ ).

<sup>16</sup> No additional bicycle parking is required because the previous office use is more intense regarding the bicycle parking requirement.

<sup>17</sup> Parking demand estimation assumes a daily turnover rate of 4 times a day for faculty/staff and commuter students.

the parking lot. Field observations conducted on Wednesday, July 15, 2015 (1:00 p.m. to 3:00 p.m.) show that the parking lot is full. This parking lot has access from both Stockton Street and Beach Street.

An on-street parking survey was conducted along streets adjacent to the site during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J.

On-street parking near the site generally consists of time-limited, metered parking. On-street parking is prohibited along the south side of Beach Street because the curb lane is dedicated to Muni F-Market & Wharves line tracks. Table 28, 2340 Stockton – On Street Parking Supply and Occupancy (Midday Peak) summarizes on-street parking supply and weekday midday occupancy for streets near ES-1. There are a total of 14 on-street parking spaces surrounding the site. During the survey period, parking occupancy was high, averaging about 93 percent between 1:00 p.m. and 3:00 p.m.

**Table 28. 2340 Stockton Street – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street         | From        | To             | Side  | Supply    | Occupied  | % Utilization |
|----------------|-------------|----------------|-------|-----------|-----------|---------------|
| Stockton St    | Beach St    | North Point St | East  | 2         | 2         | 100%          |
|                |             |                | West  | 0         | 0         | N/A           |
| Beach St       | Stockton St | Grant Ave      | South | 0         | 0         | N/A           |
| North Point St | Stockton St | Grant Ave      | North | 12        | 11        | 92%           |
| <b>Total</b>   |             |                |       | <b>14</b> | <b>13</b> | <b>93%</b>    |

Source: CHS Consulting Group, 2015.

Given the limited amount of on-street parking spaces, the locations of off-street parking within a two-block radius from ES-1 were examined. Table 29, 2340 Stockton Street – Off-Street Parking Supply, lists the nine public off-street parking facilities with a total of 2,383 parking spaces near the site. Parking occupancy at off-street parking facilities was not observed.

A recommended Condition of Approval to implement Transportation Demand Management strategies, reducing use of single occupant vehicles and reducing parking demand, is summarized in Chapter 3 (p. 3-28) and discussed in detail in Appendix TDM at the end of this Memorandum.

***Emergency Vehicle Access***

San Francisco Fire Department Station #28 (1814 Stockton Street) is the closest station to ES-1, approximately 0.3 miles south of the site. From the station, vehicles are able to access the AAU site via Powell Street or Stockton Street and would be able to park along Stockton Street or North Point Street.

**Table 29. 2340 Stockton Street – Off-Street Parking Supply**

| <b>Address</b>       | <b>Type</b> | <b>Capacity</b> |
|----------------------|-------------|-----------------|
| 2550 Powell St       | Garage      | 980             |
| 25 Beach Street      | Lot         | 65              |
| 2210 Stockton Street | Garage      | 150             |
| 2291 Stockton Street | Garage      | 200             |
| 2340 Stockton Street | Lot         | 95              |
| 350 Bay Street       | Garage      | 353             |
| 2310 Powell Street   | Garage      | 284             |
| 2500 Mason Street    | Garage      | 256             |
| <b>Total</b>         |             | <b>2,383</b>    |

Source: SFMTA SFpark, 2011; CHS Consulting Group, 2015.

***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, constraints resulting from the AAU use of ES-1 include the driveway entrance/exit on Beach Street crossing the streetcar tracks. To address this constraint, the following condition is recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-1: TR-1, Remove curb cuts:** AAU shall remove the curb cut/driveway on Beach Street and use the two existing curb cuts on Stockton Street for accessing the leased parking lot.

**Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The AAU institutional use at 2340 Stockton Street (ES-1) is located on the east side of Stockton Street between Beach and North Point streets, near Pier 39 and the eastern entrance to Fisherman’s Wharf. The SFMTA Kirkland Division Bus Yard is on the west side of Stockton Street between Beach and North Point streets. AAU shuttle routes D and E serve ES-1 and the shuttle stop serving ES-1 is in front of the building. According to the San Francisco Transportation Noise Map,<sup>18</sup> the existing traffic noise level near ES-1 from vehicular traffic along Stockton Street was approximately 64 dBA L<sub>dn</sub> in 2008, indicating a noisy commercial environment. However, college classrooms are not considered a protected sensitive land use under the *San Francisco General Plan*.

<sup>18</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>



AAU operations at ES-1 have resulted in the installation of twelve rooftop condenser units. This rooftop-mounted mechanical equipment could generate noise levels as high as 51 dBA  $L_{eq}$  from a distance of 100 feet.<sup>19</sup> As previously discussed in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-52, exterior noise levels of 70 dBA  $L_{eq}$  and 60 dBA  $L_{eq}$  could result in interior noise levels exceeding the City's daytime and nighttime Noise Ordinance standards, respectively.

Assuming an attenuation rate of 6 dB per doubling of distance and noise level of 51 dBA  $L_{eq}$  from a distance of 100 feet, a residential building located approximately 11 and 37 feet would be exposed to an exterior noise level that would exceed the City's nighttime and daytime noise standard, respectively. Since the nearest sensitive receptors are located over 37 feet away from the rooftop mechanical equipment, it is expected that operational noise generated by the AAU site's rooftop mechanical systems would not meet or exceed the noise limits established in the City's noise ordinance for fixed noise sources.

The noise levels generated by student activity and increased shuttle bus operation would have been compatible with a typical urban environment when the building was occupied by AAU and continue to be compatible. Any noise increases from shuttle bus operations (backup beepers) are intermittent and minor.

The activities in the ES-1 building have been and continue to be required to comply with the City's Noise Ordinance (Section 2909) with respect to music and/or entertainment, or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-1 would have not exceeded the standards established by the City for noise effects on sensitive receptors in the vicinity.

Vehicular traffic noise at ES-1 was calculated using the Federal Highway Administration Highway Noise Prediction Model (FHWA-RD-77-108) based on a daily round trip rate of 330 trips per day.<sup>20</sup> According to the San Francisco Transportation Noise Map,<sup>21</sup> the existing traffic noise level near ES-1 from vehicular traffic along Stockton Street was approximately 64 dBA  $L_{dn}$  in 2008. The results of the analysis show that vehicle trips generated by AAU occupation of ES-1 contribute approximately 48.4 dBA  $L_{dn}$  to local traffic noise levels. When the contribution from ES-1 is added to the mapped existing noise level, the combined traffic noise level increases over the mapped existing noise level by less than 1 dBA, which is not an audible increment over the existing non-AAU-related ambient traffic noise. Permanent increases in ambient noise levels of less than 3 dBA are generally not noticeable outside of lab conditions. Therefore, vehicular traffic generated by ES-1 has not substantially increased vehicular traffic noise in the Stockton Street vicinity.

### **Air Quality**

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (classrooms, labs/studios, offices, darkrooms) at ES-1, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been operational in 1991, when AAU occupied the building. Area sources were

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<sup>19</sup> Puron, 2005. 48PG03-28 Product Data. 2005 p. 10 - 11.

<sup>20</sup> CHS Consulting Group, AAU ESTM Transportation Section Draft #1A, January 2016.

<sup>21</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

estimated based on a 44,530 square foot “Junior College” land use designation in CalEEMod and mobile-source emissions were based on a daily vehicle trip rate of 330 round trips per day. There are no on-site generators at ES-1; there is one on-site boiler. Since CalEEMod only allows the user to model years 1990, 2000 and 2005, an operational year of 1990 was conservatively assumed for ES-1. Table 30, 2340 Stockton Street Operational Emissions, presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 micrometers in diameter (PM<sub>2.5</sub>) or 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) from ES-1, which are all shown to be below BAAQMD’s daily and annual significance thresholds.

**Table 30. 2340 Stockton Street Operational Emissions**

| Source                            | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|-----------------------------------|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|                                   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                              | 1.24                                    | <0.01           | <0.01            | <0.01             | 0.23                                    | <0.01           | <0.01            | <0.01             |
| Energy                            | 0.04                                    | 0.32            | 0.02             | 0.02              | <0.01                                   | 0.06            | <0.01            | <0.01             |
| Mobile                            | 11.35                                   | 14.09           | 0.17             | 0.64              | 2.10                                    | 2.70            | 0.31             | 0.11              |
| Total Emissions                   | 12.63                                   | 14.42           | 0.20             | 0.66              | 2.33                                    | 2.76            | 0.32             | 0.12              |
| BAAQMD Thresholds of Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                 | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco’s ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City’s *Strategies to Address Greenhouse Gas Emissions*. San Francisco’s *Strategies to Address Greenhouse Gas Emissions* have proven effective because San Francisco’s GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state’s GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City’s GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-1 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Commercial Water Conservation Ordinance (San Francisco Building Code, Chapter 13A) and required bicycle parking configuration in accordance with Planning Code Section 155.1-155.4. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements related to design, location and configuration, is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Sections 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU's alterations at ES-1 would have produced minimal construction debris. In addition, the San Francisco Existing Commercial Buildings Energy Performance Ordinance requires owners of non-residential buildings with greater than or equal to 10,000 square feet that are heated or cooled to conduct energy efficiency audits as well as annually measure and disclose energy performance. AAU is in compliance with the Energy Performance Ordinance at ES-1.<sup>22</sup> Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance and CalGreen Sections 5.504.4 would be verified by the Department of Building Inspection, if applicable, during the building review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-1: GHG-1, Compliance with Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 - 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use are not considered substantial.

### **Wind and Shadow**

The tenant improvements at ES-1 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities, or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-1.

### **Recreation**

2340 Stockton Street (ES-1) is located within 0.25 mile of one Recreation and Park Department park, Jack Early Park, as shown on Figure 4, Parks and Recreational Facilities Within 0.25 Mile of Existing Sites, p. 3-63. Located on Grant Avenue between Francisco and Chestnut streets, Jack Early Park features a 60-step staircase, bench seating, and garden-like landscaping along the hillside.<sup>23</sup> ES-1 is also located adjacent to The Embarcadero and Pier 39, which includes a waterfront promenade commonly used for walking, jogging, and biking along the San Francisco Bay. Public parks within a 0.5 mile of ES-1 include Joe DiMaggio Playground and Telegraph Hill/Pioneer Park.

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<sup>22</sup> Vert Energy Group, ASHRAE Level I Energy Audit, 2300 & 2340 Stockton Street, San Francisco, CA, 94113, December 15, 2002.

<sup>23</sup> SF Curbed, Views Galore from Atop Telegraph Hill's Jack Early Park. Available online at: [http://sf.curbed.com/archives/2013/07/17/views\\_galore\\_from\\_atop\\_telegraph\\_hills\\_jack\\_early\\_park.php](http://sf.curbed.com/archives/2013/07/17/views_galore_from_atop_telegraph_hills_jack_early_park.php). Accessed on January 15, 2015

As described in Population and Housing on p. 4-22, the capacity of ES-1 is 391 occupants. The change in use from office to a postsecondary educational institution at ES-1 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Jack Early Park facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-1 receives water from San Francisco Public Utilities Commission (SFPUC) water supply facilities. The site had water service and consumption associated with the previous office land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water demand. Presuming the site was vacant prior to AAU occupancy, the change in use would still not substantially affect the SFPUC's water supply, because the SFPUC has determined that sufficient water is available to serve existing customers and planned future uses.<sup>24</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-1. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Commercial Water Conservation Ordinance, no substantial effect on the water supply has occurred from the change in use.

#### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>25</sup> No substantial effect on wastewater has occurred from the change in use.

#### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject

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<sup>24</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, May 2013, p. 1. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

<sup>25</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-1 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>26</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity to accommodate the site's and City's solid waste disposal needs.<sup>27</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

## **Public Services**

### ***Police***

ES-1 is located within the Central Police District of the San Francisco Police Department (SFPD). The Central District Police Station is located at 766 Vallejo Street. The district covers approximately 1.8 square miles with a daily population ranging from 75,000 to over 350,000 because of tourists, workforce/commuters, and shopping areas. In 2013 (the most recent data available), there were 666 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 5,830 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Central District.<sup>28</sup> Please refer to Section 3.3.12, Public Services, for additional information about SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of University students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

2340 Stockton Street has a capacity of 391 occupants (380 students and 11 faculty and staff). The change in use from offices to postsecondary educational institution would not represent a substantial change in the daytime population of the area, because the population of office space would be proximate to that of a postsecondary educational institutional use. Therefore, the change in use would have resulted in minimal additional police protection demand. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-1.

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<sup>26</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>27</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002). Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>28</sup> San Francisco Police Department, Annual Report 2013, p. 114. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

### ***Fire and Emergency Services***

ES-1 is located within 4,000 feet north of Fire Station No. 28 (1814 Stockton Street) and Fire Station No. 2 (1340 Powell Street). Fire Station No. 28 consists of a single fire engine, and Fire Station No. 2 consists of a single fire engine and a truck.<sup>29</sup> Please refer to Section 3.3.12, Public Services, for additional information about SFFD.

In 2011, Fire Station No. 28 responded to 478 non-emergency calls with an average response time of 9:27 minutes, with 90 percent of non-emergency calls responded to in under 16:13 minutes. Fire Station No. 28 responded to 1,969 emergency calls with an average response time of 3:25 minutes, with 90 percent of emergency calls responded to in under 4:54 minutes.<sup>30</sup> In 2011, Fire Station No. 2 responded to 392 non-emergency calls with an average response time of 8:57 minutes, with 90 percent of non-emergency calls responded to in under 15:44 minutes. Fire Station No. 2 responded to 1,414 emergency calls with an average response time of 3:07 minutes, with 90 percent of emergency calls responded to under 4:16 minutes.

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within five minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-1 meet the Citywide emergency transport goals.

As described above on pp. 4-22 – 4-23, the change in use from office to postsecondary educational institution would not represent a substantial change in the daytime population of the area. Therefore, additional fire and emergency protection demand would be minimal. AAU has installed life safety upgrades and installed a new fire sprinkler and fire alarm system, improving fire safety at the property. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred as a result from the change in use at ES-1.

### ***Libraries***

The nearest library to ES-1 is the newly constructed North Beach Branch Library.<sup>31</sup> Please refer to Section 3.3.12, Public Services, for information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

As described above on pp. 4-22 - 4-23, the change in use from office to a postsecondary educational institution would not represent a substantial change in the daytime population of the area. Any change in daytime population would be minimal compared to the service population for the North Beach and Main libraries. Any new residents resulting from the change in use are dispersed throughout the City

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<sup>29</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

<sup>30</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, February 2015, pp. 4.13-4 - 4.13-5.

<sup>31</sup> San Francisco Public Library, Statistics by Location FY 2014-2015. Available at <http://sfpl.org/pdf/about/administration/statistics-reports/statisticsbylocation2014-15annual.pdf>. Accessed on October 22, 2015.

and would use local public library branches. Therefore, no, no substantial effect on library services has occurred as a result of the change in use at ES-1.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The change in use from office to postsecondary educational institutional use would not substantially contribute to additional demand for SFUSD facilities and staff. Overall demand for schools generated by faculty and staff at the existing sites is discussed in the combined discussion in Chapter 3 (it is assumed that AAU students do not have children). For the reasons stated above, no substantial effect on schools has resulted from the change in use at ES-1.

### **Biological Resources**

ES-1 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-1. ES-1 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use of ES-1.

### **Geology and Soils**

ES-1 is underlain by artificial fill of unknown thickness associated with debris from the 1906 Earthquake and Fire.<sup>32</sup> Below the artificial fill is Holocene Bay Mud, which ranges in thickness from up to 120 feet to less than 1 foot around the margins of the original Bay shoreline. The Bay Mud is underlain by bedrock. Depth to groundwater is unknown, and groundwater likely flows toward the north, corresponding with topography.<sup>33</sup> Because building alterations undertaken by AAU were all interior or limited to minor exterior non-structural modifications, no change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground shaking from earthquakes. Ground-shaking intensity at ES-1 would be violent during a magnitude 7.2 earthquake and very strong during a 6.5 magnitude earthquake originating from the San Andreas Fault or Hayward Fault, respectively.<sup>34,35</sup> ES-1 is

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<sup>32</sup> Geologica, Inc., Phase I Environmental Site Assessment for 2300 Stockton Street, March 2003.

<sup>33</sup> Geologica, Inc., Phase I Environmental Site Assessment for 2300 Stockton Street, March 2003.

<sup>34</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>35</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

located within a liquefaction zone.<sup>36</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations are at an increased risk of structural failure. No seismic upgrade has been documented in building permits. ES-1 would have undergone a seismic assessment, along with any necessary remediation, by the Department of Building Inspection if a City permit was required. Several building permits have been issued during AAU’s tenancy.<sup>37</sup> Therefore, the building is assumed to be in compliance with San Francisco Building Code requirements. ES-1 is not made of unreinforced masonry and does not have a soft-story.<sup>38,39</sup> Although the building could remain vulnerable during an earthquake, the building alterations carried out after the change in use from office to a postsecondary educational institution would not alter the building’s performance during a ground-shaking event.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-1 have not substantially degraded water quality, because alterations were limited to the interior or were routine exterior modifications (e.g., installation of signs on the four corners of the building and clearance bars at the parking entrance). Regardless, wastewater and stormwater associated with the change in use and subsequent building alterations have flowed into the City’s combined stormwater and sewer system and were treated to standards contained in the City’s National Pollutant Discharge Elimination System Permit for the Southeast Water Pollution Control Plant. If the Southeast Water Pollution Control Plant approaches capacity, wastewater from the site flows to, and is treated by, the North Point Wet-Weather Facility. Flows to the North Point Wet-Weather Facility are treated in accordance with the City’s NPDES Permit. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City’s combined sewer system.

ES-1 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency. Sea level rise inundation maps modeled by the SFPUC indicate that the site would not be inundated with a water level rise of approximately 12 inches, which is expected by 2050, even when the effects of a 100-year storm surge are considered.<sup>40</sup> In addition, the site would not be inundated with 36 inches of water level rise, which is expected by 2100; however, when the

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<sup>36</sup> San Francisco Planning Department, *General Plan Community Safety Element, Seismic Hazards Zone San Francisco 2012*, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>37</sup> San Francisco Property Information Map, 2340 Stockton Street, Building Permits Report. Available online at <http://propertymap.sfplanning.org/?dept=planning>. Accessed on January 25, 2016.

<sup>38</sup> City and County of San Francisco, UMB – All Report, December 1, 2014.

<sup>39</sup> Department of Building Inspection, Soft Story Property List, April 2016. Available online at <http://sfdbi.org/soft-story-properties-list>. Accessed on April 20, 2016.

<sup>40</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.



effects of a 25-year storm surge are considered under this scenario, portions of the building could be temporarily inundated at depths of 0–2 feet.<sup>41</sup> The flooding scenario assumes existing topographic conditions and no site-specific or area-wide flood protection measures. ES-1 is not located in an area that is vulnerable to tsunami risk.

Although flooding could occur, the degree is unknown and no housing occurs on the site. There are no aspects of the change in use or building alterations that have changed flood potential at the site because no new structures have been built. Further, the existing building would have been exposed to sea level rise regardless of AAU's change in use.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-1.

### **Hazards and Hazardous Materials**

The Phase I Environmental Site Assessment (ESA) prepared for ES-1 did not identify any previous underground storage tanks or significant use of hazardous materials located at the site. However, soil and groundwater beneath the site may be affected by the neighboring SFMTA Kirkland Bus Yard.<sup>42</sup> Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth-moving activities; therefore, no buried hazardous materials could have been exposed during the change in use.

The date of the building's construction, 1970, suggests that asbestos-containing materials (ACMs), lead-based paint (LBP), and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Suspected ACMs were observed during the site visit for the ESA. In addition, fluorescent lights, which may contain small quantities of PCBs if they were manufactured before 1978, were present in the basement and on the ground floor, although there is no evidence of damage or leaks. No peeling paint was detected.<sup>43</sup> Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is unknown given that tenant improvements were completed at this site with and without the required building permits. The materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

AAU currently uses ES-1 for lecture classrooms, labs/art studios, offices, and student and faculty lounges, as well as ground-floor parking. Hazardous materials that are used, stored, and disposed of at ES-1 include wood stain, cleaners, additives, wood finishers, paint removers, adhesives, rust inhibitor, paint dryer, paint cleaner, paint, alcohol, thinners, primer, cement, lacquer, lubricant, lighter fluid, epoxy sealer, sealant, and wax associated with the postsecondary educational institutional use.<sup>44</sup> The AAU facility is regulated by the U.S. Environmental Protection Agency and San Francisco Department of Public Health (SFDPH), and is responsible for complying with San Francisco Health Code Articles 21 and 22. Article 21 requires businesses that handle and store hazardous materials to keep a current certificate of registration and implement a Hazardous Materials Business Plan (HMBP). Article 22 authorizes the SFDPH Hazardous Materials Unified Program

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<sup>41</sup> Ibid.

<sup>42</sup> Geologica, Inc., Phase I Environmental Site Assessment for 2300 Stockton Street, March 2003.

<sup>43</sup> Geologica, Inc., Phase I Environmental Site Assessment for 2300 Stockton Street, March 2003.

<sup>44</sup> Academy of Art, Hazardous Materials Inventory List for 2300 Stockton Street, August 6, 2015.

Agency (HMUPA) to implement and enforce requirements of the California Hazardous Waste Control Act, which includes the proper storage, handling, and disposal of hazardous materials. ES-1 must be compliant with HMBP and HMUPA requirements, and the SFDPH and SFFD inspect ES-1 to ensure compliance with the applicable regulations. As the previous use of the building was office, hazardous materials use has likely increased as a result of the change in use. AAU has initiated HMUPA registration for ES-1.<sup>45</sup> AAU compliance with applicable regulations, as described above, will minimize any risk associated with hazards and hazardous materials; therefore, the effects are not considered substantial.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral recovery sites as a result of the change in use of ES-1.

Tenant improvements at ES-1 associated with the conversion of office space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with all the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, pp. 4-38 – 4-39. The GHG Compliance Checklist includes the City's Commercial Water Conservation Ordinance, which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>46</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-1, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at ES-1. This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-1 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner. Therefore, the change in use at ES-1 has not had a substantial effect on mineral or energy resources.

### **Agricultural and Forest Resources**

ES-1 is designated as "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>47</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. There is no forest land on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use of ES-1 has had no substantial effects on agriculture or forest resources.

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<sup>45</sup> Permit number: EPA# CAL000269271.

<sup>46</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 2340 Stockton Street, March 4, 2016.

<sup>47</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.

## **4.2.2. 2295 Taylor Street (ES-2)**

### **Property Information**

The 2295 Taylor Street existing site (ES-2), also known as 701 Chestnut Street, is a 20,000-square-foot, two-story building built in 1919. ES-2 is located on Taylor Street at the southwest corner of Chestnut Street and Columbus Avenue, in the Russian Hill neighborhood (Photographs 8–11). Figure 2, ES-2: 2295 Taylor Street Site Diagram – Existing Condition, in Appendix TDM, shows the site and surrounding streets. The building has a capacity of 10 occupants (8 students and two faculty and staff). The site is Lot 001 in Assessor’s Block 0066.

The building was formerly used as a retail clothing store with a parking garage on the second floor. Prior to AAU occupation, the building was converted from the previous retail use by the San Francisco Art Institute for artistic teaching and studio space for graduate students.<sup>48</sup> The last legal use listed in Table 1, Summary of Uses and Required Discretionary Actions for AAU’s Existing Institutional Facilities, on p. 1-5 – 1-6, was retail. AAU began occupying ES-2 in 2003 and converted the property to a postsecondary educational institution. AAU had used the space for classrooms, labs/studios, offices, and gallery space, with studio spaces on the ground floor and classroom space on the upper floor.<sup>49</sup> AAU vacated the second floor in October 2014 and plans to rehabilitate that space for parking.<sup>50</sup> AAU currently uses the first floor only, which constitutes 10,440 square feet, for graduate studios and an office.

The building site is in the North Beach Neighborhood Commercial District (North Beach NCD) and North Beach Special Use District. The North Beach NCD encourages medium-scale, mixed-use commercial-residential uses with limits on offices, automobile services, bars, restaurants, and places of entertainment. Height and bulk districts along Columbus Avenue are 40-X from Jones Street to Grant Avenue.

### ***Tenant Improvements and Renovations***

AAU painted its name and logo along the top of the building; this signage was subsequently covered over by metal plates between 2011 and 2013. On the interior, AAU made fire sprinkler and life safety improvements in 2010 without building permits.<sup>51</sup> Replica lighting features and metal security gates at the southernmost ground-level doors were installed in 2005 and 2007, respectively, without building permits. AAU installed two rooftop exhaust fan units without building permits.

### ***Required Project Approvals***

The 2295 Taylor Street (ES-2) site would require a conditional use (CU) authorization under San Francisco Planning Code (Planning Code) Sections 178(e)(5) (already a principal permitted use on

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<sup>48</sup> 2011 IMP, p. 85.

<sup>49</sup> 2011 IMP, p. 85.

<sup>50</sup> E-mail correspondence with Julie Jones (Perkins Coie) on November 9, 2015.

<sup>51</sup> Building Permits obtained for the improvements and renovations at ES-2 are: Building Permit Applications (BPA) #201301248668 (sign removal), #201008189002 and #201005051799 (sprinkler improvements and life safety improvements, permits never issued).



**Photograph 8. 2295 Taylor Street (ES-2).**



**Photograph 9. Columbus Avenue at Taylor Street, facing northwest.**



**Photograph 10. Chestnut Street at Columbus Street, facing west.**



**Photograph 11. Main entryway to ES-2.**

the first floor) and a building permit under Planning Code Section 171 to change the use from retail to a postsecondary educational institution. A CU authorization under Planning Code Section 722.56 is also required to reestablish the parking lot on the second floor, since this use was vacated to be used as an institutional use. Should institutional use be established on the second floor, a legislative amendment to Planning Code Sections 121.2(b), Use Size Limits, and 722.21, Use Size, would be required to authorize AAU to operate a non-residential use over 4,000 square feet in the North Beach NCD. A building permit is required for any tenant improvements to the building that were without the benefit of a permit.

### **Plans and Policies and Land Use**

ES-2 is located in the North Beach neighborhood of San Francisco. In the immediate vicinity of ES-2 there are a mix of land uses including residential, commercial, medical, and entertainment. The land use is predominantly residential away from Columbus Avenue. The ES-2 building was built in 1919, is two stories, and was previously used as a Gap retail store and an artist studio space for the San Francisco Art Institute. The last legal use was retail. A parking garage was also located on the second floor.

ES-2 is situated on Columbus Avenue, which runs diagonally through the North Beach neighborhood. The street is one of two diagonal arteries that bisect San Francisco (Market Street is the other). Columbus Avenue is an active street lined with cafes and restaurants and heavily traveled by pedestrians, vehicles, bicycles, and public transit. The Powell/Mason Street cable car line and multiple Muni bus lines use Columbus Avenue. Bus stops are located at the north- and south-eastern intersections of Columbus Avenue and Taylor Street. Parallel parking is limited to 2 hours for non-residential cars on both sides of Taylor Street, whereas metered parking is available on Columbus Avenue.

Columbus Avenue is the heart of the North Beach neighborhood. North Beach functions as a neighborhood-serving marketplace, Citywide specialty shopping, and dining district, and a tourist attraction, as well as an apartment and residential hotel zone. A concert venue and comedy club are located along Columbus Avenue to the north and south of ES-2, respectively. Other land uses in the vicinity include a nail salon, several restaurants and bars, a convenience store, and a small retail clothing store. Generally, the upper stories are occupied by apartments and residential hotels. Directly across Columbus Avenue from ES-2 is a medical office building and North Beach Housing – Hope IV Development (affordable and senior housing).

The zoning along Columbus Avenue near ES-2 is the North Beach NCD. The North Beach Neighborhood Commercial District controls are designed to ensure the livability and attractiveness of North Beach as an eating, drinking, shopping, and entertainment district. Small-scale, neighborhood-serving businesses are strongly encouraged and formula retail uses are prohibited. Special controls are necessary because an over-concentration of food and beverage service establishments limits neighborhood-serving retail sales and personal services in an area that needs them to thrive as a neighborhood.<sup>52</sup> In addition, ES-2 is located in the North Beach Special Use District, which is similar to the North Beach Neighborhood Commercial District, as it attempts to preserve and maintain the mix and variety of neighborhood-serving retail sales and personal services

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<sup>52</sup> Planning Code Section 722.

of a type which supplies commodities or offers personal services to residents of North Beach and nearby neighborhoods.<sup>53</sup> Height and bulk districts along Columbus Avenue are 40-X from Jones Street to Grant Avenue.

As noted above, the use of ES-2 has been changed by AAU from retail garage to a postsecondary educational institutional use. AAU had used the space for classrooms, labs/studios, offices, and a gallery. AAU vacated the second floor in October 2014 and plans to rehabilitate that space for parking. AAU currently uses the first floor only for graduate studios and an office. The change in use of the existing structure involved limited exterior alterations, including the installation of signs (which have since been covered), described above under Tenant Improvements and Renovations.

The use of ES-2 as a postsecondary educational institution could potentially conflict with the North Beach Neighborhood Commercial District and North Beach Special Use District. Both zoning control measures attempt to provide neighborhood-serving retail along with an adequate amount of entertainment, dining, and drinking establishments. However, institutional uses are permitted with Conditional Use Authorization.

Land use size limits for non-residential properties are limited to 1,999 square feet within the North Beach NCD. The AAU facility encompasses 10,440 square feet of postsecondary educational instruction use, more than ten times the non-residential property use constraints. Existing properties are allowed to continue at these existing use sizes as non-conforming uses; however, they cannot expand.

Postsecondary educational institutional use are allowed on the first floor and subject to approval by the Planning Commission as a conditional use on the second floor within the North Beach NCD. ES-2 would also require conditional use permits, pursuant to Planning Code Section 178(e) and Section 722.81. ES-2 would need a building permit pursuant to Planning Code Section 171. Therefore the ES-2 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-2 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-2 is 10 occupants (8 students and two faculty and staff). The change in use may indirectly result in new residents of San Francisco due to student and employment growth at the site. Occupation by AAU may have resulted in displacement of employees; however, retail space was likely found elsewhere. Conservatively presuming that ES-2 was unoccupied prior to AAU use and that all occupants were also new residents of San Francisco, the change in population would be

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<sup>53</sup> Planning Code Section 780.3.

insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>54</sup>

The change in use at ES-2 from retail to a postsecondary educational institution would have minimally changed the daytime population because the building, as an artist studio for San Francisco Art Institute, likely had a comparable capacity. No substantial effect on population has occurred from the change in use at ES-2.

### ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-2 and all existing sites is discussed under the combined housing discussion, pp. 3-15 – 3-18. The change in use from retail to a postsecondary educational institution at ES-2 contributed to the overall demand for AAU student and employee housing in San Francisco. However, the change of use at ES-2 did not result in the displacement of housing because this site was previously used as retail.

### **Aesthetics**

ES-2 is located in the North Beach neighborhood, which is directly across Columbus Avenue. ES-2 was built in 1919 and was originally constructed as a garage and later was converted to an automotive repair shop. The building is two stories, has a stucco façade, and storefront display windows. A roll-up garage door is located on the northeast façade of the building. There are seven mature trees along Chestnut and Taylor streets that minimize the building massing and create shade. Buildings near ES-2 are primarily moderate-scale residential with ground-floor commercial uses.

ES-2 is located on the diagonal Columbus Avenue, which is a bustling neighborhood-serving commercial street. The abundance of public transit, bicycles, and active ground-floor uses along the street creates a substantial amount of pedestrian traffic in the vicinity. Muni cable cars, buses, pedestrians, bicyclists, and personal vehicles all coincide at the three-way intersection of Columbus Avenue, Chestnut Street, and Taylor Street, which adds to the visual environment.

Much of the streetscape is dominated by moderate-scale residential buildings with neighborhood-serving retail and restaurant uses on the ground floor. Mature street trees line both sides of Columbus Avenue that shade and minimize building massing. Buildings on the street have no setback, creating a continuous, urban façade. Due to the contrasting building construction timeframes in the vicinity, a variety of architectural styles that include differing building materials and patterns, window patterns, and rooflines are present. ES-2 is located on and viewable from Columbus Avenue, which is designated as a street that defines City form and is important for significant building viewing.<sup>55</sup> The density of development, abundance of active vehicular thoroughfares, and dynamic land uses

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<sup>54</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

<sup>55</sup> San Francisco Planning Department, *San Francisco General Plan*, Urban Design Element, Map 11, Street Areas Important to Urban Design and Views.

generates a substantial amount of pedestrian and vehicle traffic that adds to the visual character of the area.

The change in use at ES-2 has caused minimal visual changes to the building and neighborhood. Student artwork has been placed in the display windows and an AAU logo has been painted on the ground in front of the main entry. Nevertheless, AAU signage on ES-2 is comparable to the visual character of the area. Advertising located on signs, billboards, awnings, bus stops, and pole banners is prevalent within the neighborhood. The larger signage on the second story of the building façade has been covered. Therefore, no substantial adverse aesthetic effect has occurred from the change in use at ES-2.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

The building at 2295 Taylor Street (ES-2) was constructed in 1919 as a private garage. The building was converted into an automotive repair shop in the early 1950s, then into a commercial space by 1970, and then into an educational facility by the San Francisco Art Institute in 1993. The building has a rectangular plan and is set flush to the sidewalk on a rectangular, sloped lot, with a primary elevation facing Taylor Street and secondary elevations facing Chestnut Street and the neighboring property to the west. The building has minimal Mission Revival details and is a two-story building capped with a flat roof and a parapet with a shallow copping at the eaveline. Constructed of reinforced concrete, board-formed concrete is visible around the building. Located at the northeast corner of the building is a recessed entryway with non-original aluminum glass double-doors that is flanked by a transom and large storefront windows, and set at a 45 degree angle to face the corner of the block. The east elevation is divided into five bays by columns with a larger center bay. The columns rise just above the parapet and are capped with a shallow copping. Two sets of non-original large three-part storefront windows are located immediately east of the main entry. To single metal personnel doors are located on the southern bays of the elevation. The second floor features a vertical band rectangular fixed-glass windows; three in the smaller bays and nine in the center bay. The northern most bay has an in-filled recessed panel instead of windows. A projecting cornice is featured on the northern, southern, and center bay above the second story windows.

Secondary elevations are visible on the north and west elevations. The north elevation features three bays, divided by the same columns as seen on the primary elevation. The eastern bay contains the recessed main entry on the ground floor with three fixed-glass windows above. The projecting cornice turns the corner from the primary elevation and continues on the eastern bay of the north elevation. The larger central bay features a stepped parapet and two small, original rectangular multi-light windows above the second story. The western bay has a large roll-up door with an inset personnel door and a multi-light transom window. Above the door is the projecting cornice line. The western elevation facing the alley space has no fenestration or openings (for representative photographs refer to Photographs 12 and 13).



### Site History

The building at 2295 Taylor Street was originally designed by Perseo Righetti for Edward Cerruti in 1919. Edward Cerruti was the owner of Cerruti Mercantile Company and had the building at 2295 Taylor originally constructed as a two-story reinforced concrete garage.

Perseo Righetti was a local architect for the San Francisco Italian community. Righetti partnered with H.P. Kuhl prior to 1909 and with A. Headman from 1909 to 1914. He is most known for design of the 414 Mason Street (Native Sons of the Golden West Building #2, 1911–1912) and 1239 Main Street, Angels Camp (Calaveras County Bank, 1900).<sup>56</sup>



**Photograph 12. 2295 Taylor Street.**



**Photograph 13. 2295 Taylor Street, detail of main entry.**

The Willig Brothers operated the garage from 1929 to 1936. The Willig Brothers employed D.W. Ross, builder, to complete the construction of a ramp from the first to the second floor and to remove some interior walls. In 1937 the owner is listed as a Mrs. J. Brownstone, who employed Alfred F.

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<sup>56</sup> Judith Cunningham. National Register Nomination for Calaveras County Bank, 1984.

Fisher to “close up five panels with terra cotta tile and install one 550 gallon tank.” From 1961 to 1963 Gurley Lord operated General Tires, renamed Gurley Lord General Tires in 1963, in the building.<sup>57</sup>

As of 1966 Sid Patron was listed on the owner when a wall was installed between the public repair garage and business occupancy for an automotive supply store named Autotorium.<sup>58</sup> Donald Fisher owned the building from 1970 to 1972 when the building was converted to retail space for ArtMart in 1970, and for the Gap in 1971. The Gap occupied the space through at least 1983.<sup>59</sup> Prior to AAU’s occupation of the property in 2003, it was adapted for use as an educational facility by the San Francisco Art Institute in 1993.<sup>60</sup>

### California Register of Historical Resources Evaluation

Review of the North Beach Survey materials indicates that 2295 Taylor (ES-2) was identified during a reconnaissance-level phase of the survey and classified as “3, Contributing – Altered.” No other information was included about the subject property, and as of 2015, it does not appear to have been subject to intensive-level survey or evaluation. The 1980s North Beach Survey identified the building as altered, and primary-source and archival research carried out for this evaluation confirms this finding. Alterations include the in-filling of original wall openings (which appear to have been sized for automobiles) along the ground story on the east elevation, the removal and replacement of original fenestration, and the in-filling of second-story windows.

In addition to meeting the applicable CRHR eligibility criteria, a property must retain historic integrity, which is defined in National Register Bulletin 15 as the “ability of a property to convey its significance.”<sup>61</sup> In order to assess integrity, the National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven aspects: Location, Design, Setting, Materials, Workmanship, Feeling, and Association (each aspect is defined in National Register Bulletin 15).

The property no longer retains most of the character-defining features associated with an automotive-related property and does not meet the registration requirements for automotive support structures as defined in the Van Ness Auto Row Historic Context Statement.<sup>62</sup> In addition, the property does not reflect an intact, representative commercial storefront building. The number and degree of modifications to the building over time have compromised its historic integrity and ability to convey its significance. Originally designed as an automotive garage, the property retains few character-defining features to convey this association. Based on site inspections and archival research, it also does not appear that the modifications made to the property over time have acquired significance in

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<sup>57</sup> Building Permit 246785 and 257054.

<sup>58</sup> San Francisco Chronicle Autotorium, Advertisement, July 28, 1966.

<sup>59</sup> San Francisco Chronicle, ArtMart, Advertisement, July 5, 1970; San Francisco Chronicle, The Gap, Advertisement, August 11, 1983.

<sup>60</sup> City and County of San Francisco Planning Department. Executive Summary Conditional Use, Case No.: 2007.1079 C, 2295 Taylor Street (AKA 701 Chestnut Street). San Francisco Planning Department, San Francisco, December 9, 2010.

<sup>61</sup> National Park Service, National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation, National Register Branch, 1990.

<sup>62</sup> William Kotsura, “Van Ness Auto Row Support Structures,” 2010. Prepared for the City and County of San Francisco Planning Department.

their own right. Due to a lack of significant associations and historic integrity, the property does not appear eligible for local, state, or federal designation under the applicable criteria, either individually or as a contributor to a historic district.

Because ES-2 does not appear eligible for CRHR listing, it is not considered a historical resource and no analysis of known alterations made by AAU was conducted for compliance with the *Secretary's Standards for Rehabilitation*.

### ***Archaeology and Paleontology***

Building alterations at ES-2 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the building's exterior and interior, no effects on archaeological and paleontological resources have occurred.

### **Transportation and Circulation**

The AAU postsecondary educational institutional building at ES-2 is located on the southwest corner of Columbus Avenue, Chestnut Street, and Taylor Street in the North Beach neighborhood. The site is located in the North Beach NCD. The previous use of the building was retail, tire sales and a Gap clothing store, with some subsequent use by the San Francisco Art Institute. The building includes approximately 10,440 gross square feet of postsecondary educational institutional use comprised of art studios and office.<sup>63</sup> This site is analyzed as accommodating up to 51 students and two faculty and staff members on any given day, based on its capacity; however, the site typically houses about eight students and two faculty. Therefore, the transportation analysis is conservative.

No vehicle parking is provided on site; the site includes an active loading dock with a roll-up door on the south side of Chestnut Street. There is a main pedestrian entry to the building in the southwest corner of the Chestnut Street and Taylor Street intersection, and a secondary entry is provided on the south side of Chestnut Street for access to the loading dock. There are two bike racks with a total of 14 bicycle parking spaces provided on the first floor of the building. AAU shuttle bus routes D and E provided service to this site until 2014, using an available curb space (including the existing Muni bus stop located on the east side of Columbus Avenue north of Chestnut Street) or double parking along the east side of Columbus Avenue, if necessary to let a passenger board or offload. Since the vacation of the second floor of the building in October 2015, there has been very little shuttle use for this location, and consequently the stop has been removed as of April 18, 2016.

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the postsecondary educational institutional use at ES-2 generates approximately 91 person trips (35 inbound trips and 56 outbound trips) and 6 vehicle trips (two inbound trips and four outbound trips) during the weekday PM peak hour.

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<sup>63</sup> Both floors of this site, 20,000 sq. ft., were originally used by AAU, but the second floor is no longer in use; the transportation analysis assumes the entire 20,000 sq. ft. were used by AAU, resulting in a more conservative analysis.

## **Traffic**

The area in the vicinity of ES-2 has mostly commercial uses along Columbus Avenue, and residential buildings along Chestnut and Taylor streets. Traffic volumes along Chestnut and Taylor streets are generally light, but moderate during the commute hours. Traffic volumes are generally moderate to heavy along Columbus Avenue, which is a main street connecting Downtown San Francisco with Fisherman's Wharf and Bay Street, and a major route to the Golden Gate Bridge. Columbus Avenue in the vicinity of ES-2 has cable car tracks operating in the curb lanes. Access to the off-street loading dock is provided on the south side of Chestnut Street via a roll-up door. The San Francisco Municipal Transportation Agency (SFMTA) operates two Muni routes (30-Stockton and Powell-Mason cable car) along Columbus Avenue. AAU shuttle bus routes D and E travel along Columbus Avenue and has used the Muni bus stop on the northeast corner of the Columbus Avenue and Chestnut Street intersection as a shuttle stop for this AAU site since 2010.

The following presents a discussion of existing roadway systems in the vicinity of ES-2, including roadway designations, number of lanes, and traffic flow directions. The functional designation of these roadways was obtained from the *San Francisco General Plan* and *Better Streets Plan*.<sup>64, 65</sup> Roadways identified under the *Vision Zero San Francisco Two-Year Action Strategy* are also noted.<sup>66</sup>

**Chestnut Street** is an east-west neighborhood residential street that runs between The Embarcadero and Lyon Street. In the vicinity of ES-2, Chestnut Street has one lane in each direction and unmetered (2-hour time restricted) parking on both sides of the street. The *San Francisco General Plan* identifies Chestnut Street as a Neighborhood Pedestrian Street (Neighborhood Commercial Street) between Fillmore Street and Richardson Avenue, and as a Transit Preferential Street (Secondary Transit Street) between Van Ness Avenue and Richardson Avenue.

**Columbus Avenue** is a north-south street/commercial throughway that runs between Beach and Washington streets. In the vicinity of ES-2, Columbus Avenue has two lanes in each direction and metered parking on both sides of the street. Cable car tracks are in the curb travel lane of Columbus Avenue between Mason Street and Taylor Street. The *San Francisco General Plan* classifies Columbus Avenue as a Major Arterial in the CMP Network, a Transit Preferential Street (Transit Important Street), and as a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Columbus Avenue is designated as a High Injury Corridor in the City's Vision Zero network.

**Taylor Street** is a north-south neighborhood residential and commercial street that runs between The Embarcadero and Market Street. In the vicinity of ES-2, Taylor Street has one travel lane in each direction and unmetered (2-hour time restricted) parking on both sides of the street. The *San Francisco General Plan* classifies Taylor Street as a Transit Oriented Street.

The AAU site generates approximately 15 vehicle trips (five inbound and ten outbound) to adjacent streets during the PM peak hour. With this amount of additional vehicle traffic, traffic operating conditions in the site vicinity have not been substantially altered as a result of AAU's use of ES-2. AAU shuttle and loading circulation is further discussed below.

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<sup>64</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>65</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

<sup>66</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

**Transit**

The AAU postsecondary educational institutional use at ES-2 generates approximately 46 transit trips during the PM peak hour, including 17 trips in the inbound direction and 29 trips in the outbound direction. ES-2 is served by Muni bus lines 30-Stockton and the Powell-Mason cable car line, both of which travel along Columbus Avenue in the vicinity of the site. The nearest bus stop to the AAU site is located at the northeast corner of Columbus Avenue/Chestnut Street intersection which serves the 30-Stockton line (see Figure 6, Muni Transit Network for ES-1, ES-2, and ES-3, p. 4-31). This stop does not provide a shelter or service information.

Table 31, 2295 Taylor Street – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour, presents the AM, midday, and PM frequencies of nearby Muni lines as well as the passenger load and capacity utilization at the Maximum Loading Point (MLP) during the PM peak hour. The 30-Stockton route operates below the SFMTA performance standard of 85 percent capacity utilization during the PM peak hour (capacity utilization for cable car line is not available).

**Table 31. 2295 Taylor Street – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines     | Route  | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                        |                                   |
|---------------|--|--------------------------------|--------|---------|----------------------------------|------------------------|-----------------------------------|
|               |  | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | AM Peak                | PM Peak Hour Capacity Utilization |
| 30 – Stockton | Divisadero and Chestnut to Caltrain Depot via Chestnut, Columbus and 3 <sup>rd</sup> | 4.5                            | 4      | 4       | 615                              | Stockton St/ Sutter St | 49%                               |
| Powell-Mason  | Fisherman’s Wharf to Powell and Market via Mason and Powell                          | 10                             | 8      | 8       | N/A                              | N/A                    | N/A                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

As part of the SFMTA’s Muni Forward, the following changes are proposed:

- Route 30-Stockton would increase frequency east of Van Ness Avenue during AM peak from 4 to 3.5 minutes and west of Van Ness Avenue from 8 to 7 minutes.

The 46 PM peak hour transit trips generated by the AAU postsecondary educational institutional use at ES-2 are distributed to several routes and are accommodated on existing transit service based on Muni transit capacity utilization and service.

**Shuttle**

The AAU postsecondary educational institutional use at 2295 Taylor Street generates approximately 12 shuttle riders during the PM peak hour with about six riders in each direction. Shuttle demand may be higher at other times of the day based on class schedules at this location. In 2010, this site

was served by AAU shuttle bus routes D and E with 20-minute and 15-minute headways, respectively, throughout the day. The total seating capacity at that time for these two routes was 252 seats in the PM peak hour. Both routes D and E at that time operated at 30 percent capacity at the MLP in 2010 during the PM peak hour. During the AAU shuttle peak hour, routes D and E operated at 64 and 63 percent capacity, respectively, at the MLP. MLPs occurred at 860 Sutter Street on Route D and at the Cannery on Route E. Appendix TR-D includes a detailed calculation of shuttle capacity utilization.

In 2010, the AAU shuttle buses (routes D and E) travelled along Columbus Avenue in the northbound direction and used an available curb space (including the existing Muni bus stop located on the east side of Columbus Avenue north of Chestnut Street) or double parked along the east side of Columbus Avenue, if necessary to let a passenger board or offload. Since the vacation of second floor of the building in October 2014, there has been very little shuttle use of this location and AAU shuttle slowed down to check for any passengers and then briefly parked in available curb space or double parked along the east side of Columbus Avenue. Consequently, the shuttle stop was removed as of April 18, 2016.

### ***Pedestrian***

The AAU postsecondary educational institutional use at ES-2 generates 71 pedestrian trips, including 13 walking, 46 transit and 12 AAU shuttle trips during the PM peak hour. Columbus Avenue is designated as a High Injury Corridor under the City's Vision Zero Improvement Plan. Intersections near the AAU site have well-defined crosswalk markings, pavement delineations, and traffic lights. The intersection of Columbus Avenue and Chestnut Street also has a pedestrian crossing signal head. Sidewalks along Chestnut Street, Taylor Street and Columbus Avenue are approximately 14 feet wide, and are lined with street trees. There is a curb cut for the loading dock driveway on the south side of Chestnut Street. The primary pedestrian access to the site is from the southwest corner of Chestnut Street and Taylor Street through the doorway. A secondary entry is provided along Chestnut Street for loading dock access as well as service and emergency access.

Pedestrian volumes were observed to be generally low in the vicinity of the AAU site and pedestrians were observed to move freely in the sidewalk and crosswalk areas. The land uses in the area are mostly residential with ground-floor retail and hotels, which do not attract a considerable amount of pedestrian activity. There were no indications of overcrowding on the sidewalks, nor was there a considerable number of pedestrians standing outside of the AAU site or at the Muni bus stop located at the Columbus Avenue/Chestnut Street intersection. Observations also noted no instances of pedestrian-vehicle conflicts at the loading driveway (curb cut) or crosswalk locations.<sup>67</sup> The 71 PM peak hour walking trips (including trips to and from transit and the AAU shuttle stop) produced by the AAU postsecondary educational institutional use at ES-2 are able to be accommodated on adjacent sidewalks and pedestrian facilities (crosswalks) in the site vicinity. No substantial conflicts at the site are anticipated.

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<sup>67</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

### ***Bicycle***

The AAU postsecondary educational institutional use at ES-2 generates three bicycle trips including one trip in the inbound direction and two trips in the outbound direction during the PM peak hour. Bicycle Route 11 is a Class III bike route that runs along Columbus Avenue and provides direct access to the site. This is a north-south route and connects to Route 2 to the north, which runs along North Point Street and to AT&T Park to the south. There are two bike racks on the first floor of the building with a total of 14 Class II bicycle parking spaces.<sup>68</sup> The site's three bicycle trips have not substantially affected the operation or capacity of bicycle facilities in the area. This site generates a bicycle parking demand for approximately four spaces, which is generally accommodated in the existing bicycle parking spaces.<sup>69</sup> No bicycle parking is required for this site under the Planning Code.<sup>70</sup> A recommended Condition of Approval to design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 - 155.4 is included in the Greenhouse Gas Emissions section on pp. 4-63 – 4-64.

### ***Loading***

The AAU postsecondary educational institutional use at ES-2 generates approximately two daily truck trips, which equates to a loading demand of approximately 0.1 trips in an average hour or during the peak demand hour. This site has a functioning off-street loading dock with a roll-up door fronting the south side of Chestnut Street. There are no on-street freight (yellow) or passenger loading (white) spaces adjacent to the site. The nearest yellow freight loading space is located on the west side of Columbus Avenue south of Lombard Street, approximately 500 feet southeast of the site.

Field observations of commercial loading activities in the area were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015, and no freight/delivery vehicles or related activities occurred during the observation. No AAU freight/delivery vehicles or related activities were observed and general commercial activity in the area was low to moderate during the observation. According to AAU, this site receives commercial deliveries sporadically throughout the day and commercial loading activities typically take place on available parking spaces nearby. On-street parking spaces along the adjacent streets experience moderate to high parking utilization during the midday period. Given the existing loading dock at ES-2, the site is able to accommodate the estimated demand of two daily truck trips. Due to the low daily delivery activity at this site as reported by AAU and the available off-street loading facility, loading demand at this site does not present a substantial constraint on the AAU use at this location.

Garbage collection occurs on the south side of Chestnut Street, located next to the service entrance/loading dock for the building. Trash receptacles are picked up at the loading dock twice a week in the early morning hours.

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<sup>68</sup> Bicycle parking data was provided by AAU and verified by Planning Department staff.

<sup>69</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate (e.g.,  $6 * 11.7 / 2 / 4 = 9$ ).

<sup>70</sup> No additional bicycle parking is required because previous retail use is more intense in regard to bicycle parking requirement.

**Parking**

The AAU postsecondary educational institutional use at ES-2 generates a parking demand of approximately six parking spaces (one space by faculty/staff and five spaces by commuter students). The site does not provide any off-street parking spaces. An on-street parking survey along streets adjacent to the site during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) was conducted on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J.

On-street parking adjacent to the site generally consists of time-limited (2-hour), unmetered parking. Table 32, 2295 Taylor Street – On-Street Parking Supply and Occupancy (Midday Peak), summarizes on-street parking supply and weekday midday occupancy for streets near ES-2. There are a total of 44 on-street parking spaces surrounding the site. During the survey period, parking occupancy was moderate to high, averaging about 80 percent between 1:00 p.m. and 3:00 p.m. Therefore, only a limited amount of on-street parking is available for AAU employees who chose to drive to ES-2. Paid off-street parking may be available at a few parking lots or garages in the area including at 601 Bay Street, 701 Lombard Street, and 455 Northpoint Street.<sup>71</sup> Encouraging AAU to reduce staff and faculty vehicle trips and parking demand as a recommended Condition of Approval is part of the Transportation Demand Management strategies discussed in Chapter 3 (p. 3-28) and presented in detail in Appendix TDM at the end of this Memorandum.

**Table 32. 2295 Taylor Street – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street       | From        | To         | Side  | Supply    | Occupied  | % Utilization |
|--------------|-------------|------------|-------|-----------|-----------|---------------|
| Chestnut St  | Jones St    | Taylor St  | South | 11        | 8         | 73%           |
| Taylor St    | Chestnut St | Lombard St | West  | 10        | 8         | 80%           |
|              |             |            | East  | 8         | 9         | 113%          |
| Lombard St   | Jones St    | Taylor St  | North | 15        | 10        | 67%           |
| <b>Total</b> |             |            |       | <b>44</b> | <b>35</b> | <b>80%</b>    |

Note: Parking utilization above 100 percent indicates double parking or other illegal activity.

Source: CHS Consulting Group, 2015.

**Emergency Vehicle Access**

San Francisco Fire Department Station #28 (1814 Stockton Street) is the closest station to ES-2, approximately 0.4 miles east of the site. From the station, vehicles are able to access the site via Chestnut Street or Columbus Avenue and would be able to park along Chestnut Street or Taylor Street.

**Existing Constraints and Proposed Conditions of Approval**

Based on the above discussion, there are no substantial transportation constraints on the AAU use of ES-2 other than a limited amount of parking available to meet demand. To address this constraint

<sup>71</sup> SF OpenData, Off street Parking Lots and Parking Garages, September 2011. Available online at <https://data.sfgov.org/Transportation/Off-Street-parking-lots-and-parking-garages/uupn-yfaw>. Accessed on February 16, 2016.



and reduce staff and faculty vehicle trips, a recommended Condition of Approval to implement Transportation Demand Management strategies is summarized in Chapter 3 (p. 3-28) and described in detail in Appendix TDM at the end of this Memorandum,

### Noise

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined and Cumulative Analysis, on p. 3-46 – 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The AAU institutional use at 2295 Taylor Street (ES-2) is located in North Beach in the North Beach Neighborhood Commercial District, on the southwest corner of Columbus Avenue, Chestnut Street, and Taylor Street. This site accommodates up to 96 students and 9 faculty/staff members when both floors of the building were used, but presently is used by about 8 students and 2 faculty/staff on a typical day. According to the San Francisco Transportation Noise Map,<sup>72</sup> the existing traffic noise level near ES-2 from vehicular traffic along Columbus Avenue, Chestnut Street, and Taylor Street was approximately 74 dBA  $L_{dn}$  in 2008, indicating a noisy commercial environment. However, college classrooms are not considered a protected sensitive land use under the *San Francisco General Plan*.

AAU operations at ES-2 have resulted in the installation of two exhaust fan units. This rooftop-mounted mechanical equipment could generate noise levels as high as 51 dBA  $L_{eq}$  from a distance of 100 feet.<sup>73</sup> As previously discussed under in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-52, exterior noise levels of 70 dBA  $L_{eq}$  and 60 dBA  $L_{eq}$  could result in interior noise levels exceeding the City's daytime and nighttime Noise Ordinance, respectively.

Assuming an attenuation rate of 6 dB per doubling of distance and noise level of 51 dBA  $L_{eq}$  from a distance of 100 feet, a residential building located approximately 11 and 37 feet would be exposed to an exterior noise level that would exceed the City's nighttime and daytime noise standard, respectively. Since the nearest sensitive receptors are located over 37 feet away from the rooftop mechanical equipment, it is expected that operational noise generated by the AAU site's rooftop mechanical systems would not meet or exceed the noise limits established in the City's noise ordinance for fixed noise sources.

The noise levels generated by student activity and increased AAU shuttle bus operation would have been compatible with a typical urban environment when the building was occupied by AAU and continue to be compatible. Any noise increases from shuttle bus operations (backup beepers) would have been and are intermittent and minor. The activities within the ES-2 building would have been and continue to be required to comply with the City's Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-2 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-2.

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<sup>72</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

<sup>73</sup> Puron, 2005. 48PG03-28 Product Data. 2005 p. 10 - 11.

Vehicular traffic noise at ES-2 was calculated using the Federal Highway Administration Highway Noise Prediction Model (FHWA-RD-77-108) based on a daily round trip rate of 150 trips per day.<sup>74</sup> According to the San Francisco Transportation Noise Map,<sup>75</sup> the existing traffic noise level near ES-2 from vehicular traffic along Stockton Street and North Point Street was approximately 74 dBA L<sub>dn</sub> in 2008. The results of the analysis show that vehicle trips generated by AAU occupation of ES-2 contribute approximately 45 dBA L<sub>dn</sub> to traffic noise levels. When the ES-2 contribution is added to the mapped existing noise level, the combined traffic noise level increases over the mapped existing noise level by less than 1 dBA, which is not an audible increment over the existing non-AAU-related ambient traffic noise. Permanent increases in ambient noise levels of less than 3 dBA are generally not noticeable outside of lab conditions. Therefore, vehicular traffic generated by ES-2 has not substantially increased vehicular traffic noise in the vicinity.

### **Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (classrooms, labs/studios, offices, and gallery) at ES-2, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been operational in 2003, when the AAU occupied the building. Area sources were estimated based on a 20,000-square-foot<sup>76</sup> “Junior College” land use designation in CalEEMod and mobile-source emissions were based on a daily vehicle trip rate of 150 round trips per day. Since CalEEMod only allows the user to model years 1990, 2000 and 2005, an operational year of 2000 was conservatively assumed for ES-2. There are no on-site generators or boilers at ES-2. Table 33, 2295 Taylor Street (ES-2) Operational Emissions, presents the estimated long-term operational of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 micrometers in diameter (PM<sub>2.5</sub>) or 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) from ES-2, which are all shown to be below BAAQMD’s daily and annual significance thresholds.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on p. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-2 is not one of those sites; therefore, AAU occupation of ES-2 has not resulted in increased health risks for nearby sensitive receptors.

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<sup>74</sup> CHS Consulting Group, AAU ESTM Transportation Section Draft #1A, January 2016.

<sup>75</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

<sup>76</sup> Since the transportation analysis was completed, AAU reduced their occupation of ES-2 to only one floor. AAU currently occupies 10,440 square feet. However, to be conservative, the analysis and results of the air quality study have as not been changed to reflect the change in square footage.

**Table 33. 2295 Taylor Street (ES-2) Operational Emissions**

| Source                            | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|-----------------------------------|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|                                   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                              | 0.56                                    | <0.01           | <0.01            | <0.01             | 0.10                                    | <0.01           | <0.01            | <0.01             |
| Energy                            | 0.02                                    | 0.15            | 0.01             | 0.01              | <0.01                                   | 0.03            | <0.01            | <0.01             |
| Mobile                            | 2.44                                    | 4.07            | 0.80             | 0.27              | 0.44                                    | 0.77            | 0.14             | 0.05              |
| Total Emissions                   | 3.01                                    | 4.21            | 0.81             | 0.28              | 0.54                                    | 0.80            | 0.14             | 0.05              |
| BAAQMD Thresholds of Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                 | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Note

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco’s ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City’s *Strategies to Address Greenhouse Gas Emissions*. San Francisco’s *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco’s GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state’s GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City’s GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-2 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Commercial Water Conservation Ordinance (San Francisco Building Code, Chapter 13A) and required bicycle parking configuration in accordance with Planning Code Section 155.1-155.4. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU’s alterations at ES-2 would have produced minimal construction debris. In addition, the San Francisco Existing Commercial Buildings Energy Performance Ordinance requires owners of non-residential buildings with greater than or equal to 10,000 square feet that are heated or cooled to conduct energy efficiency audits as well as

annually measure and disclose energy performance. Compliance with the Energy Performance Ordinance is unknown. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance, CalGreen Section 5.504.4, and the Energy Performance Ordinance would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-2: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Section 155.1 - 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use are not considered substantial.

### **Wind and Shadow**

The tenant improvements at ES-2 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities, or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-2.

### **Recreation**

As shown on Figure 4, p. 3-63, 2295 Taylor Street (ES-2) is located within 0.25 mile of three San Francisco Recreation and Park Department (RPD) parks: Joe DiMaggio Playground, Michelangelo Playground, and Fay Park. Joe DiMaggio Playground, located at 651 Lombard Street, recently renovated and re-opened in November 2015, features an indoor pool and clubhouse, children's play area, seating, tennis courts, bocce courts, picnic area and sports courts.<sup>77</sup> Michelangelo Playground, located on Greenwich Street between Jones and Leavenworth streets, includes a playground, basketball court and grass picnic area.<sup>78</sup> Fay Park, located at 2366 Leavenworth Street, is a small 0.25 acre park featuring three garden terraces and two gazebos. Other publicly owned parks are within a 0.5-mile distance of ES-2, including Russian Hill Open Space and Telegraph Hill/Pioneer Park.

As described in Population and Housing on p. 4-50, the capacity of ES-2 is 10 occupants. The change in use from retail to postsecondary educational institution at ES-2 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Joe DiMaggio Playground, Michelangelo Playground, and Fay Park facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter

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<sup>77</sup> San Francisco Recreation and Parks, Joe DiMaggio Playground Improvement Project. Available online at: <http://sfrecpark.org/project/joe-dimaggio-playground/>. Accessed on January 15, 2015.

<sup>78</sup> San Francisco Recreation and Parks, Michelangelo Playground. Available online at: <http://sfrecpark.org/destination/michelangelo-playground/>. Accessed on January 15, 2015.

Street (ES-20), 601 Brannan Street (ES-31), and other university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-2 receives water from the SFPUC water supply facilities. The site had water service and consumption associated with the previous retail land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use would still not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future uses.<sup>79</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-2. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Commercial Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

#### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>80</sup> No substantial effect on wastewater has occurred from the change in use.

#### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-2 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is

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<sup>79</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

<sup>80</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>81</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity accommodate the site's and City's solid waste disposal needs.<sup>82</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

## **Public Services**

### ***Police***

ES-2 is located within the Central Police District of the San Francisco Police Department (SFPD). The Central District Police Station is located at 766 Vallejo Street. The district covers approximately 1.8 square miles with a daily population ranging from 75,000 to over 350,000 because of tourists, workforce/commuters, and shopping areas. In 2013 (the most recent data available), there were 666 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 5,830 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Central District.<sup>83</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff members are trained to respond to the needs of University students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

2295 Taylor Street has a capacity of 10 occupants (8 students and two faculty and staff). The change in use from retail to a postsecondary educational institution within North Beach NCD would not represent a substantial change in the daytime population of the area, as the population of San Francisco Art Institute artist studio space, retail, and parking garage would be proximate to that of a postsecondary educational institutional use. Therefore, the change in use would have resulted in minimal additional police protection demand. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-2.

### ***Fire and Emergency Services***

ES-2 is located within 2,500 feet of Fire Station No. 28 (1814 Stockton Street) and Fire Station No. 2 (1340 Powell Street). Fire Station No. 28 consists of a single fire engine, and Fire Station No. 2

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<sup>81</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>82</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>83</sup> San Francisco Police Department, Annual Report 2013, p. 114. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

consists of a single fire engine and a truck.<sup>84</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFFD.

In 2011, Fire Station No. 28 responded to 478 non-emergency calls with an average response time of 9:27 minutes, with 90 percent of non-emergency calls responded to in under 16:13 minutes. Fire Station No. 28 responded to 1,969 emergency calls with an average response time of 3:25 minutes, with 90 percent of emergency calls responded to in under 4:54 minutes.<sup>85</sup> In 2011, Fire Station No. 2 responded to 392 non-emergency calls with an average response time of 8:57 minutes, with 90 percent of non-emergency calls responded to in under 15:44 minutes. Fire Station No. 2 responded to 1,414 emergency calls with an average response time of 3:07 minutes, with 90 percent of emergency calls responded to in under 4:16 minutes.

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within five minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-2 meet the Citywide emergency transport goals.

As described above on p. 4-50, the change in use from retail to a postsecondary educational institution would not represent a substantial change in the daytime population of the area. Therefore, additional fire and emergency protection demand would be minimal. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred as a result of the change in use at ES-1.

### ***Libraries***

The nearest public library to ES-2 is the newly constructed North Beach Branch Library.<sup>86</sup> Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

As described above on p. 4-50, the change in use from retail to a postsecondary educational institution would not represent a substantial change in the daytime population of the area. Any change in daytime population would be minimal compared to the service population for the North Beach Branch and Main Libraries. Any new resident population as a result of the change in use is dispersed throughout the City and would use their local public library branch. In addition, public library use would be augmented by AAU's private library system. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-1.

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<sup>84</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

<sup>85</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

<sup>86</sup> San Francisco Public Library, Statistics by Location FY 2014-2015. Available at <http://sfpl.org/pdf/about/administration/statistics-reports/statisticsbylocation2014-15annual.pdf>. Accessed on October 22, 2015.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The change in use to a postsecondary educational institution would not contribute to additional demand to SFUSD. Overall demand for schools from faculty/staff at the existing sites is discussed in the combined discussion in Chapter 3 (it is assumed that AAU students do not have children). For the reasons stated above, no substantial effect on schools has occurred as a result of the change in use at ES-2.

### **Biological Resources**

ES-2 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-2. ES-2 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. No substantial effect on biological resources has occurred as a result of the change in use at ES-2.

### **Geology and Soils**

A Phase I Environmental Site Assessment (ESA) or Geotechnical Investigation was not prepared for ES-2; however, the site is expected to have soil and groundwater conditions similar to those at nearby ES-1 (2340 Stockton Street). ES-2 is likely underlain by artificial fill of unknown thickness associated with debris from the 1906 Earthquake and Fire. Below the artificial fill is Holocene Bay Mud, which ranges in thickness up to 120 feet to less than 1 foot around the margins of the original Bay shoreline. The Bay Mud is underlain by bedrock. Depth to groundwater is unknown, and groundwater likely flows north, corresponding with topography.<sup>87</sup> Because building alterations undertaken by AAU were all interior or limited to minor exterior non-structural modifications, no change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground shaking from earthquakes. Ground-shaking intensity at ES-2 would be violent during a magnitude 7.2 earthquake and very strong during a 6.5 magnitude earthquake originating from the San Andrea Fault and Hayward Fault, respectively.<sup>88,89</sup> ES-2 is

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<sup>87</sup> Geologica, Inc., Phase I Environmental Site Assessment for 2300 Stockton Street, March 2003.

<sup>88</sup> San Francisco Planning Department, *General Plan Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault*, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>89</sup> San Francisco Planning Department, *General Plan Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault*, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.



located within a liquefaction zone.<sup>90</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations are at an increased risk of structural failure. ES-2 is composed of wood with a stucco façade and is not a soft story building or made of unreinforced masonry.<sup>91,92</sup> As a result, it does not have an increased risk of structural failure during an earthquake. Although the building could remain vulnerable during an earthquake, the building alterations carried out after the change in use from retail to a postsecondary educational institution would not alter the building’s performance during a ground-shaking event.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-2 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., installation of replica lighting features and metal security gates). Regardless, wastewater and stormwater associated with the change in use at ES-2 and subsequent building alterations would have flowed into the City’s combined stormwater and sewer system and were treated to standards contained in the City’s National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant. If the Southeast Water Pollution Control Plant approaches capacity, wastewater from the site flows to, and is treated by, the North Point Wet-Weather Facility. Flows to the North Point Wet-Weather Facility are treated in accordance with the City’s NPDES Permit. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City’s combined sewer system.

ES-2 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency (FEMA). The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>93</sup> ES-2 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-2.

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<sup>90</sup> San Francisco Planning Department, *General Plan Community Safety Element, Seismic Hazards Zone* San Francisco 2012, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>91</sup> City and County of San Francisco, UMB – All Report, December 1, 2014.

<sup>92</sup> Department of Building Inspection, *Soft Story Property List*, April 2016. Available online at <http://sfdbi.org/soft-story-properties-list>. Accessed on April 20, 2016.

<sup>93</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

## **Hazards and Hazardous Materials**

Phase I ESA was not prepared for ES-2. A search of Department of Toxic Control's Envirostor and the State Water Resources Control Board's Geotracker did not identify any underground storage tanks (USTs) at the site.<sup>94</sup> It seems unlikely that significant historic use of hazardous materials would have occurred, because the building was primarily used as retail and institutional uses. However, the space was used for car repair and an automotive supply store for approximately 15 years. Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth movement; therefore, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1919, suggests that asbestos-containing materials (ACMs), lead-based paint (LBP), and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Prior to building alterations, materials were tested for ACM and LBP and no ACMs were detected, although some LBP was discovered on interior concrete surfaces.<sup>95</sup> Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is unknown given that tenant improvements were completed at this site with and without the required building permits. The materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

ES-2 is currently used for graduate studios and an office (first floor only). Hazardous materials that are used, stored, and disposed of at ES-2 include approximately 90 gallons of aqueous parts washer solution associated with the postsecondary educational institutional use.<sup>96</sup> The products are stored in hazardous materials drums; after use they are deposited into hazardous waste drums and disposed of by Brittell Environmental.<sup>97</sup> The AAU facility is regulated by the U.S. Environmental Protection Agency and San Francisco Department of Public Health (SFDPH), and is responsible for complying with San Francisco Health Code Articles 21 and 22. Article 21 requires businesses that handle and store hazardous materials to keep a current certificate of registration and implement a Hazardous Materials Business Plan (HMBP). Article 22 authorizes the SFDPH Hazardous Materials Unified Program Agency (HMUPA) to implement and enforce requirements of the California Hazardous Waste Control Act, which includes the proper storage, handling, and disposal of hazardous materials. ES-2 must be compliant with HMBP and HMUPA requirements, and the SFDPH and SFFD inspect ES-2 to ensure compliance with applicable regulations. ES-2 is enrolled in the SFDPH HMUPA Program.<sup>98</sup> As the previous use of the building was retail, hazardous materials use has likely increased as a result of the change in use. AAU compliance with applicable regulations, as described above, would minimize any risk associated with hazards and hazardous materials; therefore, the effects are not considered substantial.

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<sup>94</sup> State Water Resources Control Board, Geotracker, 2295 Taylor Street. Available online at <http://geotracker.waterboards.ca.gov/map/?CMD=runreport&myaddress=2295+taylor+street%2C+san+francisco%2C+ca+>. Accessed on January 29, 2016.

<sup>95</sup> RGA Environmental, Inc., Limited Asbestos and Lead Survey Report, Academy of Art University, 2295 Taylor Street, June 10, 2010.

<sup>96</sup> Academy of Art, Hazardous Materials Inventory List for 701 Chestnut Street, August 6, 2015.

<sup>97</sup> Academy of Art, Hazardous Materials Inventory List for 701 Chestnut Street, August 6, 2015.

<sup>98</sup> Permit numbers: EPA# CAR000149039; CERS# 10062187.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral recovery sites as a result of the change in use of ES-2.

Tenant improvements at ES-2 associated with the conversion of retail space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with all the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, on p 4-63 – 4-64. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>99</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-2, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU used to provide shuttle service at locations ES-2. The nearest AAU shuttle stop is now 2340 Stockton Street (ES-1). This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-2 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-2 has not had a substantial effect on mineral and energy resources.

### **Agricultural and Forest Resources**

ES-2 is designated "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>100</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use at ES-2 has had no substantial effects on agriculture or forest resources.

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<sup>99</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 2295 Taylor Street, March 4, 2016.

<sup>100</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.

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### 4.2.3. 1727 Lombard Street (ES-3)

#### **Property Information**

The 1727 Lombard Street existing site (ES-3) is a 16,371-square-foot, two-story building constructed in 1960, located on Lombard Street between Laguna and Octavia streets, in the Marina District (Photographs 14–17). The building has 52 group-housing rooms and a capacity for 81 students (81 beds). The site is Lot 036 in Assessor’s Block 0506.

Prior to Academy of Art University (AAU) occupation in 2007, the building was known as the Star Motel.<sup>101</sup> AAU currently uses the building as student housing. ES-3 also includes a common room, laundry facilities, and a manager’s office with a kitchen.<sup>102</sup> There is surface parking between the two wings of the building, accessed from Lombard Street. The 45-space parking lot is not available for students and is used occasionally by faculty and staff. A basketball hoop and several tables and chairs are located in the lot for recreational purposes. The parking area is a through lot that extends from Lombard Street, under a portion of the building, to Greenwich Street where there is a second driveway. Figure 3, ES-3: 1727 Lombard Street – Existing Condition, in Appendix TDM, shows the site and its driveway and curb cuts. As of 2015, the site is served by AAU shuttle bus route M. AAU shuttle buses use the 25-foot-long white general on-street passenger loading zone on the south side of Lombard Street between Laguna and Octavia streets for passenger loading.

The portion of the site facing Lombard Street is zoned NC-3 (Moderate-Scale Neighborhood Commercial) and the portion of the site fronting Greenwich Street is zoned RH-2 (Residential, House, Two-Family). Retail and residential uses are principally permitted in NC-3 Zoning Districts RH-2 Zoning Districts are intended for one- and two-family homes, but also allows single room occupancy and student housing as principal permitted uses, with a conditional use (CU) authorization required for more than two units per lot. Height and bulk districts in the entire Marina neighborhood are 40-X excluding small portions along Van Ness Avenue.

#### ***Tenant Improvements and Renovations***

AAU added metal security gates and garage doors in 2008 to ES-3.<sup>103</sup>

#### ***Required Project Approvals***

The 1727 Lombard Street (ES-3) existing site would require a CU authorization under San Francisco Planning Code (Planning Code) Section 209.1 and Section 303 and a building permit under Planning Code Section 171 to change the use from a tourist motel to student housing (group housing for a postsecondary educational institution) use within NC-3/RH-2 Zoning Districts. A CU application was filed for this building in December 2012 and building permit filed in January of 2013; both of which are currently under review. Any unpermitted alterations would require a building permit that would be subject to historic preservation design review. Any unpermitted alterations would require a building permit that would be subject to historic preservation design review.

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<sup>101</sup> 2011 IMP, p. 95.

<sup>102</sup> 2011 IMP, p. 95.

<sup>103</sup> Building Permit obtained for the improvement and renovation at ES-3: BPA #200803197518 (gates and garage door).



**Photograph 14. 1727 Lombard Street (ES-3).**



**Photograph 15. Lombard Street at Laguna Street, facing southeast.**



**Photograph 16. Lombard Street at Octavia Street, facing northwest.**



**Photograph 17. Surface parking lot at ES-3.**

### **Plans and Policies and Land Use**

ES-3 is located in the Marina neighborhood. In the immediate vicinity of ES-3 there are a mix of uses including commercial, hotel, residential, and medical. Commercial uses include a gas station, restaurants, dog groomer, a spa, and other small ground-level retail operations. Many of the buildings have residential uses above the ground floor. Building heights are relatively low and range from one to four stories.

Lombard Street near ES-3 is an east-west arterial that is co-signed as U.S. Highway 101 until Broderick Street, where it transforms into Richardson Avenue and eventually Doyle Drive before it reaches the Golden Gate Bridge. Lombard Street serves as an important connection for Golden Gate Transit and various Muni bus routes. Near ES-3, Lombard Street has three lanes in each direction with a planted median. Parallel parking is available on both sides of the street. A white passenger loading zone is provided directly in front of ES-3 along Lombard Street.

Lombard Street, from the Presidio to Van Ness Avenue, is one of the busiest streets in San Francisco. As a major arterial through San Francisco, Lombard Street's dominant feature is the concentration of motels and hotels that cater to motorists, along with some complimentary neighborhood-serving retail and restaurants. The majority of hotels and motels were built between 1941 and 1970. The Lombard Street corridor is the main thoroughfare for residents commuting into San Francisco from Marin County and serves approximately 83,000 vehicles per day.

The zoning near ES-3 is RH-2 (Residential, House, Two-Family) and NC-3 (Moderate-Scale Neighborhood Commercial). The NC-3 Zoning District is located on either side of Lombard Street, whereas the RH-2 Zoning District is south of ES-3 and corresponds to the residential neighborhood of Cow Hollow. RH-2 Zoning Districts are devoted to one-family and two-family houses, with the latter commonly consisting of two large flats, one often occupied by the owner and the other available for rental. Structures are finely scaled and usually do not exceed 25 feet in width or 40 feet in height.<sup>104</sup> NC-3 Zoning Districts are intended in most cases to offer a wide variety of comparison and specialty goods and services to a population greater than the immediate neighborhood, additionally providing convenience goods and services to the surrounding neighborhoods. NC-3 Zoning Districts are linear districts located along heavily trafficked thoroughfares that also serve as major transit routes. A diversified commercial environment is encouraged for the NC-3 Zoning District, and a variety of uses are permitted with special emphasis on neighborhood-serving businesses.<sup>105</sup> Height and bulk districts in the entire Marina neighborhood are 40-X (a maximum of 40 feet tall and no bulk limits) except small portions along Van Ness Avenue. Lombard Street near ES-3 is part of the Invest in Neighborhoods initiative that aims to strengthen commercial districts, improve physical conditions, increase quality of life, and community capacity.<sup>106</sup>

As noted above, the use of ES-3 has been changed by AAU from a tourist motel to group housing for a postsecondary educational institution. The change in use of the existing structure involved limited exterior alterations described above under Tenant Improvements and Renovations. The

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<sup>104</sup> Planning Code Section 209.1.

<sup>105</sup> Planning Code Section 712.

<sup>106</sup> *Invest in Neighborhoods San Francisco, Lombard Street*. Available at <http://investsf.org/neighborhoods/lombard/>. Accessed on October 12, 2015.

change in use of the site from a tourist motel to group housing for a postsecondary educational institution would conform to the residential characteristics of the RH-2 zoning located to the south of Lombard Street, and corresponds to the variety of uses found in NC-3 Zoning Districts. Student housing is subject to Conditional Use Authorization in the RH-2 and NC-3 Zoning Districts.

The change in use would not physically divide an established community; rather, localized changes to perceived communities could change as short-term motel guests would be replaced with longer-term student residents. The change in use at ES-3 would not conflict with any plans or policies. Change in use would not change the scale of development or character of the neighborhood. ES-3 would require a Building Permit pursuant to Planning Code Section 171. Therefore the ES-3 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-3 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-3 is 81 residents (52 group-housing rooms). The change in use from a tourist motel to student housing (group housing for a postsecondary educational institution) has not substantially altered the daytime population of the building because the previous use as a motel would have had a comparable capacity. The change in use from tourist motel to student housing created a more permanent change to population compared to tourists who would vacate the rooms after a short period of time. Conservatively presuming that ES-3 was unoccupied prior to AAU use and that all occupants were also new residents of San Francisco, the change in population would be insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>107</sup> No substantial effect on population has occurred from the change in use at ES-3.

### ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU.

The change in use at ES-3 from a tourist hotel to student housing (group housing for a postsecondary educational institution) provides a dense housing option for students that could alleviate some pressure on Citywide housing demand, as the previous hotel use did not provide any housing opportunities. In addition, if AAU housing was not offered, students would seek private housing within various areas of the City or around the Bay Area. Private housing likely would not have the density that student housing provides (average of 280 square feet per resident). The effects on

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<sup>107</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.



housing demand would be minimal, as the capacity is limited to 81 beds. No substantial effect on housing demand has occurred from the change in use of ES-3.

### **Aesthetics**

ES-3 is located in the Marina neighborhood and fronts Lombard and Greenwich streets. The two-story-tall building was constructed in 1953 and expanded in 1960, and was historically used as the Star Motel. The Star Motel is a mid-century-era motel built in an architectural style that was common along Lombard Street after World War II. The building is essentially a U-shape that surrounds the surface parking lot that is accessed from Lombard Street. Typical of motels along Lombard Street, doors to the rooms face the surface parking lot. Several mature street trees line both sides of Lombard Street creating shade and reducing the visual impact of building massing.

As the thoroughfare for US Route 101, Lombard Street became the home of a significant number of motels and restaurants, serving thousands of motorists and tourists visiting and travelling through San Francisco, and is a major roadway linking Van Ness Avenue and the Golden Gate Bridge. The three travel lanes in each direction and the median create a sense of openness and exposure. The auto-oriented experience is dominated by asphalt, motel signage, and billboards.<sup>108</sup> Lombard Street adjacent to the site carries a high volume of traffic at almost all times of the day and week. The urban character and density of development generates a substantial amount of pedestrian and vehicle traffic that adds to the visual character of the area.

Buildings generally adjoin one another with no side setbacks, forming a continuous street wall. However, the surface parking lot associated with ES-3 and the gas station located at the corner of Lombard and Laguna streets interrupt the continuity of the street wall on this block. The buildings on the subject block are primarily small- and moderate-scale residential buildings with neighborhood-serving ground-floor retail. The buildings display a variety of building materials and patterns, window patterns, and rooflines.

The change in use at ES-3 has caused minimal visual changes to the building or neighborhood. The Art Deco “Star Motel” sign and the color of the building remain the same as they were prior to AAU occupation. The only exterior alteration indicative of AAU use is the advertising located in the front three windows of the lobby along Lombard Street. Nevertheless, AAU signage on ES-3 is comparable to the visual character of the area. Advertising located on signs, awnings, bus stops, billboards, and pole banners is prevalent in the neighborhood. No other exterior changes are attributable to the AAU use. Therefore, no substantial adverse aesthetic effect has occurred from the change in use at ES-3.

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<sup>108</sup> *Invest in Neighborhoods San Francisco, Lombard Street*. Available at <http://investsf.org/neighborhoods/lombard/>. Accessed on October 12, 2015.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

1727 Lombard Street (ES-3) is a large irregularly shaped mid-block parcel that faces Lombard Street and has a through-lot connection to Greenwich Street. A large motor court is located in the center of the property and is ringed by two wings of guest rooms (east and west wings) with a third wing extending south through the block (south wing). All three wings are two stories. The east wing has a reverse “L”-shaped footprint, and the west wing has an upside down “L”-shaped footprint. There is no setback, and these wings directly abut the front (Lombard Street) and side lot lines. The south wing has a rectangular footprint that fills most of the through-lot parcel but is set slightly back from Greenwich Street. A freestanding “Star Motel” neon blade sign is located on Lombard Street at the automobile entrance to the motor court. A low stucco wall with brick end piers divides the motor court from the Lombard Street sidewalk. A second “Star Motel” sign is mounted on the wall. The freestanding sign was moved to its current location in 1960 and the neon replaced in 1992; the wall sign was most likely added in 1960 as well (Star Motel Postcard). A planting bed is located in front of the wall. A modern metal fence with automobile and pedestrian gates flanks and tops the wall and spans between the east and west wings along Lombard Street. The motor court is paved with asphalt and is divided by planters and low plaster columns with globe lights. All of the original steel windows have been replaced with vinyl sliding windows with false muntins. Configurations include tripartite window with a central fixed sash and sliding sash on either side, one-over-one sash with obscure glazing, and two-part sliding sash. Air-conditioning units have been installed below many of the windows. Modern metal sconces have been mounted on the walls. Overall, the motel conveys the Mid-Century Modern style with features such as stacked brick dados, projecting cornice with board-and-batten siding, flat roofs, deep eaves, wraparound galleries, corner window, open riser stairways, neon sign, and wall sign (Photographs 18–20).



**Photograph 18. 1727 Lombard Street.**



**Photograph 19. Eastern wing (1953), Star Motel, 1727 Lombard Street**



**Photograph 20. Rear (south) façade, Star Motel, 1727 Lombard Street**

### Site History

Prior to the construction of the Star Motel at 1727 Lombard Street (ES-3), the subject property contained dwellings and flats and, later, an automobile garage. The Star Motel was constructed in 1953 by the Commercial Construction Company, an entity that shared the same Daly City address as the property's original owners, the Star Motel Company. Two stories in height and U-shaped in plan, the Star Motel originally displayed a utilitarian design, with Spanish Colonial Revival and Minimal Traditional-style influences. An expansion of the motel in 1960 added two buildings to the west and south of the original building. Also two stories in height, the new south and west buildings, which reflect a modernist influence, were designed by San Francisco architects L.H. Skidmore & J.M. McWilliams.

### California Register of Historical Resources Evaluation

The former Star Motel at 1727 Lombard Street (ES-3) appears to be eligible under CRHR Criterion 1 as a contributor to a potential thematic historic district of tourist motels constructed on Lombard Street in San Francisco from 1940 to the 1960s. The Star Motel and the broader thematic historic district reflect a noteworthy mid-century shift in the character of Lombard Street, catalyzed by the

completion of the Golden Gate Bridge in 1937. Along with Park Presidio Boulevard (State Route 1), the Lombard Street corridor (U.S. Route 101) from Van Ness Avenue at the east to Richardson Avenue at the west was a principal thoroughfare for interstate traffic heading to and from the Golden Gate Bridge. This development pattern, coupled with subsequent widening and redevelopment of Lombard Street beginning in 1941, brought a dramatic increase in tourist traffic to Lombard Street. This triggered both the need for—and demand for—traveler- and car-friendly motels along the corridor. The earliest motel built on Lombard Street was the Marina Motel at 2576 Lombard Street, constructed in 1940. Between 1955 and 1960, the number of motels in San Francisco doubled (tripled by 1975). Of the 58 that existed in 1960, half were on or near Lombard Street or the northern stretch of Van Ness Avenue. This significant pattern of development had a direct and still discernible effect on the character of these 13 blocks of Lombard Street, as seen in its concentration of tourist motels.

The following is a list of extant motels on Lombard Street that have been identified as potential contributors to a potential thematic historic district of 1940–1960s tourist motels on Lombard Street. This list should be viewed as preliminary. Further research on Lombard Street motels is recommended.

- Marina Motel, 2576 Lombard Street (1940)
- Murray's Golden Gate/La Luna Inn, 2555 Lombard Street (1951)
- Holland Motel/Knight's Inn, 1 Richardson Street (1952)
- Star Motel, 1727 Lombard Street (1953)
- Golden Gate Travelodge/Travel Inn, 2230 Lombard Street (1954)
- Bel Aire Motel/Greenwich Inn, 3201 Steiner Street (1954)
- Lombard Plaza Motel, 2026 Lombard Street (1955)
- Presidio Travelodge, 2755 Lombard Street (1955)
- Plantation Inn/Hotel del Sol, 3100 Webster Street (1956)
- Motel Capri, 2015 Greenwich Street (1957)
- Motel De Ville/La Luna Inn, 2599 Lombard Street (1957)
- Surf Motel, 2265 Lombard Street (1959)
- Lanai Motel/Presidio Inn, 2361 Lombard Street (1959)
- Doyle Motel/Travelodge by the Bay, 1450 Lombard Street (1968)

This potential thematic district requires further intensive research and survey work required to identify a CRHR-eligible historic district.

The property at 1727 Lombard Street appears ineligible for the CRHR under Criterion 2. It appears that none of the owners or managers of 1727 Lombard Street have made any significant contributions to local, state, or national history.

The former Star Motel at 1727 Lombard Street appears to be eligible under CRHR Criterion 3 as a contributor to a potential thematic historic district of tourist motels constructed on Lombard Street in San Francisco from 1940 to the 1960s. The property embodies the distinctive characteristics of a unique type and period of architecture in San Francisco: mid-century-era tourist motels. The Star

Motel exhibits many of the character-defining features of tourist motels constructed in the City during this period: U- and L-shaped wings surrounding a central motor court; two-story massing; open galleries and stairs facing motor court, with rooms opening off galleries; deep, overhanging roof eaves over walkways; period details, including brick dado walls; and a neon blade sign. The building also exhibits typical alterations present in many historic motels across San Francisco: replacement windows; replacement railings at galleries; modified paint scheme; security fencing; and altered signage. However, in spite of these alterations, the property retains features important at a district level, such as original massing, configuration, and central motor court.

This potential thematic district requires further intensive research and survey work required to identify a CRHR-eligible historic district.

### Character-Defining Features Summary

#### *Exterior*

- “L”-shaped wings
- Central motor court
- Two-story height
- Deep eaves sheltering open galleries
- Open-riser exterior stairways
- Repetitive fenestration pattern typical of motels
- Metal railings around galleries and stairways
- “Star Motel” neon blade sign
- “Office” neon sign
- Stucco and brick wall with “Star Motel” sign
- Planting beds
- Intersecting gable and hipped roofs clad in Spanish clay tile
- Cement plaster cladding and wood drop siding
- Stacked brick dados
- External plaster-clad chimney
- Flat roof
- Projecting cornice with board-and-batten siding
- Cement plaster wall cladding
- Corner window South Wing
- Flat roof with exposed beams
- Concrete block walls at first floor and cement plaster wall cladding at second floor [[need access to property to verify this]]

- Open parking garage entrances at north and south façades
- Open corridor

#### Secretary of the Interior's Standards Analysis

This section presents a description and analysis of all known alterations carried out by AAU on character-defining features and spaces for compliance with the *Secretary's Standards for Rehabilitation*. The analysis includes the applicable Standards for Rehabilitation for each given project. See Appendix HR for a Table presenting an analysis of the AAU alterations and their compliance with each of the Secretary's Standards.

**Rehabilitation Standard No. 1:** *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.*

**Security Fencing and Gates:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and is therefore in compliance with Rehabilitation Standard No. 1.

**Rehabilitation Standard No. 2:** *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize the property will be avoided.*

**Security Fencing and Gates:** The project complies with Rehabilitation Standard No. 2. The introduction of fencing and gates does not negatively affect the historic character of the property.

**Rehabilitation Standard No. 3:** *Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historical properties, will not be undertaken.*

**Security Fencing and Gates:** The project complies with Rehabilitation Standard No. 3. The security fencing and gates are clearly modern and do not result in a false sense of historical development.

**Rehabilitation Standard No. 5:** *Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

**Security Fencing and Gates:** The project complies with Rehabilitation Standard No. 5. The property still retains the distinctive materials, features, and finishes that convey its historical significance.

**Rehabilitation Standard No. 9:** *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and environment.*

**Security Fencing and Gates:** The project complies with Rehabilitation Standard No. 9. The security fencing and gates do not obscure any character-defining features, and they are clearly differentiated from the features that characterize the building.

**Rehabilitation Standard No. 10:** *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 10. The security fencing and gates do not obscure any character-defining features, and their removal would not result in any impairment to the building.

### Conclusion

The project complies with the SOIS and no Condition of Approval is recommended at this time.

### ***Archaeology and Paleontology***

Building alterations at ES-3 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

### **Transportation and Circulation**

The AAU residential buildings at ES-3 are located on the south side of Lombard Street, between Octavia and Laguna streets in the Marina neighborhood. The 25,465-square-foot parcel is located in neighborhood commercial and residential districts. The last registered use in the approximate 16,371-square-foot, two-story buildings was a 53-unit tourist motel (the Star Motel). The four buildings AAU is using include 16,371 gross square feet of housing with 52 group housing rooms, with a total of 81 beds.

This AAU site includes a 45-space parking lot and a garage with access from both U.S. 101 / Lombard Street and Greenwich Street. Students are not permitted to bring private vehicles to the site. The parking lot is occasionally used by select faculty and staff members who are authorized to park at the site, including athletics personnel, outreach personnel, and executive staff members. An auto museum car-hauling truck is also parked at this site. The primary pedestrian access to the site is from Lombard Street through the gate in the fence installed by AAU at the property line on Lombard Street. There is a secondary entry in the back of the site from Greenwich Street via staircase, which is used for entry and exit to the second floor of the building. There are two bicycle racks with 16 total spaces located in the parking lot. AAU shuttle bus route M uses the 25-foot-long shuttle-only stop located on the south side of Lombard Street in front of the site. An AAU shuttle-only stop is a white passenger loading zone reserved for exclusive use by AAU shuttles during the hours of shuttle operation.

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the residential use at ES-3 generates approximately 61 person trips (28 inbound trips and 33 outbound trips) and no vehicle trips during the weekday PM peak hour.<sup>109</sup>

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<sup>109</sup> AAU students are not permitted to have vehicles at AAU residential sites; therefore, the analysis assumes no vehicle trips for the student housing use.

## **Traffic**

There are eight AAU sites clustered in the Cow Hollow and Pacific Heights neighborhoods, along Lombard Street, Van Ness Avenue, and Octavia Street: one site along Lombard Street (1727 Lombard Street [ES-3]), five sites along Van Ness Avenue (2211 Van Ness Avenue [ES-4], 2209 Van Ness Avenue [ES-5], 2151 Van Ness Avenue [ES-6], 1849 Van Ness Avenue [ES-8], and 950 Van Ness Avenue [ES-10]), and one site along Octavia Street (1916 Octavia Street [ES-9]). The following includes a discussion of existing roadway systems in the vicinity of the AAU sites in this area, particularly focusing on ES-3. Subsequent site discussions will summarize and refer back to these discussions where conditions are the same, or discuss differences where appropriate.

Lombard Street in the vicinity of ES-3 has a mixture of office, retail, hotel, and residential and institutional uses. Lombard Street is a major commercial thoroughfare, connecting Doyle Drive and the Golden Gate Bridge with Downtown San Francisco. Traffic volume is heavy during the weekday AM and PM peak periods as well as on weekends. The parking lot on the site provides ingress and egress via curb cuts on Lombard Street and Greenwich Street. The San Francisco Municipal Transportation Agency (SFMTA) operates two Muni routes (28-19<sup>th</sup> Avenue, 28R-19<sup>th</sup> Avenue Rapid) along Lombard Street and Laguna Street and two routes (30-Stockton, and 30X-Marina Express) along Chestnut Street. AAU shuttle bus routes M and Q served this location in 2010; only route M serves this site in 2015.

The following presents a discussion of existing roadway systems in the vicinity of ES-3, including roadway designations, number of lanes, and traffic flow directions. The functional designation of these roadways was obtained from the *San Francisco General Plan* and *Better Streets Plan*.<sup>110,111</sup> Roadways identified under the *Vision Zero San Francisco Two-Year Action Strategy* are also noted.<sup>112</sup>

**Lombard Street** is an east-west commercial thoroughway that runs discontinuously from The Embarcadero to the Presidio, and is part of the U.S. 101 arterial from Van Ness Avenue to the Golden Gate Bridge. Lombard Street has three travel lanes in each direction and unmetered (2-hour time restricted) parking in the vicinity of ES-3. The *General Plan* classifies Lombard Street as a Major Arterial in the CMP Network; it is also part of the Metropolitan Transportation Systems (MTS) Network, a Transit Preferential Street (Transit Important Street), and a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Lombard Street is designated as a High Injury Corridor in the City's Vision Zero network.

**Octavia Street** is a north-south neighborhood residential street that runs discontinuously from Bay Street to Market Street. It has one travel lane in each direction and unmetered (2-hour time restricted) parking in the vicinity of ES-3.

**Laguna Street** is a north-south street that runs from Bay Street to Market Street. It has one travel lane in each direction and unmetered (2-hour time restricted) parking in the vicinity of ES-3.

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<sup>110</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>111</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

<sup>112</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.



The student housing use at ES-3 is not expected to generate a substantial amount of additional vehicle trips to adjacent streets during the PM peak hour because residential students are discouraged from driving private automobiles. Therefore, traffic operating conditions in the project vicinity have not been altered by the student housing residential use at this AAU site as a result of AAU's use of ES-3.

The AAU site provides three curb cuts along its border including two on the south side of Lombard Street and one on the north side of Greenwich Street. A white passenger loading zone used for the AAU shuttle stop is located between the two curb cuts on the south side of Lombard Street. Potential conflict between shuttle operations and vehicles on Lombard Street is low due to low volumes of traffic generated by the site. Simplifying vehicle access by reducing driveways is recommended and further discussed below.

### *Transit*

The AAU student housing use at ES-3 generates low transit usage, approximately three transit trips (one in the inbound direction and two in the outbound direction) during the weekday PM peak hour. This is primarily due to resident students utilizing AAU shuttles, including on weekends. In the vicinity of ES-3, Muni bus routes 28-19<sup>th</sup> Avenue and 28R-19<sup>th</sup> Avenue Rapid travel along Lombard Street and Laguna Street (primarily for service to Fort Mason and the western portion of the City), and routes 30-Stockton and 30X-Marina Express operate along Chestnut Street. Transit connections to downtown are within two to three blocks on the 41-Union, 45-Union-Stockton, 47-Van Ness and 49-Van Ness-Mission Muni routes. The nearest bus stops to the AAU site are located at the Chestnut Street/Laguna Street intersection, one block (300 feet) north of the site, and inbound and outbound stops at the Laguna Street/Lombard Street intersection. The bus stops located on Chestnut Street serve the 30-Stockton and 30X-Marina Express lines, and the bus stops located on Laguna Street serve the 28-19<sup>th</sup> Avenue and 28R-19<sup>th</sup> Avenue Rapid lines (see Figure 6, Muni Transit Network for ES-1, ES-2, and ES-3). These stops provide shelters and signage with transit information.

Table 34 presents the AM, midday, and PM frequencies of nearby Muni lines as well as the passenger load and capacity utilization at the Maximum Load Point (MLP) during the PM peak hour. Five Muni routes (28-19<sup>th</sup> Avenue, 30-Stockton, 45-Union-Stockton, 47-Van Ness, and 49-Van Ness/Mission) operate below the SFMTA performance standard of 85 percent capacity utilization during the PM peak hour, and two Muni routes (30X-Marina Express and 41-Union) operate above 85 percent capacity utilization (data for 28R-19<sup>th</sup> Avenue Rapid is not available).

As part of the SFMTA's Muni Forward, the following changes are proposed:

- Route 28–19<sup>th</sup> Avenue would increase frequency during the AM and PM peak from 10 to 9 minutes and during midday from 12 to 9 minutes.
- Route 28R–19<sup>th</sup> Avenue Rapid would operate seven days a week from 6:00 a.m. to 8:00 p.m. with 9-minute headway during AM and PM peak periods.
- Route 30-Stockton would increase frequency east of Van Ness Avenue during AM peak from 4 to 3.5 minutes and west of Van Ness Avenue from 8 to 7 minutes.
- The Van Ness Corridor Transit Improvement Project will implement the Bus Rapid Transit (BRT) along Van Ness Avenue, which is expected to reduce travel times for the routes 47-Van Ness and 49-Van Ness/Mission by 32 percent (this project has been approved). Proposed improvements include dedicated transit-only lanes for use by Muni and Golden

Gate Transit buses only, enhanced traffic signals optimized for north-south traffic with Transit Signal Priority system, low-floor vehicles and all-door boarding, safety enhancements for pedestrians, and boarding islands located at consolidated transit stops located along Van Ness Avenue at key transfer points.

**Table 34. 1727 Lombard Street – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines                           | Route   | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                             |                                   |
|-------------------------------------|---|--------------------------------|--------|---------|----------------------------------|-----------------------------|-----------------------------------|
|                                     |   | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP                         | PM Peak Hour Capacity Utilization |
| 28 – 19 <sup>th</sup> Avenue        | Daly City BART Station to Fort Mason via Doyle Drive and 19 <sup>th</sup> Avenue        | 10                             | 12     | 10      | 264                              | 19 <sup>th</sup> Ave/ Judah | 69%                               |
| 28R – 19 <sup>th</sup> Avenue Rapid | Daly City BART Station to Fort Mason via Doyle Drive and 19 <sup>th</sup> Avenue        | 10                             | 10     | 12      | N/A                              | N/A                         | N/A                               |
| 30 – Stockton                       | Divisadero and Chestnut to Caltrain Depot via Chestnut, Columbus and 3 <sup>rd</sup>    | 4.5                            | 4      | 4       | 615                              | Stockton St/ Sutter St      | 49%                               |
| 30X – Marina Express                | Transbay Terminal to Marina via Chestnut, Broadway, and Market                          | 5                              | N/A    | 7       | 463                              | Sansome St/ Washington St   | 85%                               |
| 41 – Union                          | Lyon and Union to Howard and Main via Union, Columbus, Main and Beale                   | 5                              | 6      | N/A     | 8                                | Union St/ Columbus Ave      | 90%                               |
| 45 – Union-Stockton                 | Lyon and Union to Market via Union, Stockton, 3 <sup>rd</sup> St and 5 <sup>th</sup> St | 8                              | 12     | 12      | 260                              | Stockton St/ Sutter St      | 82%                               |
| 47 – Van Ness                       | Caltrain Depot to Beach Townsend, Mission, Van Ness and North Point                     | 10                             | 10     | 10      | 222                              | Van Ness Ave/ O’Farrell St  | 58%                               |
| 49 – Van Ness/ Mission              | City College to North Point via Ocean, Mission, and Van Ness                            | 8                              | 9      | 8       | 338                              | Van Ness Ave/ McAllister St | 47%                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

The three transit trips generated by the AAU student housing use at ES-3 are distributed to several routes and can generally be accommodated on existing transit service. Although two Muni routes (30X-Marina Express and 41-Union) operate above Muni’s standard capacity utilization, as shown in Table 10, Muni Downtown Transit Screenlines – PM Peak Hour Outbound, on p. 3-30, the increased transit demand, even in combination with transit trips from other AAU locations, is not a substantial contribution to the existing transit service. Based on the location of the shuttle zone in

front of the building, AAU shuttles have not substantially conflicted with the operation of transit vehicles on nearby streets.

### ***Shuttle***

The AAU student housing use at ES-3 generates approximately 35 shuttle riders during the PM peak hour, with 16 riders in the inbound direction and 19 riders in the outbound direction. In 2010, this site was served by two AAU shuttle bus routes, M and Q, with 60-minute and 30-minute headways, respectively, throughout the day. The total seating capacity at that time for these two routes was 113 seats in the PM peak hour. Routes M and Q, in 2010, operated at 44 and 29 percent capacity, respectively at the MLP during the PM peak hour. During the AAU shuttle peak hour, routes M and Q operated at 81 and 96 percent capacity, respectively at the MLP. MLPs occur at 860 Sutter Street on Route M and at 1849 Van Ness Avenue on Route Q. As of spring 2015, one AAU shuttle bus route M serves this site with 20-minute headways and a 72-seat capacity over the PM peak hour, a 36 percent reduction. Spring 2015 capacity utilization data is unavailable.

Given the known capacity of the AAU shuttle route serving ES-3, the 35 shuttle riders during the PM peak and shuttle peak hours should be accommodated with the existing shuttle service. However, since this route also serves other residential and academic buildings, a Condition of Approval to assess and monitor AAU shuttle bus ridership and capacity utilization, particularly of route M, is recommended below. If additional shuttle capacity utilization is needed to serve this site, increasing shuttle frequencies or shuttle bus size are examples of how this could be achieved.

In 2010, the AAU shuttle buses used the 25-foot-long white general on-street passenger loading zone in front of the site on Lombard Street. This on-street passenger loading zone has since been designated as a shuttle-only passenger loading zone, with a “No Parking Shuttle Bus Zone” sign posted on a pole by the white zone. The hours of operation for the AAU shuttle bus zone are between 8:00 a.m. and 12:00 a.m. Monday through Saturday and from 7:00 a.m. to 9:00 p.m. on Sunday. The AAU shuttle bus routes serving the site lay over at the shuttle-only passenger loading zone for up to 15 minutes for rest breaks. These layovers are spaced out so that no more than one bus lays-over at a given time. Observations during the midday period noted that there were no instances of shuttle buses double parking or stopping within the traffic lane on Lombard Street, and passengers were able to board and alight at ease.<sup>113</sup>

Lombard Street is not a designated bicycle route. Therefore, the AAU shuttle stop does not directly conflict with bicycle traffic.<sup>114</sup> Lombard Street is used by Muni lines 28-19th Avenue and 28R-19th Avenue Rapid with the combined frequency of every five to six minutes during the PM peak hour. AAU shuttle buses were observed to fully pull into the designated AAU shuttle bus zone without substantial conflicts with Muni transit vehicles.

### ***Pedestrian***

The AAU student housing use at ES-3 generates 59 pedestrian trips, including 21 walking, three transit and 35 shuttle trips during the PM peak hour. The 35 shuttle walking trips are short in length

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<sup>113</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

<sup>114</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

from the building entrance to the shuttle zone on Lombard Street in front of the site. Lombard Street is designated as a High Injury Corridor under the City's Vision Zero Improvement Plan.<sup>115</sup> Intersections along Lombard Street near the AAU site have well-defined crosswalk markings, pavement delineations, and traffic lights. The Lombard Street/Laguna Street and the Lombard Street/Octavia Street intersections have pedestrian crossing signal heads. Sidewalks along Laguna Street, Lombard Street, and Octavia Street are approximately 15, 10, and 16 feet wide, respectively, and Lombard Street is lined with street trees. There are three curb cuts for the site, with two driveways for the parking lot located along the south side of Lombard Street and a driveway extending through the site to Greenwich Street. The primary pedestrian access to the site is from Lombard Street through the fenced gate located west of the driveway. A secondary entry is provided from Greenwich Street via a staircase, which is used for entry and exit from the second floor of the building.

Pedestrian volumes were observed to be generally low to moderate in the vicinity of the AAU site and pedestrians were observed to move freely within the sidewalk and crosswalk areas. There were no indications of overcrowding within the sidewalk areas, nor a considerable amount of pedestrians standing outside of the AAU site. Adjacent pedestrian facilities accommodate the estimated 59 pedestrian trips (including to and from shuttle and transit service). The gates at the driveways were closed during the observation period, and no instances of pedestrian-vehicle conflicts at the driveway (curb cut) or crosswalk locations were observed.<sup>116</sup> Limited vehicle activity at this student housing site is anticipated. As part of the recommended Condition of Approval for pedestrian improvements below, AAU should explore whether a mid-block pedestrian pathway could be established at this mid-block location to replace the driveway leading to Greenwich Street.

### ***Bicycle***

The AAU student housing land use at ES-3 generates two bicycle trips, including one trip in each inbound and outbound direction, during the PM peak hour. Lombard Street is not a designated bicycle route; however, Route 6 (Class III) runs on Greenwich Street to the south and Route 106 (Class III) on Octavia Street. There are two bike racks located in the northwest portion of the parking lot with a total of 16 Class II bicycle parking spaces.<sup>117</sup> The arrangement of the existing racks (in an L-shape) limits their use to perhaps 50 percent of their capacity and the type of rack is not recommended in the SF Planning Department's guidance (due to its narrower tubed material making it more prone to theft by cutting through the rack). In fact, the bicycles parked along the rack were observed to park parallel to the rack instead of the designed perpendicular parking, in order to be able to lock to the thicker portion of the rack. The site's two PM peak hour bicycle trips have not substantially affected the operation or capacity of bicycle facilities in the area. This site generates a bicycle parking demand for approximately six spaces, and they are generally accommodate in the existing bicycle parking spaces.<sup>118</sup> However, pursuant to Section 155.2, the 81-bed student housing use at ES-3 is required to

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<sup>115</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

<sup>116</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

<sup>117</sup> Bicycle parking data was provided by AAU and verified by Planning Department staff.

<sup>118</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate.

provide 20 Class I bicycle and three Class II spaces.<sup>119</sup> Therefore, a Condition of Approval related to improved and expanded bicycle parking is recommended below.

### ***Loading***

The AAU student housing use at ES-3 generates limited freight loading demand (less than one daily truck trip). There are no on-street freight loading (yellow) spaces adjacent to the site and the site does not include any off-street loading spaces. It is likely that the infrequent commercial deliveries to the site utilize on-street parking spaces, when available, use the shuttle passenger loading zone, or temporarily block the driveway curb cut to make a delivery.

Field observations of commercial loading activities in the area were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015. No AAU-related freight/delivery vehicles or related activities were observed in front of the site along Lombard Street. General commercial activity in the area is low and includes occasional delivery truck trips for other residential uses in the area. On-street parking spaces along these streets experience moderate parking utilization during the midday period, which indicates that curb spaces are generally available on Lombard Street for loading activities. Although commercial parking may be limited in the site vicinity, the low daily delivery activity and loading demand related to the AAU student housing use as noted during observation has not substantially altered commercial loading conditions in the project vicinity.

Garbage collection at the site occurs in the parking garage. The garbage truck enters through the gate on Greenwich Street. Collection occurs three times a week in the early morning hours.

### ***Parking***

Students are not permitted to park private vehicles at student housing sites by AAU policy, and no staff or faculty are located at ES-3.<sup>120</sup> Therefore, the AAU student housing use at ES-3 is not expected to generate parking demand on a regular basis. The site includes a 45-space parking lot, which is occasionally used by select faculty and staff members who are authorized to park at the site, including athletics personnel, outreach personnel, and executive staff members.<sup>121</sup> An auto museum car-hauling truck is also parked at the site. Field observations conducted on Wednesday, July 15, 2015 (1:00 p.m. to 3:00 p.m.) indicate approximately half of the parking lot was occupied with private vehicles and a couple of service vans.

Although use of the site has not resulted in a regular increase in parking demand, an on-street parking survey was conducted along streets adjacent to the site during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J.

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<sup>119</sup> Planning Code Section 155.2 requires that one Class I space is provide for every four beds. For buildings containing over 100 beds, 25 Class I spaces plus one Class I space are provided for every five beds over 100. A minimum of two Class II spaces are provided for every 100 beds. Student housing shall provide 50 percent more spaces than would otherwise be required.

<sup>120</sup> Student FAQs, <http://www.academyart.edu/faqs/faqs-student>, accessed on April 20, 2016.

<sup>121</sup> Parking is grated to faculty and staff on a case-by-case basis through the executive office.

On-street parking near the site generally consists of time-limited (2-hour), unmetered parking. Table 35 summarizes on-street parking supply and weekday midday occupancy for streets near ES-3. There are a total of 29 on-street parking spaces surrounding the site. During the survey period, parking occupancy is generally full, averaging about 86 percent between 1:00 p.m. and 3:00 p.m.

**Table 35. 1727 Lombard Street – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street       | From       | To           | Side  | Supply    | Occupied  | % Utilization |
|--------------|------------|--------------|-------|-----------|-----------|---------------|
| Lombard St   | Laguna St  | Octavia St   | South | 13        | 10        | 77%           |
| Laguna St    | Lombard St | Greenwich St | East  | 7         | 7         | 100%          |
| Octavia St   | Lombard St | Greenwich St | West  | 9         | 8         | 89%           |
| <b>Total</b> |            |              |       | <b>29</b> | <b>25</b> | <b>86%</b>    |

Source: CHS Consulting Group, 2015.

To increase the amount of on-street public parking, a Condition of Approval is recommended and further discussed below to remove two of the three vehicle access driveways (one along Lombard Street and one along Greenwich Street). The existing parking lot is underutilized and does not require more than one driveway for access. The closure of these driveways and removal of curb cuts would result in an additional two or more on-street public parking spaces in this moderate to high parking demand area.

An off-street parking inventory is presented for the study area generally defined as a two-block radius from 1727 Lombard Street. Table 36 shows that there are two public off-street parking facilities with a total of 69 parking spaces. Parking occupancy at off-street parking facilities was not observed.

**Table 36. 1727 Lombard Street – Off-Street Parking Supply**

| Address        | Type | Capacity  |
|----------------|------|-----------|
| 701 Lombard St | Lot  | 40        |
| 601 Bay St     | Lot  | 29        |
| <b>Total</b>   |      | <b>69</b> |

Source: SF Park, 2011; CHS Consulting Group, 2015.

***Emergency Vehicle Access***

San Francisco Fire Department Station #16 (2251 Greenwich Street) is the closest station to ES-3, approximately 0.4 miles west of the site. From the station, vehicles are able to access the AAU site via Lombard Street and would be able to park along Lombard Street or on-site in the parking lot.

***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, constraints on the AAU use of the site include a potential need for additional shuttle service, removal of driveways to provide additional on-street parking and to improve the pedestrian environment, and a lack/limited amount of bicycle parking available at the

site. To address these constraints, the following improvement/conditions are recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-3: TR-1, Shuttle Demand and Capacity.** Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.

**Recommended Condition of Approval, ES-3: TR-2, Site Driveway Removal.** AAU shall eliminate two of the three existing curb cuts (one on Lombard Street and one on Greenwich Street) and replace with two or more on-street public parking spaces.

**Recommended Condition of Approval, ES-3: TR-3, Pedestrian Improvements.** As part of the parking lot improvement, AAU should explore whether a mid-block pedestrian pathway could be established at this mid-block location to replace the driveway extending through the site to Greenwich Street, taking into account operational and safety considerations.

**Recommended Condition of Approval, ES-3: TR-4, Bicycle Parking.** AAU shall improve upon the arrangement and type of existing bicycle parking, and add 20 Class I bicycle parking spaces and 3 Class II bicycle parking spaces to meet the Planning Code requirement. Bicycle rack types, location and clearance requirements should be consistent with City Planning guidance. Bicycle parking should be conveniently located and easily accessed from the ground floor (at grade level).

### **Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in the Noise subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The residential use at 1727 Lombard Street (ES-3) is located on the south side of Lombard Street, between Octavia and Laguna streets in the Marina neighborhood. The existing building has approximately 52 rooms and 81 beds. There is an AAU shuttle stop directly in front of ES-3. No vehicle trips are generated by the uses in ES-3; students use the AAU shuttle system, bicycles, and public transit.<sup>122</sup> According to the San Francisco Transportation Noise Map,<sup>123</sup> the existing traffic noise level near ES-3 from vehicular traffic on Lombard Street was approximately 75 dBA L<sub>dn</sub> in 2008, indicating a noisy commercial environment. Traffic-generated noise levels along these types of streets currently exceed the “satisfactory” level for a residential land use, according to the *San Francisco General Plan*.

AAU did not install or modify any existing rooftop mechanical equipment at ES-3. Since there are no new rooftop stationary sources at the site, there would have been no increase rooftop mechanical equipment noise that did not already exist prior to AAU occupation. In addition, the activities in the ES-3 building would have been and continue to be required to comply with the City’s Noise

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<sup>122</sup> CHS Consulting Group, AAU ESTM Transportation Section Draft #1A, January 2016.

<sup>123</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-3 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-3.

The *General Plan* noise compatibility guidelines indicate that any new residential construction or development in areas with noise levels above 60 dBA  $L_{dn}$  should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. In areas where noise levels exceed 65 dBA  $L_{dn}$ , new residential construction or development is generally discouraged, but if it does proceed, a detailed analysis of noise reduction requirements must be done and needed noise insulation features included in the design. Tenant improvements at the existing ES-3 residential building may be subject to the requirements in the California Noise Insulation Standards in Title 24, the California Building Code. The Building Code requires meeting an interior noise level of 45 dBA  $L_{dn}$  in any habitable room where dwelling units are in areas subject to noise levels greater than 60 dBA  $L_{dn}$ . In areas with noise levels above 70 dBA  $L_{dn}$ , as for ES-3, more insulation than is typically provided with conventional construction may be necessary.

If the change in use from a non-sensitive use (tourist hotel) to a sensitive use (group-housing) use does not meet the California Noise Insulation Standards, existing traffic noise in the area has the potential to result in unacceptable interior noise levels that could disturb sleep. The following recommended Condition of Approval for Interior Noise Levels for Residential Uses would reduce the effect of exposure to excessive noise levels and would meet *San Francisco General Plan* recommendations for residential uses:

**Recommended Condition of Approval ES-3: NO-1, Interior Noise Levels for Residential Uses.**

For existing AAU residential buildings located along streets with noise levels above 60 dBA  $L_{dn}$ , where the building does not already meet the California Noise Insulation Standards in California Code of Regulations Title 24, AAU shall conduct a detailed analysis of noise reduction requirements. The analysis shall be conducted by person(s) qualified in acoustical analysis and/or engineering. Noise-insulation features identified and recommended by the analysis shall be added to meet the *San Francisco General Plan* Land Use Compatibility Guidelines for Community Noise to reduce potential interior noise levels to the maximum extent feasible.

**Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found in Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (rooms) at ES-3, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been occupied by AAU in 2007, when AAU took control of the building. Area sources were estimated based on an 81 dwelling unit “Mid-Rise Apartments” land use designation in CalEEMod; although the building is two stories, the designation Mid-Rise Apartment was used to present a conservative result. Because the residents at ES-3 are assumed to use only public transit, mobile-source emissions were based on



a daily vehicle trip rate of zero round trips per day. Since CalEEMod only allows the user to model years 1990, 2000 and 2005, an operational year of 2005 was conservatively assumed for ES-3. There is an on-site domestic hot water boiler at ES-3. Table 37 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 micrometers in diameter (PM<sub>2.5</sub>) or 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) from ES-3, which are all shown to be below BAAQMD's daily and annual significance thresholds.

**Table 37. 1727 Lombard Street (ES-3) Operational Emissions**

| Source                            | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|-----------------------------------|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|                                   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                              | 2.03                                    | 2.42            | 0.38             | 0.38              | 0.35                                    | 0.44            | 0.07             | 0.07              |
| Energy                            | 0.01                                    | 0.09            | <0.01            | <0.01             | <0.01                                   | 0.02            | <0.01            | <0.01             |
| Mobile                            | 0.00                                    | 0.00            | 0.00             | 0.00              | 0.00                                    | 0.00            | 0.00             | 0.00              |
| Total Emissions                   | 2.04                                    | 2.51            | 0.39             | 0.39              | 0.35                                    | 0.45            | 0.07             | 0.07              |
| BAAQMD Thresholds of Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                 | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-3 is not one of those sites; therefore, AAU occupation of ES-3 has not resulted in increased health risks for nearby sensitive receptors and has not exposed new sensitive receptors to increased health risks.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco's ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City's *Strategies to Address Greenhouse Gas Emissions*. San Francisco's *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco's GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state's GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City's GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-3 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Residential Energy Conservation Ordinance (San Francisco Housing Code Chapter 12), Residential Water Conservation Ordinance (San Francisco Building Code, Housing Code, Chapter 12A), and required bicycle parking infrastructure in accordance with

Planning Code Section 155.1-155.4. Compliance with the Residential Water Conservation Ordinance and Residential Energy Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU's alterations at ES-3 would have produced minimal construction debris. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance and CalGreen Section 5.504.4 would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-3: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use are not considered substantial.

### **Wind and Shadow**

The tenant improvements at ES-3 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-3.

### **Recreation**

As shown on Figure 4, p. 3-63, 1727 Lombard Street (ES-3) is located within 0.25 mile of three San Francisco Recreation and Park Department (RPD) parks: Moscone Recreation Center, Allyne Park, and Fort Mason. Moscone Recreation Center, located at 1800 Chestnut Street, includes an indoor gymnasium, community rooms, two play areas, a basketball court, two tennis courts, four ball diamonds, a putting green, and fully renovated playground.<sup>124</sup> Allyne Park, located at 2609 Gough Street, features a grass clearing, walking path and bench seating.<sup>125</sup> Fort Mason on San Francisco's northern waterfront, is part of the Golden Gate National Recreation Area; it includes amenities such

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<sup>124</sup> San Francisco Recreation and Park Department, Moscone Rec Center. Available online at: <http://sfrecpark.org/destination/moscone-rec-center/>. Accessed on January 15, 2016.

<sup>125</sup> SF Curbed, Getting to Know Cow Hollow's Allyne Park. Available online at: [http://sf.curbed.com/archives/2012/06/05/getting\\_to\\_know\\_cow\\_hollows\\_allyne\\_park.php](http://sf.curbed.com/archives/2012/06/05/getting_to_know_cow_hollows_allyne_park.php). Accessed January 2016.

as the Great Meadow lawn, museum shows, fairs, dining, theaters, seminars, and a hostel and offers pedestrian access to the Bay.<sup>126</sup> Other publicly owned parks are within a 0.5-mile distance of ES-3, including Marina Green and Russian Hill Open Space.

As described in Population and Housing on p. 4-76, the capacity of ES-3 is 81 beds. The change in use from a motel to student housing (group housing for a postsecondary educational institution) at ES-3, although resulting in an increase in the residential population of the area, does not represent a substantial change in the area's population. The change in population is considered a minimal increase compared to the service populations for the Moscone Recreation Center, Allysne Park, or Fort Mason facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other university-run lounge and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-3 receives water from the San Francisco Public Utilities Commission (SFPUC) water supply facilities. The site had water service and consumption associated with the previous tourist motel land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use would still not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future uses.<sup>127</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-3. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Residential Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

#### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have

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<sup>126</sup> Golden Gate National Parks Conservancy, Fort Mason. Available online at: <http://www.parksconservancy.org/visit/park-sites/fort-mason.html>. Accessed on January 15, 2016.

<sup>127</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>128</sup> No substantial effect on wastewater has occurred from the change in use.

### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use may have incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-3 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>129</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity accommodate the site's and City's solid waste disposal needs.<sup>130</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

### **Public Services**

#### ***Police***

ES-3 is located within the Northern District of the San Francisco Police Department (SFPD). The Northern District Police Station is located at 1125 Fillmore Street. The district covers approximately 5.3 square miles with a population of nearly 100,000. In 2013 (the most recent information available), there were 871 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 7,155 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Northern District.<sup>131</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of University students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

1727 Lombard Street has a capacity of 81 beds (52 group-housing rooms). The change in use from a tourist motel to student housing (group housing for a postsecondary educational institution) within RH-2 and NC-3 Zoning Districts would not represent a substantial change in the overall population of the area. Therefore, daytime population of the motel would have been proximate to that of student housing, and the change in use would have resulted in minimal additional police protection demand.

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<sup>128</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

<sup>129</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>130</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>131</sup> San Francisco Police Department, Annual Report 2013, p. 117. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred. As a result of the change in use at ES-3.

### ***Fire and Emergency Services***

ES-3 is located within 4,000 feet of Fire Station No. 16 (2251 Greenwich Street) and Fire Station No. 38 (2150 California Street). Fire Station No. 16 consists of a single fire engine and a truck, and Fire Station No. 38 consists of a single fire engine.<sup>132</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFFD.

In 2011, Fire Station No. 16 responded to 360 non-emergency calls with an average response time of 8:20 minutes, with 90 percent of non-emergency calls responded to in under 16:02 minutes. Fire Station No. 16 responded to 1,507 emergency calls with an average response time of 3:13 minutes, with 90 percent of emergency calls responded to in under 4:31 minutes. In 2011, Fire Station No. 38 responded to 510 non-emergency calls with an average response time of 6:47 minutes, with 90 percent of non-emergency calls responded to in under 12:31 minutes. Fire Station No. 38 responded to 1,662 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:14 minutes.<sup>133</sup>

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within five minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-3 meet the Citywide emergency transport goals.

As described above on p. 4-76, the change in use from a motel to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the population of the area. Therefore, additional fire and emergency protection demand would be minimal. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred. As a result of the change in use at ES-3.

### ***Libraries***

The nearest public libraries to ES-3 are the Marina Branch Library, a few blocks west on Chestnut Street, and the Golden Gate Branch Library, a few blocks north on Green Street. Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

As described above on p. 4-76, the change in use from a tourist motel to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the daytime population of the area. Any change in population would be minimal compared to the service population for the Marina Branch, Golden Gate Branch, and Main Libraries. In addition, public

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<sup>132</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

<sup>133</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

library use would be augmented by AAU's private library system provided to AAU students for research, study, and programs. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-3.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The previous use as tourist motel had no effect on nearby schools because tourist's children would not be enrolled in area schools. Similarly, the change in use under AAU to student housing (group housing for a postsecondary educational institution) would not contribute to additional demand for SFUSD facilities, because AAU students are mainly unmarried and without children. In addition, AAU does not offer family housing.<sup>134</sup> No change in the school-aged population would occur. For the reasons stated above, no effect on schools has occurred as a result of the change in use at ES-3.

### **Biological Resources**

ES-3 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-3. ES-3 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-3.

### **Geology and Soils**

ES-3 is underlain by Quaternary dune sands and bedrock. The dune sands of San Francisco once formed an extensive coastal system, underlying approximately one-third of the City. The dune sand is described as clean, well sorted, fine to medium grained sand. The dune sand is typically highly permeable. Above the dune sand is fill that may contain brick fragments and coarse rubble. Groundwater is estimated to be 10 to 15 feet below ground surface.<sup>135</sup> Because building alterations undertaken by AAU were primarily interior and limited to minor exterior modifications, no substantial change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground shaking from earthquakes. Ground-shaking intensity at ES-3 would be very strong during a magnitude 7.2 earthquake and strong during a 6.5 magnitude

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<sup>134</sup> Academy of Art University, Student FAQs, October 2015. Available at <http://www.academyart.edu/content/aau/en/faqs/faqs-student.html>. Accessed on October 29, 2015.

<sup>135</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1727 Lombard Street, December 2007.

earthquake originating from the San Andrea Fault or Hayward Fault, respectively.<sup>136, 137</sup> ES-3 is located within a liquefaction zone.<sup>138</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations are at an increased risk of structural failure. ES-3 is constructed of wood with a stucco façade. Portions of the building are constructed over the parking garage; therefore, the building has a soft story. However, it does not fall under the Mandatory Soft Story Retrofit Program (San Francisco Building Code Chapter 34B) because it has only one story over the parking area. ES-3 is not a made of unreinforced masonry.<sup>139</sup> As a result, it does not have an increased risk of structural failure during an earthquake. Although the building could remain vulnerable during an earthquake, the building alterations carried out after the change in use from a tourist hotel to student housing (group housing for postsecondary educational institution) would not alter the building’s performance during a ground-shaking event.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-3 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., installation of metal security gates and garage doors). Regardless, wastewater and stormwater associated with the change in use and subsequent building alterations would have flowed into the City’s combined stormwater and sewer system and were treated to standards contained in the City’s National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant. If the Southeast Water Pollution Control Plant approaches capacity, wastewater from the site flows to, and is treated by, the North Point Wet-Weather Facility. Flows to the North Point Wet-Weather Facility are treated in accordance with the City’s NPDES Permit. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building and paved parking lot. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City’s combined sewer system.

ES-3 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency (FEMA). The site is not within an area susceptible to sea level rise forecasted

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<sup>136</sup> San Francisco Planning Department, *General Plan Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault*, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>137</sup> San Francisco Planning Department, *General Plan Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault*, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>138</sup> San Francisco Planning Department, *General Plan Community Safety Element, Seismic Hazards Zone San Francisco 2012*, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>139</sup> City and County of San Francisco, UMB – All Report, December 1, 2014.

by the SFPUC through the year 2100.<sup>140</sup> ES-3 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-3.

### **Hazards and Hazardous Materials**

The Phase I Environmental Site Assessment (ESA) prepared for ES-3 did not identify the presence of underground storage tanks (USTs) or significant historic use of hazardous materials, although the site was used historically for industrial and warehousing purposes.<sup>141</sup> Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth movement; therefore, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1953, and the addition in 1960 suggest that asbestos-containing materials (ACMs), lead-based paint (LBP), and polychlorinated biphenyls (PCBs) may be present or have been present at the property. No suspected ACMs were observed during the site visit for the ESA. No potential or suspect PCBs or LBP were observed on the property.<sup>142</sup> Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is unknown given that tenant improvements were completed at this site with and without the required building permits. The materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

ES-3 is a student housing building with a common room, laundry room, manager's office, and a kitchen. Hazardous materials that are used, stored, and disposed of at ES-3 include commercial household-style consumer products, such as cleaners, disinfectants, and chemical agents. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Use of these materials generates household-type hazardous waste, which do not result in substantial adverse effects.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral recovery sites as a result of the change in use of ES-3.

Tenant improvements at ES-3 associated with the conversion of tourist motel space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with all the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, pp. 4-93 – 4-94. The GHG

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<sup>140</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

<sup>141</sup> Geologica, Phase I Environmental Site Assessment for 1727 Lombard Street, December 2007.

<sup>142</sup> Geologica, Phase I Environmental Site Assessment for 1727 Lombard Street, December 2007.



Compliance Checklist includes the City's Commercial Water Conservation Ordinance, which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>143</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-3, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at ES-3. This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-3 has not resulted in the use of large amounts of energy, fuel, or water or the use of these resources in a wasteful manner.

Therefore, the change in use at ES-3 has not had a substantial effect on mineral and energy resources.

### **Agricultural and Forest Resources**

ES-3 is designated "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>144</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use at ES-3 has had no substantial effects on agriculture or forest resources.

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<sup>143</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 1727 Lombard Street, March 4, 2016.

<sup>144</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.

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#### **4.2.4. 2211 Van Ness Avenue (ES-4)**

##### **Property Information**

The 2211 Van Ness Avenue existing site (ES-4), AAU’s “Ansel Adams Building,”<sup>145</sup> is a two-story, 5,076-square-foot building constructed in 1876 located on Van Ness Avenue between Vallejo Street and Broadway, in the Pacific Heights neighborhood (Photographs 21–24). The building has three apartments, eight group-housing rooms, and a capacity of 20 beds. The site is Lot 005 in Assessor’s Block 0570.

Prior to Academy of Art University (AAU) occupation in 2005, the building was residential with a ground-floor restaurant. The building has both apartment-style units with private kitchens and dormitory-style units with a communal kitchen, as well as a laundry room.<sup>146</sup> ES-4 is listed as a contributory building in the Van Ness Avenue Area Plan.<sup>147</sup> The site is served by AAU shuttle bus route M. AAU shuttle buses use the 40-foot-long white passenger loading zone fronting 2209 Van Ness Avenue (ES-5), approximately 30 feet south of ES-4. Figure 4, ES-4 & ES-5: 2211 & 2209 Van Ness Avenue – Existing Condition, in Appendix TDM, shows this site and the adjacent 2209 Van Ness Avenue AAU site.

The site is zoned RC-3 (Residential-Commercial, Medium Density), which provides for medium density residential buildings with supporting neighborhood-serving commercial uses typically located on the ground floor. Retail uses on the second floor require conditional use (CU) authorization. Single room occupancy buildings and student housing are listed as principal permitted uses; institutional uses and hotels require CU authorization, pursuant to San Francisco Planning Code (Planning Code) Section 209.3. The height and bulk district for Van Ness Boulevard between Green and California streets is 80-D.

##### ***Tenant Improvements and Renovations***

AAU re-roofed the building and, on the interior, AAU had exploratory demolition work done to fix a wall/deck at the rear room (no structural work was involved). Without building permits, AAU painted signage over an existing awning some time after 2008 and remodeled the ground floor to provide bedrooms, bathrooms, and kitchens, and to add full-height walls, baseboard heaters, and a shower after 2007.<sup>148</sup> AAU also installed security fencing along the brick wall at some point after 2005 without a building permit.<sup>149</sup>

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<sup>145</sup> 2011 IMP, p. 101.

<sup>146</sup> 2011 IMP, p. 101.

<sup>147</sup> 2011 IMP, p. 101.

<sup>148</sup> Building Permits obtained for the improvements and renovations at ES-4 are: BPA #201202234678 (reroofing), #200702264852 (ground-floor remodeling, permit never issued), #200804028568 (signage, permit never issued), and #200903204570 (exploratory demolition).

<sup>149</sup> Academy of Art University, Memorandum to SWCA: Alteration Chronologies, February 2, 2016.



**Photograph 21. 2211 Van Ness (ES-4).**



**Photograph 22. Mid-block Van Ness Avenue, facing east.**



**Photograph 23. Mid-block Van Ness Avenue, facing south.**



**Photograph 24. Mid-block Van Ness Avenue, facing north.**

### ***Required Project Approvals***

The 2211 Van Ness Avenue existing site (ES-4) would require a legislative amendment to San Francisco Planning Code (Planning Code) Section 317(f)(1), the Student Housing Legislation, to allow for conversion of residential and commercial uses to student housing (group housing for a postsecondary educational institution) within a RC-3 (Residential-Commercial, Medium Density) Zoning District. A building permit under Planning Code Section 171 and CU authorization under Planning Code Sections 303 and 209.3 would be required for the change in use from residential and commercial to student housing (group housing for a postsecondary educational institution). A building permit is required for any tenant improvements to the building that were not permitted.

### **Plans and Policies and Land Use**

ES-4 is located in the Pacific Heights neighborhood. The Nob Hill and Russian Hill neighborhoods are located on the east side of Van Ness Avenue, to the south and north of Broadway, respectively. In the immediate vicinity of ES-4 there are a mix of uses including residential, commercial, medical, and hotel uses. The ES-4 building was built in 1876, is two stories, and was previously used as a multi-family residential building with ground-floor restaurant.

ES-4 is located on Van Ness Avenue, a major north-south thoroughfare that serves as U.S. 101 through San Francisco to the Golden Gate Bridge. Near ES-4, Van Ness Avenue has three lanes in each direction with a planted median. Parallel parking is limited to 2 hours for non-residential cars on both sides of Van Ness Avenue. The Van Ness Bus Rapid Transit Project is scheduled to begin construction in 2016 and will include 2 miles of dedicated transit-only lanes near ES-4 that separate transit from traffic, enhanced boarding platforms, and the installation of new traffic signals. Bus stops are located on the northeastern corner of Van Ness Avenue and Broadway, and the southwestern corner of Van Ness Avenue and Vallejo Street. A white passenger loading zone is located in front of ES-4 for AAU shuttle service.

Land use near ES-4 is primarily mixed use. The block includes a dental office, professional offices, restaurants, a bicycle store, and a spa. South of ES-4 is the Inn on Broadway, at the northwestern corner of Van Ness Avenue and Broadway. The block also has several solely residential-use buildings. A private surface parking lot is located adjacent to 2200 Van Ness Avenue, directly across the street from ES-4.

The zoning along both sides of Van Ness Avenue near ES-4 is RC-3 (Residential – Commercial, Medium Density). RC-3 Zoning Districts provide for a mixture of medium-density dwellings with supporting commercial uses.<sup>150</sup> ES-4 is located in the Van Ness Special Use District. The Van Ness Special Use District's focus is to implement the Van Ness Avenue Area Plan, which attempts to revitalize the area by encouraging new retail and housing to facilitate the transformation of Van Ness Avenue into an attractive mixed-use boulevard.<sup>151</sup> The use of ES-4 as student housing is consistent with the Van Ness Area Plan. The height and bulk district for Van Ness Boulevard between Green and California streets is 80-D.

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<sup>150</sup> Planning Code Section 209.3.

<sup>151</sup> Planning Code Section 243.

As noted above, the use of ES-4 has been changed by AAU from residential and commercial to student housing (group housing for a postsecondary educational institution) use. The change in use of the site to student housing (group housing for a postsecondary educational institution) remains representative of the primarily residential uses in the RC-3 Zoning Districts. However, the change in use at ES-4 conflicts with the Planning Code and requires a legislative amendment for conversion of residential units to student housing. The legislative amendment could be inconsistent with General Plan policies relating to displacement of affordable housing or residential hotel uses and policies to avoid conversion of such affordable housing uses.

Change in use would not physically divide an established community; rather, localized changes in character could occur as the previous use as a single-family residential dwelling is altered to student housing (group housing for a postsecondary educational institution) use. The change in use would intensify activities and introduce new patterns of use at the site (i.e., student populations as opposed to longer-term residents). In addition, the change in use could increase AAU's presence in the area, because the institution occupies student housing at the adjacent property (2209 Van Ness Avenue [ES-5]), as well as St. Brigid Church (ES-6) at the corner of Van Ness Avenue and Broadway, approximately 175 feet east of ES-4, which is used for lectures.

Student housing (group housing for a postsecondary educational institution) use is subject to approval by the Planning Commission as a CU within an RC-3 District. Since ES-4 involves the conversion of residential units to student housing, which is not permitted per Section 317(f), a legislative amendment to the subject Code section is required. Additionally, a building permit pursuant to Planning Code Section 171 is required. The ES-4 uses would not, however, conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-4 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-4 is 20 residents (three apartments and eight group-housing rooms). The change in use from residential and commercial to student housing (group housing for a postsecondary educational institution) would not substantially alter the population of the building. Conservatively presuming that ES-4 was unoccupied prior to AAU use, the change in population of 20 beds would be insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>152</sup> However, the student housing use would likely have a larger population compared to the previous use as two dwelling units.

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<sup>152</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

Because another AAU student housing location is adjacent to ES-4 at 2209 Van Ness Avenue (ES-5), the neighborhood population of AAU students is relatively high (approximately 76 student residents). Though not heavily used, St. Brigid Church (ES-6), is also located approximately 185 feet to the south at 2151 Van Ness Avenue. The student population would be typical of an urban neighborhood with a mix of populations and uses.

The site is located within a Priority Development Area (PDA) identified in *Plan Bay Area*.<sup>153</sup> PDAs are areas identified for housing and population growth because of their amenities, services, pedestrian-friendly environment, and transit.<sup>154</sup> Although AAU's change in use would not support new development, its induced population growth, although minimal, would be supported by sustainable City center characteristics (e.g., public transportation and walkability). No substantial effect on population has occurred from the change in use at ES-4.

### ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU, including the combined discussion of demand for housing and displacement of housing. The housing demand created by ES-4 and all existing sites is discussed under the combined housing discussion, pp. 3-15 – 3-18.

The change in use at ES-4 from residential and commercial to student housing (group housing for a postsecondary educational institution) has incrementally intensified housing demand created by AAU students and faculty/staff, as group-housing units were converted to student housing and these units were removed from the housing market. The change of use at ES-4 could have resulted in displacement of people and existing housing units; however, the previous use as two dwelling units would not necessitate the need to construct replacement housing elsewhere. If AAU housing was not offered, students would seek private housing within various areas of the City or around the Bay Area. However, conversion of rental units is not consistent with the San Francisco General Plan Housing Element Policy 3.1., intended to preserve rental units, especially rent controlled units, to meet the City's affordable housing needs. ES-4 provides 20 beds of the 1,810 beds that AAU provides for AAU students and supplements some housing demand created by AAU.

Due to the conversion of group-housing units, the change in use is subject to Planning Code Section 317(b)(1), which indicates that the change of occupancy from a dwelling unit, group housing, or single-room occupancy (SRO) to student housing is considered a conversion of a residential unit. Planning Code Section 317 (f)(1) prohibits the conversion of a residential unit to Student Housing. The intent of the Student Housing Legislation is to preserve rent-controlled housing and permanently affordable residential hotels and single-room occupancy units.

### **Aesthetics**

ES-4 is located along the Van Ness Corridor within the Pacific Heights neighborhood. The Nob Hill and Russian Hill neighborhoods are located on the east side of Van Ness Avenue, to the south and

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<sup>153</sup> ABAG, *Plan Bay Area*, Priority Development Area Showcase. Available online at <http://gis.abag.ca.gov/website/PDAShowcase/>. Accessed on November 10, 2015.

<sup>154</sup> ABAG, *Plan Bay Area*, p. 2, July 18, 2013. Available online at [http://files.mtc.ca.gov/pdf/Plan\\_Bay\\_Area\\_FINAL/Plan\\_Bay\\_Area.pdf](http://files.mtc.ca.gov/pdf/Plan_Bay_Area_FINAL/Plan_Bay_Area.pdf). Accessed on November 10, 2015.

north of Broadway, respectively. ES-4 was built in 1876 and is a notable example of Italianate-style residential architecture and representative of the Van Ness Corridor prior to the 1906 Earthquake and Fire. The building is set back and elevated from the sidewalk. A mature street tree is located directly in front of the building on Van Ness Avenue. ES-4 is bounded by Van Ness Avenue to the east, another AAU building (ES-5) to the south, a dentist office to the north, and a backyard to the west.

Van Ness Avenue (U.S. 101) is a major arterial roadway linking Lombard Street and the Golden Gate Bridge to the north and U.S. 101 to the south. In addition, other nearby streets including Franklin Street, Gough Street, Broadway, and Polk Street are all moderate- to heavily traveled thoroughfares that link neighborhoods in the City. As such, vehicular traffic is a major contributor to the visual environment near ES-4.

Much of the streetscape is dominated by low- to moderate-scale residential and commercial buildings with some neighborhood-serving retail and restaurant uses on the ground floor. Many of the buildings on the western side of Van Ness Avenue, on the subject block, are set back from the sidewalk and have fencing and landscaping as a visual buffer. Generally, buildings across the street from ES-4 have larger massing and no setback, creating a continuous façade. A variety of architectural styles that include differing building materials and patterns, window patterns, and rooflines are present; however a majority of the buildings on the subject block appear older and were likely built pre-1960.

ES-4 is located on and viewable from Van Ness Avenue, which is designated as a street that defines City form and is important for significant building viewing.<sup>155</sup> The density of development, abundance of active vehicular thoroughfares, and dynamic land uses generate a substantial amount of pedestrian and vehicle traffic that adds to the visual character of the area.

The change in use at ES-4 has caused minimal visual changes to the building and neighborhood. The installation of security fencing does not degrade the visual quality of the building or neighborhood. AAU has painted signage on an existing awning. Nevertheless, the small signage is comparable to other advertising in the area including signs relating to a bicycle shop, spa, dentist office, and restaurant that are also located on Van Ness Avenue between Broadway and Vallejo Street. In addition, the previous restaurant use of the site had a similarly sized awning with advertising. Therefore, no substantial adverse aesthetic effect has occurred from the change in use at ES-4.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

Originally constructed as a single family residence in 1876, the building at 2211 Van Ness Avenue (ES-4) had been converted to commercial use by the 1980s. The rectangular-shaped building is set back and elevated from the sidewalk. Located on a rectangular, sloped lot, the building has a primary elevation fronting Van Ness Avenue and secondary elevations facing the neighboring properties. The Italianate style building has a symmetrical façade and is capped with a flat roof with shallow roof eaves which terminate in a molded cornice with brackets. The original façade was expanded to the

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<sup>155</sup> San Francisco Planning Department, *San Francisco General Plan*, Urban Design Element, Map 11, Street Areas Important to Urban Design and Views.



south, east, and west during the structure's conversion to a commercial use. The Italianate ornamental detailing and stucco finish continued on the additions. The main entry is located on the northern corner of the first story, whereas two secondary entries are located on southeast corner of the elevation. Stacked bay windows, characteristic of the style, are centered on the elevation. On the second story, single rectangular windows flank the bay windows. Multi-light awning windows are used on the elevation. Secondary elevations are visible on the north, south and west elevation. The west elevation features wood siding with aluminum sliding windows in various configurations. The small portions of the north and south elevations which are visible are plain with no fenestration (for representative photographs refer to Photographs 25 and 26).



**Photograph 25. 2211 Van Ness Avenue.**



**Photograph 26. 2211 Van Ness Avenue, northeastern perspective of the upper stories of the west elevation**

### Site History

Information on file with SF Heritage indicates that the Italianate-style residence was constructed in 1876 for James McNeil and converted to a boarding house between 1911 and 1915. Building permits indicate the building was owned by Edith Vivian by 1920 and subsequently by W.D. Forbes in 1934, at which time the single-family residence was converted into private apartments. By 1943, the building contained six apartments with additional interior alterations designed by William Mooser

III. The third generation in a family of San Francisco architects, Mooser was born in 1893 and educated at the École des Beaux Arts in Paris in the early 1920s. Upon his return to San Francisco, he eventually joined his father, William Mooser II, in the family practice, designing numerous buildings throughout San Francisco and California. One of Mooser Jr.'s best-known and celebrated commissions is the Santa Barbara County Courthouse, constructed in 1926.<sup>156</sup>

The building appears to have remained residential into the following decades. By the early 1980s, at least a portion of the building was altered for commercial purposes by Arden Development and Investment. Building permits identify Kham Dinh Tran as the owner as of 1984; around that time, Mr. Tran converted the building into use as the Golden Turtle Restaurant. Extensive interior and exterior alterations were completed over the following two decades, including the replacement of original windows and doors, and additions to the west and south of the building. Most notably, the façade of the building was altered/expanded through the introduction of a third bay on the southern portion of the building. Additions at that time also included an awning spanning the width of the building and the removal and replacement of original windows and doors.

Due to unpermitted work and extensive appeals by the former owner, permits on file at the Department of Building Inspection do not clearly reveal when the southern addition to the primary façade occurred. However, Sanborn Fire Insurance Company maps and photographs on file with San Francisco Planning indicate that this alteration was completed after 1999 and prior to AAU's occupation of the property in 2005.

#### California Register of Historical Resources Evaluation

Review of materials on file at San Francisco Heritage and the San Francisco Planning Department indicate that the 2211 Van Ness Avenue (ES-4) was found ineligible/not of interest to local planning as part of the 1968 Junior League Survey. The property was subsequently included in Appendix B of the 1995 Van Ness Area Plan, as a contributory building that possessed architectural qualities consistent with the prevailing characteristics of the more intact landmark buildings.<sup>157</sup> No other information was included about the subject property, and as of 2015, it does not appear to have been subject to intensive-level survey or evaluation.

As part of the current study, 2211 Van Ness Avenue was evaluated for eligibility for the California Register of Historical Resources (CRHR). In addition to meeting the applicable eligibility criteria, a property must retain historic integrity, which is defined in National Register Bulletin 15 as the "ability of a property to convey its significance."<sup>158</sup> In order to assess integrity, the National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven aspects: Location, Design, Setting, Materials, Workmanship, Feeling, and Association (each aspect is defined in National Register Bulletin 15).

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<sup>156</sup> David Parry, "William Mooser, Architect," *Encyclopedia of San Francisco*, San Francisco Museum and Historical Society, 2003.

<sup>157</sup> San Francisco Planning Department, *San Francisco General Plan, Van Ness Area Plan*. San Francisco Planning Department, San Francisco, 1995.

<sup>158</sup> National Park Service, National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation, National Register Branch, 1990.

Although 2211 Van Ness Avenue is a pre-1906 Earthquake and Fire residential property on Van Ness Avenue, a rare resource within San Francisco, substantial alterations, including the addition of an additional bay and extensive replacement and reconfiguration of windows and doors on the primary façade have negatively affected the integrity of the property's design, workmanship, materials, association, and feeling. As a result, 2211 Van Ness Avenue no longer retains the character-defining features of a nineteenth century, Italianate residence along Van Ness Avenue. These alterations occurred within the last twenty years and based on archival research and site inspections, they have not acquired significance in their own right. Due to a lack of significant associations and historic integrity, the property does not appear eligible for the CRHR under any applicable criteria, either individually or as a contributor to a historic district.

Because ES-4 does not appear eligible for CRHR listing, it is not considered a historical resource and no analysis of known alterations made by AAU was conducted for compliance with the *Secretary's Standards for Rehabilitation*.

### ***Archaeology and Paleontology***

AAU's building alterations at ES-4 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

### **Transportation and Circulation**

The AAU residential building at ES-4 is located on the west side of Van Ness Avenue, mid-block between Vallejo Street and Broadway in the Pacific Heights neighborhood. The 3,689 square-foot site is located in a residential and commercial neighborhood and is adjacent to other residential zoning districts (RH-3 and RM-3) to the west. The approximately 5,076-square-foot, two-story structure was built as a two-family residence and was modified to include a former restaurant use on the ground floor. The building is being used by AAU for eleven residential units (three apartments and eight group-housing units) with a total of 20 beds.

No vehicle or bicycle parking is provided on-site. The primary and the only pedestrian access to the site is from Van Ness Avenue through the gated doorway. There is no AAU shuttle stop provided at this site; however, shuttle service (Route M) is provided at the 40-foot-long white shuttle zone located in front of 2209 Van Ness Avenue (ES-5), which is located approximately 30 feet south of ES-4.

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the student housing use (20 beds) at ES-4 generates approximately 15 person trips (six inbound trips and nine outbound trips) and no vehicle trips during the weekday PM peak hour.

### ***Traffic***

ES-4 and 2209 Van Ness Avenue (ES-5) are immediately contiguous to each other. In the vicinity of these two AAU sites, Van Ness Avenue and Broadway have a mixture of office, retail, institutional, and residential uses. Vallejo Street has mostly residential uses. Van Ness Avenue is also U.S. 101, which has heavy traffic during the morning and afternoon peak periods. Traffic volumes are moderate

to heavy along Broadway, and are light along Vallejo Street. The heaviest traffic movements in the project vicinity are on the southbound Van Ness Avenue approach to Broadway eastbound, especially during the AM peak period and along Broadway in the westbound approach to Van Ness Avenue northbound in the PM peak period. There are two Muni routes in the vicinity of ES-4, 47-Van Ness and 49-Van Ness/Mission, both of which operate along Van Ness Avenue. In 2010 four AAU shuttle bus routes (D, M, Q, and R) stopped at 2209 Van Ness Avenue, which also served this site as well as the 2151 Van Ness Avenue site (ES-6) located 270 feet to the south; as of spring 2015 only route M provides shuttle service at these three sites.

The following presents a discussion of existing roadway systems in the vicinity of ES-4, including roadway designations, number of lanes, and traffic flow directions. The functional designation of these roadways was obtained from the *San Francisco General Plan* and *Better Streets Plan*.<sup>159,160</sup> Roadways identified under the *Vision Zero San Francisco Two-Year Action Strategy* are also noted.<sup>161</sup>

**Van Ness Avenue** is a north-south commercial throughway that runs between North Point Street and Market Street, where it becomes South Van Ness Avenue. Van Ness Avenue, with its connection to Lombard Street, is also designated as U.S. 101 through the City. Van Ness Avenue has three lanes in each direction and a mix of metered and unmetered (2-hour time restricted) parking in the vicinity of the AAU site. The *San Francisco General Plan* classifies Van Ness Avenue as a Major Arterial in the CMP Network; it is also part of the MTS Network, a Transit Preferential Street (Transit Important Street), part of the Citywide Pedestrian Network, and a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Van Ness Avenue is designated as a High Injury Corridor in the City's Vision Zero network.

**Vallejo Street** is an east-west street that runs between The Embarcadero and Lyon Street. In the vicinity of the AAU site, Vallejo Street has one travel lane in each direction and a mix of metered and unmetered (2-hour time restricted) parking on both sides of the street.

**Broadway** is an east-west street that runs between The Embarcadero and Lyon Street. In the vicinity of the AAU site, Broadway has two travel lanes in each direction and a mix of metered and unmetered (2-hour time restricted) parking on both sides of the street. The *San Francisco General Plan* identifies Broadway as a Major Arterial in the CMP Network. Broadway is designated as a High Injury Corridor in the City's Vision Zero network.

The student housing uses at ES-4 and ES-5 are not expected to generate a substantial amount of vehicle trips because residential students are discouraged from driving private automobiles, but the institutional use at ES-6 located approximately 240 feet south of ES-4 adds approximately seven vehicle trips to adjacent streets during the PM peak hour. Based on this level of additional vehicle traffic, traffic operating conditions in the vicinity have not been substantially altered by AAU uses at 2209, 2211 or 2151 Van Ness Avenue.

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<sup>159</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>160</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

<sup>161</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

**Transit**

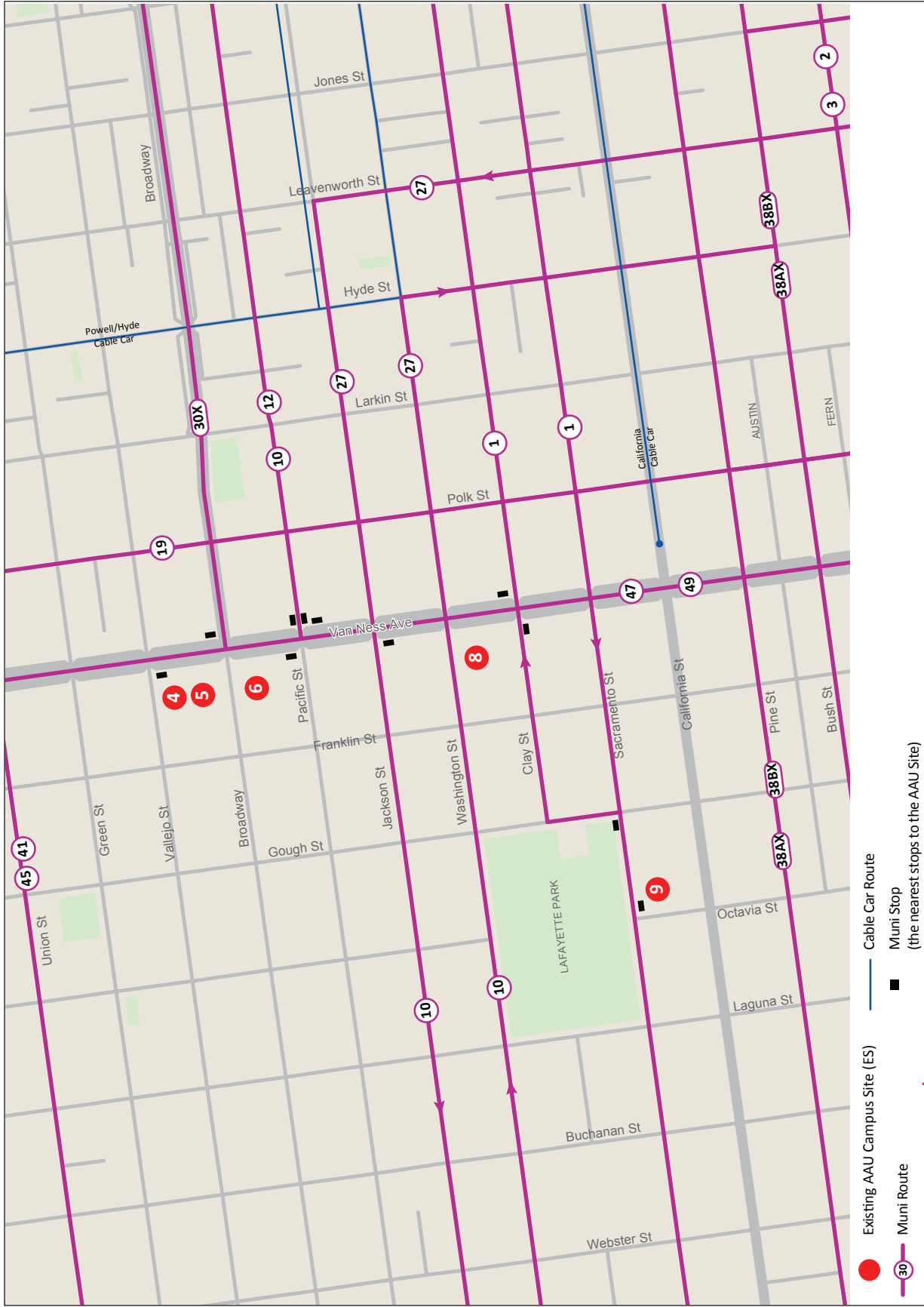
The student housing use at ES-4 generates approximately one transit trip during the PM peak hour. This is primarily due to residential students utilizing AAU shuttles, including on weekends. ES-4 is served by Muni bus lines 47-Van Ness and 49-Van Ness/Mission, both of which travel along Van Ness Avenue, and the 19-Polk route on Polk Street. These routes provide further connections to Muni rail service on Market Street and other east-west routes, such as 10-Townsend, 12-Folsom/Pacific, and 27-Bryant. The nearest bus stops to the AAU site are located on Van Ness Avenue between Vallejo Street and Broadway, which serve the 47-Van Ness and the 49-Van Ness/Mission lines. Stops include shelters and signage with transit information (see Figure 7, Muni Transit Network for ES-4, ES-5, ES-6, ES-8, and ES-9). There are also eight Golden Gate Transit bus lines (i.e., Routes 10, 54, 56, 70, 72X, 93, 101, and 101X) that use the bus stop on Van Ness Avenue north of Broadway.

Table 38 presents the AM, midday, and PM frequencies of the Van Ness Avenue lines as well as the passenger load and capacity utilization at the Maximum Load Point (MLP) during the PM peak hour. All three Muni routes operate below the SFMTA performance standard of 85 percent capacity utilization during the PM peak hour.

**Table 38. 2211 Van Ness Avenue – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines              | Route  | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                             |                                   |
|------------------------|--|--------------------------------|--------|---------|----------------------------------|-----------------------------|-----------------------------------|
|                        |  | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP                         | PM Peak Hour Capacity Utilization |
| 19 – Polk              | Hunter’s Point to Fisherman’s Wharf via Civic Center                 | 15                             | 15     | 15      | 124                              | Polk St/ Sutter St          | 49%                               |
| 47 – Van Ness          | Caltrain Depot to Beach, Townsend, Mission, Van Ness and North Point | 10                             | 10     | 10      | 222                              | Van Ness Ave/ O’Farrell St  | 58%                               |
| 49 – Van Ness/ Mission | City College to North Point via Ocean, Mission, and Van Ness         | 8                              | 9      | 8       | 338                              | Van Ness Ave/ McAllister St | 47%                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).



**AAU EXISTING SITES TECHNICAL MEMORANDUM**

**FIGURE 7: MUNI TRANSIT NETWORK FOR ES-4, ES-5, ES-6, ES-8, AND ES-9**

As part of the SFMTA's Muni Forward, the following change is proposed:

- The Van Ness Corridor Transit Improvement Project will implement the Bus Rapid Transit (BRT) along Van Ness Avenue, which is expected to reduce travel times for the routes 47-Van Ness and 49-Van Ness/Mission by 32 percent (this project has been approved). Proposed improvements include dedicated transit-only lane for use by Muni and Golden Gate Transit buses only, enhanced traffic signals optimized for north-south traffic with Transit Signal Priority system, low-floor vehicles and all-door boarding, safety enhancements for pedestrians, and boarding islands located at consolidated transit stops located along Van Ness Avenue at key transfer points.

The one PM peak hour transit trip generated by the AAU student housing use at ES-4, in combination with one other transit trip from ES-5 and 22 transit trips from 2151 Van Ness Avenue (ES-6), are distributed to several routes and are generally accommodated on existing transit service. There is no existing shuttle stop provided at this site; thus AAU shuttle service has not substantially conflicted with the operation of transit vehicles.

### ***Shuttle***

The AAU student housing use at ES-4 generates approximately eight shuttle riders during the PM peak hour, with approximately four riders in each direction. AAU shuttle route M currently runs adjacent to the site on Van Ness Avenue, but no shuttle stop is provided at ES-4. Instead, students walk approximately 30 feet to the shuttle zone located in front of the adjacent 2209 Van Ness Avenue site (ES-5) to catch AAU shuttle bus route M. In 2010, this site was served by AAU shuttle bus routes D, M, Q and R, with 20-minute, 60-minute, 30-minute, and 30-minute headways, respectively, throughout the day. The total seating capacity for these four routes was 299 seats in the PM peak hour. Routes D, M, Q and R operated at 30, 44, 29, and 18 percent capacity utilization, respectively, at the MLP during the PM peak hour. During the shuttle peak hour, routes D, M, Q and R operated at 64, 81, 96, and 55 percent capacity utilization, respectively, at the MLP. MLPs occur at 860 Sutter Street on Route D, at 860 Sutter Street on Route M, at 1849 Van Ness Avenue on Route Q, and at 1916 Octavia Street on Route R. Due to this past excess shuttle capacity, in 2015 only route M serves this site. Route M operates with 20-minute headways and a total of 72-seat capacity over the PM peak hour, a 76 percent reduction over 2010 shuttle conditions.

The eight PM peak hour AAU shuttle bus riders, in addition to the estimated 12 shuttle bus trips at the adjacent 2209 Van Ness Avenue (ES-5) and seven shuttle bus trips at 2151 Van Ness Avenue (ES-6) sites, could be accommodated on this route. However, since this route also stops at other student housing locations prior to this site, a Condition of Approval to assess and monitor shuttle demand on this route (Route M) is recommended below.

More information is provided in the 2209 Van Ness Avenue (ES-5) site discussion under "Shuttles."

### ***Pedestrian***

The AAU student housing use at ES-4 generates 14 pedestrian trips, including five walking, one transit and eight shuttle trips during the PM peak hour. The eight shuttle walking trips are short in length: from the building entrance to the passenger loading zone in front of 2209 Van Ness Avenue (ES-5), approximately 30 feet to the south. Both Broadway and Van Ness Avenue are designated as

High Injury Corridors under the City's Vision Zero Improvement Plan.<sup>162</sup> Intersections near the AAU site have well-defined crosswalk markings, pavement delineations, and traffic lights. The intersection of Van Ness Avenue and Broadway has pedestrian crossing signal heads. The intersection of Van Ness Avenue and Vallejo Street is signalized, but does not have pedestrian crossing signal heads. Sidewalks along Vallejo Street, Van Ness Avenue, and Broadway are approximately 10 and 16 feet wide, respectively, and portions of these streets are lined with street trees in the vicinity of ES-4. There is no curb cut at this site. The primary and only pedestrian access to the site is from Van Ness Avenue through the gated doorway.

Pedestrian volumes were observed to be generally low in the vicinity of ES-4 and pedestrians were observed to move freely within the sidewalk and crosswalk areas. The land uses in the area are mostly residential with some ground floor retail, which does not attract a considerable amount of pedestrian activity. During the field observation, there were no pedestrians standing outside of ES-4 or at Muni bus stop shelters located in front of the site. Adjacent pedestrian facilities accommodate the estimated 14 pedestrian trips (including to and from shuttle and transit service). The 14 pedestrian trips at ES-4 and 20 pedestrian trips for the adjacent 2209 Van Ness Avenue (ES-5) and 35 pedestrian trips at the 2151 Van Ness Avenue (ES-6) are accommodated on the adjacent 10- and 16-foot sidewalks.

### ***Bicycle***

The student housing land use at ES-4 generates one bicycle trip. Van Ness Avenue is not a bicycle route. However, Route 25 on Polk Street and Routes 210 on Broadway are located within a block of the site. AAU reports there is no bicycle parking provided on site, with limited access to rear courtyard areas. The nearest public bicycle racks are located on the east side of Van Ness Avenue north of Broadway on sidewalks. The site's one PM peak hour bicycle trip, even in combination with the one PM peak hour bicycle trip from 2209 Van Ness Avenue (ES-5) and one trip from 2151 Van Ness Avenue (ES-6), has not substantially affected the operation or capacity of bicycle facilities in the area. This site generates a demand for approximately three bicycle parking spaces.<sup>163</sup> Pursuant to Planning Code Section 155.2, the 20-bed student housing use at ES-4 is required to provide five Class I bicycle and three Class II spaces.<sup>164</sup> Therefore, Conditions of Approval related to additional bicycle parking are recommended below.

### ***Loading***

The AAU student housing use at ES-4 generates limited freight loading demand (less than one daily truck trip). There are no on-street freight loading (yellow) spaces adjacent to the site. This site does not have any off-street loading spaces. It is likely that the infrequent commercial deliveries to the site utilize the nearest commercial zone such as the one located on the north side of Vallejo Street west of Van Ness Avenue, approximately 210 feet north of the AAU site. Additionally, there are

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<sup>162</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

<sup>163</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate.

<sup>164</sup> Planning Code Section 155.2 requires that one Class I space is provide for every four beds. For buildings containing over 100 beds, 25 Class I spaces plus one Class I space are provided for every five beds over 100. A minimum of two Class II spaces are provided for every 100 beds. Student housing shall provide 50 percent more spaces than would otherwise be required.



approximately four white passenger loading spaces adjacent to the site, including 20 feet on the south side of Vallejo Street, 40 feet in front of ES-5 (used as a shuttle stop), and 16 feet on the north side of Broadway.

Field observations of commercial loading activities in the area were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015. No AAU freight/delivery vehicles or related activities were observed and general commercial activity in the area was low during the observation. On-street parking spaces along these streets experience moderate to high parking utilization during the midday period. Trucks making deliveries to this site have to find available on-street parking spaces in the vicinity, such as the existing yellow freight loading zone on the north side of Vallejo Street west of Van Ness Avenue, approximately 210 feet north of the site. Although commercial parking may be limited in the site vicinity, the low daily delivery activity and loading demand related to the AAU student housing use as noted during observation have not substantially altered commercial loading conditions in the vicinity. As discussed under the Shuttle discussion above, a Condition of Approval is recommended in the discussion of ES-5, 2209 Van Ness Avenue, Section 4.2.5, to reduce the size of the white zone in front of ES-5.

Garbage collection at this site occurs on the west side of Van Ness Avenue, located next to the entrance of the site. Trash receptacles are placed along the sidewalk at designated areas. Garbage collection along Van Ness Avenue at this location occurs three days a week in the late night hours.

### ***Parking***

The AAU student housing use at ES-4 is not expected to generate parking demand since students are discouraged from bringing private vehicles to San Francisco.<sup>165</sup> The site does not provide any off-street parking. Although the site has not resulted in a substantial increase in parking demand, an on-street parking survey was conducted along streets adjacent to the site and other nearby AAU sites (2209 Van Ness Avenue [ES-5] and 2151 Van Ness Avenue [ES-6]) during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J.

On-street parking spaces bordering ES-4 and the other nearby AAU sites at 2209 Van Ness Avenue (ES-5) and 2151 Van Ness Avenue (ES-6) are generally time limited (2-hour) and unmetered except for portions of Vallejo Street, Van Ness Avenue (between Broadway and Pacific Avenue) and Pacific Avenue which also have metered parking. Table 39 summarizes on-street parking supply and weekday midday occupancy for streets near ES-4 and other nearby AAU sites such as 2209 Van Ness Avenue (ES-5) and 2151 Van Ness Avenue (ES-6). There are a total of 55 on-street parking spaces surrounding these sites. During the survey period, parking occupancy was very high, averaging about 95 percent between 1:00 p.m. and 3:00 p.m. However, the AAU student housing use at 2211 Van Ness Avenue is not expected to have substantially added to this existing condition. As indicated under the Shuttle discussion, a Condition of Approval is recommended in Section 4.2.5 to reduce the size of the white loading zone in front of ES-5.

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<sup>165</sup> Student FAQs, <http://www.academyart.edu/faqs/faqs-student>, accessed on April 20, 2016.

**Table 39. 2211 Van Ness Avenue – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street       | From        | To           | Side  | Supply    | Occupied  | % Utilization |
|--------------|-------------|--------------|-------|-----------|-----------|---------------|
| Vallejo St   | Franklin St | Van Ness Ave | South | 6         | 6         | 100%          |
| Van Ness Ave | Vallejo St  | Broadway     | West  | 6         | 6         | 100%          |
| Broadway     | Franklin St | Van Ness Ave | North | 14        | 13        | 93%           |
|              |             |              | South | 8         | 8         | 100%          |
| Van Ness Ave | Broadway    | Pacific Ave  | West  | 5         | 5         | 100%          |
| Pacific Ave  | Franklin St | Van Ness Ave | North | 16        | 14        | 88%           |
| <b>Total</b> |             |              |       | <b>55</b> | <b>52</b> | <b>95%</b>    |

Note: Parking utilization above 100 percent indicates double parking or other illegal activity.

Source: CHS Consulting Group, 2015.

An off-street parking inventory is presented for the study area generally bounded by Union Street, Gough Street, Jackson Street, and Larkin Street. Table 40 shows there is one public off-street parking facility within the study area with a total of 111 parking spaces. Parking occupancy at off-street parking facilities was not observed.

**Table 40. 2211 Van Ness Avenue– Off-Street Parking Supply**

| Address         | Type   | Capacity   |
|-----------------|--------|------------|
| 1650 Jackson St | Garage | 111        |
| <b>Total</b>    |        | <b>111</b> |

Source: SF Park, 2011; CHS Consulting Group, 2015.

***Emergency Vehicle Access***

San Francisco Fire Department Stations #38 (2150 California Street) and #16 (2251 Greenwich Street) are the closest stations to the AAU site, approximately 0.4 miles north and south of the site, respectively. From the stations, vehicles are able to access the AAU site via Van Ness Avenue and would be able to park along Van Ness Avenue.

***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, constraints on the AAU use of ES-4 include a potential need for additional shuttle service, and a lack of/limited amount of bicycle parking available at the site. To address these constraints, the following conditions are recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-4: TR-1, Shuttle Demand and Capacity.** Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the AAU shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.

**Recommended Condition of Approval, ES-4: TR-2, Class I Bicycle Parking.** AAU shall add five Class I bicycle parking spaces to meet the Planning Code requirement. Since there is limited access to the rear courtyard of 2211 Van Ness Avenue, these spaces could be provided at the 2209 Van Ness Avenue student housing site (next door). Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).

**Recommended Condition of Approval, ES-4: TR-3, Class II Bicycle Parking.** AAU shall provide 3 Class II bicycle parking spaces along Van Ness Avenue. The Class II bicycle parking spaces on Van Ness Avenue shall be coordinated and reviewed by SFMTA. Bicycle parking shall be consistent with San Francisco Planning Department guidance.

### **Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The residential use at 2211 Van Ness Avenue (ES-4) is located on the west side of Van Ness Avenue, mid-block between Vallejo Street and Broadway in the Pacific Heights neighborhood. The approximately 5,076 gross square foot building, with three apartment units and eight rooms, is being used by AAU as student housing with 20 beds. In 2010, AAU shuttle routes D, M, Q, and R serve ES-4. As of 2015, AAU shuttle routes were revised and only M serves ES-4. The shuttle stop serving ES-4 was in front of the building in 2010. No vehicle trips are generated by the uses in ES-4; students use the AAU shuttle system, bicycles, and public transit.<sup>166</sup> According to the San Francisco Transportation Noise Map,<sup>167</sup> the existing traffic noise level near ES-4 from vehicular traffic along Van Ness Avenue was approximately 75 dBA  $L_{dn}$  in 2008, indicating a noisy commercial environment. Traffic-generated noise levels along these streets currently exceed the “satisfactory” level for a residential land use, according to the *San Francisco General Plan*.

AAU did not install or modify any existing rooftop mechanical equipment at ES-4. Since there are no new rooftop stationary sources at the site, there would have been no increase rooftop mechanical equipment noise that did not already exist prior to AAU occupation. In addition, the activities in the ES-4 building have been and continue to be required to comply with the City’s Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-4 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-4.

The *General Plan* noise compatibility guidelines indicate that any new residential construction or development in areas with noise levels above 60 dBA  $L_{dn}$  should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. In areas where noise levels exceed 65 dBA  $L_{dn}$ , new residential construction or development is generally discouraged, but if it does proceed, a detailed analysis of noise reduction

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<sup>166</sup> CHS Consulting Group, AAU ESTM Transportation Section Draft #1A, January 2016.

<sup>167</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

requirements must be done and needed noise insulation features included in the design. Tenant improvements at the existing ES-4 residential building may be subject to state Title 24 noise requirements contained in the California Noise Insulation Standards. This Building Code regulation requires meeting an interior noise level standard of 45 dBA  $L_{dn}$  in any habitable room where dwelling units are located in areas subject to noise levels greater than 60 dBA  $L_{dn}$ . In areas with noise levels above 70 dBA  $L_{dn}$ , as for ES-4, more insulation than is typically provided with conventional construction may be needed. However, the proposed change in use from group-housing to group-housing for a post-secondary educational institution would not be considered a change from a non-noise sensitive use to a noise-sensitive use; therefore, the provisions of Title 24 would not apply.

### **Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (rooms) at ES-4, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been occupied by AAU in 2005, when AAU took control of the building. Area sources were estimated based on a 20 dwelling unit “Mid-Rise Apartments” land use designation in CalEEMod; although the building is two stories, use of “Mid-Rise Apartments” provides a conservative result. Because the residents at ES-4 are assumed to use only public transit, mobile-source emissions were based on a daily vehicle trip rate of zero round trips per day. There are no on site generators or boilers at ES-4. Table 41 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 micrometers in diameter (PM<sub>2.5</sub>) or 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) from ES-4, which are all shown to be below BAAQMD’s daily and annual significance thresholds.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-4 is not one of those sites; therefore, AAU occupation of ES-4 has not resulted in increased health risks for nearby sensitive receptors and has not resulted in the exposure of new sensitive receptors to increased health risks.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco’s ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City’s *Strategies to Address Greenhouse Gas Emissions*. San Francisco’s *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco’s GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state’s GHG reduction law and policy goals.

**Table 41. 2211 Van Ness Avenue (ES-4) Operational Emissions**

| Source                            | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|-----------------------------------|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|                                   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                              | 0.11                                    | 0.29            | <0.01            | <0.01             | 0.02                                    | <0.01           | <0.01            | <0.01             |
| Energy                            | <0.01                                   | <0.01           | <0.01            | <0.01             | <0.01                                   | <0.01           | <0.01            | <0.01             |
| Mobile                            | 0.00                                    | 0.00            | 0.00             | 0.00              | 0.00                                    | 0.00            | 0.00             | 0.00              |
| Total Emissions                   | 0.11                                    | 0.29            | <0.01            | <0.01             | 0.02                                    | <0.01           | <0.01            | <0.01             |
| BAAQMD Thresholds of Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                 | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

Applicable requirements for private projects are shown in the City’s GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-4 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Residential Energy Conservation Ordinance (San Francisco Housing Code Chapter 12), Residential Water Conservation Ordinance (San Francisco Building Code, Housing Code, Chapter 12A), and required bicycle parking infrastructure in accordance with Planning Code Section 155.1-155.4. Compliance with the Residential Water Conservation Ordinance and Residential Energy Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU’s alterations at ES-4 would have produced minimal construction debris. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance and CalGreen Section 5.504.4 would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-4: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use has been insubstantial.

### **Wind and Shadow**

The tenant improvements at ES-4 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-4.

### **Recreation**

As shown on Figure 4, p. 3-63, 2211 Van Ness Avenue (ES-4) is located within 0.25 mile of two San Francisco Recreation and Park Department (RPD) parks: Allyne Park and Helen Wills Playground. Allyne Park, located at 2609 Gough Street, features a grass clearing, walking path and bench seating.<sup>168</sup> Helen Wills Playground, located at the corner of Broadway and Larkin Street, features a multi-functional clubhouse, play features, sports courts, and boardwalk.<sup>169</sup> Other publicly owned parks are within a 0.5-mile distance of ES-4, including Lafayette Park and Michelangelo Playground.

As described in Population and Housing on pp. 4-106 – 4-107, the capacity of ES-4 is 20 beds. The change in use from residential and commercial to student housing (group housing for a postsecondary educational institution) at ES-4 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Allyne Park and Helen Wills Playground facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-4 receives water from the San Francisco Public Utilities Commission (SFPUC) water supply facilities. The site had water service and consumption associated with the previous residential and commercial land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use would still not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future

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<sup>168</sup> SF Curbed, Getting to Know Cow Hollow's Allyne Park. Available online at: [http://sf.curbed.com/archives/2012/06/05/getting\\_to\\_know\\_cow\\_hollows\\_allyne\\_park.php](http://sf.curbed.com/archives/2012/06/05/getting_to_know_cow_hollows_allyne_park.php). Accessed on January 15, 2016.

<sup>169</sup> San Francisco Recreation and Parks, Helen Wills Playground. Available online at: <http://sfrecpark.org/destination/helen-wills-playground/>. Accessed on January 15, 2016.

uses.<sup>170</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-4. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Residential Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>171</sup> No substantial effect on wastewater has occurred from the change in use.

### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-4 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>172</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity accommodate the site's and City's solid waste disposal needs.<sup>173</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

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<sup>170</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

<sup>171</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

<sup>172</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>173</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

## **Public Services**

### ***Police***

ES-4 is located within the Northern District of the San Francisco Police Department (SFPD). The Northern District Police Station is located at 1125 Fillmore Street. The district covers approximately 5.3 square miles with a population of nearly 100,000. In 2013 (the most recent data available), there were 871 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 7,155 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Northern District.<sup>174</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of University students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

2211 Van Ness Avenue has a capacity of 20 beds (three apartments and eight group-housing rooms). The change in use from residential and commercial to student housing (group housing for a postsecondary educational institution) within a RC-3 District would represent a slight change in the population of the area, as the population density of student housing is likely more than a residence or commercial use. However, the change would not be substantial because the student housing capacity is limited by the space in the building (three apartments and eight group-housing rooms). Therefore, the change in use would have resulted in minimal additional police protection demand. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-4.

### ***Fire and Emergency Services***

ES-4 is located within 3,000 feet of Fire Station No. 41 (1325 Leavenworth Street) and Fire Station No. 38 (2150 California Street). Fire Station Nos. 38 and 41 both consist of a single fire engine.<sup>175</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

In 2011, Fire Station No. 38 responded to 510 non-emergency calls with an average response time of 6:47 minutes, with 90 percent of non-emergency calls responded to in under 12:31 minutes. Fire Station No. 38 responded to 1,662 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:14 minutes. In 2011, Fire Station No. 41 responded to 448 non-emergency calls with an average response time of 7:27 minutes, with 90 percent of non-emergency calls responded to in under 14:08 minutes. Fire Station No. 41 responded

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<sup>174</sup> San Francisco Police Department, Annual Report 2013, p. 117. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

<sup>175</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.



to 1,796 emergency calls with an average response time of 2:57 minutes, with 90 percent of emergency calls responded to in under 4:06 minutes.<sup>176</sup>

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within five minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-4 meet the Citywide emergency transport goals.

As described above on pp. 4-106 – 4-107, the change in use from residential and commercial to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the population of the area. Therefore, additional fire and emergency protection demand would be minimal. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred as a result of the change in use at ES-4.

### ***Libraries***

The nearest public libraries to ES-4 are the Golden Gate Valley Branch Library and Marina Branch Library. Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

The change in use from a residential and commercial to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the daytime population of the area. Any change in population would be minimal compared to the service population for the Golden Gate Valley Branch and Marina Branch Libraries. In addition, public library use would be augmented by AAU's private library system provided to AAU students for research, study, and programs. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-4.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The previous use as a residential building could have contributed to the school-aged population. Presumably the change in use to student housing (group housing for a postsecondary educational institution) would reduce the school-aged population of nearby schools, because AAU students are mainly unmarried and without children. In addition, AAU does not offer family housing.<sup>177</sup> The reduction in the school-aged population, if any, would be minimal. For the reasons stated above, no substantial effect on schools has occurred as a result of the change in use at ES-4.

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<sup>176</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

<sup>177</sup> Academy of Art University, Student FAQs, October 2015. Available at <http://www.academyart.edu/content/aa/en/faqs/faqs-student.html>. Accessed on October 29, 2015.

## **Biological Resources**

ES-4 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-4. ES-4 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-4.

## **Geology and Soils**

ES-4 underlain by well-sorted, fine to medium grained dune sand.<sup>178</sup> The dune sands of San Francisco once formed an extensive coastal system, underlying approximately one-third of the City. The dune sand is typically highly permeable. The thickness of the dune sand is unknown but is estimated to be up to 100 feet and is underlain by bedrock. Depth to groundwater is unknown, and groundwater flow is anticipated to be northerly.<sup>179</sup> Because building alterations undertaken by AAU were all interior or limited to minor exterior non-structural modifications, no change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground shaking from earthquakes. Ground-shaking intensity at ES-4 would be very strong during a magnitude 7.2 earthquake and strong during a 6.5 magnitude earthquake originating from the San Andrea Fault and Hayward Fault, respectively.<sup>180, 181</sup> ES-4 is not located within a liquefaction zone.<sup>182</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations, are at an increased risk of structural failure. ES-4 is composed of wood with a stucco façade and is not considered a soft story building or made of unreinforced masonry.<sup>183,184</sup> As a result, it does not have an increased risk of structural failure during an earthquake. Although the building could be vulnerable during an earthquake, the building alterations carried out after the change in use from residential to student housing (group housing for a postsecondary educational institution) would have no negative effect on the building’s performance during a ground shaking event.

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<sup>178</sup> ATC Associates, Inc., Phase I Environmental Site Assessment for 2211 Van Ness Avenue, June 2005.

<sup>179</sup> ATC Associates, Inc., Phase I Environmental Site Assessment for 2211 Van Ness Avenue, June 2005.

<sup>180</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>181</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>182</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Seismic Hazards Zone San Francisco 2012, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>183</sup> City and County of San Francisco, UMB – All Report, December 1, 2014.

<sup>184</sup> Department of Building Inspection, Soft Story Property List, April 2016. Available online at <http://sfdbi.org/soft-story-properties-list>. Accessed on April 20, 2016.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-4 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., painting signage over an existing canopy, re-roofing, and installing a security fence). Regardless, wastewater and stormwater associated with the change in use and subsequent building alterations would have flowed into the City's combined stormwater and sewer system and were treated to standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant. If the Southeast Water Pollution Control Plant approaches capacity, wastewater from the site flows to, and is treated by, the North Point Wet-Weather Facility. Flows to the North Point Wet-Weather Facility are treated in accordance with the City's NPDES Permit. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City's combined sewer system.

ES-4 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency (FEMA). The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>185</sup> ES-4 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-4.

### **Hazards and Hazardous Materials**

The Phase I Environmental Site Assessment (ESA) prepared for ES-4 did not identify the presence of underground storage tanks (USTs) or significant historic use of hazardous materials, although the site was used historically for industrial and warehousing purposes.<sup>186</sup> Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth movement; therefore, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1876, suggests that asbestos-containing materials (ACMs), lead-based paint (LBP), and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Suspected ACMs were observed during the site visit for the ESA. In addition, fluorescent lights, which may contain small quantities of PCBs if they were manufactured before 1978, were present in the building, although there is no evidence of damage or leaks. No peeling paint was detected.<sup>187</sup> Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is unknown given that tenant improvements were completed at this site with and without the required building permits. The

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<sup>185</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

<sup>186</sup> ATC Associates, Inc., Phase I Environmental Site Assessment for 2211 Van Ness Avenue, June 2005.

<sup>187</sup> ATC Associates, Inc., Phase I Environmental Site Assessment for 2211 Van Ness Avenue, June 2005.

materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

ES-4 is a student housing building with several kitchens and a laundry room. Hazardous materials that are used, stored, and disposed of at ES-4 include commercial household-style consumer products, such as cleaners, disinfectants, and chemical agents. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Use of these materials generates household-type hazardous waste, which do not result in substantial adverse effects.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral recovery sites as a result of the change in use of ES-4.

Tenant improvements at ES-4 associated with the conversion of residential and commercial space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, p. 4-120 – 4-121. The GHG Compliance Checklist includes the City's Residential Water Conservation Ordinance, which avoids both water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>188</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-4, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at adjacent 2209 Van Ness Avenue (ES-5). This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-4 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-4 has not had a substantial effect on mineral or energy resources.

### **Agricultural and Forest Resources**

ES-4 is designated "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>189</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under

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<sup>188</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 2211 Van Ness Avenue, March 4, 2016.

<sup>189</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.

Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use at ES-4 has had no substantial effects on agriculture or forest resources.

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#### **4.2.5. 2209 Van Ness Avenue (ES-5)**

##### **Property Information**

The 2209 Van Ness Avenue existing site (ES-5), also known as the “Mary Cassatt Dormitory,”<sup>190</sup> is a four-story, 11,897-square-foot building constructed in 1912. ES-5 is located on Van Ness Avenue between Vallejo Street and Broadway next to 2211 Van Ness Avenue (ES-4), in the Pacific Heights neighborhood (Photographs 27–29). The building has 22 group-housing rooms with a capacity of 56 beds. The site is Lot 029 in Assessor’s Block 0570.

The building had been a residential building until the 1950s, after which it was occupied by the International Institute of San Francisco, providing services to immigrants, and various retail uses.<sup>191</sup> The last legal use was a single-family home. The building is identified in the Van Ness Avenue Area Plan as a significant building.<sup>192</sup> Academy of Art University (AAU) occupancy began in 1998. The student housing building includes a recreation room, a kitchen and dining room, and a backyard patio.<sup>193</sup> The site is served by AAU shuttle bus route M. AAU shuttle buses use the 40-foot-long white passenger loading zone fronting ES-5. Figure 4, ES-4 & ES-5: 2211 & 2209 Van Ness Avenue – Existing Condition, in Appendix TDM, shows the site and adjacent 2211 Van Ness Avenue AAU site.

The site is zoned RC-3 (Residential-Commercial, Medium Density), which provides for medium density residential buildings while supporting neighborhood-serving commercial uses typically located on the ground floor. Single room occupancy buildings and student housing are listed as principally permitted uses; institutional uses and hotels require a CU authorization. The height and bulk district for Van Ness Boulevard between Green and California streets is 80-D.

##### ***Tenant Improvements and Renovations***

Security bars on a first-floor window, a metal fence, and a gate were added after 1998. AAU performed alterations to comply with the Americans with Disabilities Act (ADA) requirements including adding an exterior lift and removing concrete steps on the ground floor, added structural reinforcement stair beams, and installed and subsequently removed a wall sign at ground level.<sup>194</sup> The sign was originally installed without a building permit.

##### ***Required Project Approvals***

The 2209 Van Ness Avenue existing site (ES-5) would require a CU authorization under San Francisco Planning Code (Planning Code) Sections 303 and 209.3, and a building permit under Planning Code Section 171 to change the use from residential to student housing (group housing for a postsecondary educational institution) within an RC-3 Zoning District. Since ES-5 involves the

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<sup>190</sup> 2011 IMP, p. 101.

<sup>191</sup> Geologica, Inc., Phase I Environmental Site Assessment for 2209 Van Ness Avenue, March 2003, pp. 7-9.

<sup>192</sup> 2011 IMP, p. 101.

<sup>193</sup> 2011 IMP, p. 101.

<sup>194</sup> Building Permits obtained for the improvements and renovations at ES-5 are: BPA# 9802790 and BPA #9900915 (handicap-accessible improvements), #200407027975 (structured reinforcement), #200804028570 (sign installation, permit never issued); and #201301248666 (sign removal).



**Photograph 27. 2209 Van Ness Avenue (ES-5).**



**Photograph 28. Mid-block Van Ness Avenue, facing east.**



**Photograph 29. Mid-block Van Ness Avenue, facing south.**



conversion of a residential unit to student housing, which is not permitted per Section 317(f)(1), a legislative amendment to the subject Code section is required. Any unpermitted alterations would require a building permit that would be subject to historic preservation design review.

### **Plans and Policies and Land Use**

ES-5 is located in the Pacific Heights neighborhood. In the immediate vicinity of ES-5 there are a mix of uses including residential and office uses. The ES-5 building is four stories, and was previously used as a single-family dwelling prior to the International Institute of San Francisco, an immigrant advocacy, purchasing the property in 1953.

ES-5 is situated on Van Ness Avenue, a major north-south thoroughfare that serves as U.S. 101 through San Francisco to the Golden Gate Bridge. Near ES-5, Van Ness Avenue has three lanes in each direction with a planted median. Parallel parking is limited to 2 hours for non-residential cars on both sides of Van Ness Avenue. The Van Ness Bus Rapid Transit Project is scheduled to begin construction in 2016 and will include 2 miles of dedicated transit-only lanes near ES-5 that separate transit from traffic, enhancing boarding platforms, and the installation of new traffic signals. Bus stops are located on the northeastern corner of Van Ness Avenue and Broadway, and the southwestern corner of Van Ness Avenue and Vallejo Street. A white passenger loading zone is located in front of ES-5 for AAU shuttle service.

Land use near ES-5 is primarily mixed-use. The block includes a dental office, professional offices, restaurants, a bicycle store, and a spa. Adjacent and south of ES-5 is the Inn on Broadway. The block also has several solely residential-use buildings. A private surface parking lot is located adjacent to 2200 Van Ness Avenue, directly across the street from ES-5.

The zoning along both sides of Van Ness Avenue near ES-5 is RC-3 (Residential – Commercial, Medium Density). RC-3 Zoning Districts provide for a mixture of medium-density dwellings with supporting commercial uses.<sup>195</sup> ES-5 is located in the Van Ness Special Use District. The Van Ness Special Use District's focus is implement the Van Ness Avenue Area Plan, which attempts to revitalize the area by encouraging new retail and housing to facilitate the transformation of Van Ness Avenue into an attractive mixed-use boulevard.<sup>196</sup> The use of ES-4 as student housing is consistent with the Van Ness Area Plan. The height and bulk district for Van Ness Boulevard between Green and California streets is 80-D.

As noted above, the use of ES-5 has been changed by AAU from single-family residential to student housing (group housing for a postsecondary educational institution) use. The change in use of the site to student housing (group housing for a postsecondary educational institution) remains representative of the primarily residential uses in the RC-3 Zoning Districts. However, the change in use at ES-4 conflicts with the Planning Code and requires a legislative amendment for conversion of residential units to student housing. The legislative amendment could be inconsistent with General Plan policies relating to displacement of affordable housing or residential hotel uses and policies to avoid conversion of such affordable housing uses.

Change in use would not physically divide an established community; rather, localized changes in character could occur as the previous use as an office is altered to a student housing (group housing

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<sup>195</sup> Planning Code Section 209.3.

<sup>196</sup> Planning Code Section 243.

for a postsecondary educational institution) use. The change in use would intensify activities and introduce new patterns of use at the site. In addition, the change in use could increase AAU's presence in the area, as the institution occupies student housing at the adjacent property (2211 Van Ness Avenue [ES-4]), and occupies St. Brigid Church [ES-6] at the corner of Van Ness Avenue and Broadway, approximately 175 feet east of ES-5, which is used for lectures.

Student housing (group housing for a postsecondary educational institution) use is subject to approval by the Planning Commission as a CU within an RC-3 District. ES-5 would also require a building permit pursuant to Planning Code Section 171. The ES-5 uses would not, however, conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-5 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-5 is 56 residents (22 group-housing rooms). The change in use from residential and commercial to student housing (group housing for a postsecondary educational institution) would not substantially alter the population of the building. Conservatively presuming that ES-5 was unoccupied prior to AAU use, the change in population of 56 beds would be insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>197</sup> However, the student housing use would likely have a larger population compared to the previous single-family residence.

Because another AAU student housing location is adjacent to ES-4 at 2211 Van Ness Avenue, the neighborhood population of AAU students is relatively high (approximately 76 student residents). Though not heavily used, St. Brigid Church (ES-6) is also located approximately 185 feet to the south at 2151 Van Ness Avenue. The student population would be typical of a vibrant urban neighborhood with a mix of populations and uses.

The site is located within a Priority Development Area (PDA) identified in *Plan Bay Area*.<sup>198</sup> PDAs are areas identified for housing and population growth because of their amenities, services, pedestrian-friendly environment, and transit.<sup>199</sup> Although AAU's change in use would not support new development, its induced population growth, although minimal, would be supported by sustainable City center characteristics (e.g., public transportation and walkability). No substantial effect on population has occurred from the change in use at ES-5.

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<sup>197</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5-Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

<sup>198</sup> ABAG, *Plan Bay Area*, Priority Development Area Showcase. Available online at <http://gis.abag.ca.gov/website/PDAShowcase/>. Accessed on November 10, 2015.

<sup>199</sup> ABAG, *Plan Bay Area*, p. 2, July 18, 2013. Available online at [http://files.mtc.ca.gov/pdf/Plan\\_Bay\\_Area\\_FINAL/Plan\\_Bay\\_Area.pdf](http://files.mtc.ca.gov/pdf/Plan_Bay_Area_FINAL/Plan_Bay_Area.pdf). Accessed on November 10, 2015.

## ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-5 and all existing sites is discussed under the combined housing discussion, pp. 3-15 – 3-18.

The change in use at ES-5 from single-family residential to student housing (group housing for a postsecondary educational institution) has incrementally intensified housing demand created by AAU students and faculty/staff, as a residential unit was converted to student housing and this unit was removed from the housing market. The change of use at ES-5 could have resulted in displacement of people and existing housing units; however, the previous use as one dwelling unit would not necessitate the need to construct replacement housing elsewhere. If AAU housing was not offered, students would seek private housing within various areas of the City or around the Bay Area. However, conversion of rental units is not consistent with the San Francisco General Plan Housing Element Policy 3.1., intended to preserve rental units, especially rent controlled units, to meet the City's affordable housing needs. All former residents of the building moved to housing elsewhere. ES-5 provides 56 beds of the 1,810 beds that AAU provides for students and supplements some housing demand created by AAU.

Due to the conversion of group-housing units, the change in use is subject to Planning Code Section 317(b)(1), which indicates that the change of occupancy from a dwelling unit, group housing, or single-room occupancy (SRO) to student housing is considered a conversion of a residential unit. Planning Code Section 317 (f)(1) prohibits the conversion of a residential unit to Student Housing. The intent of the Student Housing Legislation is to preserve rent-controlled housing and permanently affordable residential hotels and single-room occupancy units.

## **Aesthetics**

ES-5 is located along the Van Ness Corridor within the Pacific Heights neighborhood. The Nob Hill and Russian Hill neighborhoods are located on the east side of Van Ness Avenue, to the south and north of Broadway, respectively. ES-5 is a notable example of Classical Revival residential architecture and representative of the Van Ness Corridor prior to the 1906 Earthquake and Fire. The building is set back and elevated from the sidewalk with two-story columns on the façade. A mature street tree is located directly in front of the building on Van Ness Avenue. ES-5 is bounded by Van Ness Avenue to the east, another AAU building (ES-4) to the north, a hotel to the south, and a backyard to the west.

Van Ness Avenue (U.S. 101) is a major arterial roadway linking Lombard Street and the Golden Gate Bridge to the north and U.S. 101 to the south. In addition, other nearby streets including Franklin Street, Gough Street, Broadway, and Polk Street are all moderate- to heavily-traveled thoroughfares that link neighborhoods in the City. As such, vehicular traffic is a major contributor to the visual environment near ES-5.

Much of the streetscape is dominated by low- to moderate-scale residential and commercial buildings with some neighborhood-serving retail and restaurant uses on the ground floor. Many of the buildings on the western side of Van Ness Avenue, on the subject block, are set back from the sidewalk and have fencing and landscaping as a visual buffer. Generally, buildings across the street from ES-5 have larger massing and no setback, creating a continuous façade. A variety of architectural styles

that include differing building materials and patterns, window patterns, and rooflines are present; however a majority of the buildings on the subject block appear older and were likely built pre-1960.

ES-5 is located on and viewable from Van Ness Avenue, which is designated as a street that defines City form and is important for significant building viewing.<sup>200</sup> The density of development, abundance of active vehicular thoroughfares, and dynamic land uses generates a substantial amount of pedestrian and vehicle traffic that adds to the visual character of the area.

The change in use at ES-5 has caused minimal visual changes to the building and neighborhood. The installation of security fencing, security bars on a first-floor window, and an ADA lift do not degrade the visual quality of the building or neighborhood. One piece of AAU signage is attached to the fence and another is mounted to a metal post adjacent to the building. AAU reports that the signage has been removed. Nevertheless, the small signage is comparable to other advertising in the area including signs relating to a bicycle shop, spa, dentist office, and restaurant that are also located on Van Ness Avenue between Broadway and Vallejo Street. Therefore, no substantial adverse aesthetic effect has occurred from the change in use at ES-5.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

The building at 2209 Van Ness Avenue (ES-5) was constructed in 1901, originally as a single-family residence before its conversion to a restaurant, and then as home to the International Institute. The rectangular-shaped plan building is set back and elevated from the sidewalk. Located on a rectangular, sloped lot, the building has a primary elevation fronting Van Ness Avenue and secondary elevations facing the neighboring properties. The Classical Revival style building has a four story volume is capped with a hipped roof and a symmetrical façade. The shallow roof eaves terminate in a molded cornice and dentil course.

Classical Revival ornamental detailing is present throughout the primary façade. The rounded concrete porch with brick siding, granite steps, marble porch floor, and a concrete balustrade leads to a central main entry. The main entry features wood double-doors with glass panels and decorative screens and an arched transom above. A decorative surround and lintel frame the entry way. Prominent, two-story Ionic columns flank the main entry and a second-story balconette with decorative iron railing and scrolled brackets. Paired oculus windows overlook the second-story balconette. On the outside of the Ionic columns are wood-frame sash windows. The dormer protruding from the hipped roof surmounts the columns and has a centered Palladian window. Secondary elevations are visible on the south and west elevations. The south elevation, visible along a narrow walkway leading to the rear of the property, features Classical Revival features and rectangular windows. The west (rear) elevation has doors leading to the first and basement stories with rectangular windows. A second story addition projects to the west and is supported by squared columns. A simplified version of the original structure's cornice line surrounds the addition's flat roof. Wood-framed sash windows and jalousie windows are present of the secondary elevations in

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<sup>200</sup> San Francisco Planning Department, *San Francisco General Plan*, Urban Design Element, Map 11, Street Areas Important to Urban Design and Views.

various configurations. Security bars have been added over the basement story windows (for representative photographs refer to Photographs 30 and 31).



**Photograph 30. 2209 Van Ness Avenue.**



**Photograph 31. 2209 Van Ness Avenue, close up of the yard and security fence on the primary elevation**

### Site History

The single-family residence at 2209 Van Ness Avenue was designed by architect Moses J. Lyon for Ida and Abraham Brown in 1901. Moses J. Lyon was a noted San Francisco architect who came to California in 1884 and was a student of H.C. Macy before studying at the Columbia College Metropolitan Art School of New York City.<sup>201</sup> Some of his more prominent works in San Francisco include 1881 Bush Street (Ohabai Shalome Synagogue, 1895), 381–383 Bush Street (J.E. Adams Building, 1902), and 721 Filbert Street (Hildebrand Stables, 1906).

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<sup>201</sup> Survey File for 2209 Van Ness Avenue, on file at the San Francisco Planning Department.

Louis Metzger bought the house from the Browns for his family in 1910 for a price of \$50,000. He added the rear addition in 1916, reported with the help of the original architect Moses Lyons.<sup>202</sup> Mr. Metzger would own the house until 1924 when it was sold to Raymond and Suzan Duhem.

For the next 29 years the building housed a variety of businesses, including a dressmaking shop and a dancing school, until it was purchased in 1953 by the International Institute of San Francisco, a non-profit which “welcomes, educates, and serves immigrants refugees and their families as they join and contribute to the community.”<sup>203</sup> The International Institute hired the architectural firm of Hardin and Choy to do a structural and space plan analysis in 1985. Later that year the International Institute completed some exterior repairs and seismic upgrades to the building. The International Institute continued to function in 2209 Van Ness Avenue, until the late 1990s. Prior to AAU’s occupation of the building in 1998, building permits indicate the building was owned by Andrew Meieran. Alterations completed since AAU’s occupation of the building include the installation of an ADA lift and removal of concrete steps along the ground level of the primary elevation, and the installation of security fence and window bars.

### California Register of Historical Resources Evaluation

2209 Van Ness appears individually eligible for the California Register of Historical Resources (CRHR) under Criterion 1, as an example of early, single-family residential development along the Van Ness Avenue corridor prior to the 1906 Earthquake and Fire. The property also qualifies individually under CRHR Criterion 3, as a notable intact example of Classical Revival residential architecture along the Van Ness Avenue corridor.

In addition to meeting the applicable eligibility criteria, a property must retain historic integrity, which is defined in National Register Bulletin 15 as the “ability of a property to convey its significance.”<sup>204</sup> In order to assess integrity, the National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven aspects: Location, Design, Setting, Materials, Workmanship, Feeling, and Association (each aspect is defined in National Register Bulletin 15). 2209 Van Ness Avenue retains integrity and is CRHR eligible. The period of significance is 1901–1916, with the end date corresponding to the addition constructed on the rear of the property.

### Character-Defining Features Summary

#### *Exterior*

- Four story volume capped with a hipped roof
- Set back and elevated from the sidewalk
- Shallow roof eaves terminating in molded cornice and dentil course
- Prominent, two-story engaged Ionic columns on façade

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<sup>202</sup> Building Permit 70561; Letter from John F. Fitzgerald dated February 18, 1965, San Francisco Planning Van Ness Survey File.

<sup>203</sup> International Institute of the Bay Area, [www.iibayarea.org/about/](http://www.iibayarea.org/about/). Accessed January 2016.

<sup>204</sup> National Park Service, National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation, National Register Branch, 1990.

- Classical Revival ornamental program
- Centered second-story balconette with decorative iron railing and scrolled brackets
- Lower rounded concrete porch with brick siding and balustrade
- Wood-frame sash windows with lead window on north rear elevation
- Paired oculus windows overlooking 2<sup>nd</sup> story balconette
- Granite steps and marble porch floor
- Square Ionic columns and pilasters
- Original wood main entry door
- Pediment roof dormer

### Secretary of the Interior's Standards Analysis

This section presents a description and analysis of all known alterations carried out by AAU on character-defining features and spaces for compliance with the *Secretary's Standards for Rehabilitation*. The analysis includes the applicable Standards for Rehabilitation for each given project. See Appendix HR for a Table presenting an analysis of the AAU alterations and their compliance with each of the Secretary's Standards.

**Rehabilitation Standard No. 1:** *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.*

**ADA Lift and Removal of Stairs:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Security Fence and Window Bars:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Rehabilitation Standard No. 2:** *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize the property will be avoided.*

**ADA Lift and Removal of Stairs:** The project complies with Rehabilitation Standard No. 2. The ADA lift provides access through a double-wide entryway that was created in 1953. Building permits and information included in the City Planning Survey File indicate that the 1953 opening was added to provide access to the basement and included the installation of double wood- and glass-doors underneath a glass transom and accessed via a non-original concrete pathway and short stairway. This change occurred outside of the building's period of significance (1901–1916) and does not appear to have acquired significance in its own right. As a result, the installation of the ADA lift, which also included alteration of the stairs and pathway, and potential replacement of the double doors, has only affected elements of the building that are not original and not considered to be character-defining. The lift does not affect any other features of the building or its design that convey the reasons for its historical significance.

**Security Fence and Window Bars:** The project complies with Rehabilitation Standard No. 2. The security fence and window bars do not obscure any of the building's character-defining features.

**Rehabilitation Standard No. 3:** *Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historical properties, will not be undertaken.*

**ADA Lift and Removal of Stairs:** The project complies with Rehabilitation Standard No. 3. The ADA lift is clearly modern and does not create a false sense of historical development.

**Security Fence and Window Bars:** The project complies with Rehabilitation Standard No. 3. Although historic photographs indicate that there was no security fence during the period of significance (1901–1916), the extant security fence and window bars do not create a false sense of historical development.

**Rehabilitation Standard No. 4:** *Changes to a property that have acquired significance in their own right will be retained and preserved.*

**ADA Lift and Removal of Stairs:** The project complies with Rehabilitation Standard No. 4. The double-wide entry where the ADA lift was located was completed in 1953. The property's period of significance is defined as 1901–1916 and research failed to identify any historic associations that would suggest the 1953 entry had acquired significance in its own right.

**Rehabilitation Standard No. 5:** *Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

**ADA Lift and Removal of Stairs:** The project complies with Rehabilitation Standard No. 5. The project involved noncontributing features and spaces.

**Security Fence and Window Bars:** The project complies with Rehabilitation Standard No. 5. The installation of the security fence and window bars resulted in minimal damage to historic materials.

**Rehabilitation Standard No. 9:** *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and environment.*

**ADA Lift and Removal of Stairs:** The project complies with Rehabilitation Standard No. 9. The ADA lift provides access through a double-wide entryway that was created in 1953. Building permits and information included in the City Planning Survey File indicate that the 1953 opening was added to provide access to the basement and included the installation of double wood- and glass-doors underneath a glass transom and accessed via a non-original concrete pathway and short stairway. This change occurred outside of the building's period of significance (1901–1916) and does not appear to have acquired significance in its own right. As a result, the installation of the ADA lift, which also included alteration of the stairs and pathway, and potential replacement of the double doors, has only affected elements of the building that are not original and not considered to be character-defining. It is clearly modern and is differentiated from the old work, while remaining compatible in overall scale and proportion.



**Security Fence and Window Bars:** The project complies with Rehabilitation Standard No. 9. The security fence and window bars are compatible in scale and appearance, and do not obscure character-defining features.

**Rehabilitation Standard No. 10:** *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

**ADA Lift and Removal of Stairs:** The project complies with Rehabilitation Standard No. 10. The ADA lift is generally compatible in scale and appearance, they do not obscure character-defining features, and their removal would not result in any impairment to the building.

**Security Fence and Window Bars:** The project complies with Rehabilitation Standard No. 10. The security fence and window bars are compatible in scale and appearance, do not obscure character-defining features, and their removal would not result in any impairment to the building.

### Conclusion

The projects comply with the SOIS and no Condition of Approval is recommended at this time.

### ***Archaeology and Paleontology***

Building alterations at ES-5 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

### **Transportation and Circulation**

The AAU residential building at 2209 Van Ness Avenue is immediately contiguous to the 2211 Van Ness Avenue (ES-4) AAU student housing site. ES-5 is located on the west side of Van Ness Avenue, approximately mid-block between Vallejo Street and Broadway in the Pacific Heights neighborhood. The 6,368 square-foot site is located in a residential and commercial district and is adjacent to other residential zoning districts (RH-3 and RM-3) to the west. The approximately 11,897-square-foot, three-story structure was built as a residential building in 1912, and utilized by the International Institute of San Francisco in the 1950s-1990s. AAU has approximately 11,897 gross square feet of residential use comprising of 22 group-housing units with a total of 56 beds.

No vehicle parking is provided on site. The primary and the only pedestrian access to the site is provided from Van Ness Avenue through the gated doorway. There is one bicycle rack (about nine spaces) in the rear courtyard. AAU shuttle bus route M uses the 40-foot-long white passenger-loading zone in front of the building. This shuttle serves the 2211, 2209, and 2151 Van Ness Avenue sites (ES-4, ES-5, and ES-6).

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the student housing use at ES-5 generates approximately 21 person trips (10 inbound trips and 11 outbound trips) and no vehicle trips during the weekday PM peak hour.

## **Traffic**

The 2209 Van Ness Avenue site is immediately contiguous to the 2211 Van Ness Avenue site (ES-4); thus, it is served by the same streets as 2211 Van Ness Avenue: Van Ness Avenue, Broadway, and Vallejo Street. In the vicinity of these AAU sites, Van Ness Avenue and Broadway have a mixture of office, retail, institutional, and residential uses. Vallejo Street has mostly residential uses. Van Ness Avenue is also U.S. 101, which has heavy traffic during the morning and afternoon peak periods. Traffic volumes are moderate to heavy along Broadway, and are light along Vallejo Street. The heaviest traffic movements in the project vicinity are on the southbound Van Ness Avenue approach to Broadway eastbound, especially during the AM peak period and along Broadway in the westbound approach to Van Ness Avenue northbound in the PM peak period.

There are two Muni routes in the site vicinity, 47-Van Ness and the 49-Van Ness/Mission, both of which operate along Van Ness Avenue. In 2010, four AAU shuttle bus routes (D, M, Q, and R) stopped at ES-5, which also served ES-4 and ES-6 at 2151 Van Ness Avenue, located 270 feet to the south; as of spring 2015, only route M provides shuttle service at these three sites.

The following presents a discussion of existing roadway systems in the vicinity of ES-5, including roadway designations, number of lanes, and traffic flow directions. The functional designation of these roadways was obtained from the *San Francisco General Plan* and *Better Streets Plan*.<sup>205, 206</sup> Roadways identified under the *Vision Zero San Francisco Two-Year Action Strategy* are also noted.<sup>207</sup>

**Van Ness Avenue** is a north-south commercial throughway that runs between North Point Street and Market Street, where it becomes South Van Ness Avenue. Van Ness Avenue, with its connection to Lombard Street, is also designated as U.S. 101 through the City. Van Ness Avenue has three lanes in each direction and a mix of metered and unmetered (2-hour time restricted) parking in the vicinity of the AAU site. The *San Francisco General Plan* classifies Van Ness Avenue as a Major Arterial in the CMP Network; it is also part of the MTS Network, a Transit Preferential Street (Transit Important Street), part of the Citywide Pedestrian Network, and a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Van Ness Avenue is designated as a High Injury Corridor in the City's Vision Zero network.

**Vallejo Street** is an east-west street that runs between The Embarcadero and Lyon Street. In the vicinity of the AAU site, Vallejo Street has one travel lane in each direction and a mix of metered and unmetered (2-hour time restricted) parking on both sides of the street.

**Broadway** is an east-west street that runs between The Embarcadero and Lyon Street. In the vicinity of the AAU site, Broadway has two travel lanes in each direction and a mix of metered and unmetered (2-hour time restricted) parking on both sides of the street. The *San Francisco General Plan* identifies Broadway as a Major Arterial in the CMP Network. Broadway is designated as a High Injury Corridor in the City's Vision Zero network.

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<sup>205</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>206</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

<sup>207</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

The student housing uses at ES-4 2209 Van Ness Avenue and ES-5 2211 Van Ness Avenue are not expected to generate a substantial amount of vehicle trips to adjacent streets because residential students are discouraged from driving private automobiles, but the institutional use at 2151 Van Ness Avenue (ES-6) located approximately 210 feet south of ES-5 would add approximately seven vehicle trips to adjacent streets during the PM peak hour. Based on this level of additional vehicle traffic, traffic operating conditions in the project vicinity would not be substantially altered by AAU uses at either 2209 or 2211 Van Ness Avenue or at 2151 Van Ness Avenue.

**Transit**

The student housing use at ES-5 generates approximately one transit trip during the PM peak hour. This is primarily due to residential students utilizing AAU shuttles, including on weekends. Similar to 2211 Van Ness Avenue (ES-4), ES-5 is served by Muni bus lines 47-Van Ness and 49-Van Ness/Mission, both of which travel along Van Ness Avenue, and the 19-Polk route on Polk Street (see Figure 7, p. 4-114). These routes provide further connections to Muni rail service on Market Street and other east-west routes, such as 10-Townsend, 12-Folsom/Pacific, and 27-Bryant. The nearest bus stops to the AAU site are located on Van Ness Avenue between Vallejo Street and Broadway, and they include shelters and signage with transit information. There are also eight Golden Gate Transit bus lines (e.g., Routes 10, 54, 56, 70, 72X, 93, 101 and 101X) that use the bus stop on Van Ness Avenue north of Broadway.

The AM, midday, and PM frequencies of the Van Ness Avenue lines as well as the passenger load and capacity utilization at the maximum load point (MLP) during the PM peak hour are presented in Table 42.

**Table 42. 2209 Van Ness Avenue – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines                 | Route  | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                                |                                   |
|---------------------------|--|--------------------------------|--------|---------|----------------------------------|--------------------------------|-----------------------------------|
|                           |  | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP                            | PM Peak Hour Capacity Utilization |
| 19 – Polk                 | Hunter’s Point to Fisherman’s Wharf via Civic Center                 | 15                             | 15     | 15      | 124                              | Polk St/<br>Sutter St          | 49%                               |
| 47 – Van Ness             | Caltrain Depot to Beach, Townsend, Mission, Van Ness and North Point | 10                             | 10     | 10      | 222                              | Van Ness Ave/<br>O’Farrell St  | 58%                               |
| 49 – Van Ness/<br>Mission | City College to North Point via Ocean, Mission, and Van Ness         | 8                              | 9      | 8       | 338                              | Van Ness Ave/<br>McAllister St | 47%                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

As part of the SFMTA's Muni Forward, the following change is proposed:

- The Van Ness Corridor Transit Improvement Project will implement the Bus Rapid Transit (BRT) along Van Ness Avenue, which is expected to reduce travel times for the routes 47-Van Ness and 49-Van Ness/Mission by 32 percent (this project has been approved). Proposed improvements include dedicated transit-only lane for use by Muni and Golden Gate Transit buses only, enhanced traffic signals optimized for north-south traffic with Transit Signal Priority system, low-floor vehicles and all-door boarding, safety enhancements for pedestrians, and boarding islands located at consolidated transit stops located along Van Ness Avenue at key transfer points.

The one PM peak hour transit trip generated by the AAU student housing use at ES-5 in combination with the one other transit trip from 2211 Van Ness Avenue (ES-4) and 22 transit trips from 2151 Van Ness Avenue (ES-6) are distributed to several routes and generally accommodated on existing transit service. Based on the location of the shuttle zone in front of the building, AAU shuttle service to the site has not substantially conflicted with the operation of transit vehicles on nearby streets.

### *Shuttle*

The student housing land use at ES-5 generates approximately 12 shuttle riders during the PM peak hour with approximately six riders in each direction. The 40-foot-long white passenger loading zone located in front of this site on Van Ness Avenue also serves the adjacent 2211 Van Ness Avenue student housing site (ES-4) and the 2151 Van Ness Avenue academic site (ES-6). In 2010, this site was served by AAU shuttle bus routes D, M, Q and R, with 20-minute, 60-minute, 30-minute, and 30-minute headways, respectively, throughout the day. The total seating capacity for these four routes was 299 seats in the PM peak hour. Routes D, M, Q and R operated at 30, 44, 29, and 18 percent capacity utilization, respectively, at the MLP during the PM peak hour. During the shuttle peak hour, routes D, M, Q and R operated at 64, 81, 96, and 55 percent capacity utilization, respectively, at the MLP. MLPs occur at 860 Sutter Street on Route D, at 860 Sutter Street on Route M, at 1849 Van Ness Avenue on Route Q, and at 1916 Octavia Street on Route R. Due to excess shuttle capacity, the site is currently (2015) served by one (reduced from four) shuttle route (Route M). Route M operates with 20-minute headways, which represents a total seating capacity of 72 over the PM peak hour. The 12 PM peak hour shuttle bus riders, in combination with the estimated eight shuttle bus riders at the 2211 Van Ness Avenue (ES-4) and seven shuttle bus riders at 2151 Van Ness Avenue (ES-6) sites, are accommodated on this route. However, since this route also stops at other residential locations prior to this site, a Condition of Approval to assess and monitor shuttle demand on this route (Route M) is recommended below.

Shuttle bus route M uses the existing 40-foot-long passenger-loading white zone in front of ES-5. The hours of operation for the shuttle bus zone are between 7:00 a.m. and 12:00 a.m. Monday through Sunday. In 2010, several shuttle buses used the 60 foot-long shuttle-only passenger loading zone at the time, which is now reduced to 40 feet long. Since only one shuttle bus route currently (2015) provides service to all three of the Van Ness Avenue sites (ES-4, ES-5, and ES-6), it is recommended that the white zone in front of ES-5 be reduced in size consistent with the typical 20 to 25 feet of a Regular stop, as described in the AAU shuttle policy. This recommended Condition of Approval is presented below.

In 2010, several shuttle buses (D, M, Q, and R) used the at the time 60-foot-long shuttle-only passenger loading zone in front of the 2209 Van Ness Avenue site. As of 2015, this shuttle zone has been reduced to a 40-foot-long shuttle zone. The remaining 20 foot-long white zone has been returned to the public for general parking. Observations during the midday period noted that there were no instances of shuttle buses double parking or stopping within the traffic lane on Van Ness Avenue, and passengers were able to board and alight at ease.<sup>208</sup>

Van Ness Avenue is not a designated bicycle route; thus the AAU shuttle stop and service on Van Ness Avenue do not directly conflict with bicycle traffic. Van Ness Avenue is used by Muni bus lines 47-Van Ness and 49-Van Ness/Mission with the combined frequency of every five minutes during the PM peak hour. Shuttle buses were observed to fully pull into the designated shuttle bus zone without substantial conflicts with Muni transit vehicles.

### ***Pedestrian***

The student housing land use at ES-5 generates 20 pedestrian trips, including seven walking, one transit and 12 shuttle trips during the PM peak hour. The 12 shuttle walking trips are short in length from the building entrance to the shuttle zone on Van Ness Avenue in front of the building. In addition, 25 shuttle riders (eight from 2211 Van Ness Avenue [ES-4] and 17 from 2151 Van Ness Avenue [ES-6]) walk to the ES-5 shuttle bus stop during the PM peak hour. Both Broadway and Van Ness Avenue are designated as High Injury Corridors under the City's Vision Zero Improvement Plan.<sup>209</sup> Pedestrian facilities in the vicinity of this site include Van Ness Avenue, Vallejo Street, and Broadway, with approximately 16- and 10-foot-wide sidewalks respectively, and they are described under the adjacent AAU site, 2211 Van Ness Avenue (ES-4). Intersections near the AAU site have well-defined crosswalk markings, pavement delineations, and traffic lights. There is no curb cut bordering this site. The primary and the only pedestrian access to the site is from Van Ness Avenue through the gated doorway.

As indicated in the discussion of 2211 Van Ness Avenue (ES-4), pedestrian volumes in the area were observed to be generally low and no indications of overcrowding or conflicts were observed. The 20 pedestrian trips at ES-5, 14 pedestrian trips for the adjacent 2211 Van Ness Avenue (ES-4), and 35 pedestrian trips at the 2151 Van Ness Avenue (ES-6) add pedestrian volumes in the project area, but are accommodated on the adjacent 10- and 16-foot sidewalks. A recommended Condition of Approval to assess/monitor shuttle service is included below. If shuttle service could meet the demand at 2151 Van Ness Avenue (ES-6), students would not need to gather or wait for shuttles in front of the 2209 Van Ness Avenue (ES-5) residential building.

### ***Bicycle***

The student housing land use at ES-5 generates one bicycle trip during the PM peak hour. Van Ness Avenue is not a bicycle route. However, Route 25 on Polk Street and Route 210 on Broadway are located within one block of the site. The site's one PM peak hour bicycle trip, even in combination with the one PM peak hour bicycle trip from the adjacent 2211 Van Ness residential site (ES-4) and

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<sup>208</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

<sup>209</sup> *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

the one bicycle trip from 2151 Van Ness Avenue (ES-6), has not substantially affected the operation or capacity of bicycle facilities in the area. There is one bicycle rack located in the rear courtyard of the building with a total of nine Class II bicycle parking spaces.<sup>210</sup> Another bicycle rack could be accommodated in the rear courtyard. This site generates a demand for approximately three bicycle parking spaces, which are generally accommodated in the existing bicycle parking spaces.<sup>211</sup> Pursuant to Planning Code Section 155.2, the 56-bed student housing use at ES-5 is required to provide 14 Class I bicycle parking spaces.<sup>212</sup> Therefore, a Condition of Approval related to additional Class I bicycle parking is recommended below.

### ***Loading***

As with 2211 Van Ness Avenue (ES-4), the AAU student housing use at ES-5 generates limited freight loading demand (less than one daily truck trip). There are no on-street freight loading (yellow) spaces adjacent to the site. This site does not have any off-street loading spaces. It is likely that the infrequent commercial deliveries to the site utilize the nearest commercial zone such as the one located on the north side of Vallejo Street west of Van Ness Avenue, approximately 240 feet north of the AAU site. Additionally, there are approximately four white passenger loading spaces adjacent to the site, including 20 feet on the south side of Vallejo Street, 40 feet in front of ES-5 (used as a shuttle stop), and 16 feet on the north side of Broadway.

Site visits did not indicate regular freight/delivery activities to the site. Since parking utilization in the area is moderate to high during the midday period, any delivery vehicles are required to find available parking, which could be more than one block away. Due to the low daily delivery activity related to the residential use as noted during site visit and lower traffic volumes during weekday midday along Van Ness Avenue, loading demand is accommodated in areas near the site. As discussed in the Shuttle subsection, above, a recommended Condition of Approval is suggested to reduce the size of the white zone in front of 2209 Van Ness Avenue.

Garbage collection at this site occurs on the west side of Van Ness Avenue, located next to the entrance of the site. Trash receptacles are placed along the sidewalk at designated areas. Garbage collection along Van Ness Avenue at this location occurs three times a week in the late night hours.

### ***Parking***

The AAU student housing use at ES-5 is not expected to generate parking demand throughout the day since students are discouraged from bringing private vehicles to San Francisco.<sup>213</sup> The site does not provide any off-street parking spaces. Although the site has not resulted in an increase in parking demand, an on-street parking survey was conducted along streets adjacent to the site and other nearby AAU sites (2211 Van Ness Avenue [ES-4] and 2151 Van Ness Avenue [ES-6]) during a typical

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<sup>210</sup> Bicycle parking data was provided by AAU and verified by Planning Department staff.

<sup>211</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate.

<sup>212</sup> Planning Code Section 155.2 requires that one Class I space is provide for every four beds. For buildings containing over 100 beds, 25 Class I spaces plus one Class I space are provided for every five beds over 100. A minimum of two Class II spaces are provided for every 100 beds. Student housing shall provide 50 percent more spaces than would otherwise be required.

<sup>213</sup> Student FAQs, <http://www.academyart.edu/faqs/faqs-student>, accessed on April 20, 2016.

weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J.

On-street parking spaces bordering ES-5 and the other nearby AAU sites at 2211 Van Ness Avenue (ES-4) and 2151 Van Ness Avenue (ES-6) are generally time limited (2-hour) and unmetered except for portions of Vallejo Street, Van Ness Avenue (between Broadway and Pacific Avenue) and Pacific Avenue which also have metered parking. Table 43 summarizes on-street parking supply and weekday midday occupancy for streets near ES-5 and other nearby AAU sites such as 2211 Van Ness Avenue (ES-4) and 2151 Van Ness Avenue (ES-6). There are a total of 55 on-street parking spaces surrounding these sites. During the survey period, parking occupancy was very high, averaging about 95 percent between 1:00 p.m. and 3:00 p.m. However, the AAU student housing use at 2211 Van Ness Avenue is not expected to have substantially added to this existing condition. As indicated under the Shuttle discussion, a recommended Condition of Approval is suggested to reduce the size of the white loading zones in front of ES-4 and ES-5, potentially expanding the on-street parking and/or commercial loading spaces in front of the site.

**Table 43. 2209 Van Ness Avenue – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street       | From        | To           | Side  | Supply    | Occupied  | % Utilization |
|--------------|-------------|--------------|-------|-----------|-----------|---------------|
| Vallejo St   | Franklin St | Van Ness Ave | South | 6         | 6         | 100%          |
| Van Ness Ave | Vallejo St  | Broadway     | West  | 6         | 6         | 100%          |
| Broadway     | Franklin St | Van Ness Ave | North | 14        | 13        | 93%           |
|              |             |              | South | 8         | 8         | 100%          |
| Van Ness Ave | Broadway    | Pacific Ave  | West  | 5         | 5         | 100%          |
| Pacific Ave  | Franklin St | Van Ness Ave | North | 16        | 14        | 88%           |
| <b>Total</b> |             |              |       | <b>55</b> | <b>52</b> | <b>95%</b>    |

Note: Parking utilization above 100 percent indicates double parking or other illegal activity.

Source: CHS Consulting Group, 2015.

An off-street parking inventory is presented for the study area generally bounded by Union Street, Gough Street, Jackson Street, and Larkin Street. Table 44 shows there is one public off-street parking facility within the study area with a total of 111 parking spaces. Parking occupancy at off-street parking facilities was not observed.

**Table 44. 2209 Van Ness Avenue– Off-Street Parking Supply**

| Address         | Type   | Capacity   |
|-----------------|--------|------------|
| 1650 Jackson St | Garage | 111        |
| <b>Total</b>    |        | <b>111</b> |

Source: SF Park, 2011; CHS Consulting Group, 2015.

### ***Emergency Vehicle Access***

Similar to 2211 Van Ness Avenue (ES-4), San Francisco Fire Department Stations #38 (2150 California Street) and #16 (2251 Greenwich Street) are the closest stations to ES-5, approximately 0.4 miles north and south of the site, respectively. From the stations, vehicles are able to access the AAU site via Van Ness Avenue and would be able to park along Van Ness Avenue.

### ***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, constraints on the AAU use of ES-5 include a potential need for additional shuttle service, a shuttle zone that is larger than needed, and a lack/limited amount of bicycle parking available at the site. To address these constraints, the following improvement/conditions are recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-5: TR-1, Shuttle Demand and Capacity.** Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.

**Recommended Condition of Approval, ES-5: TR-2, Shuttle Loading Zone.** AAU shall shorten the existing 40-foot-long white zone in front of the 2209 Van Ness Avenue site since only Route M serves the site at this time and a regular shuttle stop per AAU's shuttle policy is typically 20 to 25 feet in length. The type of on-street parking created shall be coordinated with SFMTA.

**Recommended Condition of Approval, ES-5: TR-3, Class I Bicycle Parking.** AAU shall add a 14 Class I bicycle parking spaces at 2209 Van Ness Avenue. Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).

### **Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The residential use at 2209 Van Ness Avenue (ES-5) is immediately contiguous to ES-4 at 2211 Van Ness Avenue, another AAU residential site. ES-5 is located on the west side of Van Ness Avenue, approximately mid-block between Vallejo Street and Broadway in the Pacific Heights. The 6,368 square-foot site is located in a residential and commercial district. The shuttle stop serving ES-5 was in front of the building in 2010. ES-5 has 22 rooms, with approximately 56 beds. No vehicle trips are generated by the uses in ES-5; students use the AAU shuttle system, bicycles, and public transit.<sup>214</sup> According to the San Francisco Transportation Noise Map,<sup>215</sup> the existing traffic noise level near ES-5 from vehicular traffic along Van Ness Avenue was approximately 75 dBA L<sub>dn</sub> in 2008, indicating a noisy commercial environment. Traffic-generated noise levels along these streets

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<sup>214</sup> CHS Consulting Group, AAU ESTM Transportation Section Draft #1A, January 2016.

<sup>215</sup> San Francisco Department of Public Health, 2008. *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>



currently exceed the “satisfactory” level for a residential land use, according to the *San Francisco General Plan*.

AAU did not install or modify any existing rooftop mechanical equipment at ES-5. Since there are no new rooftop stationary sources at the site, there would have been no increase rooftop mechanical equipment noise that did not already exist prior to AAU occupation. In addition, the activities in the ES-5 building would have been and continue to be required to comply with the City’s Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-5 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-5.

The *General Plan* noise compatibility guidelines indicate that any new residential construction or development in areas with noise levels above 60 dBA  $L_{dn}$  should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. In areas where noise levels exceed 65 dBA  $L_{dn}$ , new residential construction or development is generally discouraged, but if it does proceed, a detailed analysis of noise reduction requirements must be done and needed noise insulation features included in the design. Tenant improvements at the ES-5 residential building may have been subjected to the requirements contained in the California Noise Insulation Standards in Title 24, the California Building Code. The Building Code requires meeting an interior noise level standard of 45 dBA  $L_{dn}$  in any habitable room where dwelling units are located in areas subject to noise levels greater than 60 dBA  $L_{dn}$ . However, the proposed change in use from group-housing to group-housing for a post-secondary educational institution would not be considered a change from a non-noise sensitive use to a noise-sensitive use; therefore, the provisions of Title 24 would not apply.

### **Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found under Combined analysis of air quality in Chapter 3, Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (rooms) at ES-5, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed operational in 1998, when AAU occupied the building. Area sources were estimated based on a 56 dwelling unit “Mid-Rise Apartments” land use designation in CalEEMod, representing approximately 50 occupants, and mobile-source emissions were based on a daily vehicle trip rate of zero round trips per day. Since CalEEMod only allows the user to model years 1990, 2000 and 2005, an operational year of 1990 was conservatively assumed for ES-5. There are two on-site domestic hot water boilers at ES-5. Table 45 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NOx), and particulate matter 2.5 micrometers in diameter (PM<sub>2.5</sub>) or 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) from ES-5, which are all shown to be below BAAQMD’s daily and annual significance thresholds.

**Table 45. 2209 Van Ness Avenue (ES-5) Operational Emissions**

| Source                                  | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|---|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                                    | 1.25                                    | 3.75            | 0.57             | 0.57              | 0.21                                    | 0.68            | 0.10             | 0.10              |
| Energy                                  | <0.01                                   | 0.04            | <0.01            | <0.01             | <0.01                                   | <0.01           | <0.01            | <0.01             |
| Mobile                                  | 0.00                                    | 0.00            | 0.00             | 0.00              | 0.00                                    | 0.00            | 0.00             | 0.00              |
| Total Emissions                         | 1.25                                    | 3.78            | 0.57             | 0.57              | 0.21                                    | 0.69            | 0.10             | 0.10              |
| BAAQMD<br>Thresholds of<br>Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                       | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup>. Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-5 is not one of those sites; therefore, AAU occupation of ES-5 has not resulted in increased health risks for nearby sensitive receptors, and has not exposed new sensitive receptors to increased health risks.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco's ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City's *Strategies to Address Greenhouse Gas Emissions*. San Francisco's *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco's GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state's GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City's GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-5 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Residential Energy Conservation Ordinance (San Francisco Housing Code Chapter 12), Residential Water Conservation Ordinance (San Francisco Building Code, Housing Code, Chapter 12A), and required bicycle parking infrastructure in accordance with Planning Code Section 155.1-155.4. Compliance with the Residential Water Conservation Ordinance and Residential Energy Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU's alterations at ES-5 would have produced minimal construction debris. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance and CalGreen Sections 5.504.4 would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-5: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use has been insubstantial.

### **Wind and Shadow**

The tenant improvements at ES-5 did not involve any new development or additions that changed the height or bulk of the existing structure and, therefore, did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-5.

### **Recreation**

As shown on Figure 4, p. 3-63, 2209 Van Ness Avenue (ES-5) is located within 0.25 mile of two San Francisco Recreation and Park Department (RPD) parks: Allyne Park and Helen Wills Playground. Allyne Park, located at 2609 Gough Street, features a grass clearing, walking path and bench seating.<sup>216</sup> Helen Wills Playground, located at the corner of Broadway and Larkin Street, features a multi-functional clubhouse, play features, sports courts, and boardwalk.<sup>217</sup> Other publicly owned parks are within a 0.5-mile distance of ES-5, including Lafayette Park and Michelangelo Playground.

As described in Population and Housing on p. 4-134, the capacity of ES-5 is 56 beds. The change in use from single-family residential to student housing (group housing for a postsecondary educational institution) at ES-5 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Allyne Park and Helen Wills Playground facilities. In addition, AAU students and faculty access to recreational facilities is augmented by AAU private recreation room on-site, as well as facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other

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<sup>216</sup> SF Curbed, Getting to Know Cow Hollow's Allyne Park. Available online at: [http://sf.curbed.com/archives/2012/06/05/getting\\_to\\_know\\_cow\\_hollows\\_allyne\\_park.php](http://sf.curbed.com/archives/2012/06/05/getting_to_know_cow_hollows_allyne_park.php). Accessed on January 15, 2016.

<sup>217</sup> San Francisco Recreation and Parks, Helen Wills Playground. Available online at: <http://sfrecpark.org/destination/helen-wills-playground/>. Accessed on January 15, 2016.

university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-5 receives water from the SFPUC water supply facilities. The site had water service and consumption associated with the previous office land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use would still not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future uses.<sup>218</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-5. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Residential Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

#### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>219</sup> No substantial effect on wastewater has occurred from the change in use.

#### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-5 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is

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<sup>218</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

<sup>219</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>220</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity accommodate the site's and City's solid waste disposal needs.<sup>221</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

## **Public Services**

### ***Police***

ES-5 is located within the Northern District of the San Francisco Police Department (SFPD). The Northern District Police Station is located at 1125 Fillmore Street. The district covers approximately 5.3 square miles with a population of nearly 100,000. In 2013, there were 871 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 7,155 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Northern District.<sup>222</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of University students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

2209 Van Ness Avenue has a capacity of 56 beds (22 group-housing rooms). The change in use from single-family residential to student housing (group housing for a postsecondary educational institution) within a RC-3 District would represent a slight increase in the population of the area. However, the change would not be substantial because the student housing capacity is limited by the space in the building (22 group-housing rooms). Therefore, additional police protection demand would be negligible. In addition, Department of Campus Safety staff would augment the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-5.

### ***Fire and Emergency Services***

ES-5 is located within 3,000 feet of Fire Station No. 41 (1325 Leavenworth Street) and Fire Station No. 38 (2150 California Street). Fire Station Nos. 38 and 41 both consist of a single fire engine.<sup>223</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

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<sup>220</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>221</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>222</sup> San Francisco Police Department, Annual Report 2013, p. 117. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

<sup>223</sup> San Francisco Fire Department, Annual Report 2012-2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

In 2011, Fire Station No. 38 responded to 510 non-emergency calls with an average response time of 6:47 minutes, with 90 percent of non-emergency calls responded to in under 12:31 minutes. Fire Station No. 38 responded to 1,662 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:14 minutes. In 2011, Fire Station No. 41 responded to 448 non-emergency calls with an average response time of 7:27 minutes, with 90 percent of non-emergency calls responded to in under 14:08 minutes. Fire Station No. 41 responded to 1,796 emergency calls with an average response time of 2:57 minutes, with 90 percent of emergency calls responded to in under 4:06 minutes.<sup>224</sup>

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within five minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations within the vicinity of ES-5 meet the citywide emergency transport goals.

As described above on p. 4-134, the change in use from s to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the population of the area. Therefore, additional fire and emergency protection demand would be minimal. AAU has installed a new range fire suppression system, improving fire safety at the property. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred. As a result of the change in use at ES-5.

### ***Libraries***

The nearest public libraries to ES-5 are the Golden Gate Valley Branch Library and the Marina Branch Library. Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

The change in use from single-family residential to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the daytime population of the area. Any change in population would be minimal compared to the service population for the Golden Gate Valley Branch and Marina Branch Libraries. In addition, public library use would be augmented by AAU's private library system provided to AAU students for research, study, and programs. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-5.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The previous use as a single-family residence may have contributed to the school-aged population. The change in use to student housing (group housing for a postsecondary educational institution) would not contribute to additional demand to SFUSD, because AAU students are mainly unmarried and without children. No increase in the school-aged population would occur as a result of the change

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<sup>224</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

of use at ES-5. For the reasons stated above, no effect on schools has occurred as a result of the change in use at ES-5.

### **Biological Resources**

ES-5 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-5. ES-5 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-5.

### **Geology and Soils**

ES-5 is underlain by well-sorted, fine to medium grained dune sand.<sup>225</sup> The dune sands of San Francisco once formed an extensive coastal system, underlying approximately one-third of the City. The dune sand is typically highly permeable. The thickness of the dune sand is unknown but is estimated to be up to 100 feet and is underlain by bedrock. Depth to groundwater is unknown, and groundwater flow is anticipated to be northerly.<sup>226</sup> Because building alterations undertaken by AAU were all interior or limited to minor exterior non-structural modifications, no change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground shaking from earthquakes. Ground-shaking intensity at ES-5 would be very strong during a magnitude 7.2 earthquake and strong during a 6.5 magnitude earthquake originating from the San Andreas Fault or Hayward Fault, respectively.<sup>227,228</sup> ES-5 is not located within a liquefaction zone.<sup>229</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations, are at an increased risk of structural failure. ES-5 is composed of wood with a stucco façade; it does not have a soft story and is not made of unreinforced masonry.<sup>230, 231</sup> As a result, it does not have an increased risk of structural failure during an earthquake. Although the building could remain vulnerable during an earthquake, the building alterations carried out after the change in use from single-family residential to student housing (group

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<sup>225</sup> Geologica, Phase I Environmental Site Assessment for 2209 Van Ness Avenue, March 2003.

<sup>226</sup> Geologica, Phase I Environmental Site Assessment for 2209 Van Ness Avenue, March 2003.

<sup>227</sup> San Francisco Planning Department, *General Plan Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault*, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>228</sup> San Francisco Planning Department, *General Plan Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault*, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>229</sup> San Francisco Planning Department, *General Plan Community Safety Element, Seismic Hazards Zone San Francisco 2012*, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>230</sup> City and County of San Francisco, UMB – All Report, December 1, 2014.

<sup>231</sup> Department of Building Inspection, *Soft Story Property List*, April 2016. Available online at <http://sfdbi.org/soft-story-properties-list>. Accessed on April 20, 2016.

housing for a postsecondary educational institution) would not alter the building's performance during a ground shaking event.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-5 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., installation of security bars, a metal fence, and a gate). Regardless, wastewater and stormwater associated with the change in use and subsequent building alterations would have flowed into the City's combined stormwater and sewer system and were treated to standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant. If the Southeast Water Pollution Control Plant approaches capacity, wastewater from the site flows to, and is treated by, the North Point Wet-Weather Facility. Flows to the North Point Wet-Weather Facility are treated in accordance with the City's NPDES Permit. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City's combined sewer system.

ES-5 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency (FEMA). The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>232</sup> ES-5 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-5.

### **Hazards and Hazardous Materials**

The Phase I Environmental Site Assessment (ESA) prepared for ES-5 did not identify the presence of underground storage tanks (USTs) or significant historic use of hazardous materials located at the site.<sup>233</sup> Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth movement; therefore, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1912, suggests that asbestos-containing materials (ACMs), lead-based paint, and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Suspected ACMs were observed during the site visit for the ESA. No potential or suspected PCBs or LBP were observed on the property.<sup>234</sup> Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is

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<sup>232</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

<sup>233</sup> Geologica, Inc., Phase I Environmental Site Assessment for 2209 Van Ness Avenue, March 2003.

<sup>234</sup> Geologica, Inc., Phase I Environmental Site Assessment for 2209 Van Ness Avenue, March 2003.



unknown given that tenant improvements were completed at this site with and without the required building permits. The materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

ES-5 is a student housing building with a recreation room, and a kitchen and dining room. Hazardous materials that are used, stored, and disposed of at ES-5 include commercial household-style consumer products, such as cleaners, disinfectants, and chemical agents. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Use of these materials generates household-type hazardous waste, which do not result in substantial adverse effects.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects on mineral resources or mineral recovery sites have occurred as a result of the change in use of ES-5.

Tenant improvements at ES-5 associated with the conversion of single-family home space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, pp. 4-150 – 4-151. The GHG Compliance Checklist includes the City's Residential Water Conservation Ordinance, which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>235</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-5, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at ES-5. This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-5 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-5 has not had a substantial effect on mineral or energy resources.

### **Agricultural and Forest Resources**

ES-5 is designated "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>236</sup> The site is not designated as Prime Farmland,

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<sup>235</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 2209 Van Ness Avenue, March 4, 2016.

<sup>236</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.

Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use at ES-5 has had no substantial effects on agriculture or forest resources.

#### 4.2.6. 2151 Van Ness Avenue (ES-6)

##### **Property Information**

The 2151 Van Ness Avenue existing site (ES-6), St. Brigid Church, is a five-story, 27,912-square-foot building with an 80-foot-tall tower. ES-6 is located on the southwest corner of Van Ness Avenue and Broadway in the Pacific Heights neighborhood (Photographs 32 and 33). Figure 5, ES-6: 2151 Van Ness – Existing Condition, in Appendix TDM, shows the St. Brigid Church site and the adjacent streets. The building has a capacity of 989 occupants and is used by approximately 20 students per day for classes. The site is Lot 015 in Assessor’s Block 0575.

ES-6 was vacant for 13 years before Academy of Art University (AAU’s) occupancy in 2005. In 2010, AAU used the building, on a limited basis, as an auditorium and lecture facilities, with lecture classes held in the main auditorium area and studio classes in the basement area.<sup>237</sup> In 2016, AAU uses the building, on a limited basis, as an auditorium. Currently, the basement level is used for art studios and classrooms. The upper level is used occasionally by students for filming and photography upon request. The building, constructed between 1896 and 1897, is designated as City Landmark Number 252 and identified in the Van Ness Avenue Area Plan as a significant building. The site is served by AAU shuttle bus route M. AAU shuttle buses use the 40-foot-long white passenger loading zone fronting 2209 Van Ness Avenue (ES-5), approximately 175 feet north of ES-6.

The site is zoned RC-4 (Residential-Commercial-Combined, High-Density) and is within the Van Ness Special Use District. The RC-4 Zoning District allows high-density residential uses, senior housing, group housing including single room occupancy and student housing, retail uses on the first and second floors only, religious and other institutional uses and hotels with a conditional use (CU) authorization, and entertainment and arts uses, among others. The height and bulk district for Van Ness Boulevard between Green and California streets is 80-D. ES-6 is located in the Van Ness Special Use District. The Van Ness Special Use District’s focus is to implement the Van Ness Avenue Area Plan

##### ***Tenant Improvements and Renovations***

During AAU’s tenancy, the building has had asbestos abatement work and seismic retrofit upgrades. The metal security fence and stone steps were reconfigured. The stone step reconfiguration includes skateboard deterrents.<sup>238</sup> Plaster work was done on the ceiling in the nave to repair damage by leaks. Fire sprinklers were installed in the basement. AAU added acoustical tiles to the apse ceiling at an unknown date. The rear wall of the chancel was altered with the addition of drywall.<sup>239</sup> AAU installed an ADA lift and stairs on the Broadway side of the building, resulting in the removal of a portion of the low, granite wall. AAU installed a fire alarm and fire sprinkler system, and removed a small sign on the building’s façade. AAU also refurbished the steel doors and arch at the main entrance.<sup>240</sup> Infill

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<sup>237</sup> 2011 IMP, p. 88.

<sup>238</sup> City and County of San Francisco, Historic Preservation Commission, 2151 Van Ness Avenue: St. Brigid Church, Case No. 2009.0097A, Motion No. 0006, February 5, 2009.

<sup>239</sup> Academy of Art University, Memorandum to SWCA: Alteration Chronologies, February 2, 2016.

<sup>240</sup> Building Permits obtained for the improvements and renovations at ES-6 are: BPA #200512120068 (asbestos abatement), #200605091125 (entrance restoration), #200602074010 (plaster work), #200701171184 (seismic retrofit), #201104214564 (fire sprinklers), #201112150783 (fire alarm), and #201301248684 (sign removal).



**Photograph 32. 2151 Van Ness Avenue (ES-6).**



**Photograph 33. Van Ness Avenue at Broadway Street, facing south.**

of the southwest corner of the basement-level gymnasium to create an interior room occurred around 2011 without building permits.<sup>241</sup> Additional alterations to the basement included an ADA lift and carpeting, and were completed with a building permit.<sup>242</sup>

### ***Required Project Approvals***

The 2151 Van Ness Avenue existing site (ES-6) requires CU authorization under San Francisco Planning Code (Planning Code) Section 303 and Sections 209.3, and a building permit under Planning Code Section 171 to change the use from a religious institution to a postsecondary educational institutional use within an RC-4 Zoning District. All exterior alteration work has been permitted and a Certificate of Appropriateness (COA) is not required at this time for ES-6. Any unpermitted interior alterations would require a building permit that would be subject to historic preservation design review.

### **Plans and Policies and Land Use**

ES-6 is located in the Pacific Heights neighborhood. The Nob Hill and Russian Hill neighborhoods are located on the east side of Van Ness Avenue, to the south and north of Broadway, respectively. In the immediate vicinity of ES-6 there are a mix of uses including residential, commercial, institutional, and hotel uses. Commercial uses include restaurants, offices, and some ground-floor retail along Van Ness Avenue. The ES-6 building was built between 1896 and 1897, is five stories, and is known as St. Brigid Church, San Francisco Landmark #252.

Van Ness Avenue is a major north-south thoroughfare that serves as U.S. 101 through San Francisco to Lombard Street and the Golden Gate Bridge. Near ES-6, Van Ness Avenue has three lanes in each direction with a planted median. Similarly, Broadway is an east-west arterial street with two lanes in each direction. The Van Ness Bus Rapid Transit Project is scheduled to begin construction in 2016 and will include 2 miles of dedicated transit-only lanes near ES-6 that separate transit from traffic, enhanced boarding platforms, and the installation of new traffic signals. Bus stops are located on the northeastern corner of Van Ness Avenue and Broadway, and the southwestern corner of Van Ness Avenue and Pacific Avenue).

Prior to the AAU occupation, the church had been closed since 1994. St. Brigid School, a private K-12 catholic school, is located adjacent and west of St. Brigid Church. A surface parking lot that serves the St. Brigid School is adjacent and south of ES-6.

The site is zoned RC-4 (Residential – Commercial, High Density). The RC-4 Zoning District allows religious and other institutional uses and hotels with a CU authorization, and entertainment and arts uses, among others. The zoning along both sides of Van Ness Avenue north of ES-6 is RC-3 (Residential – Commercial, Medium Density). RC-3 Zoning Districts provide for a mixture of medium-density dwellings with supporting commercial uses.<sup>243</sup> An RM-3 (Residential, Mixed, Moderate Scale) District is west of ES-6. RM-3 Districts have some smaller structures, but are predominantly devoted to apartment buildings of six, eight, ten, or more units.<sup>244</sup> ES-6 is located in

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<sup>241</sup> Communication with AAU, Alteration Chronologies: List of Questions, February 2, 2016.

<sup>242</sup> San Francisco Planning Department Docket No. 2009.0097A.

<sup>243</sup> Planning Code Section 209.3.

<sup>244</sup> Planning Code Section 209.2.

the Van Ness Special Use District. The Van Ness Special Use District's focus is to implement the Van Ness Avenue Area Plan, which attempts to revitalize the area by encouraging new retail and housing to facilitate the transformation of Van Ness Avenue into an attractive mixed-use boulevard.<sup>245</sup> The height and bulk district for Van Ness Boulevard between Green and California streets is 80-D.

As noted above, the use of ES-6 has been changed by AAU from a religious institution to a postsecondary educational institution with an auditorium, classrooms, and studios. The change in use of the existing structure involved limited exterior alterations, including metal fence and stone step reconfiguration, described above under Tenant Improvements and Renovations. The use of ES-6 as a postsecondary educational institution conflicts with the Van Ness Special Use District, which encourages the development and maintenance of high-density housing along Van Ness Avenue. However, the Plan also guides development in a manner that is sensitive to architectural resources in the area and avoiding demolition or inappropriate alteration of historically or architecturally significant buildings, likely including ES-6.<sup>246</sup> The use of ES-6 as a postsecondary educational institution is consistent with the Van Ness Area Plan.

Change in use would not physically divide an established community; rather, localized changes in character could occur as the previous use as a church is altered to a postsecondary educational institutional use. Nevertheless, the church had been vacant since 1994. The change in use would intensify activities and introduce new patterns of use at the site. In addition, the change in use could increase AAU's presence in the area, as AAU occupies student housing properties at 2209 Van Ness Avenue (ES-5) and 2211 Van Ness Avenue (ES-4), approximately 175 feet north of ES-6.

A postsecondary educational institutional use is subject to approval by the Planning Commission as a CU within an RC-3 District. ES-6 would also require a building permit pursuant to Planning Code Section 171. Therefore the ES-6 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-6 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-6 is 989 occupants; however, the building is used by up to about 20 students on a typical day. Thus, the analyses assume an occupancy of 20 people rather than the maximum legal capacity of the building. The change in use at ES-6 from a religious institution to a postsecondary educational institution would have minimally changed the daytime population because the religious institution (i.e., church) likely had a comparable capacity. AAU is essentially replacing the church building population; therefore, the daytime population of the site would be fundamentally unchanged. Similar to the previous church population that would primarily congregate once per week, the auditorium of ES-6 is currently used only for special events and the building is not fully

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<sup>245</sup> Planning Code Section 243.

<sup>246</sup> Planning Code Section 243.

occupied on a daily basis. The remainder of the building includes classrooms and offices that represent only a small portion of the total capacity. Conservatively presuming that ES-6 was unoccupied prior to AAU use and that all occupants were also new residents of San Francisco, the change in population would be insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>247</sup> No substantial effect on population has occurred from the change in use at ES-6.

### ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-6 and all existing sites is discussed under the combined housing discussion, pp. 3-15 – 3-18. The change in use from a religious institution to a postsecondary educational institution at ES-6 contributed to the overall demand for AAU student and employee housing in San Francisco. However, the change of use at ES-6 did not result in the displacement of housing because this site was previously used as a church.

### **Aesthetics**

ES-6 is located along the Van Ness Corridor within the Pacific Heights neighborhood. ES-6 (i.e., St. Brigid Church) is a preserved example of Gothic Romanesque architecture, a style that originated in Europe in the nineteenth century that is based on medieval and early Christian Romanesque cathedrals of the eleventh and twelfth centuries.<sup>248</sup> The grand church is located in a visually prominent location on the southwestern corner of Van Ness Avenue and Broadway. ES-6 is bounded by Van Ness Avenue to the east, Broadway to the north, a surface parking lot to the south, and a four-story residential building to the west. The St. Brigid School building is located to the west of ES-6 at the intersection of Broadway and Franklin Street.

Van Ness Avenue (U.S. 101) is a major arterial roadway linking Lombard Street and the Golden Gate Bridge to the north and U.S. 101 to the south. In addition, other nearby streets including Franklin Street, Gough Street, Broadway, and Polk Street are all moderate- to heavily-traveled thoroughfares that link neighborhoods in the City. As such, vehicular traffic is a major contributor to the visual environment near ES-6.

Much of the streetscape is dominated by moderate-scale residential buildings with some neighborhood-serving retail and restaurant uses on the ground floor. Multi-story adjoining buildings are interspersed forming a consistent, urban façade with no setback from the sidewalk. A variety of architectural styles that include differing building materials and patterns, window patterns, and rooflines are present; however a majority of the buildings on the subject block appear older and were likely built pre-1960.

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<sup>247</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

<sup>248</sup> NoeHill, San Francisco Landmarks, Saint Brigid's Church. Available at <http://noehill.com/sf/landmarks/sf252.asp>. Accessed on October 13, 2015.

ES-6 is located on and viewable from Van Ness Avenue, which is designated as a street that defines City form and is important for significant building viewing.<sup>249</sup> The density of development, abundance of active vehicular thoroughfares, and dynamic land uses generates a substantial amount of pedestrian and vehicle traffic that adds to the visual character of the area.

The change in use at ES-6 has caused no visual changes to the building and neighborhood. The installation of security fencing and an ADA lift do not degrade the visual quality of the building or neighborhood. No exterior alterations are indicative of AAU use. Therefore, no substantial adverse aesthetic effect has occurred from the change in use at ES-6.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

The church at 2151 Van Ness Avenue (ES-6) was first constructed between 1896 and 1897 as a rectangular building with small wings at the western end. Additions in 1902–1904, 1930, 1943–1947, and 1965 have turned the building into the irregular-shaped building seen today. Located on a rectangular, sloped lot and set flush to the sidewalk, the building has a primary elevation fronting Van Ness Avenue and secondary elevations facing the neighboring properties and Broadway Street.

Comprising varying volumes and heights, the Gothic-Richardsonian Romanesque style building is highlighted by an interweaving of Celtic and Romanesque themes throughout. The primary volume features a cross-gable roof, rounded half dome above the apse, and a flat roof on the sacristy addition to the west. Clad in masonry, granite curbstones, and terra cotta wall cladding, the church has a five-story northeast corner of the lot and two-story flat roof tower on the southeast corner. The rooflines are marked by arcading. Characteristic of the style, the structure features detailed ornamentation of the entry portals, arched windows, and rose and arched windows. A central main entry with a detailed double-panel doors and a decorative stone surround with five concentric arches is featured on the primary elevation. Above the main entry is a row of deco style statues in arched niches, with the center niche standing taller than the rest, and a border molding. A rose window encircled by granite blocks is centered above the statues. Secondary entries flank the main entry on the ground floor of each tower with a pair of arched stained glass windows separated by a column above. Single narrow arched windows flank the main entry and define the upper stories of the northeastern tower. Ornamental Lombard bands are present on the gable ends and between the towers.

Secondary elevations are visible on the north, south, and west elevations. The north and south elevation feature tall arched arcades stained glass windows with surrounds along the nave. Smaller arcades of arched stain glass windows are located on the upper story of the north and south elevation along the nave and wrapping around the chancel on the west elevation. Rose windows with granite surrounds are located on the wings extending from the sanctuary. On the northern elevation, above the rose window is a V-shaped row of statues in arched niches with a border molding. Underneath the windows of the nave are single doors leading to the basement; there are four on the north elevation

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<sup>249</sup> San Francisco Planning Department, *San Francisco General Plan*, Urban Design Element, Map 11, Street Areas Important to Urban Design and Views.



and one on the south elevation. Security fencing has been added in front of the nave between the towers and extending wings along the north and south elevations, restricting access to the basement doors. Access to the western elevation is restricted by a chain-link metal fence with an inset door. On the ground story of the western elevation, in the northern corner, is a metal double-door which currently functions as the primary entry. Stained glass windows in circular, rose, and arched window openings are found on the secondary elevations in various configurations.

The main entry leads to a small rectangular narthex, which opens to the nave through paneled wood double-doors. The interior of the church is primarily intact from its original construction. Original features throughout the nave and sanctuary include the spatial arrangement, vaulted barrel and groin vault ceilings, rounded chancel and half-dome ceiling, plaster wall surfaces, marble columns with Romanesque capitals spanning the nave, marble alter, ornamental light fixtures, and wood floor, pews, carved paneling, wood wainscot, decorative wood doors, and a string course of angles around the nave with arched windows separated by statues. Seismic bracing has been added with the stair of the northeastern and southeastern towers. The basement-level gymnasium and stage surrounded by a decorative arched opening are also intact (for representative photographs refer to Photographs 34–36).



**Photograph 34. 2151 Van Ness Avenue.**



**Photograph 35. 2151 Van Ness Avenue, southeastern perspective of the north and west elevations**



**Photograph 36. Interior nave looking toward the narthex of subject property**

### Site History

The Romanesque-Richardsonian church at 2151 Van Ness Avenue was constructed by the San Francisco's Roman Catholic Archdiocese for the parish of St. Brigid. The parish was founded in 1862 with the construction of the current church building beginning in 1896. The church was originally designed by the architectural firm of Shea and Shea.<sup>250</sup>

The architectural firm of Shea and Shea comprised brothers Frank T. Shea (1859–1929) and William D. Shea (1866–1931), who completed a number of works for the San Francisco Archdiocese. Notable projects includes 1822 Eddy Street, San Francisco (Holy Cross Catholic Church and Parish Hall, 1899), 221 Valley Street, San Francisco (St. Paul's, 1900–1902), 745 Waverley Street, Palo Alto (St. Thomas Aquinas Church, 1901), and 19 St. Mary's Avenue, San Francisco (Church of St. John the Evangelist, 1902).<sup>251</sup>

Work on the building was phased with the basement and foundation being constructed between 1896 and 1897 and the interior, and north and south sides of the interior constructed between 1902 and 1904.<sup>252</sup> In 1930, Henry A. Minton was commissioned to design the Romanesque Revival façade, as well as complete interior alterations to accommodate additional seating. A native of Boston, Minton (1914–1974) studied at Harvard and after the 1906 Earthquake and Fire, Minton headed west and eventually began working with the Shea brothers. In 1911, Minton struck out on his own, working primary for the Bank of Italy (Bank of America) and the Roman Catholic Archdiocese of San Francisco. Alterations that occurred after Minton included the replacement of stained glass windows in the 1940s and the construction of the upper story and roof of the corner tower in 1965.<sup>253</sup> Citing dwindling attendance and the need to seismically upgrade the building, the Archdiocese closed the parish in 1994. The building sat vacant for 11 years prior to AAU's occupancy in 2005.

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<sup>250</sup> San Francisco Call, Father Cottle and St. Bridget's." March 23, 1896.

<sup>251</sup> Susan Dinkelspiel Cerny, *An Architectural Guidebook to San Francisco and the Bay Area* (Salt Lake City: Gibbs Smith, 2007).

<sup>252</sup> Anne Bloomfield, National Register of Historic Places Nomination Form for St. Brigid Church, May 1995. On file with the San Francisco Planning Department.

<sup>253</sup> Bloomfield 1995.

### California Register of Historical Resources Evaluation

2151 Van Ness Avenue is an Article 10 designated landmark (No. 252). In addition, the property was determined individually eligible for the National Register of Historic Places (NRHP) under Criteria A and C by the Keeper and is listed in California Register of Historical Resources (CRHR). As part of the current study, the property also appears eligible for the CRHR under Criterion 1, for its association with Irish and Irish-American settlement and ethnic history in San Francisco (period of significance is 1896–1965). In addition, the property appears CRHR eligible under Criterion 3, as an exceptional example of the Gothic-Romanesque styles applied to ecclesiastical architecture (period of significance is 1896–1915).

In addition to meeting the applicable eligibility criteria, a property must retain historic integrity, which is defined in National Register Bulletin 15 as the “ability of a property to convey its significance.”<sup>254</sup> In order to assess integrity, the National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven aspects: Location, Design, Setting, Materials, Workmanship, Feeling, and Association (each aspect is defined in National Register Bulletin 15). 2151 Van Ness Avenue retains integrity and remains eligible for the NRHP and for the CRHR.

### Character-Defining Features Summary

#### *Exterior*

- Scale and massing: comprising various volumes and heights and irregular plan that is flush with sidewalk
- Setback and siting: flush with sidewalk and set into hillside
- Cross-gabled roof on primary volume to east, and apse and flat roof on 1940 sacristy addition to west
- Fenestration: arched entryways on façade and rectangular doorways on north elevation; and arched and circular windows
- Granite block and terra cotta wall cladding
- Terra cotta ornament on entry portals and arched windows
- Ornamental Lombard band on gable ends and towers
- Ornamental columns spanning narthex between towers
- Stained glass windows in circular, rose and arched windows

#### *Interior*

- Spatial arrangement: narthex, nave, side aisles, chancel, sacristy, and transepts and choir gallery
- Vaulted ceiling (barrel and groin vaults)
- Rounded chancel and half-dome ceiling

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<sup>254</sup> National Park Service, National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation, National Register Branch, 1990.

- Plaster wall surfaces
- Wood floors, pews, carved paneling, and wainscoting
- Stringcourse of angels and heads
- Clerestory comprising carved angels
- Marble columns
- Marble altar
- Stained glass windows, arched and round rose windows
- Ornamental, hanging light fixtures
- Carved, wood pulpits
- Two organs (pipe organ on 2<sup>nd</sup> floor sanctuary) and pipes
- Original wood doors
- Basement-level gymnasium and stage with decorative arched opening

#### Secretary of the Interior's Standards Analysis

This section presents a description and analysis of all known alterations carried out by AAU on character-defining features and spaces for compliance with the *Secretary's Standards for Rehabilitation*. The analysis includes the applicable Standards for Rehabilitation for each given project. See Appendix HR for a table presenting an analysis of the AAU alterations and their compliance with each of the Secretary's Standards.

**Rehabilitation Standard No. 1:** *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.*

**Skateboard Deterrents:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Restoration of steel doors and arch at main entry:** The project does not involve a change in use that resulted in major alterations to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**ADA Lift and Security Fence:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Seismic Retrofit:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Rehabilitation Standard No. 2:** *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize the property will be avoided.*

**Skateboard Deterrents:** The project complies with Rehabilitation Standard No. 2. Although this change resulted in minimal damage to historic materials, the skateboard deterrents are minimal in scale and appearance and do not negatively affect the historic character of the property.

**Restoration of steel doors and arch at main entry:** The project complies with Rehabilitation Standard No. 2. The project did not alter nor negatively affect the appearance or materials of the steel doors and arch, which are considered character defining.

**ADA Lift and Security Fence:** The project complies with Rehabilitation Standard No. 2. Prior to AAU's occupation of the building in 2005, historic photographs indicate that a non-original chain-link fence had been installed along the short granite wall that spans a portion of the north elevation, near an inset and below-grade area. Although installation of the current fence resulted in the removal of the non-character-defining chain-link fence, it also included the destruction of historic materials through the installation of the current fence poles and the partial removal of a small portion of the low-granite wall to the east. The project was limited to a recessed area of a secondary elevation however, and only included removal of a minimal portion of the low-granite wall, leaving the overall character of the feature intact. Installation of the security fence did not negatively affect the overall character of the low-granite wall intact and does not obscure character-defining features.

The ADA lift that was added to the property replaced a staircase that historic photographs indicate was introduced to AAU's occupation of the subject property. It is unclear from historic photographs if a staircase was historically present at this location; regardless, the staircase was located on a secondary elevation, on the ground level, and did not materially contribute to or affect the building's overall massing, scale, distinctive materials, or any other character-defining features. Replacement of the staircase with the ADA lift similarly has not introduced any visual feature to the subject property or negatively affected any of the features essential in its ability to convey its historical significance.

**Seismic Retrofit:** The project complies with Rehabilitation Standard No. 2. The seismic retrofit introduced large steel bracing into the interior stairwells of the two towers at the northeast and southeast corners of the building. The bracing is only visible within these stairwells, which are considered secondary spaces, and are not essential in the ability for the property to convey its historical significance.

**Rehabilitation Standard No. 3:** *Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historical properties, will not be undertaken.*

**Skateboard Deterrents:** The project complies with Rehabilitation Standard No. 3. The skateboard deterrents are clearly modern and do not result in a false sense of historical development.

**Restoration of steel doors and arch at main entry:** The project complies with Rehabilitation Standard No. 3. The project did not unduly alter the historic character or appearance of the steel doors and arch, nor did it introduce an architectural elements creating a false sense of historical development.

**ADA Lift and Security Fence:** The project complies with Rehabilitation Standard No. 3. These elements are clearly modern and do not result in a false sense of historical development.

**Seismic Retrofit:** The project complies with Rehabilitation Standard No. 3. Although visible in a secondary interior space, the seismic bracing is clearly modern and does not result in a false sense of historical development.

**Rehabilitation Standard No. 4:** *Changes to a property that have acquired significance in their own right will be retained and preserved.*

**Restoration of steel doors and arch at main entry:** The project complies with Rehabilitation Standard No. 4. Although not original, historic photographs indicate the steel doors and arch were added to the building prior to 1931 and within the period of significance (1896–1965). As architectural features that are representative of the church’s expansion and associations with Irish and Irish-American settlement and ethnic heritage in San Francisco, they have acquired significance within their own right.

**Rehabilitation Standard No. 5:** *Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

**Skateboard Deterrents:** The project complies with Rehabilitation Standard No. 5. The installation of the skateboard deterrents did not unduly damage or obstruct historic materials, and the property retains the distinctive materials, features, and finishes that convey its historical significance.

**Restoration of steel doors and arch at main entry:** The project complies with Rehabilitation Standard No. 5. The restoration of the steel doors and arch preserved the distinctive materials and features that characterize the property.

**ADA Lift and Security Fence:** The project does not comply with Rehabilitation Standard No. 5. The project involved the partial removal and destruction of the low-granite wall, an architectural feature composed of distinctive materials and finishes.

**Seismic Retrofit:** The project does not comply with Rehabilitation Standard No. 5. The project resulted in the partial removal and destruction of the wood stairs and historic ceiling materials, which were distinctive materials and features that contributed to the character of the property.

**Rehabilitation Standard No. 6:** *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.*

**Restoration of steel doors and arch at main entry:** The project complies with Rehabilitation Standard No. 6. Rather than replace the steel doors and arch, the project repaired these character-defining features and left them in place.

**Rehabilitation Standard No. 9:** *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and environment.*

**Skateboard Deterrents:** The project complies with Rehabilitation Standard No. 9. The skateboard deterrents are generally compatible in scale and appearance, they do not unduly obscure character-defining features, and they are differentiated from the features that characterize the building.

**Restoration of steel doors and arch at main entry:** Rehabilitation Standard No. 9 is not applicable to this project.

**ADA Lift and Security Fence:** The project complies with Rehabilitation Standard No. 9. Prior to AAU's occupation of the building in 2005, historic photographs indicate that a non-original chain-link fence had been installed along the short granite wall that runs the length of a short inset, and below-grade area on the north elevation. This project included the damage to/removal of historic materials through the installation of the security fence poles and the partial removal of a small portion of the low-granite wall to the east. The project was limited to a recessed area of a secondary elevation, however, and only affected a minimal portion of the low-granite wall. The overall character of the low-granite wall remains intact.

The ADA lift replaced a staircase that, according to historic photographs, was introduced prior to AAU's occupation of the subject property. It is unclear from historic photographs if a staircase was historically present at this location; regardless, the staircase is located on a secondary elevation, on the ground level, and not highly visible from the public right-of-way. Similarly, the ADA lift is not highly visible from the public right-of-way, is differentiated and generally compatible with the size, scale, and proportion of the historic property.

**Seismic Retrofit:** The project complies with Rehabilitation Standard No. 9. The seismic bracing is located in a stairwell that is a secondary interior space.

**Rehabilitation Standard No. 10:** *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

**Skateboard Deterrents:** The project complies with Rehabilitation Standard No. 10. The skateboard deterrents are generally compatible in scale and appearance, they do not obscure character-defining features, and their removal would not result in any impairment to the building.

**Restoration of steel doors and arch at main entry:** Rehabilitation Standard No. 10 is not applicable to this project.

**ADA Lift and Security Fence:** The project complies with Rehabilitation Standard No. 10. Although installation of the ADA lift and security fence may have resulted in damage to historic materials, its removal would not permanently impair the essential form and integrity of the historic property.

**Seismic Retrofit:** The project complies with Rehabilitation Standard No. 10. Although the project resulted in damage to historic materials, its removal would not permanently impair the essential form and integrity of the historic property.

### Conclusion

The project complies with the SOIS and no Condition of Approval is recommended at this time.

### ***Archaeology and Paleontology***

Building alterations at ES-6 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

### **Transportation and Circulation**

The AAU institutional building at 2151 Van Ness Avenue is located at the southwest corner of Van Ness Avenue and Broadway in the Pacific Heights neighborhood. The 21,492 square-foot site is located in a residential and commercial neighborhood and is adjacent to other residential commercial zoning districts (RC-3 and RM-3) to the north and south and a residential zoning district (RM-3) to the west. The approximately 20,100-square-foot, two-story St. Brigid Church building contains 27,912 gross square feet of AAU auditorium and lecture facilities. This site accommodates up to 54 students and four faculty/staff members on any given day.<sup>255</sup>

The site includes a 10-space at-grade parking lot, which is accessed via Van Ness Avenue. The parking lot is operated and used by the Sisters of St. Brigid and is not available to AAU or other users. The primary and the only pedestrian access to the site is from Van Ness Avenue through the gated doorway, and two secondary entries are provided along Broadway for access to the basement and sanctuary. There is one bicycle rack (approximately eight spaces) provided in the basement. There is no AAU shuttle stop provided at this site; however, shuttle service (Route M) is provided at 2209 Van Ness Avenue (ES-5), approximately 240 feet to the north.

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the academic use at 2151 Van Ness Avenue generates approximately 44 person trips (19 inbound trips and 25 outbound trips) and seven vehicle trips (three inbound trip and four outbound trips) during the weekday PM peak hour.

### ***Traffic***

ES-6 has frontage along both Van Ness Avenue and Broadway. In the vicinity of ES-6, Van Ness Avenue and Broadway have a mixture of office, retail, institutional, and residential uses. Vallejo Street has mostly residential uses. Van Ness Avenue is also U.S. 101, which has heavy traffic during the morning and afternoon peak periods. Traffic volumes are moderate to heavy along Broadway, and are light along Vallejo Street. The heaviest traffic movements in the project vicinity are on the southbound Van Ness Avenue approach to Broadway eastbound, especially during the AM peak period and along Broadway in the westbound approach to Van Ness Avenue northbound in the PM peak period. There are two Muni routes in the vicinity of ES-6, 47-Van Ness and the 49-Van Ness/Mission, both of which operate along Van Ness Avenue.

The following presents a discussion of existing roadway systems in the vicinity of ES-6, including roadway designations, number of lanes, and traffic flow directions. The functional designation of

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<sup>255</sup> The transportation analysis is based on 2010 data and is a more conservative analysis compared to the 20 students that use the building on any given day in 2016.



these roadways was obtained from the *San Francisco General Plan* and *Better Streets Plan*.<sup>256,257</sup> Roadways identified under the *Vision Zero San Francisco Two-Year Action Strategy* are also noted.<sup>258</sup>

**Van Ness Avenue** is a north-south commercial throughway that runs between North Point Street and Market Street, where it becomes South Van Ness Avenue. Van Ness Avenue, in its connection with Lombard Street, is also designated as U.S. 101 through the City. Van Ness Avenue has three lanes in each direction and a mix of metered and unmetered (2-hour time restricted) parking in the vicinity of the AAU site. The *San Francisco General Plan* classifies Van Ness Avenue as a Major Arterial in the CMP Network; it is also part of the MTS Network, a Transit Preferential Street (Transit Important Street), part of the Citywide Pedestrian Network, and a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Van Ness Avenue is designated as a High Injury Corridor in the City's Vision Zero network.

**Vallejo Street** is an east-west street that runs between The Embarcadero and Lyon Street. In the vicinity of ES-6, Vallejo Street has one travel lane in each direction and a mix of metered and unmetered (2-hour time restricted) parking on both sides of the street.

**Broadway** is an east-west street that runs between The Embarcadero and Lyon Street. In the vicinity of the AAU site, Broadway has two travel lanes in each direction and a mix of metered and unmetered (2-hour time restricted) parking on both sides of the street. The *San Francisco General Plan* identifies Broadway as a Major Arterial in the CMP Network. Broadway is designated as a High Injury Corridor in the City's Vision Zero network.

**Pacific Avenue** is an east-west neighborhood commercial/residential street that runs between Fifth Avenue and Front Street. In the vicinity of the AAU site, Pacific Avenue has one travel lane in each direction and a mix of metered and unmetered (2-hour restricted) parking on both sides of the street.

The academic use at ES-6 adds seven vehicle trips to adjacent streets during the PM peak hour. This level of contribution has not substantially altered existing operating conditions of streets or intersections in the area.

There is a curb cut on the west side of Van Ness Avenue for access to the 10-space parking lot on site. AAU does not have access to this parking lot, and it is exclusively used by the sisters of St. Brigid Church.

### ***Transit***

The academic use at ES-6 generates approximately 22 transit trips during the PM peak hour including nine trips in the inbound direction and 13 trips in the outbound direction. ES-6 is served by two Muni bus routes 10-Townsend and 12-Folsom/Pacific along Pacific Avenue, two routes 47-Van Ness and 49-Van Ness/Mission along Van Ness Avenue, and one route 19-Polk along Polk Street. The nearest bus stops are located at Van Ness Avenue and Pacific Avenue, and they include shelters and signage with transit information (see Figure 7, on p. 4-114). There are also eight Golden Gate Transit bus

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<sup>256</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>257</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

<sup>258</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

lines (e.g., Routes 10, 54, 56, 70, 72X, 93, 101, and 101X) that use the bus stop on Van Ness Avenue north of Broadway, one block from the ES-6 site.

Table 46 presents the AM, midday, and PM frequencies of nearby Muni lines as well as the passenger load and capacity utilization at the maximum load point (MLP) during the PM peak hour. All five routes operate below the San Francisco Municipal Transportation Agency (SFMTA) performance standard of 85 percent capacity utilization during the PM peak hour. The 10-Townsend route, at 80 percent capacity utilization, approaches the SFMTA 85 percent capacity utilization performance standard during the PM peak hour.

**Table 46. 2151 Van Ness Avenue (ES-6) – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines                 | Route  | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                                    |                                   |
|---------------------------|--|--------------------------------|--------|---------|----------------------------------|------------------------------------|-----------------------------------|
|                           |  | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP                                | PM Peak Hour Capacity Utilization |
| 10 – Townsend             | 24 <sup>th</sup> and Potrero to Pacific and Van Ness via Pacific, 2 <sup>nd</sup> , and Townsend | 10                             | 20     | 20      | 153                              | Second St/<br>Townsend St          | 80%                               |
| 12 – Folsom/<br>Pacific   | 24 <sup>th</sup> St BART Station to Van Ness and Pacific via Folsom and Sansome                  | 20                             | 20     | 20      | 108                              | Harrison St/<br>7 <sup>th</sup> St | 57%                               |
| 19 – Polk                 | Hunter’s Point to Fisherman’s Wharf via Civic Center   | 15                             | 15     | 15      | 124                              | Polk St/<br>Sutter St              | 49%                               |
| 47 – Van Ness             | Caltrain Depot to Beach, Townsend, Mission, Van Ness and North Point                             | 10                             | 10     | 10      | 222                              | Van Ness Ave/<br>O’Farrell St      | 58%                               |
| 49 – Van Ness/<br>Mission | City College to North Point via Ocean, Mission, and Van Ness                                     | 8                              | 9      | 8       | 338                              | Van Ness Ave/<br>McAllister St     | 47%                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

As part of the SFMTA’s Muni Forward, the following changes are proposed:

- Route 10-Townsend would be re-named 10-Sansome, and would have increased frequency east of Van Ness Avenue from 20 to six minutes during the AM and PM peak period, and from 20 to 10 minutes during the midday period. It would also have a longer contraflow transit-only lane on Sansome Street.
- Route 12-Folsom/Pacific would be discontinued.
- The Van Ness Corridor Transit Improvement Project will implement the Bus Rapid Transit (BRT) along Van Ness Avenue, which is expected to reduce travel times for the routes 47-Van Ness and 49-Van Ness/Mission by 32 percent (this project has been approved).

Proposed improvements include dedicated transit-only lane for use by Muni and Golden Gate Transit buses only, enhanced traffic signals optimized for north-south traffic with Transit Signal Priority system, low-floor vehicles and all-door boarding, safety enhancements for pedestrians, and boarding islands located at consolidated transit stops located along Van Ness Avenue at key transfer points.

The 22 PM peak hour transit trips generated by the AAU academic use at ES-6, in combination with the two transit trips from 2209 Van Ness Avenue (ES-4) and 2211 Van Ness Avenue (ES-5), are distributed to several routes and generally accommodated on existing transit service. There is no existing shuttle stop provided at this site, thus AAU shuttle service has not substantially conflicted with the operation of transit vehicles.

### ***Shuttle***

The academic land use at ES-6 generates approximately seven shuttle riders during the PM peak hour including three riders in the inbound direction and five riders in the outbound direction. Shuttle demand may be higher at other points of the day based on class schedules at this location. AAU shuttle route M currently runs adjacent to the site on Van Ness Avenue, but no shuttle stop is provided at this site. Instead, students walk approximately 210 feet to the shuttle zone located in front of the 2209 Van Ness Avenue site (ES-5) to catch the AAU shuttle bus. In 2010, this site was served by shuttle bus routes D, M, Q and R, with 20-minute, 60-minute, 30-minute, and 30-minute headways, respectively, throughout the day. The total seating capacity for these four routes was 299 seats in the PM peak hour. Routes D, M, Q and R operated at 30, 44, 29, and 18 percent capacity utilization, respectively, at the MLP during the PM peak hour. MLPs occur at 860 Sutter Street on Route D, at 860 Sutter Street on Route M, at 1849 Van Ness Avenue on Route Q, and at 1916 Octavia Street on Route R. During the shuttle peak hour, routes D, M, Q and R operated at 64, 81, 96, and 55 percent capacity utilization, respectively, at the MLP. Due to excess capacity, one shuttle route (Route M) currently (2015) serves this AAU site. Route M operates with 20-minute headways with a 72 total seating capacity during the PM peak hour.

The seven PM peak hour shuttle riders at this site, in combination with the estimated 20 shuttle riders at the two nearby student housing sites (2209 and 2211 Van Ness Avenue [ES-5 and ES-6]) during the PM peak hour, are generally accommodated on this route. However, since this route also stops at other residential locations prior to this site, a Condition of Approval to monitor shuttle demand on this route (Route M) is recommended below under Existing Constraints and Proposed Conditions of Approval.

### ***Pedestrian***

The academic use at ES-6 generates 35 pedestrian trips, including six walking, 22 transit and seven shuttle trips during the PM peak hour. Both Broadway and Van Ness Avenue are designated as High Injury Corridors under the City's Vision Zero Improvement Plan.<sup>259</sup> Pedestrian facilities in the vicinity of this site include Van Ness Avenue, Vallejo Street, and Broadway, with approximately 16- and 10-foot-wide sidewalks respectively. Intersections near this AAU academic site have well-defined crosswalk markings, pavement delineations, and traffic lights. There is a curb cut bordering the site on the west side of Van Ness Avenue with a driveway leading to an 10-space at grade parking

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<sup>259</sup> *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

lot on the site. This parking lot is used by the Sisters of St. Brigid Church, and AAU does not use this parking lot. The primary pedestrian access to the site is from Van Ness Avenue through the gated doorway. Two secondary entries are provided along Broadway, which connect to the basement and sanctuary.

Observations noted no instances of pedestrian-vehicle conflicts at the driveway (curb cut) or crosswalk locations during the weekday mid-day.<sup>260</sup> There were no indications of overcrowding within the sidewalk areas, nor a considerable amount of pedestrians standing outside of this AAU site. As indicated under 2211 and 2209 Van Ness Avenue discussions (ES-5 and ES-4), pedestrian volumes in the area were observed to be generally low and no indications of overcrowding or conflicts were observed. The 35 pedestrian trips at ES-6 add pedestrian volumes to the area, in addition to the 20 pedestrian trips at the 2211 Van Ness site (ES-4) and 14 pedestrian trips for 2209 Van Ness Avenue (ES-5). These volumes, while noticeable, are able to be accommodated on the adjacent 10- and 16-foot-wide sidewalks. A recommended Condition of Approval to assess/monitor shuttle service is identified above. If shuttle service could meet the demand at ES-6, students would not need to gather or wait for shuttles in front of the 2209 Van Ness Avenue residential building.

### ***Bicycle***

The academic land use at ES-6 generates one bicycle trip during the PM peak hour. Van Ness Avenue is not a bicycle route. Route 210 on Broadway and Route 25 on Polk Street are located within one block of the site. The site's one PM peak hour bicycle trip, even in combination with the two PM peak hour bicycle trips from the nearby 2209 and 2211 Van Ness Avenue residential sites (ES-5 and ES-4), do not substantially affect the operation or capacity of bicycle facilities in the area. There is one bicycle rack located in the basement with a total of eight Class II bicycle parking spaces.<sup>261</sup> Although located in the interior of the building, the type of bicycle rack is not recommended (pursuant to San Francisco Planning Department guidance), because it is not considered secure bicycle parking. Furthermore, to access this parking, bicyclists must proceed down two short stairways and through two rooms to access the rack. This site generates a demand for approximately one bicycle parking space, thus the existing bicycle parking supply (eight spaces) is sufficient to meet the peak parking demand.<sup>262</sup> No bicycle parking is required for this site under the Planning Code.<sup>263</sup> A recommended Condition of Approval to design, locate and configure all bicycle parking spaces in compliance with Planning Code Section 155.1 through 155.4 is included in the Greenhouse Gas Emissions section on p. 4-180 – 4-181.

### ***Loading***

The academic use at ES-6 generates approximately three daily truck trips, which equates to approximately 0.1 trips in an average hour and 0.2 in the peak loading hour. The site does not provide any off-street loading spaces. However, the site does include a 10-space parking lot that is utilized

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<sup>260</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

<sup>261</sup> Bicycle parking data was provided by AAU and verified by Planning Department staff.

<sup>262</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate.

<sup>263</sup> No additional bicycle parking is required because previous religious use is more intense in regard to bicycle parking requirement.

by the Sisters of St. Brigid Church. There is one on-street 20-foot-long freight loading (yellow) space on the west side of Van Ness Avenue immediately south of the driveway to the parking lot.

Field observations of loading activities were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015. No AAU freight/delivery vehicles or related activities were observed and general commercial activity in the area was low with one freight/delivery vehicle parked in the freight loading zone on Van Ness Avenue during the observation. According to the parking analysis, on-street parking spaces along Broadway, Van Ness Avenue and Pacific Avenue experience moderate to high parking utilization during the midday period. Trucks making deliveries to this site have to find available on-street parking spaces in the vicinity, which could be more than one block away. Due to the low daily delivery activity related to this use and the generally low traffic volumes in the area during the weekday midday, loading demand could be accommodated in areas near the site.

Garbage collection at this site occurs on the south side of Washington Street, located next to the service entrance of the site. Trash receptacles are placed along the sidewalk at designated areas. Garbage collection along Van Ness Avenue at this location occurs twice a week in the late night hours.

### ***Parking***

The AAU academic use at ES-6 generates a parking demand of approximately two parking spaces by commuter students. The site, even though it includes a parking lot, does not provide any off-street parking spaces.<sup>264</sup> The parking study area for this site is the same as the 2211 Van Ness Avenue site (ES-4) due to its proximity.

On-street parking spaces bordering ES-6 and the other nearby AAU sites at 2209 Van Ness Avenue (ES-5) and 2209 Van Ness Avenue (ES-4) are generally time limited (2-hour) and unmetered except for portions of Vallejo Street, Van Ness Avenue (between Broadway and Pacific Avenue) and Pacific Avenue which also have metered parking. Table 47 summarizes on-street parking supply and weekday midday occupancy for streets near ES-6 and other nearby AAU sites at 2209 Van Ness Avenue (ES-5) and 2211 Van Ness Avenue (ES-4). There are a total of 55 on-street parking spaces surrounding these sites. During the survey period, parking occupancy was very high, averaging about 95 percent between 1:00 p.m. and 3:00 p.m. There is only one off-street parking facility in the vicinity with a total of 111 parking spaces. Parking occupancy at off-street parking facilities was not observed.

The demand for two parking spaces related to the academic use at 2151 Van Ness Avenue could be met with on- or off-street parking in the vicinity. However, parking spaces are in limited supply, and the AAU use at this site is expected to add to the overall parking demand in the area. A Condition of Approval is identified in Chapter 3 (p. 3-28) and described in detail in Appendix TDM at the end of this Memorandum to reduce staff and faculty vehicle trips as part of a Transportation Demand Management strategy to be applied to each of the existing sites; this Condition of Approval would also reduce the related parking demand.

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<sup>264</sup> This parking lot is used by the Sisters of St. Brigid Church, and AAU does not use or control use of this parking lot.

**Table 47. 2151 Van Ness Avenue – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street       | From        | To           | Side  | Supply    | Occupied  | % Utilization |
|--------------|-------------|--------------|-------|-----------|-----------|---------------|
| Vallejo St   | Franklin St | Van Ness Ave | South | 6         | 6         | 100%          |
| Van Ness Ave | Vallejo St  | Broadway     | West  | 6         | 6         | 100%          |
| Broadway     | Franklin St | Van Ness Ave | North | 14        | 13        | 93%           |
|              |             |              | South | 8         | 8         | 100%          |
| Van Ness Ave | Broadway    | Pacific Ave  | West  | 5         | 5         | 100%          |
| Pacific Ave  | Franklin St | Van Ness Ave | North | 16        | 14        | 88%           |
| <b>Total</b> |             |              |       | <b>55</b> | <b>52</b> | <b>95%</b>    |

Note: Parking utilization above 100 percent indicates double parking or other illegal activity.

Source: CHS Consulting Group, 2015.

***Emergency Vehicle Access***

San Francisco Fire Department Stations #38 (2150 California Street) and #16 (2251 Greenwich Street) are the closest stations to ES-6, approximately 0.4 miles north and south of the site, respectively. From the stations, vehicles are able to access the AAU site via Van Ness Avenue and would be able to park along Van Ness Avenue and Broadway.

***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, constraints on the AAU use of ES-6 include a potential need for additional shuttle service, and inconveniently located bicycle parking spaces available at the site. To address these constraints, the following Conditions of Approval are recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-6: TR-1, Shuttle Demand and Capacity.** Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.

**Recommended Condition of Approval, ES-6: TR-2, Bicycle Parking.** The bicycle rack in the basement of the building is not convenient to access. AAU shall add secured bicycle racks for students and staff at conveniently accessible locations (at grade level). Bicycle parking shall be consistent with San Francisco Planning Department guidance.

**Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The 2151 Van Ness Avenue site (ES-6) is located at the southwest corner of Van Ness Avenue and Broadway in the Pacific Heights neighborhood. The former St. Brigid Church building is used by AAU as auditorium and lecture facilities. There are classrooms and studios in the basement of ES-6. This site accommodates up to 20 students on any given day. Shuttle service for this site is provided at the 2209 Van Ness Avenue AAU residential site, approximately one block away. According to the San Francisco Transportation Noise Map,<sup>265</sup> the existing traffic noise level near ES-6 from vehicular traffic along Van Ness Avenue was approximately 75 dBA  $L_{dn}$  in 2008, indicating a noisy commercial environment. However, college classrooms are not considered a protected sensitive land use under the *San Francisco General Plan*.

AAU did not install or modify any existing rooftop mechanical equipment at ES-6. Since there are no new rooftop stationary sources at the site, there would have been no increase rooftop mechanical equipment noise that did not already exist prior to AAU occupation. In addition, the activities in the ES-6 building would have been and continue to be required to comply with the City's Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-6 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-6.

Vehicular traffic noise at ES-6 was calculated using the Federal Highway Administration Highway Noise Prediction Model (FHWA-RD-77-108) based on a daily round trip rate of 210 trips per day.<sup>266</sup> According to the San Francisco Transportation Noise Map,<sup>267</sup> the existing traffic noise level near ES-6 from vehicular traffic along Van Ness Avenue and Broadway Street was approximately 75 dBA  $L_{dn}$  in 2008. The results of the analysis show that vehicle trips generated by occupation of ES-6 by AAU contribute approximately 41.7 dBA  $L_{dn}$  to local traffic noise levels. When the ES-6 contribution is added to the mapped existing noise level, the combined traffic noise level increases over the mapped existing noise level by less than 1 dBA, which is not an audible increment over the existing non-AAU-related ambient traffic noise. Permanent increases in ambient noise levels of less than 3 dBA are generally not noticeable outside of lab conditions. Therefore, vehicular traffic generated by ES-6 has not substantially increased vehicular traffic noise in the vicinity.

### **Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (auditorium, lecture facilities) at ES-6, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have

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<sup>265</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

<sup>266</sup> CHS Consulting Group, *AAU ESTM Transportation Section Draft #1A*, January 2016.

<sup>267</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

been operational in 2005,<sup>268</sup> when AAU occupied the building. Area sources were estimated based on a 27,912-square-foot “Junior College” land use designation in CalEEMod and mobile-source emissions were based on a daily vehicle trip rate of 44 round trips per day. There is an on-site heating steam boiler at ES-6. Table 48 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 micrometers in diameter (PM<sub>2.5</sub>) or 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) from ES-6, which are all shown to be below BAAQMD’s daily and annual significance thresholds.

**Table 48. 2151 Van Ness Avenue (ES-6) Operational Emissions**

| Source                                  | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|---|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                                    | 0.87                                    | 0.85            | 0.13             | 0.13              | 0.16                                    | 0.16            | 0.02             | 0.02              |
| Energy                                  | 0.02                                    | 0.20            | 0.02             | 0.02              | <0.01                                   | 0.04            | <0.01            | <0.01             |
| Mobile                                  | 1.7                                     | 3.20            | 0.94             | 0.32              | 0.30                                    | 0.60            | 0.17             | 0.06              |
| Total Emissions                         | 2.59                                    | 4.25            | 1.09             | 0.47              | 0.46                                    | 0.8             | 0.19             | 0.08              |
| BAAQMD<br>Thresholds of<br>Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                       | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-6 is not one of those sites; therefore, AAU occupation of ES-6 has not resulted in increased health risks for nearby sensitive receptors.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco’s ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City’s *Strategies to Address Greenhouse Gas Emissions*. San Francisco’s *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco’s GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state’s GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City’s GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-6 for the change in use and

<sup>268</sup> AAU occupied the building beginning in 2005; therefore, for analysis purposes the building is assumed to have been operational as of that date.



associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Commercial Water Conservation Ordinance (San Francisco Building Code, Chapter 13A) and required bicycle parking configuration in accordance with Planning Code Section 155.1-155.4. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with bicycle parking requirements is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, paints, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU's alterations at ES-6 would have produced minimal construction debris. In addition, the San Francisco Existing Commercial Buildings Energy Performance Ordinance requires owners of non-residential buildings with greater than or equal to 10,000 square feet that are heated or cooled to conduct energy efficiency audits as well as annually measure and disclose energy performance. Compliance with the Energy Performance Ordinance is unknown. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance, CalGreen Section 5.504.4, and the Energy Performance Ordinance would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-6: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 - 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use has been insubstantial.

### **Wind and Shadow**

The tenant improvements at ES-6 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-6.

### **Recreation**

As shown on Figure 4, p. 3-63, 2151 Van Ness Avenue (ES-6) is located within 0.25 mile of three San Francisco Recreation and Park Department (RPD) parks: Allyn Park, Helen Wills Playground, and Lafayette Park. Allyn Park, located at 2609 Gough Street, features a grass clearing, walking

path and bench seating.<sup>269</sup> Helen Wills Playground, located at the corner of Broadway and Larkin Street, features a multi-functional clubhouse, play features, sports courts, and boardwalk.<sup>270</sup> Lafayette Park, located at Gough and Washington streets, features grass lawns, tennis courts, playground, picnic tables, and an off-leash dog-play area. Other publicly owned parks are within a 0.5-mile distance of ES-6, including Hyde and Vallejo Mini Park and Washington and Hyde Mini Park.

As described in Population and Housing on pp. 4-162 – 4-163, the capacity of ES-6 is 989 occupants; however, approximately 20 students use the building at any given time. The change in use from a religious institution to a postsecondary educational institution at ES-6 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Allyn Park, Helen Wills Playground, and Lafayette Park facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-6 receives water from the SFPUC water supply facilities. The site had water service and consumption associated with the previous institutional land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use would still not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future uses.<sup>271</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-6. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Commercial Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

#### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from

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<sup>269</sup> SF Curbed, Getting to Know Cow Hollow's Allyn Park. Available online at: [http://sf.curbed.com/archives/2012/06/05/getting\\_to\\_know\\_cow\\_hollows\\_allyne\\_park.php](http://sf.curbed.com/archives/2012/06/05/getting_to_know_cow_hollows_allyne_park.php). Accessed on January 2016.

<sup>270</sup> San Francisco Recreation and Parks, Helen Wills Playground. Available online at: <http://sfrecpark.org/destination/helen-wills-playground/>. Accessed on January 15, 2016.

<sup>271</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>272</sup> No substantial effect on wastewater has occurred from the change in use.

### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-6 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>273</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity accommodate the site's and City's solid waste disposal needs.<sup>274</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

### **Public Services**

#### ***Police***

ES-6 is located within the Northern District of the San Francisco Police Department (SFPD). The Northern District Police Station is located at 1125 Fillmore Street. The district covers approximately 5.3 square miles with a population of nearly 100,000. In 2013 (the most recent data available), there were 871 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 7,155 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Northern District.<sup>275</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of University students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

2151 Van Ness Avenue has a capacity of 989 occupants; however, the building is used by approximately 20 students on a typical day, and the upper level is occasionally used for filming and photography by appointment. The change in use from a religious institution to postsecondary

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<sup>272</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

<sup>273</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>274</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>275</sup> San Francisco Police Department, Annual Report 2013, p. 117. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

educational institution would represent a change in the daytime population of the area, as churchgoers would primarily only be present on Sundays. However, the auditorium and lecture facilities are currently only used for special events and are not fully populated on a daily basis. Therefore, the change in use would have resulted in minimal additional police protection demand. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-6.

### ***Fire and Emergency Services***

ES-6 is located within 3,000 feet of Fire Station No. 41 (1325 Leavenworth Street) and Fire Station No. 38 (2150 California Street). Fire Station Nos. 38 and 41 both consist of a single fire engine.<sup>276</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFFD.

In 2011, Fire Station No. 38 responded to 510 non-emergency calls with an average response time of 6:47 minutes, with 90 percent of non-emergency calls responded to in under 12:31 minutes. Fire Station No. 38 responded to 1,662 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:14 minutes. In 2011, Fire Station No. 41 responded to 448 non-emergency calls with an average response time of 7:27 minutes, with 90 percent of non-emergency calls responded to in under 14:08 minutes. Fire Station No. 41 responded to 1,796 emergency calls with an average response time of 2:57 minutes, with 90 percent of emergency calls responded to in under 4:06 minutes.<sup>277</sup>

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within five minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-6 meet the Citywide emergency transport goals.

As described above on p. 4-162 – 4-163, the change in use from a religious institution to postsecondary educational institution would not represent a substantial change in the daytime population of the area. Therefore, additional fire and emergency protection demand would be minimal. AAU has installed a new fire sprinkler and fire alarm system, improving fire safety at the property. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred as a result of the change in use at ES-6.

### ***Libraries***

The nearest public libraries to ES-6 are the Golden Gate Valley Branch Library and the Marina Branch Library. Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

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<sup>276</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

<sup>277</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

As described above on p. 4-162 – 4-163, the change in use from a religious institution to a postsecondary educational institution would not represent a substantial change in the daytime population of the area. Any change in daytime population has been minimal compared to the service population for the Golden Gate Valley Branch and Marina Branch Libraries. Any new resident population as a result of the change in use is dispersed throughout the City and would use their local public library branch. In addition, public library use would be augmented by AAU's private library system provided to AAU students for research, study, and programs. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-6.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The change in use under AAU as a postsecondary educational institutional use would not contribute to additional demand to SFUSD. Overall demand for schools from faculty/staff at the existing sites is discussed in the combined discussion in Chapter 3 (it is assumed that AAU students do not have children). For the reasons stated above, no substantial effect on schools has resulted from the change in use at ES-6.

### **Biological Resources**

ES-6 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-6. ES-6 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-6.

### **Geology and Soils**

A Phase I Environmental Site Assessment (ESA) was not prepared for ES-6; however, the site is expected to have soil and groundwater conditions similar to nearby ES-4 (2211 Van Ness Avenue). ES-6 is likely underlain by well-sorted, fine to medium grained dune sand. The dune sands of San Francisco once formed an extensive coastal system, underlying approximately one-third of the City. The dune sand is typically highly permeable. The thickness of the dune sand is unknown but is estimated to be up to 100 feet and is underlain by bedrock. Depth to groundwater is unknown, and groundwater flow is anticipated to be northerly.<sup>278</sup> Building alterations at ES-6 involved the excavation of a three-foot footing, which involved the removal of minimal soil. No erosion or changes topography occurred from the footing construction.

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<sup>278</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1835 Van Ness Avenue, March 2003.

The entire Bay Area is susceptible to ground shaking from earthquakes. Ground-shaking intensity at ES-6 would be very strong during a magnitude 7.2 earthquake and strong during a 6.5 magnitude earthquake originating from the San Andrea Fault and Hayward Fault, respectively.<sup>279,280</sup> ES-6 is not located within a liquefaction zone.<sup>281</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations, are at an increased risk of structural failure. ES-6 is a masonry building that underwent seismic upgrades in 2007 pursuant to the Unreinforced Masonry Building Ordinance.<sup>282</sup> Although the building could remain vulnerable during an earthquake, the building alterations carried out after the change in use from a religious institution to a postsecondary educational institution have improved the building’s structural risk from ground-shaking.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-6 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., installation of metal security fence, step reconfiguration, and door refurbishment). Regardless, wastewater and stormwater associated with the change in use and subsequent building alterations would have flowed into the City’s combined stormwater and sewer system and were treated to standards contained in the City’s National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant. If the Southeast Water Pollution Control Plant approaches capacity, wastewater from the site flows to, and is treated by, the North Point Wet-Weather Facility. Flows to the North Point Wet-Weather Facility are treated in accordance with the City’s NPDES Permit. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City’s combined sewer system.

ES-6 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency (FEMA). The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>283</sup> ES-6 is not located in an area that is vulnerable to tsunami risk.

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<sup>279</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>280</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>281</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Seismic Hazards Zone San Francisco 2012, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>282</sup> Permit #200701171874 (seismic upgrades).

<sup>283</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-6.

### **Hazards and Hazardous Materials**

No Phase I ESA was prepared for ES-6. A search of Department of Toxic Control's Envirostor and the State Water Resources Control Board's Geotracker did not identify any underground storage tanks (USTs) at the site.<sup>284</sup> It seems unlikely that significant historic use of hazardous materials would have occurred, as the building was primarily used as a church since construction. A three-foot-deep footing was excavated during seismic upgrades; however, the amount of soil excavated would not have been subject to the Maher Ordinance. No other building alterations undertaken at the site by AAU involved any earth movement; therefore, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1896-1897, suggests that asbestos-containing materials (ACMs), lead-based paint (LBP), and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Prior to building alterations, materials were tested for ACM and LBP. No ACMs<sup>285</sup> were detected, although some LBP<sup>286</sup> was discovered in the nave and basement ceiling. Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is unknown given that tenant improvements were completed at this site with and without the required building permits. The materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

ES-6 is used as an auditorium, classrooms, and studios. Hazardous materials that are used, stored, and disposed of at ES-6 include commercial household-style consumer products, such as cleaners, disinfectants, and chemical agents. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Use of these materials generates household-type hazardous waste, which do not result in substantial adverse effects.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral recovery sites as a result of the change in use of ES-6.

Tenant improvements at ES-6 associated with the conversion of church space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, pp. 4-180 – 4-181. The GHG Compliance

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<sup>284</sup> State Water Resources Control Board, Geotracker, 2151 Van Ness Avenue. Available online at <http://geotracker.waterboards.ca.gov/map/?CMD=runreport&myaddress=2151+van+ness+avenue%2C+san+francisco%2C+ca>. Accessed on January 29, 2016.

<sup>285</sup> Forensic Analytical, Bulk Asbestos Analysis, St. Brigid Church, December 29, 2005.

<sup>286</sup> Forensic Analytical, Metal Analysis of Paints, St. Brigid Church, December 28, 2005.

Checklist includes the City's Commercial Water Conservation Ordinance, which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>287</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-6, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at nearby 2209 Van Ness Avenue (ES-5). This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For these reasons, the change in use at ES-6 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-6 has not had a substantial effect on mineral or energy resources.

### **Agricultural and Forest Resources**

ES-6 is designated "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>288</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use at ES-6 has had no substantial effects on agriculture or forest resources.

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<sup>287</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 2151 Van Ness Avenue, March 4, 2016.

<sup>288</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.



#### **4.2.7. 1849 Van Ness Avenue (ES-8)**

##### **Property Information**

The 1849 Van Ness Avenue existing site (ES-8), also known as the “Warehouse,” is a four-story, 107,908-square-foot building constructed in 1920, located on the southwest corner of Van Ness Avenue and Washington Street, in the Pacific Heights neighborhood (Photographs 37–40). Figure 6, ES-8: 1849 Van Ness – Existing Condition, in Appendix TDM, shows the site and surrounding streets. The maximum building capacity is 695 occupants (645 students and 50 faculty and staff) assuming the museum space was fully occupied; however, it is typically used by fewer students (approximately 400) than this maximum capacity. The site is Lots 001 and 1B in Assessor’s Block 0618.

Prior to Academy of Art University (AAU) occupation, the building was occupied by an automobile dealership, with sales on the ground floor and automobile service, repair, and inventory storage on the upper floors. Beginning in the 1960s the building was used as a furniture store, which is considered the last legal use.<sup>289</sup> AAU began occupying the building in 1998, and through the early 2000s the furniture store occupied the ground floor and AAU occupied the upper floors. In 2010, AAU used the building for classrooms, labs/studios, offices, an antique auto museum, an art store, a lounge, and a café. AAU currently uses the building for classrooms, labs/studios, offices, student and faculty lounges, and a classic car museum that is open to the public by appointment only. The mezzanine serves as a reception space on occasion. The site is served by AAU shuttle bus route M. AAU shuttle buses use the 65-foot-long white passenger loading zone fronting ES-8 along Van Ness Avenue.

The site is zoned RC-4 (Residential – Commercial – Combined, High Density) and is within the Van Ness Special Use District. The focus of the Van Ness Special Use District is to implement the Van Ness Avenue Area Plan. The RC-4 Zoning District allows high-density residential uses, senior housing, group housing including single-room occupancy, and student housing; retail uses on the first and second floors only; institutional uses and hotels with a conditional use (CU) authorization; and entertainment and arts uses, among others. The height and bulk district on either side of Van Ness Avenue between Green Street and California Street is 80-D.

##### ***Tenant Improvements and Renovations***

AAU replaced the windows on the second through fourth floors in 2009 and added an internally lit light-emitting diode (LED) band sign and painted wall signs to the building’s exterior. AAU subsequently removed a painted sign on the south-facing façade in 2011. In 2010 and 2011, AAU installed a fire sprinkler and alarm system, added walls and doors to the building’s interior, and made other minor interior repairs in response to a Notice of Violation (NOV). AAU installed canopy at the

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<sup>289</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1835 Van Ness Avenue, March 2003, p. 13.



**Photograph 37. 1849 Van Ness Avenue (ES-8).**



**Photograph 38. Van Ness Avenue at Washington Street, facing southeast.**



**Photograph 39. Mid-block Washington Street, facing east.**



**Photograph 40. Mid-block Washington Street, facing west.**

rear of the building without building permits.<sup>290</sup> AAU also installed security cameras and flag poles on the ground-level Van Ness Avenue façade without building permits. A canvas awning and security fence were added at the west end of the north elevation without building permits. A replacement metal door roll-up door was installed by AAU at an unknown time. AAU may have installed four rooftop condensing units and two rooftop exhaust fan units without building permits.

### **Required Project Approvals**

The 1849 Van Ness Avenue existing site (ES-8) would require a CU authorization under Planning Code Sections 209.3 and 303, and a building permit under Planning Code Section 171 to change the use from retail to a postsecondary educational institutional use within a RC-4 Zoning District. Any unpermitted alterations would require a building permit that would be subject to historic preservation design review

### **Plans and Policies and Land Use**

ES-8 is located in the Pacific Heights neighborhood. The Nob Hill neighborhood is located on the eastern side of Van Ness Avenue. In the immediate vicinity of ES-8 is a mixture of uses including residential, commercial, and parking uses. Commercial uses include a furniture store; a bank branch; and several smaller, ground-level retail operations. The predominant land use is residential. Building heights range from two to 11 stories. The building fronts approximately half of Washington Street between Van Ness Avenue and Franklin Street. The ES-8 building was built in 1920, is four stories with a mezzanine level, and was historically used as a car dealership.

ES-8 is situated on Van Ness Avenue, a major north-south thoroughfare that serves as U.S. 101 through San Francisco to Lombard Street and the Golden Gate Bridge. In the vicinity of ES-8, Van Ness Avenue has three lanes in each direction with a planted median. Metered parallel parking is available on both sides of Van Ness Avenue and Washington Street. A white passenger loading zone is located directly in front of ES-8 along Van Ness Avenue. The Van Ness Bus Rapid Transit Project is scheduled to begin construction in 2016 and will include 2 miles of dedicated transit-only lanes near ES-8 that separate transit from traffic, and will include enhanced boarding platforms and the installation of new traffic signals. A bus stop is located on the southeastern corner of Van Ness Avenue and Clay Street.

By the 1920s, automobile-oriented businesses emerged as the most common use between Civic Center and Jackson Street along Van Ness Avenue. Since the 1970s, automobile-oriented businesses have declined as some automobile showrooms relocated to other areas within and outside of the City and County of San Francisco (the City). Former automobile showrooms have been converted to restaurants and offices, and some have been demolished for new mixed-use residential developments.

The zoning near ES-8 is RC-4 (Residential – Commercial – Combined, High Density). RC-4 Zoning Districts are intended to provide high-density housing with supporting commercial uses.<sup>291</sup> The

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<sup>290</sup> Building Permits obtained for the improvement and renovations at ES-8 are: BPA #9921448 (signs), #200707278069 (windows), #201105095667 (canopy), #201005172567 (fire sprinkler), #201006033723 (fire alarm), #201105095662 (sign removal), #201005202903 (walls and doors), and #201004099960 (repairs in response to NOV #2010037398).

<sup>291</sup> Planning Code Section 209.3.

height and bulk district on either side of Van Ness Avenue between Green Street and California Street is 80-D. ES-8 is located within the Van Ness Corridor Planning Area and in the Van Ness Special Use District. The focus of the Van Ness Special Use District is to implement the Van Ness Avenue Area Plan, which attempts to revitalize the area by encouraging new retail and housing to facilitate the transformation of Van Ness Avenue into an attractive mixed-use boulevard.<sup>292</sup> However, the Plan also guides development in a manner that is sensitive to architectural resources in the area and avoiding demolition or inappropriate alteration of historically or architecturally significant buildings, likely including ES-8.<sup>293</sup> The use of ES-8 as a postsecondary educational institution is consistent with the Van Ness Area Plan.

ES-8 is located within the Van Ness Special Sign District, which prohibits roof signs, and limits the size, number, and location of signs.

As noted above, the use of ES-8 has been changed by AAU from a retail (furniture store) to a postsecondary educational institution, and is currently being used as a classic vehicle museum, classrooms, labs/studios, offices, student and faculty lounges, and reception space. The change in use of the existing structure involved exterior alterations, including painting AAU signage along the eastern and northern façades, installing a canopy, and erecting an electric sign, described above under Tenant Improvements and Renovations. The change in use of the site from retail (furniture store) to postsecondary educational institution would be compatible with the primarily residential and commercial uses of the RC-4 Zoning District. The use of ES-8 as a postsecondary educational institution conflicts with the Van Ness Special Use District, which encourages the development and maintenance of high-density housing along Van Ness Avenue. The change in use would not physically divide an established community; rather, localized changes in character could occur as the previous use as an automotive dealership is altered to a postsecondary educational institutional use. However, if the space continues to be used as a car museum, the use would be similar in atmosphere to a car dealership.

A postsecondary educational institutional use is subject to approval by the Planning Commission as a CU within an RC-4 Zoning District. ES-8 would also require a building permit pursuant to San Francisco Planning Code (Planning Code) Section 171. Therefore the ES-8 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-8 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-8 is 695 occupants (645 students and 50 faculty and staff). The capacity does not represent total population, because AAU students and some faculty and staff members may use multiple sites for all or part of any given day. The change in use may indirectly result in new residents

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<sup>292</sup> Planning Code Section 243.

<sup>293</sup> Planning Code Section 243.

of San Francisco due to student and employment growth at the site. Occupation by AAU may have resulted in displacement of employees; however, retail space was likely found elsewhere. Conservatively presuming that ES-8 was unoccupied prior to AAU use and that all occupants were also new residents of San Francisco, the change in population would be insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>294</sup>

The change in use at ES-8 from retail (furniture store) to a postsecondary educational institution would increase the daytime population because it is likely that the prior retail use had a relatively small staff (sales and administrative personnel). Therefore, AAU's change in use potentially increased the wholesale building population and daytime population of the site; however, as stated above, the capacity does not represent the aggregate population. No substantial effect on population has occurred from the change in use at ES-8.

### ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-8 and all existing sites is discussed under the combined housing discussion, pp. 3-15 – 3-18. The change in use from retail (furniture store) to a postsecondary educational institution at ES-8 contributed to the overall demand for AAU student and employee housing in San Francisco. However, the change of use at ES-8 did not result in the displacement of housing because this site was previously used as retail.

### **Aesthetics**

ES-8 is located in the central part of San Francisco along the Van Ness Corridor and within the Pacific Heights neighborhood. The four-story building at ES-8 was built in 1920 and was historically used as a car dealership. ES-8 has large storefront windows on the ground floor with international flags hanging along the Van Ness Avenue façade. An LED sign with AAU advertising is above the storefront windows

The buildings in the vicinity are visually defined by a variety of land uses and associated building types, such as commercial, retail, restaurant, hotel, and residential uses. A variety of architectural styles including differing building materials and patterns, window patterns, and rooflines are present. ES-8 is bordered by Van Ness Avenue to the east, Washington Street to the north, a surface parking lot to the south, and a five-story residential building to the east.

Much of the streetscape is dominated by moderate and large-scale mixed-use development with retail and restaurant uses on the ground floor and residential uses above. Multi-story adjoining buildings are interspersed forming a consistent, urban façade with no setback from the sidewalk. The height of the buildings on the subject block and in the vicinity range dramatically from four stories (ES-8) to a nine-story residential building directly across Washington Street.

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<sup>294</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5-Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

Van Ness Avenue (U.S. 101) is a major arterial roadway linking Lombard Street and the Golden Gate Bridge to the north and U.S. 101 to the south. In addition, other nearby streets including Franklin Street and Gough Street are heavily traveled one-way thoroughfares that link neighborhoods in the City. As such, vehicular traffic is a major contributor to the visual environment near ES-8. ES-8 is located on and viewable from Van Ness Avenue, which is designated as a street that defines City form and is important for significant building viewing.<sup>295</sup> The density of development, abundance of active vehicular thoroughfares, and dynamic land uses generates a substantial amount of pedestrian and vehicle traffic that adds to the visual character of the area.

The change in use at ES-8 has caused minimal visual changes to the building and neighborhood. Due to the large showroom windows that front Van Ness Avenue, the showroom floor is highly visible to passing vehicular and pedestrian traffic on Van Ness Avenue and O'Farrell Street. The historic cars that are visible in the AAU museum are comparable to nearby car dealerships and former uses in the Van Ness Automotive Special Use District. In addition, an internally lit LED sign band and AAU flags have been installed at the property, representing AAU's visual presence. Nevertheless, AAU signage at ES-8 is comparable to the visual character of the area. Advertising located on signs, awnings, bus stops, and pole banners is prevalent within the neighborhood. Therefore, no substantial adverse aesthetic effect has occurred from the change in use at ES-8.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

The former automobile showroom at 1849 Van Ness Avenue (ES-8) was constructed in 1920 with a large addition to the south completed in 1926, resulting in its current rectangular plan. It is set flush to the sidewalk on a rectangular, sloped lot, with a primary elevation fronting Van Ness Avenue and secondary elevations facing the neighboring properties and Washington Street. The four-story structure is capped with a flat roof with a profiling cornice. On the primary elevation, the 1920 portion is composed of five bays of equal width, whereas the 1926 addition is composed of three bays with a wider middle bay. The main entry is a three-part aluminum framed glass folding door with transoms above. Large storefront windows line the first story with a smooth, unadorned frieze and cornice above, separating the first story from the upper stories. An LED band sign and flag poles have been added just below the cornice line. Non-original stacked multi-light windows on the upper stories are divided by vertical piers and paneled spandrels. Secondary elevations are visible on the north, south, and west elevations. The north elevation continues the fenestration pattern established on the primary elevation. The first story has three smaller storefront windows beginning at the eastern corner. Four long rectangular display windows flank a recessed aluminum framed glass double-door with sidelights and a transom. A double-door entry, accessed via a ramp with a security gate, and rectangular evenly spaced windows on the upper stories are extant on the west elevation. The south elevation has minimal fenestration of the eastern half and large, evenly spaced rectangular windows on the western half. Aluminum and metal multi-light with awning windows and fixed glass are present on the secondary elevations in a variety of configurations.

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<sup>295</sup> San Francisco Planning Department, *San Francisco General Plan*, Urban Design Element, Map 11, Street Areas Important to Urban Design and Views.

The main entry leads to a large open showroom with tall ceilings. Tile and terrazzo floors differentiate the original portion from the 1926 addition. A non-original wood staircase in the addition leads to an open loft overlooking the showroom. A car ramp is located past the staircase and provides access to the rear showroom, which is differentiated with concrete floors and a lower ceiling. The upper stories have been altered to various degrees, largely the result of partitions added to create classrooms, workshops, and offices. Original extant features include a wood truss roof system on the top floor of the south wing, interior automobile ramps and elevator, and concrete floors with painted direction signs (for representative photographs refer to Photographs 41–43).



**Photograph 41. 1849 Van Ness Avenue.**



**Photograph 42. 1849 Van Ness Avenue, detail of windows on ground level of primary elevation.**





**Photograph 43. Interior showroom of subject property.**

### Site History

1849 Van Ness Avenue (ES-8) was constructed in two phases. The original northern portion of the building was designed by Howard R. Schulze for L.D. Allen and developed in 1920–1921. Prior to his work on 1849 Van Ness Avenue, Schulze also designed another automotive-related property at 1133 Post Street (extant) for Allen and Company in 1917. Outside of these commissions and a small number of residences in Sea Cliff for Harry B. Allen, little is known about Schulze. The structural engineers and contractor for the initial phase was the firm of MacDonald and Kahn, which had offices in San Francisco and Los Angeles, and became known for specializing in reinforced concrete. Their expertise eventually led the firm to be chosen as one of six companies to build the Hoover Dam on the Colorado River between 1931 and 1935.<sup>296</sup>

Pacific Nash Motor Company, which was the northern California distributor of Nash automobiles, was the first to occupy the building.<sup>297</sup> In 1926 a 50-foot addition was constructed to the south to house the LaFayette luxury brand, owned largely by Nash.<sup>298</sup> Pacific Nash Motor Company occupied the building until 1936, at which time the building was sold to James E. French, owner of the J.E. French Company and distributor of Dodge and Plymouth automobiles in San Francisco.

French (1876–1965) began his automobile career while managing the Pennsylvania Rubber Company's tire stores in San Francisco.<sup>299</sup> When the Dodge Brothers began to manufacture

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<sup>296</sup> William Kotsura, California Department of Parks and Recreation (DPR) 523 Series Form for 1839-1851 Van Ness Avenue, February 2009. On file with the San Francisco Planning Department

<sup>297</sup> San Francisco Chronicle, Auto Company to Build Home, June 12, 1920.

<sup>298</sup> Kotsura 2009

<sup>299</sup> Kotsura 2009



automobiles, French became the brand's first district manager in San Francisco and continued in the position of director of distribution by 1921. In 1922 he resigned to become a Dodge Brothers' distributor.<sup>300</sup> From 1922 to 1936 the J.E. French Company operated at 910 Polk Street before the dealership moved to 1849 Van Ness Avenue in 1936. At the same time, French expanded his showroom to sell Plymouth automobiles. During French's occupation of the building, he completed a number of improvement projects including the alteration of the ground-level storefront openings during the 1950s.

J.E. French Company eventually vacated the building in 1960 and by 1964, three different lessees had applied for building permits, including AAA Leasing Corp., Copenhagen House of Danish Furniture, and National Recreation Center. Historic photographs indicate that Copenhagen House of Danish Furniture occupied the ground level of the building through at least the 1980s, during which time they may have altered the showroom. Available information failed to identify the occupants of the building prior to AAU's occupation of the property in 1998.

#### California Register of Historical Resources Evaluation

In June 2009, 1849 Van Ness Avenue was recommended individually eligible for listing in the California Register of Historical Resources (CRHR).<sup>301</sup> The property was found to qualify under three CRHR criteria: for its use as an automobile showroom where important brands were sold (Criterion 1); for its association with James E. French, purportedly the most important dealer of Dodge cars in the history of San Francisco (Criterion 2); and for its design as an intact automobile showroom (Criterion 3).

The current study concurs with the 2009 recommendation and finds the property individually CRHR-eligible under Criterion 1, as an embodiment of automobile-related development along "Auto Row" on Van Ness Avenue. The property is also eligible under CRHR Criterion 2 for its association with notable San Francisco automotive dealer James E. French, and under Criterion 3 as an excellent, intact example of an automotive showroom along Van Ness Avenue. The period of significance is 1921 to 1960 and corresponds with the building's construction through its association with James E. French.

In addition to meeting the applicable eligibility criteria, a property must retain historic integrity, which is defined in National Register Bulletin 15 as the "ability of a property to convey its significance."<sup>302</sup> In order to assess integrity, the National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven aspects: Location, Design, Setting, Materials, Workmanship, Feeling, and Association (each aspect is defined in National Register Bulletin 15). 1849 Van Ness Avenue retains integrity and remains individually eligible for CRHR listing.

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<sup>300</sup> *Automobile Topics*, vol. 65, February 18- May 13, 1922,.

<sup>301</sup> William Kotsura, California Department of Parks and Recreation (DPR) 523 Series Form for 1839-1851 Van Ness Avenue, February 2009. On file with the San Francisco Planning Department

<sup>302</sup> National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*, National Register Branch, 1990.

## Character-Defining Features Summary

### *Exterior*

- Scale and massing: four-story height; rectangular plan
- Siting: flush with sidewalk along Van Ness Avenue and Washington Street
- Fenestration pattern: large storefront windows and rows of upper-level windows
- Paneled spandrels
- Vertical piers separating window bays
- Multi-light window configuration
- Stucco wall surface
- Cornice and smooth, unadorned frieze separating ground story and upper floors

### *Interior*

- Large open showroom with tall ceilings
- Tile and terrazzo floors in showroom
- Car elevator
- Open interiors on upper levels
- Wood-truss roof system on top floor of original south wing
- Car ramp on south wing
- Wood staircase on south wing
- Concrete floors on upper levels with painted direction signs and numbering for automobiles

## Secretary of the Interior's Standards Analysis

This section presents a description and analysis of all known alterations made by AAU on character-defining features and spaces for compliance with the *Secretary's Standards for Rehabilitation*. The analysis includes the applicable Standards for Rehabilitation for each given project. See Appendix HR for a table presenting an analysis of the AAU alterations and their compliance with each of the Secretary's standards.

**Rehabilitation Standard No. 1:** *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

**Security Cameras:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**LED Signage:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Upper-Level Windows:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Flags:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Canvas Awning and Security Fence:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Rehabilitation Standard No. 2:** *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize the property will be avoided.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 2. The security cameras are minimal in scale and appearance and do not block or damage distinctive character-defining features.

**LED Signage:** The project does not comply with Rehabilitation Standard No. 2. The expanse of exterior wall currently occupied by the LED signage is an important part of the building's overall appearance and vertical design composition, with the differentiated treatment of ground and upper stories. This expanse of exterior wall serves as a design element that defines the horizontal axis of the building at the street level and separates the ground floor and upper stories. This feature was added within the building's period of significance (1921–1960) and is considered character defining. In its current location the LED signage obscures the expanse of exterior wall and disrupts the building's design composition.

**Upper-Level Windows:** The project complies with Rehabilitation Standard No. 2. Completed in 2009, this project previously received review and approval by City Preservation Planners. Historic photographs and some extant examples on the secondary elevations, indicate the original windows featured a multi-light configuration. This configuration is replicated in the new windows, preserving the distinctive character of the property.

**Flags:** The project complies with Rehabilitation Standard No. 2. The security cameras are minimal in scale and appearance and do not negatively affect the historic character of the property.

**Canvas Awning and Security Fence:** The project complies with Rehabilitation Standard No. 2. The awning and fence are located on a rear, secondary elevation, and within a recessed portion of the building footprint. They are not clearly visible when viewing the building's primary elevations from Van Ness Avenue and do not obscure character-defining features.

**Rehabilitation Standard No. 3:** *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historical properties, will not be undertaken.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 3. The security cameras are clearly modern and do not result in a false sense of historical development.

**LED Signage:** The project does not comply with Rehabilitation Standard No. 3. Although the building displayed varying types of signage during the period of significance (1921–1960), this did not include signage of this type (LED lights), size, or prominence, installed on character-defining features of the building itself. The extant signage introduces a highly visible architectural feature on the primary elevation that is not consistent with the historic use or character of the property during its period of significance.

**Upper-Level Windows** The project complies with Rehabilitation Standard No. 3. The windows installed as part of the project replicate the character and multi-light configuration of the original windows and do not introduce an architectural element resulting in a false sense of historical development.

**Flags:** The project does not comply with Rehabilitation Standard No. 3. Historic photographs of the property indicate that there were no flag poles on the building’s exterior during the period of significance (1921–1960). These features introduce an element that is inconsistent with the original use, design, and character of the building.

**Canvas Awning and Security Fence:** The project does not comply with Rehabilitation Standard No. 3. Historic photographs indicate that the property did not have an awning or security fence on the building during the period of significance (1921–1960). These features introduce an element that is inconsistent with the original use, design, and character of the building.

**Rehabilitation Standard No. 5:** *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 5. Given the small size of the cameras, their installation did not unduly damage or obstruct distinctive materials and features.

**LED Signage:** The project does not comply with Rehabilitation Standard No. 5. Installation of the wrap-around signage has resulted in damage to/removal of original, character-defining wall materials. Given its prominent location and size, the signage interrupts and detracts from the distinctive features and design of the façade.

**Upper-Level Windows:** The project does not comply with Rehabilitation Standard No. 5. The project involved the removal of original multi-light windows, which were distinctive materials and features that characterized the property.

**Flags:** The project complies with Rehabilitation Standard No. 5. The installation of the flags did not unduly damage or obstruct character-defining materials and features.

**Canvas Awning and Security Fence:** The project complies with Rehabilitation Standard No. 5. The installation of the awning frame and security fence did not unduly damage or obstruct distinctive materials or features.

**Rehabilitation Standard No. 6:** *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.*

**Upper-Level Windows:** The project does not comply with Rehabilitation Standard No. 6. The original windows were likely replaced because they were failing. Rather than repair these character-defining features, the original windows were replaced with windows that are not consistent with the design, texture, and materials of the original design.

**Rehabilitation Standard No. 9:** *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion, and massing to protect the integrity of the property and environment.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 9. The security cameras are generally compatible in scale and appearance, they do not obscure character-defining features, and they are clearly differentiated from the features that characterize the building.

**LED Signage:** The project does not comply with Rehabilitation Standard No. 9. Since the 1950s, when the exterior storefronts were remodeled to their current configuration, the expanse of exterior wall currently occupied by the LED signage served to ground and define the horizontal axis of the building at the street level and separate the ground floor and upper stories. This feature was added within the building's period of significance (1921–1960) and is considered character defining. Given the location and size of the LED signage, it obscures this expanse of exterior wall, which is an important element in the building's vertical design composition. Although the work is differentiated from the old, it is not compatible with the historic materials, features, size, and scale of proportion of the character-defining ground level. In addition, installation of the sign has likely resulted in damage to the historic sheathing material of the exterior wall.

**Upper-Level Windows:** The project complies with Rehabilitation Standard No. 9. Although the project resulted in the loss of the original windows, the replacement windows are compatible with the historic materials, features, size, and scale of their original counterparts. The replacement windows replicated the original multi-light pane configuration, in compatible materials and overall appearance.

**Flags:** The project complies with Rehabilitation Standard No. 9. The flags are generally compatible in scale and appearance, they do not obscure character-defining features, and they are clearly differentiated from the features that characterize the building.

**Canvas Awning and Security Fence:** The project complies with Rehabilitation Standard No. 9. Located in a recessed area of a secondary elevation, the canvas awning and security fence are not clearly visible from Van Ness Avenue and views of the primary elevations. They are generally compatible in size and scale and do not obscure character-defining features.

**Rehabilitation Standard No. 10:** *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 10. The security cameras are generally compatible in scale and appearance, they do not obscure character-defining features, and their removal would not result in any impairment to the building.

**LED Signage:** The project complies with Rehabilitation Standard No. 10. Although installation of the signage may have resulted in damage to historic materials, its removal would not permanently impair the essential form and integrity of the historic property.

**Upper-Level Windows:** The project complies with Rehabilitation Standard No. 10. Although the project resulted in the removal of original windows, the openings are intact and the essential form of the property has not been impaired by the installation of the new windows.

**Flags:** The project complies with Rehabilitation Standard No. 10. The flags are generally compatible in scale and appearance, they do not obscure character-defining features, and their removal would not result in any impairment to the building.

**Canvas Awning and Security Fence:** The project complies with Rehabilitation Standard No. 10. Although installation of the awning and security fence may have resulted in damage to historic materials, their removal would not permanently impair the essential form and integrity of the historic property.

### Conclusion

The following recommended Condition of Approval is suggested to facilitate bringing the building at 1849 Van Ness Avenue (ES-8) into compliance with the Secretary of the Interior's Standards.

**Recommended Condition of Approval, ES-8: HR-1, Signage.** The LED signage shall be removed using the least invasive means possible, with care taken to avoid damage to adjacent historic materials, surfaces, and finishes; the wall materials and finishes shall be restored to match existing in appearance (including materials, texture, color, thickness, and application method).

### *Archaeology and Paleontology*

Building alterations at ES-8 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

### Transportation and Circulation

The AAU institutional building at ES-8 is located on the southwest corner of Van Ness Avenue and Washington Street in the Pacific Heights neighborhood. The 13,680 square-foot site is located within a residential and commercial neighborhood. The approximately 107,908-square-foot, four-story building has a history of commercial land use. AAU has a classic vehicle museum on the first floor and classrooms, labs, art studios, offices, lounges, a café, and reception space uses on upper floors.<sup>303</sup> This site typically accommodates up to 399 students and 50 faculty and staff members at one time.

The site does not include any off-street parking. The site includes two loading spaces on Washington Street, one with a roll-up door and one that is gated off. The loading dock with a roll-up door is occasionally used to bring a vehicle in and out for photo shoots, and the gated loading dock is used for trash collection only. The primary pedestrian access to the site for students and faculty is from

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<sup>303</sup> There is no plan to move the classic vehicle museum on the first floor as of January 2016.

Washington Street through the glass doorway. The entrance to the classic vehicle museum on the first floor is provided on the Van Ness Avenue side of the building. In addition, two secondary entries are provided along Washington Street: the roll-up door at the loading dock, and a door toward the west end of the building used for direct access to the third floor of the building. There are 30 single cycle racks (30 spaces) on the ground floor, which connects to the third floor of the building for a total of 30 Class II bicycle parking spaces. Additionally, one Class II public bicycle rack with two spaces is located on the Van Ness Avenue sidewalk. A 65-foot-long shuttle passenger loading zone (white zone) is located on Van Ness Avenue, used by one shuttle route (Route M).

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the museum and academic use at 1849 Van Ness Avenue generates approximately 492 person trips (189 inbound trips and 303 outbound trips) and 80 vehicle trips (29 inbound trips and 51 outbound trips) during the weekday PM peak hour.

### **Traffic**

Land uses in the vicinity of ES-8 include a mix of office, retail, residential, and institutional uses. Traffic volumes along Van Ness Avenue are heavy during the AM and PM peak periods. Traffic volumes along Washington and Clay streets are light to moderate, as they connect to the core of Pacific Heights. Clay Street dead-ends at Lafayette Park, two blocks west of Van Ness Avenue. The site is three blocks, 860 feet, south of 2151 Van Ness Avenue (ES-6). Access to the two off-street loading docks is provided at a 45-foot-long curb cut on the south side of Washington Street. The San Francisco Municipal Transportation Agency (SFMTA) operates two Muni routes (47-Van Ness and the 49-Van Ness/Mission) along Van Ness Avenue, one route (10-Townsend) along Washington Street, and one route (1-California) along Clay Street. Four AAU shuttle bus routes (D, M, Q, and R) stopped in front of ES-8 in 2010 in the 65-foot-long white zone; however, currently (2015) only Shuttle Route M provides service at this and other Van Ness Avenue/Lombard Street residential and academic sites.

The following presents a discussion of existing roadway systems in the vicinity of ES-8, including roadway designations, number of lanes, and traffic flow directions. The functional designation of these roadways was obtained from the *San Francisco General Plan* and *Better Streets Plan*.<sup>304 305</sup> Roadways identified under the Vision Zero San Francisco Two-Year Action Strategy are also noted.<sup>306</sup>

**Van Ness Avenue** is a north-south commercial throughway that runs between North Point Street and Market Street, where it becomes South Van Ness Avenue. Van Ness Avenue, with its connection to Lombard Street, is also designated as U.S. 101 through the City. Van Ness Avenue has three lanes in each direction and a mix of metered and unmetered (2-hour time restricted) parking in the vicinity of the AAU site. The *San Francisco General Plan* classifies Van Ness Avenue as a Major Arterial in the CMP Network; it is also part of the MTS Network, a Transit Preferential Street (Transit Important Street), part of the Citywide Pedestrian Network, and a Neighborhood Pedestrian Street

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<sup>304</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>305</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

<sup>306</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

(Neighborhood Commercial Street). Van Ness Avenue is designated as a High Injury Corridor in the City's Vision Zero network..

**Washington Street** is an east-west neighborhood commercial and residential street that runs discontinuously between Arguello and Drumm Streets. Washington Street is also a Green Connections corridor connecting China Beach to the Bay. In the vicinity of the AAU 1849 Van Ness Avenue site, Washington Street has two eastbound travel lanes and metered parking on both sides of the street.

**Clay Street** is an east-west neighborhood residential street that runs discontinuously between Arguello and Drumm Streets. In the vicinity of the AAU site, Clay Street has one travel lane in each direction and unmetered (2-hour restricted) parking on both sides of the street. The *San Francisco General Plan* classifies Clay Street as a Transit Preferential Street (Secondary Transit Street), and as a Neighborhood Network Connection Street.

The classic vehicle museum and postsecondary educational institutional use at ES-8 adds 80 vehicle trips (29 inbound and 51 outbound) to adjacent streets during the PM peak hour. No off-street vehicle parking is provided at ES-8. Therefore, AAU-related vehicle trips likely park on the street, where available, or at off-street parking garages (such as nearby public parking garages at 1650 Jackson Street or 1776 Sacramento Street). Based on this, the 80 PM peak hour trips are distributed among nearby streets. Based on the level and likely distribution of additional vehicle traffic, traffic operating conditions in the vicinity have not been substantially altered as a result of AAU occupancy of ES-8.

### ***Transit***

The museum and postsecondary educational institutional use at ES-8 generates approximately 249 transit trips during the PM peak hour, with 93 trips in the inbound direction and 156 trips in the outbound direction. ES-8 is served by Muni bus lines 1-California, 19-Polk, 27-Bryant, 47-Van Ness, and 49-Van Ness/Mission. In the vicinity of ES-8, the 1-California bus travels along Clay Street, the 19-Polk along Polk Street, the 27-Bryant travels along Washington Street, and the 47-Van Ness and 49-Van Ness/Mission travel along Van Ness Avenue. The nearest bus stops to this site are located on Van Ness Avenue between Washington and Clay streets serving the 47-Van Ness and 49-Van Ness/Mission lines, on Clay Street west of Van Ness Avenue serving the 1-California line, and on Washington Street east of Van Ness Avenue serving the 27-Bryant line. They include shelters and signage with transit information (see Figure 7, on p. 4-114). Eight Golden Gate Transit bus lines (Routes 10, 54, 56, 70, 72X, 93, 101 and 101X) use Van Ness Avenue, some with a stop on Van Ness Avenue just north of Broadway, 3 blocks north of ES-8, and others with a number of stops on Van Ness Avenue between Lombard Street and Civic Center.

Table 49 presents the AM, midday, and PM frequencies of nearby Muni lines as well as the passenger load and capacity utilization at the maximum load point (MLP) during the PM peak hour. All these routes operate below the SFMTA performance standard of 85 percent capacity utilization during the PM peak hour.



**Table 49. 1849 Van Ness Avenue – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines              | Route   | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                                 |                                   |
|------------------------|---|--------------------------------|--------|---------|----------------------------------|---------------------------------|-----------------------------------|
|                        |   | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP                             | PM Peak Hour Capacity Utilization |
| 1 – California         | Geary and 33rd via California, Sacramento and Clay                      | 4                              | 5      | 3.5     | 857                              | Sacramento St/ Powell St        | 79%                               |
| 19 – Polk              | Hunter’s Point to Fisherman’s Wharf via Civic Center                    | 15                             | 15     | 15      | 124                              | Polk St/ Sutter St              | 49%                               |
| 27 – Bryant            | Cesar Chavez and Mission to Van Ness via Bryant, Fifth, and Leavenworth | 15                             | 15     | 15      | 116                              | Harrison St/ 8 <sup>th</sup> St | 46%                               |
| 47 – Van Ness          | Caltrain Depot to Beach, Townsend, Mission, Van Ness and North Point    | 10                             | 10     | 10      | 222                              | Van Ness Ave/ O’Farrell St      | 58%                               |
| 49 – Van Ness/ Mission | City College to North Point via Ocean, Mission, and Van Ness            | 8                              | 9      | 8       | 338                              | Van Ness Ave/ McAllister St     | 47%                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

As part of the SFMTA’s Muni Forward, the following changes are proposed:

- Route 1-California has increased daytime weekend frequency from 8 to 7 minutes. It is planned to also increase PM peak frequency west of Presidio Avenue from 7 to 6 minutes and east of Presidio Avenue from 3.5 to 3 minutes.
- Route 19-Polk would eliminate service south of 22nd Street.
- Van Ness Corridor Transit Improvement Project will implement the Bus Rapid Transit (BRT) along Van Ness Avenue, which is expected to reduce travel times for the routes 47-Van Ness and 49-Van Ness/Mission by 32 percent (this project has been approved). Proposed improvements include a dedicated transit-only lane for use by Muni and Golden Gate Transit buses only, enhanced traffic signals optimized for north-south traffic with Transit Signal Priority system, low-floor vehicles and all-door boarding, safety enhancements for pedestrians, and boarding islands located at consolidated transit stops located along Van Ness Avenue at key transfer points.

The 249 PM peak hour transit trips generated by the AAU museum and postsecondary educational institutional use at ES-8 are distributed to several routes. As shown in Table 10, Muni Downtown Transit Screenlines – PM Peak Hour Outbound, on p. 3-30, this increased transit demand, even in combination with transit trips from other AAU locations, has not made a substantial contribution to the existing transit service in the area. Based on the location of the shuttle passenger loading zone in

front of the building, AAU shuttle service to the site has not substantially conflicted with the operation of transit vehicles on nearby streets.

### ***Shuttle***

The museum and academic land use at ES-8 generates approximately 66 shuttle riders during the PM peak hour, with 30 riders in the inbound direction and 36 riders in the outbound direction. Shuttle trips could be higher at different times of the day for this site, depending on class scheduling. In 2010, this site was served by four shuttle bus routes D, M, Q and R, with 20-minute, 60-minute, 30-minute, and 30-minute headways, respectively, throughout the day. The total seating capacity for these four routes was 299 seats in the PM peak hour. In 2010, routes D, M, Q and R operated at 30, 44, 29, and 18 percent capacity, respectively, at the MLP during the PM peak hour. During the shuttle peak hour, routes D, M, Q and R operated at 64, 63, 96, and 55 percent capacity at the MLP, respectively. MLPs occur at 860 Sutter Street on Route D, at 860 Sutter Street on Route M, at 1849 Van Ness Avenue on Route Q, and at 1916 Octavia Street on Route R. Due to the limited ridership, AAU reduced shuttle bus service from four routes to one (Route M) to this and other Van Ness Avenue/Lombard Street sites. Route M operates with 20-minute headways with a total seating capacity of 72 over the PM peak hour, a 76 percent reduction in service from 2010.

Given this reduction in shuttle service and the other residential and academic buildings also served by this same route, it is unknown whether Route M can sufficiently serve the 66 shuttle trips produced by ES-8. Therefore, a Condition of Approval to assess and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand is recommended below under Existing Constraints and Proposed Conditions of Approval.

In 2010, the four shuttle buses used the 65 foot-long shuttle-only passenger loading zone in front of this site. The hours of operation for the shuttle bus zone are between 7:00 a.m. and 12:00 a.m. Monday through Sunday. Currently (2015) only one shuttle bus route (Route M) utilizes this white zone; therefore, a Condition of Approval to reduce this zone from 65 feet to 20 or 25 feet for use by one shuttle bus is recommended below. The remaining 40 to 45 feet of on-street curb space can then be returned, in coordination with SFMTA, to public parking or commercial loading spaces.

Van Ness Avenue is not a designated bicycle route; thus, the AAU shuttle stop and service on Van Ness Avenue does not directly conflict with bicycle traffic. Van Ness Avenue is used by Muni lines 47-Van Ness and 49-Van Ness/Mission with the combined frequency of every five minutes during the PM peak hour. Shuttle buses were observed to fully pull into the designated shuttle bus zone and passengers were able to board and alight with ease without substantial conflicts with Muni transit vehicles.<sup>307</sup>

### ***Pedestrian***

The AAU museum and institutional use at ES-8 generates 385 pedestrian trips, including 70 walking, 249 transit and 66 shuttle trips during the PM peak hour. The 66 shuttle walking trips are short in length from the building entrance to the shuttle zone on Van Ness Avenue in front of the building. Van Ness Avenue is designated as a High Injury Corridor under the City's Vision Zero Improvement

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<sup>307</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

Plan, and Washington Street is part of the China Beach to the Bay Green Connections Corridor. Intersections near the AAU site have well-defined crosswalk markings, pavement delineations, and traffic lights, with the intersection of Van Ness Avenue and Washington Street having pedestrian walk signal heads. Sidewalks along Washington Street and Van Ness Avenue are approximately 15-16 feet wide, and Van Ness Avenue is lined with street trees along the border of the site. There is a 45-foot-long curb cut on the site at the loading area on Washington Street, which extends onto the adjacent property. The primary pedestrian access to the site for students is from Washington Street through the glass doorway. The entrance to the classic vehicle museum on the first floor is provided on the Van Ness Avenue side of the building. In addition, two secondary entries are provided along Washington Street, including the roll-up door loading dock entry and another entrance toward the west end of the building for direct access to the third floor.

Pedestrian volumes were observed to be generally low in the vicinity of ES-8 and pedestrians were observed to move freely along the sidewalk and within the crosswalk areas. There were no indications of overcrowding within the sidewalk areas, or a considerable amount of pedestrians standing outside of the AAU site or at nearby Muni bus stop shelters. Observations also noted no instances of pedestrian-vehicle conflicts at the driveway (curb cut) or crosswalk locations.<sup>308</sup> Adjacent pedestrian facilities are 15 to 16 feet wide and likely accommodate the estimated 385 pedestrian trips (including to and from shuttle and transit service).

### ***Bicycle***

The museum and academic land use at 1849 Van Ness Avenue generates 14 bicycle trips, with seven trips in the inbound direction and ten trips in the outbound direction, during the PM peak hour. Van Ness Avenue is not a bicycle route. However, Route 25 on Polk Street is located within one block of the site. There are 30 single cycle racks (30 spaces) on the ground floor, which connects to the third floor of the building for a total of 30 Class II bicycle parking spaces. Additionally, one Class II public bicycle rack with two spaces is located on the Van Ness Avenue sidewalk.<sup>309</sup> This site generates a demand for approximately 21 bicycle parking spaces, thus the existing bicycle parking supply (30 spaces) is sufficient to meet the peak parking demand.<sup>310</sup> No bicycle parking is required for this site under the Planning Code.<sup>311</sup> To better serve the average daily population of 399 students and 50 faculty and staff, a recommended Condition of Approval is presented to relocate the bicycle racks to the ground floor in a more convenient location than the third floor or basement. No bicycle parking is required under the Planning Code for this site. In addition, a recommended Condition of Approval to design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 - 155.4 is included in the Greenhouse Gas Emissions section on p. 4-212 – 4-213.

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<sup>308</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

<sup>309</sup> Bicycle parking data was provided by AAU and verified by Planning Department staff.

<sup>310</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate.

<sup>311</sup> No additional bicycle parking is required because previous religious use is more intense in regard to bicycle parking requirement.

### ***Loading***

The museum and academic land use at ES-8 generates approximately 11 daily commercial truck trips, which equates to a loading demand of approximately 0.5 trips in an average hour or 0.6 trips in the peak loading demand hour.

AAU has two off-street loading spaces accessed from Washington Street. One, with a roll-up door, is currently used for classic car vehicle access to the building and on very rare occasions for photo shoots. The other off-street loading dock has been gated off and is used for trash collection.

Field observations of on- and off-street loading activities were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015. No AAU-related freight/delivery vehicles or related activities occurred during the observation period, specifically on Washington Street, Van Ness Avenue and Clay Street. General commercial activity in the area was low along Washington Street and Clay Street due to residential uses, and was moderate along Van Ness Avenue serving ground floor retail and other commercial uses. Without the use of the off-street loading spaces, trucks making deliveries to this site would have to find available on-street parking spaces in the vicinity, which could be more than one block away. According to the parking analysis, on-street parking spaces along these adjacent streets experience moderate parking utilization during the midday period, which indicates that curb spaces could be available along these streets for loading activities.

Garbage collection at this site occurs on the south side of Washington Street, located next to the loading dock. Trash receptacles are kept within the gated loading dock area and placed along the sidewalk for garbage collection. Garbage collection along Washington Street occurs four times a week in the early morning hours.

### ***Parking***

The postsecondary educational institutional use at ES-8 generates a parking demand of 12 parking spaces (two spaces by faculty/staff and 10 spaces by commuter students). Tours of the classic vehicle museum on the first floor can be scheduled on Tuesdays from 11:00 a.m. to 1:00 p.m. and on Thursdays from 2:00 p.m. to 4:00 p.m. The site does not provide any off-street parking spaces. The museum space is not counted as off-street parking, as it is characterized as museum display area. An on-street parking survey was conducted along streets adjacent to the site during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J.

On-street parking spaces bordering ES-8 generally consist of a mix of time-limited (2-hour), metered and unmetered parking. Table 50 summarizes on-street parking supply and weekday midday occupancy for streets near ES-8. There are a total of 45 on-street parking spaces surrounding the site. During the survey period, average parking occupancy was generally high (about 73 percent) between 1:00 p.m. and 3:00 p.m.

An off-street parking inventory is presented for the study area generally defined as a two-block radius from ES-8. Parking supply data on off-street parking facilities was obtained from SFMTA's *SFpark* project. Table 51 shows there are three public off-street parking facilities with a total of 231 parking spaces. Parking occupancy at off-street parking facilities was not observed.

**Table 50. 1849 Van Ness Avenue – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street        | From          | To           | Side  | Supply    | Occupied  | % Utilization |
|---------------|---------------|--------------|-------|-----------|-----------|---------------|
| Washington St | Franklin St   | Van Ness Ave | North | 12        | 7         | 58%           |
|               |               |              | South | 15        | 10        | 67%           |
| Van Ness Ave  | Washington St | Clay St      | West  | 4         | 2         | 50%           |
| Clay St       | Franklin St   | Van Ness Ave | North | 14        | 14        | 100%          |
| <b>Total</b>  |               |              |       | <b>45</b> | <b>33</b> | <b>73%</b>    |

Note: Parking utilization above 100 percent indicates double parking or other illegal activity.

Source: CHS Consulting Group, 2015.

**Table 51. 1849 Van Ness Avenue – Off-Street Parking Supply**

| Address            | Type   | Capacity   |
|--------------------|--------|------------|
| 1898 Van Ness Ave  | Lot    | 50         |
| 1650 Jackson St    | Garage | 111        |
| 1776 Sacramento St | Garage | 70         |
| <b>Total</b>       |        | <b>231</b> |

Source: SF Park, 2011; CHS Consulting Group, 2015.

Some of the 12-space parking demand related to the AAU use could be met with on- or off-street parking. However, these spaces are limited in number and the AAU use at this building is expected to add to the overall parking demand in the area. Encouraging AAU to reduce staff and faculty vehicle trips by implementing Transportation Demand Management strategies as a Condition of Approval applicable to all of the existing AAU sites is summarized in Chapter 3 28) and described in detail in Appendix TDM at the end of this Memorandum. This Condition of Approval would also reduce parking demand.

***Emergency Vehicle Access***

San Francisco Fire Department Station #38 (2150 California Street) is the closest station to 1849 Van Ness Avenue, approximately 0.2 miles southwest of the site. From the station, vehicles are able to access the AAU site via California Street and Van Ness Avenue and would be able to park along Van Ness Avenue and Washington Street.

***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, constraints and recommendations for potential conditions of approval for the AAU use of ES-8 include a potential shortfall in shuttle service; an on-street shuttle loading zone which, based on service, should be shortened; and bicycle parking in inconvenient locations. To address these constraints, the following conditions are recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-8: TR-1, Shuttle Service.** Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.

**Recommended Condition of Approval, ES-8: TR-2, Shuttle Stop.** Currently (2015) only one shuttle bus route (Route M) utilizes the 65-foot-long white zone; therefore, an improvement to reduce this zone to the typical 20 or 25 feet for the use by one shuttle bus. The 40 to 45 feet of on-street curb space should then be returned, in coordination with SFMTA, to public parking or commercial loading spaces.

**Recommended Condition of Approval, ES-8: TR-3, Bicycle Racks.** AAU reports the presence of 30 single cycle racks on the third floor of the building (which connects to the ground floor entry from Washington Street). AAU shall relocate these racks to the ground floor in a more convenient location and add signage to direct students to bicycle parking location(s). Bicycle parking shall be consistent with San Francisco Planning Department guidance.

### **Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The 1849 Van Ness Avenue site (ES-8) is located on the southwest corner of Van Ness Avenue and Washington Street in the Pacific Heights neighborhood. The AAU site has a classic car museum on the first floor and classrooms, and labs/studios, offices on the upper floors. This site accommodates up to 399 students and 50 faculty/staff members on any given day. In 2010, AAU shuttle routes D, M, Q, and R serve ES-8. As of 2015, AAU shuttle routes were revised and only M serves ES-8. These shuttle buses stop at 2209 Van Ness Avenue, a few blocks north, and 1849 Washington Street, around the corner. According to the San Francisco Transportation Noise Map,<sup>312</sup> the existing traffic noise level near ES-8 from vehicular traffic along Van Ness Avenue and Washington Street was approximately 75 dBA  $L_{dn}$  in 2008, indicating a noisy commercial environment. However, college classrooms are not considered a protected sensitive land use under the *San Francisco General Plan*.

AAU operations at ES-8 may have resulted in the installation of four rooftop condensing units and two rooftop exhaust fan units. This rooftop-mounted mechanical equipment could generate noise levels as high as 51 dBA  $L_{eq}$  from a distance of 100 feet.<sup>313</sup> As previously discussed in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-52, exterior noise levels of 70 dBA  $L_{eq}$  and 60 dBA  $L_{eq}$  could result in interior noise levels exceeding the City's daytime and nighttime Noise Ordinance, respectively.

Assuming an attenuation rate of 6 dB per doubling of distance and noise level of 51 dBA  $L_{eq}$  from a distance of 100 feet, a residential building located approximately 11 and 37 feet would be exposed

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<sup>312</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

<sup>313</sup> Puron, 2005. 48PG03-28 Product Data. 2005 p. 10 - 11.

to an exterior noise level that would exceed the City's nighttime and daytime noise standard, respectively. Since the nearest sensitive receptors are located over 37 feet away from the rooftop mechanical equipment, it is expected that operational noise generated by the AAU site's rooftop mechanical systems would not meet or exceed the Noise Limits established in the City's noise ordinance for fixed noise sources.

The noise levels generated by student activity and increased shuttle bus operation would have been compatible with a typical urban environment when the building was occupied by AAU and continue to be compatible. Any noise increases from shuttle bus operations (backup beepers) would have been and are intermittent and minor. The activities within the ES-8 building would be and continue to be required to comply with the City's Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-8 would not exceed the standards established by the City for effects on sensitive receptors near ES-8.

Vehicular traffic noise at ES-8 was calculated using the Federal Highway Administration Highway Noise Prediction Model (FHWA-RD-77-108) based on a daily round trip rate of 800 trips per day<sup>314</sup>. According to the San Francisco Transportation Noise Map,<sup>315</sup> the existing traffic noise level near ES-8 from vehicular traffic along Van Ness Avenue and Washington Street was approximately 75 dBA L<sub>dn</sub> in 2008. The results of the analysis show that vehicle trips generated by AAU occupation of ES-8 contribute approximately 52.3 dBA L<sub>dn</sub> to local traffic noise levels. When the ES-8 contribution is added to the mapped existing noise level, the combined traffic noise level increases over the mapped existing noise level by less than 1 dBA, which is not an audible increment over the existing non-AAU-related ambient traffic noise. Permanent increases in ambient noise levels of less than 3 dBA generally are not noticeable outside of lab conditions. Therefore, vehicular traffic generated by ES-8 has not substantially increased vehicular traffic noise in the vicinity.

### **Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (classrooms, labs/studios, offices, art store, lounge, café) at ES-8, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been operational in 1998, when AAU occupied the building. Area sources were estimated based on a 107,908-square-foot "Junior College" land use designation in CalEEMod and mobile-source emissions were based on a daily vehicle trip rate of 800 round trips per day. Since CalEEMod only allows the user to model years 1990, 2000, and 2005, an operational year of 1990 was conservatively assumed for ES-8. There are no on-site generators or boilers at ES-8. Table 52 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen

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<sup>314</sup> CHS Consulting Group, *AAU ESTM Transportation Section Draft #1A*, January 2016.

<sup>315</sup> San Francisco Department of Public Health, 2008. *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

oxides (NO<sub>x</sub>), and particulate matter 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) and 2.5 micrometers in diameter (PM<sub>2.5</sub>) from ES-8, which are all shown to be below the Bay Area Air Quality Management District's (BAAQMD's) daily and annual significance thresholds.

**Table 52. 1849 Van Ness Avenue (ES-8) Operational Emissions**

| Source                                  | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|---|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                                    | 3.00                                    | <0.01           | <0.01            | <0.01             | 0.55                                    | <0.01           | <0.01            | <0.01             |
| Energy                                  | 0.09                                    | 0.79            | 0.06             | 0.06              | 0.02                                    | 0.14            | 0.01             | 0.01              |
| Mobile                                  | 27.53                                   | 34.17           | 0.42             | 1.55              | 5.09                                    | 6.54            | 0.76             | 0.27              |
| Total Emissions                         | 30.61                                   | 34.95           | 0.48             | 1.61              | 5.65                                    | 6.69            | 0.77             | 0.29              |
| BAAQMD<br>Thresholds of<br>Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                       | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-8 is not one of those sites; therefore, AAU occupation of ES-8 has not resulted in increased health risks for nearby sensitive receptors.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco's ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City's *Strategies to Address Greenhouse Gas Emissions*. San Francisco's *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco's GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state's GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City's GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-8 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Commercial Water Conservation Ordinance (San Francisco Building Code, Chapter 13A) and required bicycle parking configuration in accordance with Planning Code Section 155.1-155.4. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements is presented below as a recommended Condition of Approval.



Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU's alterations at ES-8 would have produced minimal construction debris. In addition, the San Francisco Existing Commercial Buildings Energy Performance Ordinance requires owners of non-residential buildings with greater than or equal to 10,000 square feet that are heated or cooled to conduct energy efficiency audits as well as annually measure and disclose energy performance. Compliance with the Energy Performance Ordinance is unknown. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance, CalGreen Section 5.504.4, and the Energy Performance Ordinance would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-8: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in compliance with Planning Code Sections 155.1 - 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use has been insubstantial.

### **Wind and Shadow**

The tenant improvements at ES-8 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities, or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-8.

### **Recreation**

As shown on Figure 4, p. 3-63, 1849 Van Ness Avenue (ES-8) is located within 0.25 mile of two San Francisco Recreation and Park Department (RPD) facilities: Helen Wills Playground and Lafayette Park. Helen Wills Playground, located at the corner of Broadway and Larkin Street, features a multi-functional clubhouse, play features, sports courts, and boardwalk.<sup>316</sup> Lafayette Park, located at Gough and Washington streets, features grass lawns, tennis courts, playground, picnic tables, and an off-leash dog-play area. Other publicly owned parks are within a 0.5-mile distance of ES-8, including U.N. Plaza, Father Alfred E. Boeddeker Park, and Japantown Peace Plaza.

As described in Population and Housing on p. 4-192 – 4-193, the capacity of ES-8 is 695 occupants. The change in use from retail to postsecondary educational institution at ES-8 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Helen Wills Playground and Lafayette

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<sup>316</sup> San Francisco Recreation and Parks, Helen Wills Playground. Available online at: <http://sfrecpark.org/destination/helen-wills-playground/>. Accessed on January 15, 2016.

Park facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-8 receives water from the San Francisco Public Utilities Commission (SFPUC) water supply facilities. The site had water service and consumption associated with the previous retail land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use still would not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future uses.<sup>317</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-8. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Commercial Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

#### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>318</sup> No substantial effect on wastewater has occurred from the change in use.

#### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-8 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is

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<sup>317</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

<sup>318</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>319</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity to accommodate the site's and City's solid waste disposal needs.<sup>320</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

## **Public Services**

### ***Police***

ES-8 is located within the Northern District of the San Francisco Police Department (SFPD). The Northern District Police Station is located at 1125 Fillmore Street. The district covers approximately 5.3 square miles with a population of nearly 100,000. In 2013 (the most recent data available), there were 871 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 7,155 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Northern District.<sup>321</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of AAU students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

The change in use from retail (furniture store) to a postsecondary educational institution would not represent a substantial change in the daytime population of the area. Therefore, the change in use would have resulted in minimal additional police protection demand. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-8.

### ***Fire and Emergency Services***

ES-8 is located within 3,500 feet of Fire Station No. 3 (1067 Post Street) and Fire Station No. 41 (1325 Leavenworth Street). Fire Station No. 3 consists of a single fire engine and a truck. Fire Station No. 41 consists of a single fire engine.<sup>322</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

In 2011, Fire Station No. 3 responded to 3,286 non-emergency calls with an average response time of 8:03 minutes, with 90 percent of non-emergency calls responded to in under 14:26 minutes. Fire Station No. 3 responded to 6,981 emergency calls with an average response time of 3:04 minutes,

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<sup>319</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>320</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>321</sup> San Francisco Police Department, Annual Report 2013, p. 117. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

<sup>322</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

with 90 percent of emergency calls responded to in under 4:21 minutes. In 2011, Fire Station No. 41 responded to 448 non-emergency calls with an average response time of 7:27 minutes, with 90 percent of non-emergency calls responded to in under 14:08 minutes. Fire Station No. 41 responded to 1,796 emergency calls with an average response time of 2:57 minutes, with 90 percent of emergency calls responded to in under 4:06 minutes.<sup>323</sup>

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within 5 minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-8 meet the Citywide emergency transport goals.

As described above on p. 4-192 – 4-193, the change in use from retail (furniture store) to a postsecondary educational institution would not represent a substantial change in the daytime population of the area. Therefore, additional fire and emergency protection demand would be minimal. AAU has installed a new fire sprinkler and fire alarm system, improving fire safety at the property. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred as a result of the change in use at ES-8.

### ***Libraries***

The nearest public libraries to ES-8 are the Golden Gate Valley Branch and Chinatown Branch Libraries. Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

As described above on p. 4-192 – 4-193, the change in use from retail (furniture store) to a postsecondary educational institution would not represent a substantial change in the daytime population of the area. Any change in daytime population has been minimal compared to the service population for the Golden Gate Valley Branch and Chinatown Branch Libraries. Any new resident population as a result of the change in use is dispersed throughout the City and would use their local public library branch. In addition, public library use would be augmented by AAU's private library system provided to AAU students for research, study, and programs. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-8.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The change in use under AAU to a postsecondary educational institutional use would not contribute to additional demand to SFUSD. Overall demand for schools from faculty/staff at the existing sites is discussed in the combined discussion in Chapter 3 (it is assumed that AAU students do not have children). For the reasons stated above, no substantial effect on schools has occurred as a result of the change in use at ES-8.

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<sup>323</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

## **Biological Resources**

ES-8 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-8. ES-8 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-8.

## **Geology and Soils**

ES-8 is underlain by well-sorted, fine- to medium-grained dune sand. The dune sands of San Francisco once formed an extensive coastal system, underlying about one-third of the City. The dune sand is typically highly permeable. The thickness of the dune sand is unknown but is estimated to be up to 100 feet and is underlain by bedrock. Depth to groundwater is unknown, and groundwater flow is anticipated to the north and northeast.<sup>324</sup> Because building alterations undertaken by AAU were all interior or limited to minor exterior non-structural modifications, no change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground-shaking from earthquakes. Ground-shaking intensity at ES-8 would be very strong during a 7.2-magnitude earthquake and would be strong during a 6.5-magnitude earthquake originating from the San Andrea Fault and Hayward Fault, respectively.<sup>325,326</sup> ES-8 is not located within a liquefaction zone.<sup>327</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations, are at an increased risk of structural failure. ES-8 is composed of reinforced concrete and is not a soft story building or made of unreinforced masonry.<sup>328,329</sup> As a result, it does not have an increased risk of structural failure during an earthquake. Although the building could remain vulnerable during an earthquake, the building alterations completed after the change in use to a postsecondary educational institution would not alter the building’s performance during a ground-shaking event.

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<sup>324</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1835 Van Ness Avenue, March 2003.

<sup>325</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>326</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>327</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Seismic Hazards Zone San Francisco 2012, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>328</sup> City and County of San Francisco, UMB – All Report, December 1, 2014.

<sup>329</sup> Department of Building Inspection, Soft Story Property List, April 2016. Available online at <http://sfdbi.org/soft-story-properties-list>. Accessed on April 20, 2016.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-8 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., installation of signage, canopy, flag poles, and security cameras). Regardless, wastewater and stormwater associated with the change in use and subsequent building alterations would have flowed into the City's combined stormwater and sewer system and were treated to standards contained in the City's National Pollutant Discharge Elimination System Permit for the Southeast Water Pollution Control Plant. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City's combined sewer system.

ES-8 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency. The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>330</sup> ES-8 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-8.

### **Hazards and Hazardous Materials**

The Phase I Environmental Site Assessment (ESA) prepared for ES-8 identified one historic underground storage tank that had been removed in 1999 with no detected soil or groundwater contamination. At least one hydraulic lift associated with the historic automobile sales use is located underneath the building; however, testing concluded that a release of environmentally significant quantities of hazardous materials had not occurred.<sup>331</sup> Similarly, significant historic use of hazardous materials such as petroleum hydrocarbon (fuels, oils, etc.), solvents, and paints likely occurred over the years.<sup>332</sup> Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth moving activities; thus, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1920, suggests that asbestos-containing materials (ACMs), lead-based paint (LBP), and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Suspected ACMs were observed during the site visit for the ESA. Fluorescent lights, which may contain small quantities of PCBs if they were manufactured before 1978, were present throughout the building, although there is no evidence of damage or leaks. No peeling paint was detected.<sup>333</sup> Prior to building alterations, materials were tested for ACM and LBP and ACMs were

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<sup>330</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

<sup>331</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1835 Van Ness Avenue, March 2003.

<sup>332</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1835 Van Ness Avenue, March 2003.

<sup>333</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1835 Van Ness Avenue, March 2003.

detected in ceiling materials, whereas some LBP was discovered on several surfaces in the building.<sup>334</sup> Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is unknown given that tenant improvements were completed at this site with and without the required building permits. The materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

AAU currently uses ES-8 for classrooms, labs, art studios, offices, student and faculty lounges, a café, reception space, and a classic vehicle museum. Hazardous materials that are used, stored, and disposed of at ES-8 include adhesives, wood stain, solvents, molds, lubricants, acrylic cement, polyurethane finish, propane, alcohol, cleaners, gloss, primer, paints, paint thinners, wood and plastic filler, and dyes associated with the postsecondary educational institutional use.<sup>335</sup> These products are stored in fire cabinets and lockers; after use they are deposited into hazardous waste drums and disposed of by Britnell Environmental.<sup>336</sup> The AAU facility is regulated by the U.S. Environmental Protection Agency and San Francisco Department of Public Health (SFDPH), and is responsible for complying with San Francisco Health Code Articles 21 and 22. ES-8 is enrolled in the SFDPH Hazardous Materials Unified Program Agency (HMUPA) Program.<sup>337</sup> Article 21 requires businesses that handle and store hazardous materials to keep a current certificate of registration and implement a Hazardous Materials Business Plan (HMBP). Article 22 authorizes the SFDPH HMUPA to implement and enforce requirements of the California Hazardous Waste Control Act, which includes the proper storage, handling, and disposal of hazardous materials. ES-8 must be compliant with HMBP and HMUPA requirements, The SFDPH and SFFD inspect ES-8 to ensure compliance with applicable regulations. AAU compliance with applicable regulations, as described above, would minimize any risk associated with hazards and hazardous materials; therefore, the effects are not considered substantial.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral recovery sites as a result of the change in use of ES-8.

Tenant improvements at ES-8 associated with the conversion of retail space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with all the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, p. 4-212 – 4-213. The GHG Compliance Checklist includes the City's Commercial Water Conservation Ordinance, which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution

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<sup>334</sup> RGA Environmental, Inc., Limited Asbestos and Lead Survey Report, Academy of Art University, 1849 Van Ness Avenue, June 8, 2010.

<sup>335</sup> Academy of Art, Hazardous Materials Inventory List for 1849 Washington Street, August 6, 2015.

<sup>336</sup> Academy of Art, Hazardous Materials Inventory List for 1849 Washington Street, August 6, 2015.

<sup>337</sup> Permit numbers: EPA# CAR000145904; CERS# 10058980.

Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>338</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-8, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at ES-8. This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-8 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-8 has not had a substantial effect on mineral and energy resources.

### **Agricultural and Forest Resources**

ES-8 is designated "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>339</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use of ES-8 has had no substantial effects on agriculture or forest resources.

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<sup>338</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 1849 Van Ness Avenue, March 4, 2016.

<sup>339</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.



#### **4.2.8. 1916 Octavia Street (ES-9)**

##### **Property Information**

The 1916 Octavia Street existing site (ES-9), also known as the “Coco Chanel Dormitory,”<sup>340</sup> is a four-story, 13,171-square-foot building constructed in 1898, located on Octavia Street between Sacramento and California streets, in the Pacific Heights neighborhood (Photographs 44–47). Figure 7, ES-9: 1916 Octavia St – Existing Condition, in Appendix TDM, shows the site and surrounding streets. The building has 22 group-housing rooms and a capacity of 47 beds. The site is Lot 011 in Assessor’s Block 0640.

Prior to Academy of Art University (AAU) occupation in 1996, the property had served as a guesthouse during World War II. In 1949, a hotel license was issued and the property was operated as a hotel/guesthouse through the 1980s. The last legal use was a residential hotel. The student housing building also has a manager’s office, a laundry room, a study room, and a television room. The site is served by AAU shuttle bus route M. AAU shuttle buses do not have a designated parking zone and instead use available curb space along the east side of Octavia Street between Sacramento and California streets for passenger loading and unloading activities or double-park on the street if no curb space is available.

The site is zoned RH-2 (Residential, House, Two-Family), which is intended for one- and two-family homes, but also allows single-room occupancy (SRO) and student housing as principally permitted uses, with conditional use (CU) authorization required for more than two units per lot. The height and bulk district near ES-9 is 40-X.

##### ***Tenant Improvements and Renovations***

AAU reroofed the building in 1995. On the interior, AAU upgraded the fire sprinkler system on all floors and installed a new fire alarm system in 2004, added guard rails to various locations for safety, made kitchen improvements, and replaced a bathroom and damaged wall to repair dry rot (no structural work was necessary). AAU added a canvas canopy that extends from the street to the main entrance steps and a non-structural sign was painted in 2011 without building permits.<sup>341</sup> A security fence, security cameras, lighting, and an awning on the rear elevation were added without building permits.

##### ***Required Project Approvals***

The 1916 Octavia Street existing site (ES-9) would require a building permit under Planning Code Section 171; a legislative amendment to San Francisco Planning Code (Planning Code) Section

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<sup>340</sup> 2011 IMP, p. 95.

<sup>341</sup> Building Permits obtained for the improvements and renovations at ES-9 are: BPA #8413407 (kitchen improvements), #9519060 (reroofing), #200401063411 (fire sprinklers), #200406237190 (fire alarm system), #200809050890 (wall repair, permit withdrawn), #200908185083 (guard rails), and #200907152709 (bathroom replacement), #201105095664 (painted non-structural sign, permit never issued), and #201105095670 (legalize awning, permit never issued).



**Photograph 44. 1916 Octavia Street (ES-9).**



**Photograph 45. Mid-block Octavia Street, facing north toward Lafayette Park.**



**Photograph 46. Mid-block Octavia Street, facing southwest.**



**Photograph 47. California Street at Octavia Street, facing east.**

317(f)(1), the Student Housing Legislation, to allow for conversion of residential units to student housing; and CU authorization under Planning Code Sections 209.1 and 303 to change the use from residential hotel to student housing (group housing for a postsecondary educational institution) within an RH-2 Zoning District. A building permit is required for any tenant improvements to the building that were not permitted.

### **Plans and Policies and Land Use**

ES-9 is located in the Pacific Heights neighborhood of San Francisco. The Western Addition neighborhood is located to the south of ES-9, on the southern side of California Street. The predominant land use near ES-9 are residential. Lafayette Park is approximately 100 feet north of ES-9. Building heights on the subject block range from three to six stories. The ES-9 building was built in 1898 and is four stories.

Octavia Street is a local street with one lane in each direction and parallel parking on either side of the street. Parking is limited to 2 hours for non-residential cars. Muni bus stops are located north of ES-9 on both sides of Sacramento Street, adjacent to Lafayette Park.

The zoning near ES-9 is RH-2 (Residential, House, Two-Family) on the eastern side of Octavia Street, and RM-2 (Residential, Moderate Density) on the western side of Octavia Street and fronting Sacramento Street between Laguna and Gough streets. RH-2 Zoning Districts are devoted to one-family and two-family houses, with the latter commonly consisting of two flats, one occupied by the owner and the other available for rent. In some cases, group housing and institutions are found in these areas, although nonresidential uses tend to be limited.<sup>342</sup> RM-2 Zoning Districts allow the overall density of units is greater and the mixture of building types and unit sizes is more pronounced in the RM-2 Zoning Districts. Building widths and scales remain moderate, and considerable outdoor space is still available.<sup>343</sup> The height and bulk district near ES-9 is 40-X.

As noted above, the use of ES-9 has been changed by AAU from a residential hotel to student housing (group housing for a postsecondary educational institution). The change in use of the existing structure involved exterior alterations, including installing a canopy and fence, described above under Tenant Improvements and Renovations. The change in use of the site to student housing (group housing for a postsecondary educational institution) remains representative of the primarily residential uses in the RH-2 and RM-2 Zoning Districts. However, the change in use at ES-9 conflicts with the Planning Code and requires a legislative amendment for conversion of residential units to student housing. Change in use would not physically divide an established community; rather, localized changes in character could occur as longer-term residents of the property would be replaced with short-term student housing. The legislative amendment could be inconsistent with General Plan policies relating to displacement of affordable housing or residential hotel uses and policies to avoid conversion of such affordable housing uses.

Student housing (group housing for a postsecondary educational institution) use is subject to approval by the Planning Commission as a CU within an RH-2 Zoning District. ES-9 would also require a building permit pursuant to Planning Code Section 171 and a legislative amendment to

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<sup>342</sup> Planning Code Section 209.1.

<sup>343</sup> Planning Code Section 209.2.

Planning Code 317(f)(1), Student Housing Legislation, because the change in use would convert residential units to student housing. Therefore the ES-9 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-9 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-9 is 47 residents (22 group-housing rooms). The change in use from a residential hotel to student housing (group housing for a postsecondary educational institution) would not substantially alter the daytime population of the building because the previous use as group housing would likely have had a similar capacity. However, the AAU rooms generally contain two beds, whereas the residential hotel would have likely contained one resident per room. Thus, student housing (group housing for a postsecondary educational institution) could have a slightly higher population density compared to the previous use. It is expected that some students would become permanent residents of the City. Conservatively presuming that ES-9 was unoccupied prior to AAU use and that all occupants were also new residents of San Francisco, the change in population would be insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>344</sup> Thus, the change in population would be negligible. No substantial effect on population has occurred from the change in use at ES-9.

### ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-9 and all existing sites is discussed under the combined housing discussion, p. 3-15 – 3-18.

The change in use at ES-9 from a residential hotel to student housing (group housing for a postsecondary educational institution) has incrementally intensified housing demand created by AAU students and faculty/staff, as group-housing units were converted to student housing and these units were removed from the housing market. The change of use at ES-9 could have resulted in displacement of people and existing housing units; however, the previous use as 22 group-housing rooms would not necessitate the need to construct replacement housing elsewhere. All former residents of the building moved to housing elsewhere. If AAU housing was not offered, students would seek private housing within various areas of the City or around the Bay Area. Private housing likely would not have the density that student housing provides (average of 280 square feet per resident). However, conversion of rental units is not consistent with the San Francisco General Plan Housing Element Policy 3.1., intended to preserve rental units, especially rent controlled units, to

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<sup>344</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

meet the City's affordable housing needs. ES-9 provides 47 beds of the 1,810 beds that AAU provides for students and supplements some housing demand created by AAU.

Due to the conversion of group-housing units, the change in use is subject to Planning Code Section 317(b)(1), which indicates that the change of occupancy from a dwelling unit, group housing, or SRO to student housing is considered a conversion of a residential unit. Planning Code Section 317 (f)(1) prohibits the conversion of a residential unit to student housing. The intent of the Student Housing Legislation is to preserve rent-controlled housing and permanently affordable residential hotels and single-room occupancy units.

### **Aesthetics**

ES-9 is located in the Pacific Heights neighborhood. The building was constructed in 1898 as a four-story, single-family residence. The building is one of many extant large, single-family residences in San Francisco constructed prior to the 1906 Earthquake and Fire that have been converted to multi-family apartment buildings.

The vicinity around ES-9 is characterized by residential multi-family apartment buildings, two-family residential flats, and the 11.49-acre Lafayette Park. Many of the buildings are elegant and grand, and were built between 1880 and 1920 when construction of a cable car line made the area accessible. The character of the area is determined by the many fine quality apartment buildings that are of similar age and design. With the exception of ES-9, which has a setback with landscaping and a driveway, all buildings on the subject block extend to the sidewalk and create a continuous façade.

The topography is sloped steeply up toward Lafayette Park to the north, and sloped down toward the Western Addition neighborhood. Due to the residential character of the community and lack of commercial establishments, pedestrian and vehicular activity is relatively limited on Octavia Street compared to other areas of San Francisco. The neighborhood is generally quiet and residential. However, one block to the south, California Street is a main east-west arterial with moderate vehicular traffic throughout the day. The change in use has not substantially added pedestrian or vehicular activity to the area.

The change in use at ES-9 has caused minimal visual changes to the building and neighborhood. A canvas awning has been added that extends from the main entrance to the sidewalk, confined within the building's front yard. The awning contains the AAU logo and lettering. The AAU awning differs slightly from the visual character of the neighborhood, which is primarily residential with limited signage. However, similar signage, including an awning at the Grosvenor Court at 2055 Sacramento Street, occurs nearby and is representative of an urban environment and does not degrade the visual quality or block any important views. Therefore, no substantial effect has occurred from the change in use and the addition of the awning at ES-9.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

1916 Octavia Street (ES-9) consists of a four-story building with three major additions: a three-story addition abutting the east end of the main building's south façade, a one- and two-story rear addition adjoining the main building's east façade, and a detached one-story garage addition at the southeast corner of the property. The main building was constructed in 1898 and has a roughly rectangular footprint. The three-story addition was constructed c. 1902 (first and second floors) and c. 1957 (third floor). The one- and two-story rear addition was constructed c. 1910 (two-story section) and c. 1930 (one-story garage), and the garage opening was in-filled by 1999. The buildings occupy a rectangular lot fronting Octavia Street. A concrete drive lines the south side of the lot and leads to the detached garage addition. Modern fabric awnings over metal frames cover walkways to the entrance at the main building's south façade. Low brick walls surmounted by wrought-iron fencing are located at the front and south yards of the property (for representative photographs refer to Photographs 48–50).



**Photograph 48. 1916 Octavia Street**



**Photograph 49. South façade, 1916 Octavia Street**





**Photograph 50. Three-story addition on south façade, 1916 Octavia Street**

### Site History

The three-story-plus-basement, brick, and wood-frame residence at 1916 Octavia Street (ES-9) was completed in 1898 at a cost of approximately \$12,500.<sup>345</sup> It was designed by architect Frederick Herman Meyer, partner in the firm of Newsom & Meyer. The builder was Mallory & Swenson. The residence was commissioned by Bay Area businessman Adolph Mack, who purchased a 45- by 138-foot piece of land for the property in May 1898.<sup>346</sup> See Owner/Occupant History for more biographical information on Adolph Mack in Appendix HR. In December 1898, Mack paid \$6,000 for an additional 30- by 38-foot piece of land, which expanded his Octavia Street frontage to 75 feet.<sup>347</sup> With the purchase of the additional lot, the Mack residence had a buffer along the south elevation, which faces California Street and, at the time, would have had views overlooking the City.

A few years after the residence was completed, the *San Francisco Chronicle* described it as “handsome” and located within a “fashionable residence district.”<sup>348</sup> The interior was “very handsome, the finish being in mahogany and oak. The floors are of hard wood.”<sup>349</sup> Servant quarters were on the first floor, bedrooms were on the third floor. The main entrance was covered by a portico.<sup>350</sup>

Adolph Mack sold the 1916 Octavia Street residence in September 1902 for approximately \$50,000.<sup>351</sup> It was purchased by prominent San Francisco businessman Eugene J. de Sabla Jr., who helped found Pacific Gas and Electric (PG&E) in 1905.<sup>352</sup> This was one of two residences owned by de Sabla, the second a summer home in San Mateo called El Cerrito. (See Owner/Occupant History

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<sup>345</sup> San Francisco Call, New Building Contracts, June 15, 1898.

<sup>346</sup> San Francisco Chronicle, Real Estate and Building, May 7, 1898.

<sup>347</sup> San Francisco Call, Real Estate Transactions, December 10, 1898.

<sup>348</sup> San Francisco Chronicle, Burglars Make Visit to Eugene de Sabla, April 16, 1903.

<sup>349</sup> San Francisco Call, Many Exchanges Made in Realty, September 28, 1902.

<sup>350</sup> San Francisco Chronicle, April 1903.

<sup>351</sup> San Francisco Call, September 1902

<sup>352</sup> National Park Service, “De Sabla, Eugene J., Jr., Teahouse and Garden,” Asian Pacific American Heritage Month, National Park Service, [www.nps.gov/nr/feature/asia/2010/sabla\\_tea\\_house.htm](http://www.nps.gov/nr/feature/asia/2010/sabla_tea_house.htm). Accessed November 13, 2015.

for more biographical information on Eugene de Sabla Jr.) Either Mack or de Sabla commissioned a two-story addition on the south side of the house, which appears on the 1905 Sanborn Fire Insurance Company map. Beginning in 1906, de Sabla and his family lived full-time in San Mateo.

In 1909 they sold the Octavia Street residence to Max J. Brandenstein, founder of MJB Coffee Company.<sup>353</sup> The Brandensteins lived in the house for 16 years until Max's death in 1925. The only known alterations during the Brandenstein period were a two-story addition at the east façade, constructed c. 1910, and a rectangular structure (possibly a carport or covered walkway) to the east side of the south wing. (See Sanborn maps: 1899 and 1913.)

Beginning c. 1929, the house was owned by Clara Herrscher, widow of Joseph Herrscher. Herrscher lived in the house with her daughter and grandson, Emma and Melvyn Friendly, her sister, Lilly Hesser, and two servants.<sup>354</sup> The Herrscher/Friendly families lived in the house through 1944. They were responsible for the construction of a 20- by 20-foot detached garage building at the southeast side of the property in 1930. Additionally, they likely added the one-story garage addition at the east façade, constructed c. 1930 (Sanborn map: 1913, and aerial photograph: 1938).

In the mid-1940s, 1916 Octavia Street was converted into an apartment house/long-term resident hotel. The conversion into a multi-resident building resulted in the following known alterations:

- conversion of the garage addition into housing, sometime between 1950 and 1968 (1950 and 1968 Sanborn maps);
- installation of fire escapes, pre-1963 (Permit No. 286307);
- installation of bathroom on fourth floor of guest house, 1967 (Permit No. 311954);
- addition of a small, single-story building to the north of the former garage, 1950–1968 (1968 Sanborn map);
- addition of a third story on the south addition, pre-1964 (1964 Junior League Survey photograph);
- new bathroom, location unknown, 1970 (Permit No. 350816);
- reduced parcel boundary line at the east in the mid-1970s when the Jacqueline Court Apartments building was constructed (1999 Sanborn map); and
- kitchen remodel, 1983 (Permit No. 504179).

AAU occupied the property in 1996. Alterations to the property completed by AAU are listed in the Tenant Improvements and Alteration section on p. 4-221.

#### California Register of Historical Resources Evaluation

At the neighborhood level, the residence at 1916 Octavia Street (ES-9) is one of many residential properties associated with late nineteenth century architectural development in Pacific Heights. The building is one of only two nineteenth century buildings on the 1900 block of Octavia Street. New construction on the block over time, especially between 1913 and 1929, has resulted in a non-

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<sup>353</sup> San Francisco Call, E.J. de Sabla Sells His City Residence, December 27, 1909.

<sup>354</sup> Ancestry.com, 1930 and 1940 United States Federal Census [database on-line] (Provo, UT, USA): Ancestry.com Operations, Inc., 2012.



cohesive collection of apartment buildings and single-family residences constructed over a 70-year period. The visual character of both the 1900 block of Octavia and the subject property were further compromised with the introduction of the 10-story Jacqueline Court Apartments at 2055 Sacramento Street in 1975, immediately east of 1916 Octavia Street. Individually, the residence at 1916 Octavia Street is not an outstanding example of a nineteenth century residence constructed in Pacific Heights. Therefore, the building at 1916 Octavia Street does not appear to be eligible for listing in the National Register of Historic Places (NRHP) or California Register of Historical Resources (CRHR) under Criteria A/1 for an association with early architectural development in Pacific Heights, either as a contributor to a potential district or individually.

The residence at 1916 Octavia Street is associated with three pioneers of San Francisco industry: Adolph Mack, president for 25 years of Mack & Company, a wholesale drug company; Eugene de Sabla Jr., cofounder and first president of PG&E; and Max J. Brandenstein, founder of MJB Coffee Company. Regarding an association with Adolph Mack, Mack lived at 1916 Octavia Street briefly (1899–1902). Research did not reveal that Mack, nor his company Mack & Company, are significant in local, state, or national history. Mack & Company was one of many companies founded in San Francisco in the nineteenth century. Therefore, the residence is ineligible for listing in the CRHR under Criterion 2 based on association with Mack.

Regarding an association with Eugene de Sabla Jr., although the 1916 Octavia Street residence was his primary residence when he cofounded PG&E in 1905, de Sabla lived in the house briefly (1902–1906). It appears to have been a temporary home while he commissioned a large mansion for his family in San Mateo. Furthermore, de Sabla's significance derives from his association with PG&E, so a more appropriate building encapsulating PG&E history in San Francisco would be the PG&E headquarters building at 201–245 Market Street, completed in 1924 (listed in the NRHP, 1995). For this reason, the residence is ineligible for listing in the CRHR under Criterion 2 based on association with de Sabla.

Regarding an association with Max J. Brandenstein, the Brandensteins lived at 1916 Octavia Street from 1909 until his death in 1925, a period during which he was president of MJB Coffee Company. Although MJB Coffee was a successful San Francisco company, it was at least the third company to produce or distribute coffee in San Francisco. By the time MJB Coffee was founded, the coffee industry had been developing by almost half a century. Furthermore, unlike Hills Brothers, which transformed the coffee industry by introducing the innovative method of vacuum-packing beans, MJB does not appear to stand out as significant among the other early producers. Additionally, similar to Eugene de Sabla Jr., Brandenstein's significance is based on his association with MJB Coffee—a significance that would be better conveyed in a building related directly to the company (e.g., production facility or corporate headquarters). Therefore, 1916 Octavia Street's association with Max J. Brandenstein does not qualify the residence for listing in the CRHR under Criterion 2.

The residence at 1916 Octavia Street is associated with a locally significant architect, Frederick H. Meyer. However, this is not an outstanding example of Meyer's work. He designed the 1916 Octavia Street residence very early in his career. Furthermore, alterations to the building—specifically wholesale removal and replacement of original windows, as well as additions to the rear façade—and intrusions into the open space to the south have affected the original 1899 design of the building. Therefore, the building at 1916 Octavia Street does not appear to be eligible for listing in the CRHR under Criterion 3 for an association with architect Frederick Meyer.

Because ES-9 does not appear eligible for CRHR listing, it is not considered a historical resource and no analysis of known alterations made by AAU was conducted for compliance with the *Secretary's Standards for Rehabilitation*.

### ***Archaeology and Paleontology***

Building alterations at ES-9 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

### **Transportation and Circulation**

ES-9 is located on the east side of Octavia Street between Sacramento and California streets, ½ block south of Lafayette Park and four blocks west of Van Ness Avenue in the Pacific Heights neighborhood. The 9,750 square-foot parcel is located in a residential district. The last registered use at the approximately 11,544 square-foot building on the front of the site, built in 1898 and expanded with additions in 1902 and 1910, was an elder care facility. AAU is utilizing the total approximately 13,171 gross square feet of the front building and the guest house for 47 beds of student housing.

The site includes a gated driveway, which leads to the rear guesthouse/separated housing unit (originally a garage). AAU reports that there is no vehicle parking provided at the site, but the driveway is occasionally utilized by maintenance vehicles and service vendors, and sometimes by parents to drop off students and their belongings. The only pedestrian access to the site is provided from Octavia Street through the gated driveway. There are two bicycle racks (six spaces) in the back courtyard area. While AAU shuttle bus Route M provides service to the site, this AAU student housing location does not include a designated shuttle stop. It is reported that the AAU shuttles stops at an available curb space adjacent to the site or double parks.

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the student housing use (47 beds) at ES-9 generates approximately 26 person trips (12 inbound trips and 14 outbound trips) and, given the student housing use, no vehicle trips during the weekday PM peak hour.

### ***Traffic***

The vicinity of ES-9 is mostly residential. Octavia Street in this location is a low traffic volume street because it dead-ends at Sacramento Street/Lafayette Park to the north. Sacramento Street has light to moderate traffic volumes. No transit runs on Octavia Street in this location; however, the 1-California Muni route runs on Sacramento Street to the north, as further discussed below. AAU shuttle bus Routes M and R stopped at this location in 2010, but only Route M serves this site in 2015.

The following presents a discussion of existing roadway systems in the vicinity of the AAU site, including roadway designations, number of lanes, and traffic flow directions. The functional

designation of these roadways was obtained from the *San Francisco General Plan and Better Streets Plan*.<sup>355,356</sup>

**Sacramento Street** is an east-west street that runs between Arguello and Drumm streets. In the vicinity of ES-9, Sacramento Street is a neighborhood residential street with one travel lane in each direction and unmetered (2-hour time restricted) parking on both sides of the street. The *San Francisco General Plan* identifies Sacramento Street as a Transit Preferential Street (Secondary Transit Street), and as a Neighborhood Network Connection Street.

**Octavia Street** is a north-south street that runs discontinuously between Bay and Sutter streets. In the vicinity of ES-9, Octavia Street is a neighborhood residential street with one travel lane in each direction and unmetered (2-hour time restricted) parking on both sides of the street.

**California Street** is an east-west street that runs between 33rd Avenue and Drumm Street. In the vicinity of ES-9, California Street is a residential throughway under the *Better Streets Plan* with two travel lanes in each direction and unmetered (2-hour time restricted) parking on both sides of the street. The *San Francisco General Plan* identifies California Street as a Transit Preferential Street (Secondary Transit Street), and as a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Van Ness Avenue is designated as a High Injury Corridor in the City's Vision Zero network.

The student housing use at ES-9 is not expected to generate a substantial amount of vehicle trips to adjacent streets during the PM peak hour because residential students are discouraged from driving private automobiles. Traffic operating conditions in the vicinity have not been altered by the student housing use at this AAU site.

### ***Transit***

The AAU student housing use at ES-9 generates approximately one transit rider during the weekday PM peak hour. This is primarily due to residential students utilizing AAU shuttles, including on weekends. In the vicinity of ES-9, the 1-California provides east-west service to Downtown, but also connects to many other local routes including the 47-Van Ness and 49-Van Ness/Mission (three blocks away) along Van Ness Avenue and 19-Polk along Polk Street. These north-south routes connect to Muni and BART rail service along Market Street. The nearest bus stop to this site is located at the Sacramento and Octavia street intersection (approximately 80 feet to the north), and it includes a shelter and signage with transit information (see Figure 7, on p. 4-114).

Table 53 presents the AM, midday, and PM frequencies of nearby Muni lines as well as the passenger load and capacity utilization at the maximum load point (MLP) during the PM peak hour. All four routes operate below the San Francisco Municipal Transportation Agency (SFMTA) performance standard of 85 percent capacity utilization during the PM peak hour.

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<sup>355</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>356</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

**Table 53. 1916 Octavia Street – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines                 | Route  | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                                |                                   |
|---------------------------|--|--------------------------------|--------|---------|----------------------------------|--------------------------------|-----------------------------------|
|                           |  | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP                            | PM Peak Hour Capacity Utilization |
| 1 – California            | Geary and 33 <sup>rd</sup> via California, Sacramento and Clay       | 4                              | 5      | 3.5     | 857                              | Sacramento St/<br>Powell St    | 79%                               |
| 19 – Polk                 | Hunter’s Point to Fisherman’s Wharf via Civic Center                 | 15                             | 15     | 15      | 124                              | Polk St/<br>Sutter St          | 49%                               |
| 47 – Van Ness             | Caltrain Depot to Beach, Townsend, Mission, Van Ness and North Point | 10                             | 10     | 10      | 222                              | Van Ness Ave/<br>O’Farrell St  | 58%                               |
| 49 – Van Ness/<br>Mission | City College to North Point via Ocean, Mission, and Van Ness         | 8                              | 9      | 8       | 338                              | Van Ness Ave/<br>McAllister St | 47%                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

As part of the SFMTA’s Muni Forward, the following changes are proposed:

- Route 1-California has increased daytime weekend frequency from 8 to 7 minutes. It will also increase PM peak frequency west of Presidio Avenue from 7 to 6 minutes and east of Presidio Avenue from 3.5 to 3 minutes.
- Route 19-Polk would eliminate service south of 22nd Street.
- Van Ness Corridor Transit Improvement Project will implement the Bus Rapid Transit (BRT) along Van Ness Avenue, which is expected to reduce travel times for the routes 47-Van Ness and 49-Van Ness/Mission by 32 percent. Proposed improvements include dedicated transit-only lane for use by Muni and Golden Gate Transit buses only, enhanced traffic signals optimized for north-south traffic with Transit Signal Priority system, low-floor vehicles and all-door boarding, safety enhancements for pedestrians, and boarding islands located at consolidated transit stops located along Van Ness Avenue at key transfer points.

The one transit trip generated by the AAU student housing use at 1916 Octavia Street, based on Muni transit capacity utilization and service, is accommodated on existing transit service. AAU shuttles have not substantially conflicted with the operation of transit vehicles on nearby streets.

### ***Shuttle***

The AAU student housing use at ES-9 generates approximately 15 shuttle riders during the PM peak hour, with seven riders in the inbound direction and eight riders in the outbound direction. In 2010, this site was served by two shuttle bus routes, M and R, which operated with 60-minute and 30-minute headways, respectively. The total seating capacity at that time for these two routes was 131 seats in the PM peak hour. Routes M and R operated at 44 and 18 percent capacity, respectively during the PM peak hour at the MLP in 2010. During the shuttle peak hour, Routes M and R operated at 81 and 55 percent capacity, respectively at the MLP. MLPs occur at 860 Sutter Street on Route M and at 1916 Octavia Street on Route R. As of spring 2015, one shuttle bus route (Route M) serves this site with 20-minute headways with a capacity of 72 seats during the PM peak hour, a 45 percent reduction of service.

Although the 15 shuttle riders generated at this site during the PM peak hour do not substantially contribute to the shuttle service, Route M serves other locations inbound and outbound prior to this stop. Therefore, a Condition of Approval to assess and monitor shuttle bus ridership and capacity utilization, particularly of Route M is recommended below. If additional shuttle capacity utilization is needed to serve this site, increasing shuttle frequencies or shuttle bus size are examples of how this could be achieved.

As indicated above, this site does not include a designated shuttle stop or white passenger zone. Shuttle buses have been observed to use available curb spaces along the east side of Octavia Street between Sacramento and California streets for passenger loading/unloading activities. Observations during the midday period noted that there were occasional instances of shuttle buses double parking or stopping within the traffic lane on Octavia Street, but no conflicts with other vehicles were noted due to low traffic volumes and the short duration of passenger loading activities.<sup>357</sup> The existing driveway at ES-9, which is occasionally used by maintenance vehicles and service vendors, appears to be too narrow to allow shuttles to pull in and drop off passengers. However, a Condition of Approval is recommended to add an on-street white zone/shuttle stop at this location by converting the existing on-street parking space(s), to a shuttle stop/white zone.

Octavia Street is not a designated bicycle route in the vicinity of the AAU site. There is no Muni transit service provided along Octavia Street. Therefore, the AAU shuttle stop has not directly conflicted with bicycle traffic or Muni transit service.

### ***Pedestrian***

The AAU student housing use at ES-9 generates 25 pedestrian trips, including nine walking, one transit and 15 shuttle trips during the PM peak hour. The 15 shuttle walking trips are short in length from the building entrance to the shuttle stop on Octavia Street in front of the building. California Street to the south is designated as a High Injury Corridor under the City's Vision Zero Improvement Plan.<sup>358</sup> Streets near this site have well-defined crosswalk markings and pavement delineations. Sidewalks along Sacramento and Octavia streets are approximately 14 feet wide. As indicated above, the site has a driveway/curb cut on Octavia Street, which is occasionally used by maintenance

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<sup>357</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

<sup>358</sup> *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

vehicles and service vendors as well as by parents dropping off students and their items. The primary and the only pedestrian access to the site is provided through the gateway on Octavia Street.

Pedestrian volumes were observed to be generally low in the vicinity of ES-9 due to the primarily residential land uses in the area. Pedestrians were observed to move freely within the sidewalk and crosswalk areas. There were no indications of overcrowding within the sidewalk areas.<sup>359</sup> Adjacent pedestrian facilities accommodate the estimated 25 pedestrian trips (including to and from shuttle and transit service).

### ***Bicycle***

The AAU student housing land use at ES-9 generates one outbound bicycle trip during the PM peak hour. Octavia Street at this location is not a designated bicycle route. The nearest bicycle routes are Route 25 on Polk Street (a north-south route) and Route 16 on Sutter Street (an east-west route). There are two bicycle racks located in the courtyard at the rear of the house, providing a total of six Class II bicycle parking spaces.<sup>360</sup> Based on observation, the racks are not being fully utilized due to their location near tables and chairs. The site's one PM peak hour bicycle trip has not substantially affected the operation or capacity of bicycle facilities in the area. This site generates a bicycle parking demand for approximately three spaces, and they are generally accommodated in the existing bike parking spaces.<sup>361</sup> A Condition of Approval to rearrange the existing bicycle parking to provide sufficient clearance for the bicycles is recommended and presented below.

### ***Loading***

The AAU student housing use at ES-9 generates limited freight loading demand (less than one daily truck trip). The site does not have any off-street loading spaces. Octavia Street and surrounding blocks including Sacramento Street, California Street, and Gough Street do not have any on-street freight loading (yellow) zones adjacent or near the site due to the predominantly residential uses in the area. Field observations of commercial loading activities were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015, and no AAU-related freight/delivery vehicles or related activities occurred during the observation. General commercial activities in the area were low due to the predominantly residential uses in the area. It is likely that the infrequent commercial deliveries to the site utilize on-street parking spaces, when available, or temporarily block the driveway curb cut to make a delivery. On-street parking spaces along these streets experience moderate to high parking utilization during the midday period. Due to the low daily delivery activity related to the residential use as noted during site visit and low traffic volumes in the area during weekday midday, loading demand is accommodated on-street near the site and has not been substantially altered as a result of the AAU use.

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<sup>359</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

<sup>360</sup> Bicycle parking data was provided by AAU and verified by Planning Department staff.

<sup>361</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate.

Garbage collection at the site occurs on the west side of Octavia Street, located next to the entrance for the site. Trash receptacles are placed along the sidewalk at designated areas. Garbage collection occurs three times a week in the early morning hours.

**Parking**

The AAU student housing use at ES-9 is not expected to generate additional parking demand throughout the day because students are not permitted to park private vehicles at student housing sites by policy and AAU discourages students from bringing private vehicles into San Francisco.<sup>362</sup> The site does not provide any off-street parking spaces.<sup>363</sup> AAU reports that the existing driveway at the site is occasionally used by maintenance vehicles and service vendors as well as by parents dropping off students and their items.

Although the site has not resulted in a regular increase in parking demand, an on-street parking survey was conducted along streets adjacent to the site during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J. On-street parking near the site generally consists of time-limited (2-hour), unmetered parking. Table 54 summarizes on-street parking supply and weekday midday occupancy for streets near ES-9. There are a total of 43 on-street parking spaces surrounding the site. During the survey period, parking occupancy was generally full, averaging about 84 percent between 1:00 p.m. and 3:00 p.m. However, the AAU student housing use at ES-9 is not expected to have substantially added to this existing condition.

**Table 54. 1916 Octavia Street (ES9) – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street        | From          | To            | Side  | Supply    | Occupied  | % Utilization |
|---------------|---------------|---------------|-------|-----------|-----------|---------------|
| Octavia St    | Sacramento St | California St | West  | 8         | 8         | 100%          |
|               |               |               | East  | 13        | 13        | 100%          |
| Sacramento St | Octavia St    | Gough St      | South | 12        | 10        | 83%           |
| California St | Octavia St    | Gough St      | North | 10        | 5         | 50%           |
| <b>Total</b>  |               |               |       | <b>45</b> | <b>33</b> | <b>73%</b>    |

Note: Parking utilization above 100 percent indicates double parking or other illegal activity.

Source: CHS Consulting Group, 2015.

There are no publicly accessible off-street parking facilities in the vicinity of ES-9.

**Emergency Vehicle Access**

San Francisco Fire Department Station #38 (2150 California Street) is the closest station to ES-9, approximately 0.1 miles southwest of the site. From the station, vehicles are able to access the AAU site via California Street and would be able to park along Octavia Street.

<sup>362</sup> Student FAQs, <http://www.academyart.edu/faqs/faqs-student>, accessed April 20, 2016.

<sup>363</sup> The site has a gated driveway which leads to the rear guesthouse/separated housing unit (originally a garage). AAU reports that the driveway is not used for any vehicle parking.

### ***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, constraints on the AAU use of ES-9 include a potential need for additional shuttle service, a lack of a designated shuttle stop, and inadequate bicycle parking facilities available at the site. To address these constraints, the following conditions of approval are recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-9: TR-1, Shuttle Demand and Capacity.** Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust and monitor the shuttle bus capacity for Route M, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the route.

**Recommended Condition of Approval, ES-9: TR-2, Shuttle Stop.** This site is served by AAU shuttle buses along Octavia Street, but there is no white passenger loading zone. AAU shall coordinate with the SFMTA to create a white zone using existing on-street parking.

**Recommended Condition of Approval, ES-9: TR-3, Class I Bicycle Parking.** AAU shall rearrange existing bicycle parking to allow for sufficient clearance of parked bicycles (at least two feet). Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).

### **Noise**

A summary of the methodology used to analyze noise effects is discussed in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

1916 Octavia Street (ES-9) is located on the east side of Octavia Street between Sacramento and California streets, one half block south of Lafayette Park and four blocks west of Van Ness Avenue in the Pacific Heights neighborhood. The 9,750-square-foot parcel is located in a residential district. This AAU residential location does not include a designated shuttle stop, although it is on the Route M shuttle route. No vehicle trips are generated by the uses of ES-9; students use the AAU shuttle system, bicycles, and public transit.<sup>364</sup> According to the San Francisco Transportation Noise Map,<sup>365</sup> the existing traffic noise level near ES-9 from vehicular traffic along Octavia Street was approximately 64 dBA  $L_{dn}$  in 2008, indicating a noisy commercial environment. Traffic-generated noise levels along these streets currently exceed the “satisfactory” level for a residential land use, according to the *San Francisco General Plan*.

AAU did not install or modify any existing rooftop mechanical equipment at ES-9. Since there are no new rooftop stationary sources at the site, there would have been no increase rooftop mechanical equipment noise that did not already exist prior to AAU occupation. In addition, the activities in the ES-9 building would have been and continue to be required to comply with the City’s Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as

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<sup>364</sup> CHS Consulting Group, *AAU ESTM Transportation Section Draft #1A*, January 2016.

<sup>365</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>



fixed noise sources at the site; therefore, the change in use at ES-9 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-9.

The *General Plan* noise compatibility guidelines indicate that any new residential construction or development in areas with noise levels above 60 dBA  $L_{dn}$  should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. In areas where noise levels exceed 65 dBA  $L_{dn}$ , new residential construction or development is generally discouraged, but if it does proceed, a detailed analysis of noise reduction requirements must be done and needed noise insulation features included in the design. Tenant improvements at the ES-9 residential building may be subject to the requirements contained in the California Noise Insulation Standards in Title 24, the California Building Code. The Building Code requires meeting an interior standard of 45 dBA  $L_{dn}$  in any habitable room where dwelling units are located in areas subject to noise levels greater than 60 dBA  $L_{dn}$ . However, the proposed change in use from group-housing to group-housing for a post-secondary educational institution would not be considered a change from a non-noise sensitive use to a noise-sensitive use; therefore, the provisions of Title 24 would not apply.

### **Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (rooms) at ES-9, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been operational in 1995, when AAU occupied the building. Area sources were estimated based on a 47-dwelling unit "Mid-Rise Apartments" land use designation in CalEEMod, and mobile-source emissions were based on a daily vehicle trip rate of zero round trips per day. There is a heater boiler at ES-9. However, this boiler was installed prior to AAU occupation of ES-9 and was not included in the air quality analysis. There are no on-site generators or boilers at ES-9. Since CalEEMod only allows the user to model years 1990, 2000, and 2005, an operational year of 1990 was conservatively assumed for ES-9. Table 55 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) and 2.5 micrometers in diameter (PM<sub>2.5</sub>) from ES-9, which are all shown to be below the Bay Area Air Quality Management District's (BAAQMD's) daily and annual significance thresholds.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on p. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-9 is not one of those sites; therefore, AAU occupation of ES-9 has not resulted in increased health risks for nearby sensitive receptors and has not exposed new sensitive receptors to increased health risks.

**Table 55. 1916 Octavia Street (ES-9) Operational Emissions**

| Source                                  | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|---|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                                    | 1.03                                    | 0.03            | <0.01            | <0.01             | 0.16                                    | <0.01           | <0.01            | <0.01             |
| Energy                                  | <0.01                                   | 0.05            | <0.01            | <0.01             | <0.01                                   | <0.01           | <0.01            | <0.01             |
| Mobile                                  | 0.00                                    | 0.00            | 0.00             | 0.00              | 0.00                                    | 0.00            | 0.00             | 0.00              |
| Total Emissions                         | 1.03                                    | 0.08            | <0.01            | <0.01             | 0.16                                    | 0.01            | <0.01            | <0.01             |
| BAAQMD<br>Thresholds of<br>Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                       | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; No<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco’s ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City’s *Strategies to Address Greenhouse Gas Emissions*. San Francisco’s *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco’s GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state’s GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City’s GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-9 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Residential Energy Conservation Ordinance (San Francisco Housing Code Chapter 12), Residential Water Conservation Ordinance (San Francisco Building Code, Housing Code, Chapter 12A), and required bicycle parking infrastructure in accordance with Planning Code Section 155.1-155.4. Compliance with the Residential Water Conservation Ordinance and Residential Energy Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU’s alterations at ES-9 would have produced minimal construction debris. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery

Ordinance and CalGreen Section 5.504.4 would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-9: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use are not considered substantial.

### **Wind and Shadow**

The tenant improvements at ES-9 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities, or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-9.

### **Recreation**

As shown on Figure 4, p. 3-63, 1916 Octavia Street (ES-9) is located within 0.25 mile of one San Francisco Recreation and Park Department (RPD) park: Lafayette Park. Lafayette Park, located at Gough and Washington streets, features grass lawns, tennis courts, playground, picnic tables, and an off-leash dog-play area. Other publicly owned parks are within a 0.5-mile distance of ES-9, including Japantown Peace Plaza.

As described in Population and Housing on p. 4-224, the capacity of ES-9 is 47 beds. The change in use from a residential hotel to student housing (group housing for a postsecondary educational institutional) at ES-9 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Lafayette Park facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-9 receives water from the San Francisco Public Utilities Commission (SFPUC) water supply facilities. The site had water service and consumption associated with the previous residential land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use still would not substantially affect the SFPUC's water supply, as it has been

concluded that sufficient water is available to serve existing customers and planned future uses.<sup>366</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-9. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Residential Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>367</sup> No substantial effect on wastewater has occurred from the change in use.

### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-9 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>368</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity to accommodate the site's and City's solid waste disposal needs.<sup>369</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

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<sup>366</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

<sup>367</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

<sup>368</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>369</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

## **Public Services**

### ***Police***

ES-9 is located within the Northern District of the San Francisco Police Department (SFPD). The Northern District Police Station is located at 1125 Fillmore Street. The district covers approximately 5.3 square miles with a population of nearly 100,000. In 2013 (the most recent data available), there were 871 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 7,155 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Northern District.<sup>370</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of AAU students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

1916 Octavia Street has a capacity of 47 beds (22 group-housing rooms). The change in use from a residential hotel to student housing (group housing for a postsecondary educational institution) within an RH-2 Zoning District would not represent a substantial change in the population of the area, as the population of the previous use as a residential hotel would be proximate to that of student housing. Therefore, the change in use would have resulted in minimal additional police protection demand. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-9.

### ***Fire and Emergency Services***

ES-9 is located within 3,500 feet of Fire Station No. 38 (2150 California Street) and Fire Station No. 3 (1067 Post Street). Fire Station No. 3 consists of a single fire engine and a truck. Fire Station No. 38 consists of a single fire engine.<sup>371</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

In 2011, Fire Station No. 38 responded to 510 non-emergency calls with an average response time of 6:47 minutes, with 90 percent of non-emergency calls responded to in under 12:31 minutes. Fire Station No. 38 responded to 1,662 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:14 minutes. In 2011, Fire Station No. 3 responded to 3,286 non-emergency calls with an average response time of 8:03 minutes, with 90 percent of non-emergency calls responded to in under 14:26 minutes. Fire Station No. 3 responded to 6,981 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:21 minutes.<sup>372</sup>

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<sup>370</sup> San Francisco Police Department, Annual Report 2013, p. 117. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

<sup>371</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

<sup>372</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within 5 minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-9 meet the Citywide emergency transport goals.

As described above on p. 4-224, the change in use from a residential hotel to student housing (group housing for a postsecondary educational institution) does not represent a substantial change in the population of the area. Therefore, additional fire and emergency protection demand is negligible. AAU has upgraded the fire sprinkler system and installed a new fire alarm system, improving fire safety at the property. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred as a result of the change in use at ES-9.

### ***Libraries***

The public libraries nearest to ES-9 are the Golden Gate Valley Branch and Western Addition Branch Libraries. Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

As described above on p. 4-224, the change in use from a residential hotel to student housing (group housing for a postsecondary educational institution) has not represented a substantial change in the population of the area. Any change in population has been minimal compared to the service population for the Golden Gate Valley Branch and Marina Branch Libraries. In addition, public library facilities would be augmented by AAU's private library system provided to AAU students for research, study, and programs. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-9.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The previous use as a residential hotel had no effect on nearby schools. Similarly, the change in use to student housing (group housing for a postsecondary educational institution) would not affect nearby schools, as current AAU students are mainly unmarried and without children. In addition, AAU does not offer family housing.<sup>373</sup> No change in the school-aged population has occurred. For the reasons stated above, no substantial effect on schools has resulted from the change in use at ES-9.

### **Biological Resources**

ES-9 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. While, ES-9 is located 300 feet south of an Urban Bird Refuge (Lafayette Park) there are no known candidate,

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<sup>373</sup> Academy of Art University, Student FAQs, October 2015. Available at <http://www.academyart.edu/content/aau/en/faqs/faqs-student.html>. Accessed on October 29, 2015.

sensitive, or special-status species located at or near ES-9. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-9.

### **Geology and Soils**

ES-9 is underlain by undifferentiated sandstone and shale, part of the Franciscan bedrock. The depth to groundwater is unknown, and groundwater likely flows toward the south, corresponding with topography.<sup>374</sup> Because building alterations undertaken by AAU were all interior or limited to minor exterior non-structural modifications, no change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground shaking from earthquakes. Because the site is located on bedrock, ground-shaking intensity would be moderate during a 7.2- and 6.5-magnitude earthquake originating from the San Andrea Fault and Hayward Fault, respectively.<sup>375, 376</sup> ES-9 is not located within a liquefaction zone.<sup>377</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations, are at an increased risk of structural failure. ES-9 is not an unreinforced masonry building and is exempt from the Soft Story Ordinance Program because the building is not of Type V (wood-frame) construction (San Francisco Building Code Chapter 34B).<sup>378</sup> As a result, it does not have an increased risk of structural failure during an earthquake. Although the building could remain vulnerable during an earthquake, the building alterations completed after the change in use to student housing (group housing for a postsecondary educational institution) would not alter the building’s performance during a ground-shaking event.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-9 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., installation of a fence, lighting, canopy, and an awning). Regardless, wastewater and stormwater associated with the change in use and subsequent building alterations would have flowed into the City’s combined stormwater and sewer system and were treated to standards contained in the City’s National Pollutant Discharge Elimination System Permit for the Southeast Water Pollution Control

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<sup>374</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1916 Octavia Street, March 2003.

<sup>375</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>376</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>377</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Seismic Hazards Zone San Francisco 2012, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>378</sup> San Francisco Department of Building Inspection, Wood-Frame Seismic Retrofit Program – Screening Form, 1916 Octavia Street, November 6, 2014.

Plant. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City's combined sewer system.

ES-9 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency. The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>379</sup> ES-9 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-9.

### **Hazards and Hazardous Materials**

The Phase I Environmental Site Assessment (ESA) prepared for ES-9 identified the removal of an underground storage tank (UST) in 1995, during which 10 cubic yards of contaminated soil were excavated at the site. Based on the long history of development in the area and the use of heating oil USTs, soil and groundwater contamination may be present.<sup>380</sup> Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth movement; thus, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1898, suggests that asbestos-containing materials (ACMs), lead-based paint, and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Suspected ACMs were observed during the site visit for the ESA. In addition, fluorescent lights, which may contain small quantities of PCBs if they were manufactured before 1978, were present in the basement, although there is no evidence of damage or leaks. No peeling paint was detected.<sup>381</sup> Prior to building alterations, materials were tested for ACMs. One sample in the drywall of the common restrooms was determined to be asbestos-containing.<sup>382</sup> Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is unknown given that tenant improvements were completed at this site with and without the required building permits. The materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

ES-9 is a student housing building with a manager's office, laundry room, study room, and a television room. Hazardous materials that are used, stored, and disposed of at ES-9 include commercial household-style consumer products, such as cleaners, disinfectants, and chemical agents.

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<sup>379</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

<sup>380</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1916 Octavia Street, March 2003.

<sup>381</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1916 Octavia Street, March 2003.

<sup>382</sup> RGA Environmental, Inc., Limited Asbestos and Lead Survey Report, Academy of Art University, 460 Townsend Street, June 4, 2010.



These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Use of these materials generates household-type hazardous waste, which does not result in substantial adverse effects.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral resource recovery sites as a result of the change in use of ES-9.

Tenant improvements at ES-9 associated with the conversion of residential hotel space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with all the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, p. 4-238 – 4-239. The GHG Compliance Checklist includes the City's Residential Water Conservation Ordinance, which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>383</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-9, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at ES-9. This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-9 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-9 has not had a substantial effect on mineral or energy resources.

### **Agricultural and Forest Resources**

ES-9 is designated "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>384</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use at ES-9 has had no substantial effects on agriculture or forest resources.

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<sup>383</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 1916 Octavia Street, March 4, 2016.

<sup>384</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.

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#### **4.2.9. 950 Van Ness Avenue (ES-10)**

##### **Property Information**

The 950 Van Ness Avenue existing site (ES-10), also known as 963 O’Farrell, consists of two lots and two connected buildings (50,700 square feet combined), used as a single property (Photographs 51–54).<sup>385</sup> The building at 950 Van Ness Avenue is two stories high plus a basement and was built in 1919. 963 O’Farrell Street is one story tall and was built in 1924. ES-10 is located on Van Ness Avenue between O’Farrell and Olive streets, in the Downtown/Civic Center neighborhood. Figure 8, ES-10: 950 Van Ness Ave (Vehicle Storage) – Existing Conditions, in Appendix TDM, shows the site and adjacent streets. The buildings do not have a documented capacity, but Academy of Art University (AAU) reports that it is a classic car museum and is rarely used. Nine full- and part-time staff members occupy the building. The site is Lots 017 and 021 in Assessor’s Block 0718.

The buildings were formerly occupied by an automobile dealership. AAU occupied the property in 2009 and established a classic vehicle museum, which is open to the public by appointment only and classic car storage. In addition to the ground-floor classic vehicle museum, several offices are located on the second floor. Classic cars not on display are stored in the basement and on the second floor of 950 Van Ness Avenue. Limited automobile maintenance occurs in the 963 O’Farrell Street building (e.g., oil changes, tire inflation, etc.). Because of the limited number of faculty and staff who occupy the building, ES-10 is not served by the AAU shuttle system.

The site is zoned RC-4 (Residential – Commercial – Combined, High-Density) and is located in the Van Ness Automotive Special Use District and the Van Ness Special Use District. The focus of the Van Ness Special Use District is to implement the Van Ness Avenue Area Plan. The RC-4 Zoning District allows high-density residential uses, senior housing, group housing including single-room occupancy and student housing, retail uses on the first and second floors only, institutional uses, and hotels with a conditional use (CU) authorization, and entertainment and arts uses, among others. ES-10 is located within the Van Ness Special Sign District, which prohibits roof signs, and limits the size, number, and location of signs. The height and bulk district on either side of Van Ness Avenue between Golden Gate Avenue and Geary Boulevard is 130-V.

##### ***Tenant Improvements and Renovations***

AAU made no exterior changes to the building, except to install two ducts on the roof. AAU refurbished the building in 2009 (painting and interior offices) and added a new ventilation system for the automobile storage areas.<sup>386</sup> Two painted exterior wall signs were removed by AAU in 2010. AAU installed a new fire sprinkler system, fire alarm, and a new intelligent fire alarm control panel in 2011 and 2012. AAU installed an approximately 10-foot-long underground pipe for the fire sprinkler system.<sup>387</sup>

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<sup>385</sup> 2011 IMP, p. 87.

<sup>386</sup> Geologica, Inc., Phase I Environmental Site Assessment for 950 Van Ness Avenue, July 2010, p. 10.

<sup>387</sup> Building Permits obtained for the improvements and renovations at ES-10 are: BPA #201003228698 (remove painted wall signs), #201111169062 (fire sprinklers), #201202285039 (fire alarms), #201203015162 (underground pipe), #201202285039 (control unit), and #2009042 (ducts on roof).



**Photograph 51. 950 Van Ness Avenue (ES-10).**



**Photograph 52. Dan Lee Automobile Showroom Building at 1000 Van Ness Avenue, to the north of ES-10.**



**Photograph 53. Van Ness Avenue at Ellis Street, facing northwest.**



**Photograph 54. Van Ness Avenue at Ellis Street, facing northeast.**

### ***Required Project Approvals***

The 950 Van Ness Avenue existing site (ES-10) would require a CU authorization under Planning Code Sections 209.3 and 303, and a building permit under Planning Code Section 171 to change the use from retail (automobile sales) to an institution (museum) within a RC-4 Zoning District.

### **Plans and Policies and Land Use**

ES-10 is located in the Downtown/Civic Center neighborhood of San Francisco. In the immediate vicinity of ES-10 is a mixture of residential and commercial uses. Commercial uses include two automobile dealerships, television station offices, a movie theater, and several smaller retail operations. Building heights are relatively low and range from one to four stories. The ES-10 buildings were built in 1919 and 1924, are two stories, and were historically used as a car dealership.

ES-10 is situated on Van Ness Avenue, a major north-south thoroughfare that serves as U.S. 101 through San Francisco to Lombard Street and the Golden Gate Bridge. In the vicinity of ES-10, Van Ness Avenue has three lanes in each direction with a planted median. Metered parallel parking is available on both sides of the street. The Van Ness Bus Rapid Transit Project is scheduled to begin construction in 2016 and will include 2 miles of dedicated transit-only lanes near ES-10 that separate transit from traffic, enhanced boarding platforms, and the installation of new traffic signals. Bus stops are currently located on both sides of Van Ness Avenue, north of O'Farrell Street.

By the 1920s, automobile-oriented businesses emerged as the most common use between Civic Center and Jackson Street along Van Ness Avenue. Since the 1970s, automobile-oriented businesses have declined as some automobile showrooms relocated to other areas within and outside of the City and County of San Francisco (the City). Former automobile showrooms have been converted to restaurants and offices, and some have been demolished for new mixed-use residential developments.

The zoning at and near ES-10 is RC-4 (Residential – Commercial – Combined, High-Density). RC-4 Zoning Districts are intended to provide high-density housing with supporting commercial uses. The height and bulk district on either side of Van Ness Avenue between Golden Gate Avenue and Geary Boulevard is 130-V. ES-10 is also located within the Van Ness Corridor Planning Area. ES-10 is located in the Van Ness Special Use District and the Van Ness Automotive Special Use District. The focus of the Van Ness Special Use District is to implement the Van Ness Avenue Area Plan, which attempts to revitalize the area by encouraging new retail and housing to facilitate the transformation of Van Ness Avenue into an attractive mixed-use boulevard. However, the Plan also guides development in a manner that is sensitive to architectural resources in the area and avoiding demolition or inappropriate alteration of historically or architecturally significant buildings, likely including ES-10.<sup>388</sup> The use of ES-10 as a postsecondary educational institution is consistent with the Van Ness Area Plan. The goal of the Van Ness Automotive Special Use District is to provide a major automotive area with a Citywide and regional market. In addition, ES-10 is located within the Van Ness Special Sign District, which prohibits roof signs, and limits the size, number, and location of signs.

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<sup>388</sup> Planning Code Section 243.

As noted above, the use of ES-10 has been changed by AAU from retail (automobile sales) to an institutional (museum) use, and is currently being used as a classic car museum and storage. The change in use of the existing structure involved the limited exterior alterations described above under Tenant Improvements and Renovations. The change in use would conflict with the goals of the Van Ness Automotive Special Use District, which encourages automotive retailing uses. If ES-10 continues to be used as a classic car museum, the use would be similar in character to a car dealership. The change in use would not physically divide an established community or alter the physical character of the neighborhood.

The use of ES-10 as an institution (museum) potentially conflicts with the Van Ness Special Use District, which encourages the development and maintenance of high-density housing along Van Ness Avenue. An institutional use is subject to approval by the Planning Commission as a CU within an RC-4 Zoning District. ES-10 would also require a building permit pursuant to Planning Code Section 171. Therefore the ES-10 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-10 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The change in use at ES-10 from retail (automobile sales) to an institutional (museum) use would minimally have changed the daytime population because the building with an automobile sales use likely had a comparable occupancy. The building at ES-10 is likely less populated by the museum use compared to the automobile dealership because it is solely used as a classic car museum that is available to the public by appointment only. Only nine full- and part-time staff members occupy the building, including automotive mechanics, security personnel, and detailers. Only occasional trips by faculty members, staff, or students occur at the site. In contrast, the automobile sales use would have had a steady daily population of sales staff and customers. Occupation by AAU may have resulted in displacement of employees; however, retail space was likely found elsewhere. Conservatively presuming that ES-10 was unoccupied prior to AAU use, employment and student growth resulting in new residents of San Francisco would be minimal, as only a limited amount of staff members occupy the building.<sup>389</sup> Therefore, no substantial effect on population has occurred from the change in use at ES-10.

### ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-10 and all existing sites is discussed under the combined housing discussion, pp. 3-15 – 3-18.

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<sup>389</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

The change in use at ES-10 from retail (automobile sales) to an institutional (museum) use would not induce substantial housing demand, as the population of the site is limited to a classic vehicle museum that has only a few full-time staff members. No student or faculty populations occupy the site. Therefore, increased housing demand from the change in use would be negligible because the building is not inducing substantial employment or population growth. No substantial effect on housing demand from the change in use at ES-10 has occurred. The change of use at ES-10 did not result in the displacement of housing because this site was previously used as retail.

### **Aesthetics**

ES-10 is located along the Van Ness Corridor within the Civic Center neighborhood. The ES-10 buildings were built in 1919 (950 Van Ness Avenue) and 1924 (963 O'Farrell Street), and were historically used as an automobile dealership. 950 Van Ness Avenue is two-stories-over-basement and 963 O'Farrell Street is one story tall. The buildings in the vicinity are visually defined by a variety of land uses and associated building types, such as commercial, retail, restaurant, hotel, and residential uses. A variety of architectural styles including differing building materials and patterns, window patterns, and rooflines are present. ES-10 is bordered by Van Ness Avenue to the west, O'Farrell Street to the north, Olive Street to the south, and a residential building to the east.

Van Ness Avenue (U.S. 101) is a major arterial roadway linking Lombard Street and the Golden Gate Bridge to the north and U.S. 101 to the south. In addition, other nearby streets including Franklin Street, Gough Street, Geary Street, and O'Farrell Street are all heavily traveled one-way thoroughfares that link neighborhoods in the City. As such, vehicular traffic is a major contributor to the visual environment near ES-10.

Much of the streetscape is dominated by moderate and large-scale mixed-use development with retail and restaurant uses on the ground floor and residential and office uses above. Single- and multi-story adjoining buildings are interspersed forming a consistent, urban façade with no setback from the sidewalk. Directly across Van Ness Avenue are two similarly designed two-story buildings with large showroom windows that remain car dealerships.

ES-10 is located on and viewable from Van Ness Avenue, which is designated as a street that defines City form and is important for significant building viewing.<sup>390</sup> The density of development, abundance of active vehicular thoroughfares, and dynamic land uses generate a substantial amount of pedestrian and vehicle traffic that adds to the visual character of the area.

The change in use at ES-10 has caused minimal visual changes to the building and neighborhood. No exterior alterations are indicative of AAU use. Due to the large showroom windows that front Van Ness Avenue, the showroom floor is highly visible to passing vehicular and pedestrian traffic on Van Ness Avenue and O'Farrell Street. However, the historic cars that are visible in the AAU museum are comparable to nearby car dealerships and former uses in the Van Ness Automotive Special Use District. Therefore, no substantial adverse aesthetic effect has occurred from the change in use at ES-10.

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<sup>390</sup> San Francisco Planning Department, *San Francisco General Plan*, Urban Design Element, Map 11, Street Areas Important to Urban Design and Views.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

950 Van Ness Avenue was evaluated as part of the Van Ness Auto Row Support Structures Survey prepared by William Kostura for the San Francisco Department of City Planning and adopted in 2010. It was found not to be a historic architectural resource at that time and thus no historical architectural evaluation was performed for ES-10.

### ***Archaeology and Paleontology***

Building alterations at ES-10 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

## **Transportation and Circulation**

ES-10 is located on the east side of Van Ness Avenue, south of O'Farrell Street and north of Olive Street in the Civic Center neighborhood. The 12,018-square-foot parcel is located in a high-density commercial and residential district. AAU is currently utilizing approximately 50,700 gross square feet of the building for a classic vehicle museum and storage. The building is not open to the public, but there is an annual event (a holiday party) held at this location once a year for a professional association.

The primary and the only pedestrian access to the site is from Van Ness Avenue through the glass door. No vehicle or bicycle parking is located on-site. The site includes five curb cuts with two on O'Farrell Street at off-street (roll-up door) loading areas, two on Van Ness Avenue related to the prior automobile dealership use (in front of current entry doorways), and one on Olive Street at an off-street (roll-up door) loading area. As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, on an average weekday, this AAU site generates nine trips during the PM peak hour. No shuttle service is provided to the site, except for on-demand shuttle service during the San Francisco Auto Show. The site is staffed by seven full-time and two part-time staff (mechanics and auto detailers), and AAU faculty and staff occasionally visit the site.

### ***Traffic***

Land uses along this section of Van Ness Avenue are mostly retail, offices, and residential. There are three Muni bus stops at the intersection of Van Ness Avenue and O'Farrell Street. O'Farrell Street forms a one-way couplet with Geary Boulevard, and O'Farrell Street is the one-way eastbound road accessing downtown San Francisco. There are corner bulb-outs on the southeast and northwest corners of the Van Ness Avenue/O'Farrell Street intersection. Both Van Ness Avenue and O'Farrell Street have high traffic volumes during the AM and PM peak hours. Olive Street, which borders the south side of the AAU site, is an alleyway and carries light traffic volumes. The San Francisco Municipal Transportation Agency (SFMTA) operates two Muni routes (47-Van Ness and the 49-Van Ness/Mission) in the site vicinity along Van Ness Avenue and two routes (38-Geary and 38R-Geary Rapid) along O'Farrell Street. Shuttle Routes D, Sutter Express and Hayes Express operate along Van Ness Avenue near ES-10, but they do not stop at this site.



The following includes a discussion of O'Farrell Street, Olive Street, and Van Ness Avenue which are located to the north, south, and west of the AAU site, respectively. The functional designation of these roadways was obtained from the *San Francisco General Plan* and *Better Streets Plan*.<sup>391, 392</sup> Roadways identified under the *Vision Zero San Francisco Two-Year Action Strategy* are also noted.<sup>393</sup>

**Van Ness Avenue** is a north-south commercial throughway that runs between North Point Street and Market Street, where it becomes South Van Ness Avenue. Van Ness Avenue, with its connection to Lombard Street, is also designated as U.S. 101 through the City. Van Ness Avenue has three lanes in each direction and a mix of metered and unmetered (2-hour time restricted) parking in the vicinity of the AAU site. The *San Francisco General Plan* classifies Van Ness Avenue as a Major Arterial in the CMP Network; it is also part of the MTS Network, a Transit Preferential Street (Transit Important Street), part of the Citywide Pedestrian Network, and a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Van Ness Avenue is designated as a High Injury Corridor in the City's Vision Zero network.

**O'Farrell Street** is an east-west street that runs between Market and Gough streets. In the vicinity of ES-10, O'Farrell Street is a Downtown Residential street with two eastbound travel lanes and one transit-only lane. On-street metered parking is available on the south side of the street between Polk Street and Van Ness Avenue and on both sides of the street between Van Ness Avenue and Franklin Street. The *San Francisco General Plan* identifies O'Farrell Street as a Major Arterial in the CMP Network, a Transit Preferential Street (Transit Important Street), and a Neighborhood Pedestrian Street (Neighborhood Commercial Street). As for the Van Ness Avenue corridor, O'Farrell Street is also on the City's Vision Zero High Injury Network.

**Olive Street** is an east-west alley that runs one-way eastbound between Franklin and Larkin streets. Olive Street has one eastbound travel lane and metered parking on the south side of the street. Motorists cannot cross Van Ness Avenue on Olive Street, as the median in Van Ness Avenue requires a right turn from Olive Street on that segment of the three-block-long street.

The vehicle storage facility at 950 Van Ness Avenue adds approximately three vehicle trips to adjacent streets during the PM peak hour. This level of contribution has not substantially altered existing operating conditions of streets or intersections in the area.

### ***Transit***

The AAU classic vehicle museum and storage use at ES-10 generates approximately four transit trips during the PM peak hour. ES-10 is served by Muni bus lines 19-Polk, 38-Geary, 38R-Geary Rapid, 47-Van Ness, and 49-Van Ness/Mission. The nearest bus stops to the AAU site are located at the Van Ness Avenue/ O'Farrell Street intersection, including on the northbound far side, southbound nearside, and eastside nearside of the intersection which serve the 38-Geary, 38R-Geary Rapid, 47-Van Ness, and 49-Van Ness/Mission lines and at the O'Farrell Street/Polk Street intersection (southbound nearside stop), which serves the 19-Polk line. They include shelters and signage with

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<sup>391</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>392</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

<sup>393</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

transit information (see Figure 8, Muni Transit Network for ES-10 through 14, ES-16, ES-17, ES-20, and ES-23).

Table 56 presents the AM, midday, and PM frequencies of nearby Muni lines as well as the passenger load and capacity utilization at the maximum load point (MLP) during the PM peak hour. All five routes except for 38-Geary operate below the SFMTA performance standard of 85 percent capacity utilization during the PM peak hour. 38-Geary operates at 90 percent capacity utilization and exceeds Muni’s 85 percent capacity utilization standard.

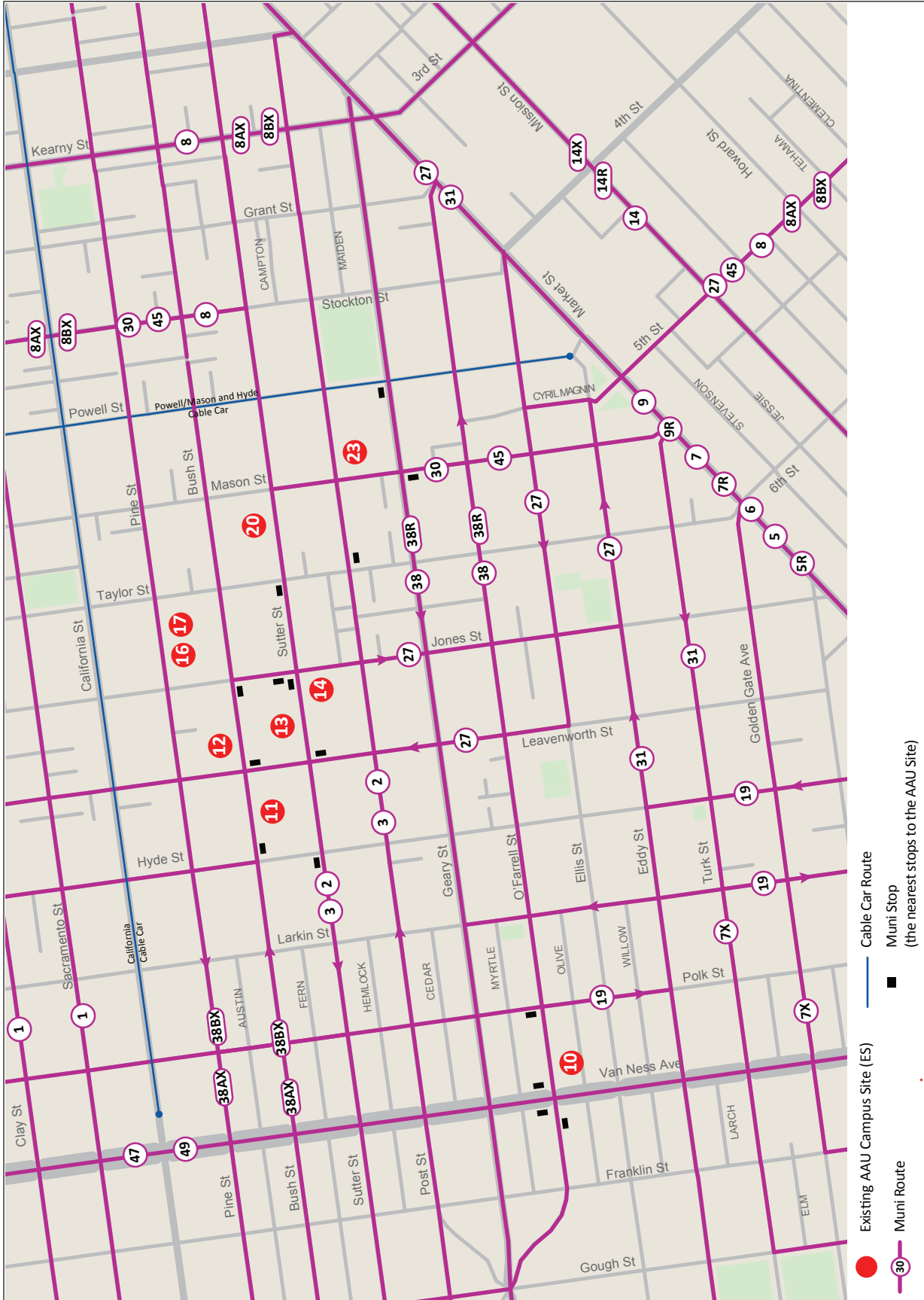
**Table 56. 950 Van Ness Avenue – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines              | Route   | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                             |                                   |
|------------------------|---|--------------------------------|--------|---------|----------------------------------|-----------------------------|-----------------------------------|
|                        |   | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP                         | PM Peak Hour Capacity Utilization |
| 19 – Polk              | Beach and Polk to Navy Gate via Polk, Cesar Chavez, Eighth, and Evans | 15                             | 15     | 15      | 168                              | 8 <sup>th</sup> St/ Mission | 66%                               |
| 38 – Geary             | VA Hospital to Transbay Terminal via Geary and Market                 | 8                              | 8      | 8       | 640                              | Geary St/ Taylor St         | 68%                               |
| 38R – Geary Rapid      | Point Lobos to Transbay Terminal via Geary and Market                 | 4                              | 6      | 4       | 927                              | Geary St/ Leavenworth St    | 90%                               |
| 47 – Van Ness          | Caltrain Depot to Beach, Townsend, Mission, Van Ness and North Point  | 10                             | 10     | 10      | 222                              | Van Ness Ave/ O’Farrell St  | 58%                               |
| 49 – Van Ness/ Mission | City College to North Point via Ocean, Mission, and Van Ness          | 8                              | 9      | 8       | 338                              | Van Ness Ave/ McAllister St | 47%                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

As part of the SFMTA’s Muni Forward, the following changes are proposed:

- Route 19-Polk would eliminate service south of 22nd Street.
- Route 38-Geary would increase frequency east of 33rd Avenue during AM and PM peak to 6 minutes.
- Van Ness Corridor Transit Improvement Project will implement the Bus Rapid Transit (BRT) along Van Ness Avenue, which is expected to reduce travel times for the routes 47-Van Ness and 49-Van Ness/Mission by 32 percent. Proposed improvements include dedicated transit-only lane for use by Muni and Golden Gate Transit buses only, enhanced traffic signals optimized for north-south traffic with Transit Signal Priority system, low-floor vehicles and all-door boarding, safety enhancements for pedestrians, and boarding islands located at consolidated transit stops located along Van Ness Avenue at key transfer points.



Source: CHS Consulting Group (2016)

0 0.25 0.5 Miles

**AAU EXISTING SITES TECHNICAL MEMORANDUM**

**FIGURE 8: MUNI TRANSIT NETWORK FOR ES-10 THROUGH 14, ES-16, ES-17, ES-20, AND ES-23**

The AAU classic vehicle museum and storage use at ES-10 generates approximately four transit trips during the PM peak hour, and the increased transit demand is not a substantial contribution to the existing transit service. No existing shuttle stop is provided at this site; thus, AAU shuttle service has not substantially conflicted with the operation of transit vehicles.

### ***Shuttle***

The institutional use at ES-10 does not generate any shuttle demand. No shuttle service is provided to this site, except for a limited number of on-demand shuttle trips during the San Francisco Auto Show to drop off drivers. No shuttle service is proposed at this time.

### ***Pedestrian***

The AAU institutional use at ES-10 generate approximately five pedestrian trips including four transit trips and one walk trip. Intersections near ES-10 have well-defined crosswalk markings, pavement delineations, and traffic lights, with the intersection of Van Ness Avenue and O'Farrell Street having pedestrian walk signal heads. Sidewalks along O'Farrell Street, Van Ness Avenue, and Olive Street are approximately 12, 14, and 6 feet wide, respectively. There are curb cuts along the site, with two driveways located along the east side of Van Ness Avenue, one driveway on the north side of Olive Street, and two driveways on the south side of O'Farrell Street. The curb cuts on O'Farrell Street, Olive Street and Van Ness Avenue are in use for loading, unloading, and vehicle circulation. The primary and only pedestrian access to the site is from Van Ness Avenue through the glass doorway.

Pedestrian volumes were observed to be generally low to moderate in the vicinity of ES-10 and pedestrians were observed to move freely within the sidewalk and crosswalk areas. The land uses in the area consist of a mix of residential and commercial uses. There were no indications of overcrowding within the sidewalk areas or at the Muni bus stops located at the Van Ness Avenue/O'Farrell Street intersection. The three loading areas were closed during the observation period, and no instances of pedestrian-vehicle conflicts at the driveway (curb cut) or crosswalk locations were observed.<sup>394</sup> Adjacent pedestrian facilities accommodate the estimated five pedestrian trips (including to and from transit service).

### ***Bicycle***

The institutional use at ES-10 does not generate any bicycle trips throughout the day. Van Ness Avenue is not a bicycle route. However, Route 25 on Polk Street is located within one block of the site. There is no bicycle parking provided on site; the nearest Class II public bicycle racks are located on the sidewalk on the east side of Van Ness Avenue north of O'Farrell Street for the AMC Theater. Given the classic car museum and storage use at the site, no effect on bicycle facilities has occurred from the AAU change in use. No bicycle parking is required under the Planning Code for this site.

### ***Loading***

The institutional use at ES-10 generates limited freight loading activities (less than one daily truck trip), because it is used as a classic car museum and storage. There are two on-street freight loading

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<sup>394</sup> Field observation was made by CHS on Tuesday July 14, 2015 between 1:00 p.m. and 3:00 p.m.

(yellow) spaces adjacent to the site, including one 40-foot-long metered space on the north side of Olive Street between Van Ness Avenue and Polk Street. There are two driveways on O’Farrell Street and one driveway on Olive Street, which are used for vehicle access to the building and for loading/unloading on occasion.

Field observations of commercial loading activities in the area were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015, and no AAU-related freight/delivery vehicles or related activities occurred during the observation. General commercial activity in the area was moderate to high along Van Ness Avenue and O’Farrell Street serving the adjacent retail and commercial uses. On-street parking spaces along these streets experience a moderate to high parking utilization (approximately 67 percent) during the midday period. Commercial vehicles making deliveries to this site utilize one of the loading areas or any available on-street parking spaces in the vicinity. Due to reported low daily delivery activity related to the car storage use, loading demand is accommodated at the loading area of the site. Given the existing transit-only lane on O’Farrell Street and planned Van Ness Bus Rapid Transit (BRT) on Van Ness Avenue, recommended Condition of Approval is suggested to remove unnecessary curb cuts along Van Ness Avenue and O’Farrell Street, as determined by the Planning Department.

Garbage collection at this site occurs on the south side of O’Farrell Street, next to the service entrance for the site. Trash receptacles are placed along the sidewalk at designated areas. Garbage collection along O’Farrell Street occurs twice a week in the late night hours.

**Parking**

The classic vehicle museum at ES-10 is expected to generate a parking demand for approximately three spaces. The site does not provide any off-street parking spaces. An on-street parking survey was conducted along streets adjacent to the site during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J.

On-street parking near the site generally consists of time-limited, metered parking. Table 57 summarizes on-street parking supply and weekday midday occupancy for streets near ES-10. There are a total of 30 on-street parking spaces surrounding the site. During the survey period, parking occupancy was moderate to high (along Van Ness Avenue), averaging about 67 percent between 1:00 p.m. and 3:00 p.m.

**Table 57. 950 Van Ness Avenue – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street       | From         | To           | Side  | Supply    | Occupied  | % Utilization |
|--------------|--------------|--------------|-------|-----------|-----------|---------------|
| Olive St     | Van Ness Ave | Polk St      | South | 16        | 8         | 50%           |
| Van Ness Ave | Olive St     | O’Farrell St | East  | 3         | 3         | 100%          |
| O’Farrell St | Van Ness Ave | Polk St      | South | 11        | 9         | 82%           |
| <b>Total</b> |              |              |       | <b>30</b> | <b>20</b> | <b>67%</b>    |

Note: Parking utilization above 100 percent indicates double parking or other illegal activity.

Source: CHS Consulting Group, 2015.

Off-street parking inventory is presented for the study area generally defined as a two-block radius from ES-10. Parking data on off-street parking facilities was obtained from SFMTA’s *SFpark* project. Table 58 shows there are two public off-street parking facilities with a total of 500 parking spaces. Parking occupancy at off-street parking facilities was not observed.

**Table 58. 950 Van Ness Avenue – Off-Street Parking Supply**

| <b>Address</b>    | <b>Type</b> | <b>Capacity</b> |
|-------------------|-------------|-----------------|
| 1000 Van Ness Ave | Garage      | 480             |
| 999 Polk St       | Lot         | 20              |
| <b>Total</b>      |             | <b>500</b>      |

Source: SF Park, 2011; CHS Consulting Group, 2015.

Encouraging AAU to reduce staff and faculty vehicle trips and parking demand as a recommended Condition of Approval is suggested and further discussed below. In addition, as indicated under the Loading discussion, a recommended Condition of Approval is suggested to remove unnecessary curb cuts along Van Ness Avenue and along O’Farrell Street potentially expanding the on-street parking and/or commercial loading spaces along the site.

***Emergency Vehicle Access***

San Francisco Fire Department Station #3 (1067 Post Street) is the closest station to ES-10, approximately 0.1 miles north of the site. From the station, vehicles are able to access the AAU site via Van Ness Avenue and O’Farrell Street and would be able to park along O’Farrell Street.

***Existing Constraints***

Based on the above discussion, a constraint on the AAU use of ES-10 includes multiple curb cuts on three sides of the site. To address this constraint, the following Condition of Approval is recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-10: TR-1, Curb Cut Removal.** AAU shall remove unnecessary curb cuts along O’Farrell Street and Van Ness Avenue, in coordination with SFMTA, DPW, and the Planning Department. Curb cut removal also improves pedestrian conditions along O’Farrell Street and Van Ness Avenue, and potentially increases the amount of on-street parking and/or commercial parking adjacent to the project site.

**Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The classic vehicle museum at 950 Van Ness Avenue (ES-10) is located on the east side of Van Ness Avenue, south of O’Farrell Street and north of Olive Street in the Civic Center neighborhood. The 12,018-square-foot parcel is located in a high-density commercial and residential district. AAU is

currently using approximately 50,700 gross square feet of the building for classic vehicle storage for the museum located at Van Ness Avenue and Washington Street and for museum use by appointment only. The classic car storage at ES-10 does not generate any shuttle demand, and no shuttle service is provided to this site.

AAU did not install or modify any existing rooftop mechanical equipment at ES-10. Since there are no new rooftop stationary sources at the site, there would have been no increase rooftop mechanical equipment noise that did not already exist prior to AAU occupation. In addition, the activities in the ES-10 building would have been and continue to be required to comply with the City's Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-10 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-10.

According to the San Francisco Transportation Noise Map,<sup>395</sup> the existing traffic noise level near ES-10 from vehicular traffic along Van Ness Avenue and O'Farrell Street was approximately 74 dBA L<sub>dn</sub> in 2008, indicating a noisy commercial environment. However, commercial land uses are not considered to be sensitive land uses under the *San Francisco General Plan*. Therefore, operations at ES-10 are not adversely affected by the existing noisy environment. The AAU use of the building for classic vehicle storage does not substantially change the already noisy environment.

### **Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found under Combined Analysis of Air Quality in Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (classic vehicle museum) at ES-10, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been occupied by AAU in 2009. Area sources were estimated based on a 50,700-square-foot "Junior College" land use designation in CalEEMod and mobile-source emissions were based on a daily vehicle trip rate of zero round trips per day. Since CalEEMod only allows the user to model years 1990, 2000, and 2005, an operational year of 2005 was conservatively assumed for ES-10. There are no on-site generators or boilers at ES-10. Table 59 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) and 2.5 micrometers in diameter (PM<sub>2.5</sub>) from ES-10, which are all shown to be below Bay Area Air Quality Management District's (BAAQMD's) daily and annual significance thresholds.

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<sup>395</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

**Table 59. 950 Van Ness Avenue (ES-10) Operational Emissions**

| Source                                  | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|---|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                                    | 1.41                                    | <0.01           | <0.01            | <0.01             | 0.26                                    | <0.01           | <0.01            | <0.01             |
| Energy                                  | 0.04                                    | 0.37            | 0.03             | 0.03              | <0.01                                   | 0.07            | <0.01            | <0.01             |
| Mobile                                  | 0.00                                    | 0.00            | 0.00             | 0.00              | 0.00                                    | 0.00            | 0.00             | 0.00              |
| Total Emissions                         | 1.45                                    | 0.37            | 0.03             | 0.03              | 0.26                                    | 0.07            | <0.01            | <0.01             |
| BAAQMD<br>Thresholds of<br>Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                       | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-10 is not one of those sites; therefore, AAU occupation of ES-10 has not resulted in increased health risks for nearby sensitive receptors.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco's ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City's *Strategies to Address Greenhouse Gas Emissions*. San Francisco's *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco's GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state's GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City's GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-10 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Commercial Water Conservation Ordinance (San Francisco Building Code, Chapter 13A). Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU's alterations at ES-10 would have



produced minimal construction debris. In addition, the San Francisco Existing Commercial Buildings Energy Performance Ordinance requires owners of non-residential buildings with greater than or equal to 10,000 square feet that are heated or cooled to conduct energy efficiency audits as well as annually measure and disclose energy performance. Compliance with the Energy Performance Ordinance is unknown. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance, CalGreen Section 5.504.4, and the Energy Performance Ordinance would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

With the implementation of requirements listed in the GHG Compliance Checklist, the effects on GHG emissions from the change in use has been insubstantial.

### **Wind and Shadow**

The tenant improvements at ES-10 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities, or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-10.

### **Recreation**

As shown on Figure 4, p. 3-63, 950 Van Ness Avenue (ES-10) is located within 0.25 mile of two San Francisco Recreation and Park (RPD) facilities: Jefferson Square and Sgt. John Macaulay Park. Jefferson Square, located at Eddy and Gough streets, features grassy lawns, an off-leash dog play area, and a small plaza.<sup>396</sup> Sgt. John Macaulay Park, located at Larkin and O'Farrell streets, features children's climbing structures, slides, tire swings, and seating.<sup>397</sup> Other publicly owned parks are within 0.5-mile distance of ES-10, including Tenderloin Recreation Center, Father Alfred E. Boeddeker Park, and Japantown Peace Plaza.

As described in Population and Housing on p. 4-250, the change in use from retail (automobile sales) to an institutional (museum) use at ES-10 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Jefferson Square and Sgt. John Macaulay Park facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

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<sup>396</sup> San Francisco Recreation and Parks, Jefferson Square. Available online at:

<http://sfrecpark.org/destination/jefferson-square/>. Accessed on January 15, 2016.

<sup>397</sup> San Francisco Recreation and Parks, Sgt John Macaulay Park. Available online at:

<http://sfrecpark.org/destination/sgt-john-macaulay-park/>. Accessed on January 15, 2016.

## **Utilities and Service Systems**

### ***Water Supply***

ES-10 receives water from the San Francisco Public Utilities Commission (SFPUC) water supply facilities. The site had water service and consumption associated with the previous retail (automobile sales) land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use still would not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future uses.<sup>398</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-10. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Commercial Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>399</sup> No substantial effect on wastewater has occurred from the change in use.

### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-10 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>400</sup> In addition,

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<sup>398</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

<sup>399</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

<sup>400</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

the City's landfill at Recology Hay Road in Solano County has sufficient capacity to accommodate the site's and City's solid waste disposal needs.<sup>401</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

## **Public Services**

### ***Police***

ES-10 is located within the Northern District of the San Francisco Police Department (SFPD). The Northern District Police Station is located at 1125 Fillmore Street. The district covers approximately 5.3 square miles with a population of nearly 100,000. In 2013 (the most recent data available), there were 871 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 7,155 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Northern District.<sup>402</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of AAU students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

The change in use from retail (automobile sales) to an institutional (museum) use would not represent a substantial change in the daytime population of the area. The daytime population at the building is likely lower because the building is currently only used as a classic vehicle museum with a limited daily population, and the number of visitors would not be expected to exceed the number of employees in the former dealership. Therefore, the change in use would have resulted in minimal additional police protection demand. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-10.

### ***Fire and Emergency Services***

ES-10 is located within 3,500 feet of Fire Station No. 3 (1067 Post Street) and Fire Station No. 36 (109 Oak Street). Fire Station No. 36 consists of a single fire engine.<sup>403</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

In 2011, Fire Station No. 3 responded to 3,286 non-emergency calls with an average response time of 8:03 minutes, with 90 percent of non-emergency calls responded to in under 14:26 minutes. Fire Station No. 3 responded to 6,981 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:21 minutes. In 2011, Fire Station No. 36 responded to 1,624 non-emergency calls with an average response time of 8:24 minutes, with 90

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<sup>401</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>402</sup> San Francisco Police Department, Annual Report 2013, p. 117. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

<sup>403</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

percent of non-emergency calls responded to in under 14:24 minutes. Fire Station No. 36 responded to 4,810 emergency calls with an average response time of 3:16 minutes, with 90 percent of emergency calls responded to in under 4:33 minutes.<sup>404</sup>

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within 5 minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-10 meet the Citywide emergency transport goals.

As described above on p. 4-250, the change in use from retail (automobile sales) to an institutional (museum) use would not represent a substantial change in the daytime population of the area. Therefore, additional fire and emergency protection demand would be minimal. AAU has installed a new fire sprinkler system, fire alarm, and a new intelligent fire alarm panel, improving fire safety at the property. No measurable changes in response times have occurred since the change in use. No substantial effect from the change in use on fire or emergency medical services has occurred.

### ***Libraries***

The public library nearest ES-10 is the Main Library. The Main Library is the resource center for the entire SFPL system and the libraries of Northern California. The Main Library is 376,000 square feet, has a seating capacity of 2,043, and had 1,716,071 patrons during 2013–2014.<sup>405</sup> Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

As described above on p. 4-250, the change in use from retail (automobile sales) to an institutional (museum) use would not represent a substantial change in the daytime population of the area. Any change in population would be minimal compared to the service population for the Main Library. Any new resident population as a result of the change in use is dispersed throughout the City and would use their local public library branch. In addition, public library use would be augmented by AAU's private library system provided to AAU students for research, study, and programs. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-10.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The previous use as retail (automobile sales) had no effect on nearby schools. Similarly, the change in use under AAU as an institutional use would not contribute to additional demand to SFUSD. Overall demand for schools from faculty/staff at the existing sites is discussed in the combined

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<sup>404</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

<sup>405</sup> San Francisco Public Library, About the Main Library. Available at <http://sfpl.org/index.php?pg=2000063301>. Accessed on October 23, 2015.

discussion in Chapter 3 (it is assumed that AAU students do not have children). For the reasons stated above, no substantial effect on schools has occurred from the change in use at ES-10.

### **Biological Resources**

ES-10 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-10. ES-10 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-10.

### **Geology and Soils**

Soils near ES-10 are classified as urban land.<sup>406</sup> As with most properties east of Van Ness Avenue, the site is underlain by a variable thickness of artificial fill that likely includes debris from the 1906 Earthquake and Fire. The artificial fill overlays well-sorted, fine- to medium-grained dune sands, which are in turn underlain by bedrock. Depth to groundwater ranges from less than 10 to 55 feet below ground surface. Since the basement was observed to have a sump pump during the Phase I Environmental Site Assessment (ESA), average depth to groundwater is likely within 10 to 20 feet. The direction of groundwater flow is southeast.<sup>407</sup> Because building alterations undertaken by AAU were all interior or limited to minor exterior non-structural modifications, no change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground-shaking from earthquakes. Ground-shaking intensity at ES-10 would be very strong during a 7.2-magnitude earthquake and would be strong during a 6.5-magnitude earthquake originating from the San Andrea Fault and Hayward Fault, respectively.<sup>408,409</sup> ES-10 is not located within a liquefaction zone.<sup>410</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations, are at an increased risk of structural failure. ES-10 is a stucco-clad, reinforced concrete building. ES-10 is not an unreinforced masonry building and does not have a soft story.<sup>411, 412</sup> As a result, it does not have an increased risk of

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<sup>406</sup> Geologica, Inc., Phase I Environmental Site Assessment for 950 Van Ness Avenue, July 2010.

<sup>407</sup> Geologica, Inc., Phase I Environmental Site Assessment for 950 Van Ness Avenue, July 2010.

<sup>408</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>409</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>410</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Seismic Hazards Zone San Francisco 2012, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>411</sup> City and County of San Francisco, UMB – All Report, December 1, 2014.

<sup>412</sup> Department of Building Inspection, Soft Story Property List, April 2016. Available online at <http://sfdbi.org/soft-story-properties-list>. Accessed on April 20, 2016.

structural failure during an earthquake. Although the building could remain vulnerable during an earthquake, the building alterations completed after the change in use to a postsecondary educational institution would not alter the building's performance during a ground-shaking event.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-10 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., two roof ducts). Regardless, wastewater and stormwater associated with the change in use and subsequent building alterations would have flowed into the City's combined stormwater and sewer system and were treated to standards contained in the City's National Pollutant Discharge Elimination System Permit for the Southeast Water Pollution Control Plant. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City's combined sewer system.

ES-10 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency. The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>413</sup> ES-10 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-10.

### **Hazards and Hazardous Materials**

The Phase I ESA prepared for ES-10 identified the presence of three historic underground storage tanks at the site due to its long history as an automobile dealership and repair facility. Evidence suggests that the tanks were removed at some unknown point in time and no soil contamination is present.<sup>414</sup> Similarly, significant historic use of hazardous materials such as petroleum hydrocarbon (fuels, oils, etc.), solvents, and paints is likely over the years.<sup>415</sup> Nevertheless, the building alterations undertaken at the site by AAU involved routine, minor digging for the installation of a 10-foot-long pipe underneath the sidewalk. No major earth movement or ground-disturbing activities occurred and it is unlikely that buried hazardous materials were exposed; therefore, effects would have been negligible.

The date of the building's construction, 1919, suggests that asbestos-containing materials (ACMs), lead-based paint (LBP), and polychlorinated biphenyls (PCBs) may be present or have been present at the property. No suspect ACMs were observed during the site visit for the ESA. Fluorescent lights,

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<sup>413</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

<sup>414</sup> Geologica, Inc., Limited Geophysical Survey, 950 Van Ness Avenue, November 10, 2010.

<sup>415</sup> Geologica, Inc., Phase I Environmental Site Assessment for 950 Van Ness Avenue, July 2010.

which may contain small quantities of PCBs if they were manufactured before 1978, were present throughout the building, although there is no evidence of damage or leaks. No peeling paint was detected.<sup>416</sup> Prior to building alterations, materials were tested for ACM and LBP. ACM and LBP were discovered throughout the building.<sup>417</sup> Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is unknown given that tenant improvements were completed at this site with and without the required building permits. The materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

AAU currently uses ES-10 as a classic car museum with accompanying office space. Hazardous materials that are used, stored, and disposed of at ES-10 include gasoline, oil, coolant, cleaners, lubricants, adhesives, and paints associated with the classic car museum use.<sup>418</sup> These products are stored in hazardous materials drums, bottles, cans, and containers. After use some of the waste is non-hazardous and able to be thrown in the regular trash, whereas others are deposited into hazardous waste drums and disposed of by Brittell Environmental.<sup>419</sup> The AAU facility is regulated by the U.S. Environmental Protection Agency and San Francisco Department of Public Health (SFDPH), and is responsible for complying with San Francisco Health Code Articles 21 and 22.<sup>420</sup> Article 21 requires businesses that handle and store hazardous materials to keep a current certificate of registration and implement a Hazardous Materials Business Plan. Article 22 authorizes the SFDPH Hazardous Materials Unified Program Agency (HMUPA) to implement and enforce requirements of the California Hazardous Waste Control Act, which includes the proper storage, handling, and disposal of hazardous materials. ES-1 must be compliant with HMBP and HMUPA requirements, and the SFDPH and SFFD inspect ES-10 to ensure compliance with applicable regulations. As the previous use of the building was an automobile dealership, hazardous materials use has likely stayed approximately the same after the change in use. AAU compliance with applicable regulations, as described above, would minimize any risk associated with hazards and hazardous materials; therefore, the effects are not considered substantial.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral resource recovery sites as a result of the change in use of ES-10.

Tenant improvements at ES-10 associated with the conversion of automobile dealership space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with all the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, pp. 4-260 – 4-261. The GHG Compliance Checklist includes the City's Commercial Water Conservation Ordinance,

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<sup>416</sup> Geologica, Inc., Phase I Environmental Site Assessment for 950 Van Ness Avenue, July 2010.

<sup>417</sup> RGA Environmental, Inc., Limited Asbestos and Lead Survey Report, Academy of Art University, 950 Van Ness Avenue, January 4, 2012.

<sup>418</sup> Academy of Art, Hazardous Materials Inventory List for 950 Van Ness Avenue, August 6, 2015.

<sup>419</sup> Academy of Art, Hazardous Materials Inventory List for 950 Van Ness Avenue, August 6, 2015.

<sup>420</sup> Permit number: EPA# CAR000203786.

which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>421</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-10, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service to ES-10. This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-10 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-10 has not has a substantial effect on mineral or energy resources.

### **Agricultural and Forest Resources**

ES-10 is designated "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>422</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use at ES-10 has had no substantial effects on agriculture or forest resources.

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<sup>421</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 950 Van Ness Avenue, March 4, 2016.

<sup>422</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.



#### **4.2.10. 1153 Bush Street (ES-11)**

##### **Property Information**

The 1153 Bush Street existing site (ES-11), also known as the Academy of Art University (AAU) “Frank Lloyd Wright Hall,” is a 10,456-square-foot, three-story building located on Bush Street between Leavenworth and Hyde Streets, in the Downtown/Civic Center neighborhood; directly across Bush Street is the Nob Hill neighborhood (Photographs 55–58). Figure 9, ES-11: 1153 Bush St – Existing Condition, in Appendix TDM, shows the site and surrounding streets. The building has 15 group-housing rooms and a capacity of 37 beds. The site is Lot 026 in Assessor’s Block 0280.

Prior to AAU occupation in 1998, the building was used as an apartment building and residential hotel. The building was constructed in 1911. In addition to student housing, the property includes an outdoor patio, a half-court basketball area, a manager’s office, a laundry room, a television room, and a recreation room.<sup>423</sup> There is no shuttle stop at this location; students walk approximately 670 feet to the shuttle zone located in front of 860 Sutter Street (ES-13) to catch AAU shuttle buses (routes D, E, G, H, I, M, and Sutter Express).

The site is zoned RC-4 (Residential – Commercial – Combined, High-Density), which allows high-density residential uses, senior housing, group housing including single-room occupancy (SRO) and student housing, retail uses on the first and second floors only, institutional uses and hotels with a conditional use (CU) authorization, and entertainment and arts uses, among others. The height and bulk district is 65-A.

##### ***Tenant Improvements and Renovations***

AAU updated bathrooms, and implemented seismic upgrades to the structure in accordance with the Unreinforced Masonry Building ordinance. The backyard was paved for a basketball court, the garage door was replaced, security bars were added to the ground-level windows on the rear and east elevations, and one window was partially in-filled and others were replaced without building permits. AAU added a canvas canopy and non-illuminated canopy sign over the main entrance without a building permit. The sign was later removed in 2013.<sup>424</sup>

##### ***Required Project Approvals***

The 1153 Bush Street existing site (ES-11) would require a legislative amendment to San Francisco Planning Code (Planning Code) Section 317(f)(1), the Student Housing Legislation, to allow for conversion of residential units to student housing; a building permit under Planning Code Section 171; and a CU authorization under Planning Code Sections 209.3 and 303 to change the use from residential and residential hotel to student housing (group housing for a postsecondary educational institution) within an RC-4 Zoning District. Any unpermitted alterations would require a building permit that would be subject to historic preservation design review.

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<sup>423</sup> 2011 IMP, p. 93.

<sup>424</sup> Building Permits obtained for the improvements and renovations at ES-11 are: BPA #9816385 (bathroom updates) #200804018452 (non-illuminated sign, permit never issued), #201301248689 (wall sign removal), and #200310036508 (seismic upgrades).



**Photograph 55. 1153 Bush Street (ES-11).**



**Photograph 56. Mid-block Bush Street, facing southwest.**



**Photograph 57. Mid-block Bush Street, facing northeast.**



**Photograph 58. Saint Francis Memorial Hospital, directly north of ES-11.**

### **Plans and Policies and Land Use**

ES-11 is located in the Downtown/Civic Center neighborhood. Directly across Bush Street to the north is the Nob Hill neighborhood in San Francisco.<sup>425</sup> The primary land use on Bush Street between Hyde and Leavenworth streets is residential; however, Saint Francis Memorial Hospital and a large medical building are located on the northeastern and southeastern corners of Bush and Hyde streets, respectively. The surrounding buildings on the subject block range from three stories (ES-11) to seven stories. AAU occupies a building one block east at 1080 Bush Street, which is used as group housing. ES-11 was built in 1911 as a single-family residence with associated guest rooms used for group housing. ES-11 is known as the “Frank Lloyd Wright Hall” and has 15 rooms, a study area, a recreation room, and a backyard with a half-court basketball area.

In the vicinity of ES-11, Bush Street is a three-lane, one-way eastbound street. Metered parallel parking is allowed on both sides of the street with motorcycle parking located at 1106 Bush Street. A No Parking red zone is situated directly in front of ES-11 and a large loading zone for Saint Francis Hospital is directly across Bush Street. A bus stop is located on the southeastern corner of Bush and Hyde streets. ES-11 is in the Lower Nob Hill Apartment Hotel National Register Historic District, which has a high concentration of residential and ground-floor retail/commercial uses.

The zoning near ES-11 is RC-4 (Residential – Commercial – Combined, High-Density). RC-4 Zoning Districts are intended to provide high-density housing with supporting commercial uses.<sup>426</sup> ES-11 is not located in a Special Use District or an adopted Area Plan. The height and bulk district for the eastern half of Bush Street between Hyde and Leavenworth streets is 65-A (which includes ES-11). The western portion of Bush Street is 80-A, including the hospital and medical building.

As noted above, use of ES-11 has been changed by AAU from residential and residential hotel to student housing (group housing for a postsecondary educational institutional use) with a computer lab, lounge, and recreation room. The change in use of the existing structure involved some exterior alterations including the addition of a canvas canopy over the entrance and seismic upgrades to the structure.

The change in use of the site from residential and residential hotel to student housing (group housing for a postsecondary educational institution) would conflict with the Planning Code because it requires a legislative amendment for conversion of residential units to student housing. The legislative amendment could be inconsistent with General Plan policies relating to displacement of affordable housing or residential hotel uses and policies to avoid conversion of such affordable housing uses.

Group housing is allowed up to one bedroom per 140 square feet of lot area. The change in use would intensify AAU’s presence in the vicinity, as AAU occupies a building at 1080 Bush Street, one block east of ES-11. The building at 1080 Bush Street is similarly used for group housing. The intensification could change the character of the neighborhood and introduce new patterns of use at the site (i.e., student populations would replace longer-term residents).

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<sup>425</sup> City and County of San Francisco Planning Department, Neighborhood Groups Map, August 2014. Available online at <http://www.sf-planning.org/index.aspx?page=1654>. Accessed on January 25, 2016.

<sup>426</sup> Planning Code Section 209.2.

Student housing (group housing for a postsecondary educational institution) use is subject to approval by the Planning Commission as a CU within an RC-4 Zoning District. ES-11 would require a building permit pursuant to Planning Code Section 171 and a Legislative Amendment to Planning Code Section 317(f)(1), Student Housing Legislation, because the change in use would convert residential units to student housing. Therefore the ES-11 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-11 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-11 is 37 residents (15 group-housing rooms). The change in use from dwelling units and group housing to student housing (group housing for a postsecondary educational institution) would not substantially alter the daytime population of the building because the previous residential use would have had a comparable capacity. However, the AAU rooms would generally contain more persons than a residential unit. Thus, student housing (group housing for a postsecondary educational institution) could have a slightly higher population density compared to the previous use. It is expected that some students would become permanent residents of the City. Conservatively presuming that ES-11 was unoccupied prior to AAU use and that all occupants were also new residents of San Francisco, the change in population would be insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>427</sup>

Given the close proximity of other AAU student housing locations at 1080 Bush Street and 1055 Pine Street, the neighborhood population of AAU students is relatively high (approximately 314 student residents) on Pine and Bush streets, between Hyde and Mason streets. The student population would be typical of an urban neighborhood with a mixture of populations and uses.

The site is located within a Priority Development Area (PDA) identified in *Plan Bay Area*.<sup>428</sup> PDAs are areas identified for housing and population growth because of their amenities, services, pedestrian-friendly environment, and transit.<sup>429</sup> Although AAU's change in use would not support new development, its induced population growth, although minimal, would be supported by sustainable City center characteristics (e.g., public transportation and walkability). No substantial effect on population has occurred from the change in use at ES-11.

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<sup>427</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

<sup>428</sup> ABAG, *Plan Bay Area*, Priority Development Area Showcase. Available online at <http://gis.abag.ca.gov/website/PDAShowcase/>. Accessed on November 10, 2015.

<sup>429</sup> ABAG, *Plan Bay Area*, p. 2, July 18, 2013. Available online at [http://files.mtc.ca.gov/pdf/Plan\\_Bay\\_Area\\_FINAL/Plan\\_Bay\\_Area.pdf](http://files.mtc.ca.gov/pdf/Plan_Bay_Area_FINAL/Plan_Bay_Area.pdf). Accessed on November 10, 2015.

## ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-11 and all existing sites is discussed under the combined housing discussion, pp. 3-15 – 3-18.

The change in use at ES-11 from residential and residential hotel to student housing (group housing for a postsecondary educational institution) has incrementally intensified housing demand created by AAU students and faculty/staff, as group-housing units were converted to student housing and these units were removed from the housing market. The change of use at ES-11 could have resulted in displacement of people and existing housing units; however, the previous use as one dwelling unit and 14 group-housing rooms would not generate the need to construct replacement housing elsewhere. All former residents of the building moved to housing elsewhere. If AAU housing was not offered, students would seek private housing within various areas of the City or around the Bay Area. Private housing likely would not have the density that student housing provides (average of 280 square feet per resident). However, conversion of rental units is not consistent with the San Francisco General Plan Housing Element Policy 3.1., intended to preserve rental units, especially rent controlled units, to meet the City's affordable housing needs. ES-11 provides 37 beds of the 1,810 beds that AAU provides for students and supplements some housing demand created by AAU.

Due to the conversion of group-housing units, the change in use is subject to Planning Code Section 317(b)(1), which indicates that the change of occupancy from a dwelling unit, group housing, or SRO to student housing is considered a conversion of a residential unit. Planning Code Section 317 (f)(1) prohibits the conversion of a residential unit to student housing. The intent of the Student Housing Legislation is to preserve rent-controlled housing and permanently affordable residential hotels and single-room occupancy units.

## **Aesthetics**

ES-11 is located in the Downtown/Civic Center neighborhood; however, it more closely identifies with the Nob Hill neighborhood, which is located directly north of ES-11 across Bush Street. Nob Hill is one of San Francisco's signature neighborhoods, renowned for its landmarks, hotels, and unique position close to Downtown. The three-story building at ES-11 was built in 1911 and is a contributor to the Lower Nob Hill Apartment Hotel Historic District. The building exemplifies multi-family residential development in Lower Nob Hill during the post-1906 Earthquake and Fire Reconstruction period. ES-11 has a renaissance ornament detail with a pressed brick exterior. ES-11 is bounded by Bush Street to the north, buildings to the east and west, and a backyard to the south. Several mature street trees line both sides of Bush Street; however, none are located in front of ES-11.

The Nob Hill area is characterized by a mixture of hotel, institutional, and high-density residential uses. The Fairmount Hotel and Intercontinental Mark Jacobs Hotel, two grand and prominent San Francisco buildings, are located to the northeast. Grace Cathedral, the largest Gothic church in the west, and Huntington Park are located two blocks north of ES-11. The Lower Nob Hill Apartment Hotel District consists of mainly three- to seven-story multi-unit residential buildings that were constructed between 1906 and 1925, giving them a remarkable consistency in style. The neighborhood has many historic apartment buildings with lush, impressive façades, but also includes a mixture of modest apartment buildings. Neighborhood-serving retail operations are generally

located on corner intersections. Because ES-11 is on the border between Downtown/Civic Center and Nob Hill, uses besides residential are more common. Non-residential uses include buildings on the subject block such as the Dignity Health's Saint Francis Memorial Hospital and associated medical offices located on the corner of Bush and Hyde streets.

The scale of the buildings on the subject block vary, and range from three to seven stories. A majority of the buildings are residential with the exception of the aforementioned medical uses. Buildings are adjoined and extend to the sidewalk, creating a continuous urban façade. Due to the urban character of the neighborhood, bordering roadways contain a high volume of traffic. The density of development and activity generates a considerable amount of pedestrian and vehicle traffic that adds to the visual character of the area.

The change in use at ES-11 has caused no visual changes to the building and neighborhood character. One awning has been installed, but there is no associated AAU signage. No other exterior alterations indicative of AAU's use have ensued at the subject property. Therefore, no substantial effects to aesthetics has occurred from the change in use at ES-11.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

1153 Bush Street (ES-11) is a three-story brick building constructed in 1911. The building is L-shaped in plan and capped with a flat roof, trimmed along the façade with a Classical Revival cornice with scrolled modillions and applied ornamental detailing. A one-story brick-clad garage occupies the western portion of the lot. The building is set flush to the sidewalk, with an open space at the rear of the property. With its Classical Revival-inspired style, the building displays a symmetrical design composition and fenestration pattern. On the primary elevation, the focal point of the design is the first-floor entrance, which is marked by a recessed door framed beneath an elaborate entablature, accented with a dentil course and attached partial pilasters. The entrance consists of a wood door with a large glass panel and side lights. A second recessed entry to the basement is located on the western portion of the façade. Although the ornamental program of the building is spare, aesthetic effect is achieved through the subtle variations in patterns and profile of the brick sheathing. Brick belt courses and a thin projecting row of bricks frame the window openings on the second and third stories. Serving a keystone-like accents above the third-story windows are two attached plaster emblems. Fenestration generally consists of wood double-hung and fixed-pane windows, as well as vinyl double-hung windows. Security gates have been added in front of the doors and security bars in front of the basement windows. The secondary elevations feature a simplified cornice on the east and west elevations, and shallow brick copping at the eave line on the south elevation. Fenestration patterns on the side elevations mirror those of the façade, with symmetrically arranged, multi-light wood and vinyl double-hung and fixed windows. The building also exhibits stained-glass windows on the side elevation. Metal security bars have been installed over some of the basement windows.

The main entry leads to a lobby, main staircase, and rooms with a number of original, character-defining features. An open dining room with an original paneled ceiling is located off the living room. Contributing interior features include wood door frames and trim, wood paneling and banister,

original chandeliers, and an open wood fireplace. Carpet has been installed on the stairs and floors, and non-original fluorescent lights have been added. Although the room configuration appears to have been retained on the first floor, some of the upper-floor rooms have been reconfigured (for representative photographs refer to Photographs 59–61).



**Photograph 59. 1153 Bush Street.**



**Photograph 60. 1153 Bush Street, detail of primary entrance.**





**Photograph 61. Interior of subject property, with contributing, character-defining interior spaces and features.**

### Site History

1153 Bush Street (ES-11) was constructed in 1911 for an estimated cost of \$25,000. The three-story building, with basement, was designed by the San Francisco-based architecture firm Welsh & Carey. The firm was established by Thomas J. Welsh (1847–1918), a native of Australia and a reasonably prolific architect in and beyond the San Francisco Bay Area; Welsh also served as the architect for the San Francisco Board of Education.<sup>430</sup>

The building was commissioned by Dr. S.J. Hunkin, an orthopedic surgeon originally from Cornwall, England.<sup>431</sup> Hunkin moved to California in 1884, studying at Cooper Medical College. In 1895, Hunkin married Lota Buchner; after commissioning 1153 Bush Street, he resided and worked in the building, which served as a multi-family dwelling. In 1911, the *San Francisco Chronicle* noted the building's construction:

Dr. S.J. Hunkin is building a three-story and basement brick residence for himself on Bush street [sic], between Leavenworth and Hyde streets. Welsh & Carey are the architects, and they have designed a highly attractive house of the fire-proof type. The building will contain offices for the owner and a garage. The first floor will be occupied exclusively as offices and reception rooms, and the two upper stories for the residence. Southern gum wood is used for the finish of the reception rooms and other main rooms. The living room occupies the entire front, and has a large open fireplace, with the mural decoration in harmony with the wood finish. Hardwood floors will be laid throughout the house.<sup>432</sup>

Upon Hunkin's death in 1930, the *San Francisco Chronicle* described him as an orthopedic surgeon who "had built up a world-wide reputation."<sup>433</sup> Following his death, by 1935, the building was

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<sup>430</sup> John Chase, Judith Steen, and Daniel Platt Gregory, *The Sidewalk Companion to Santa Cruz Architecture* (Kestrel Press, 2005).

<sup>431</sup> San Francisco Chronicle, Heart Attack Fatal to Dr. S.J. Hunkin, October 12, 1930.

<sup>432</sup> San Francisco Chronicle, Future for City Realty Is Full of Promise and Confidence, July 29, 1911.

<sup>433</sup> San Francisco Chronicle, Dr. Hunkin's Rites Held, October 12, 1930.



occupied through at least the late 1930s by The Samaritan Treatment for Alcoholism, an early alcohol treatment center that addressed “excessive drinking as a disease.”<sup>434</sup> A 1935 advertisement for the group’s two Bay Area locations, at 1153 Bush Street and in the Richfield Oil Building in Oakland, asserted that “The misery of alcoholism need not be endured.”<sup>435</sup> With centers throughout the United States, The Samaritan Treatment for Alcoholism appears to have been popular at the time but also criticized for its promise of offering a 48-hour cure:

Any treatment that claims to cure alcoholism in ‘little more than two days’ is a fake. The sobering-up process may not take much more time, but anyone who is familiar with the sprees of an alcohol addict knows very well that sobering up doesn’t mean cure... The excessive use of alcohol is a symptom of a deep-rooted emotional maladjustment, involving the entire personality of the drinker. It is absurd to claim that a few days of hocus-pocus will re-make a personality.<sup>436</sup>

By circa 1940 and into subsequent decades, the property appears to have transitioned from a mixed-use office-residential space to solely multi-family residential use.

#### California Register of Historical Resources Evaluation

1153 Bush Street (ES-11) is listed on the National Register of Historic Places (NRHP) as a contributor to the Lower Nob Hill Apartment Hotel Historic District. As such, it is a historical resource for purposes of the California Environmental Quality Act (CEQA). The subject property was also evaluated for eligibility for the California Register of Historical Resources (CRHR). In addition to being listed on the NRHP, 1153 Bush Street is eligible for the CRHR under Criterion 1, as an embodiment of multi-family residential development in the Nob Hill neighborhood during the post-1906 Earthquake and Fire Reconstruction period. The property is also eligible for the CRHR under Criterion 3, as an intact example of a Classical Revival residence and a contributor to this historic district of multi-family residences.

In addition to meeting the applicable eligibility criteria, a property must retain historic integrity, which is defined in National Register Bulletin 15 as the “ability of a property to convey its significance.”<sup>437</sup> In order to assess integrity, the National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven aspects: Location, Design, Setting, Materials, Workmanship, Feeling, and Association (each aspect is defined in National Register Bulletin 15). 1153 Bush Street retains integrity and remains CRHR-eligible. With few major alterations, the subject property retains integrity and remains eligible as a contributor to the NRHP historic district and as a CRHR-eligible historical resource. The period of significance is 1911 to 1940.

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<sup>434</sup> Polk’s Crocker-Langley San Francisco City Directory, 1938 (San Francisco, CA: R.L. Polk and Company).

<sup>435</sup> Advertisement, The Samaritan Treatment for Alcoholism, *Indian Valley Record* (Greenville, Plumas County, California), 26 December 1935.

<sup>436</sup> Health and Hygiene, Questions and Answers, October 1938, p. 21.

<sup>437</sup> National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*, National Register Branch, 1990.

## Character-Defining Features Summary

### *Exterior*

- Scale and massing: low-rise, rectilinear volume
- Single-story attached garage
- Flush with sidewalk, open space at rear
- Flat roof with shallow eaves, finished with Classical Revival cornice, modillions and applied ornament
- Brick sheathing, with aesthetic effect achieved through subtle variations in recessed/raised brick patterning, around windows
- Symmetrical fenestration pattern
- One-over-one single and paired double-hung windows
- Primary entrance with Classical Revival-style detailing (entablature and cornice lined with dentil course)
- Stained glass windows on rear elevation
- Raised, board-form concrete foundation on side and rear elevations

### *Interior*

- Spatial arrangement: formal entryway with stairs and residential units located off shared common spaces
- Staircase with wood railings, banister, and ornamental detailing
- Wood wainscoting and wall paneling
- Textured wallpaper
- Wood floors and door surrounds, accented with dentil course
- Paneled ceiling in dining room
- Multi-light and wood-paneled doors
- Built-in cabinets
- Wood and tile fireplace with ornamental detailing

## Secretary of the Interior's Standards Analysis

This section presents a description and analysis of all known alterations completed by AAU on character-defining features and spaces for compliance with the *Secretary's Standards for Rehabilitation*. The analysis includes the applicable Standards for Rehabilitation for each given project. See Appendix HR for a table presenting an analysis of the AAU alterations and their compliance with each of the Secretary's Standards.

**Rehabilitation Standard No. 1:** *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

**Canopy:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships and therefore complies with Rehabilitation Standard No. 1.

**Window Infill/Replacements:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Rehabilitation Standard No. 2:** *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize the property will be avoided.*

**Canopy:** The project does not comply with Rehabilitation Standard No. 2. According to historic photographs, the canopy currently over the principal entrance was not originally present. The canopy covers and partially obscures the Classical Revival-style entrance and ornamental details that are the focal point of the building's design. The entrance is marked by a Classical Revival-style entablature and cornice, lined with a dentil course, and flanked by attached square capitals. Other character-defining features include the primary entrance's large rectangular wall opening, entrance portico, and deeply recessed door. (The door is currently fronted by a non-original security gate.) Character-defining features of the building overall include its symmetrical design composition, decoratively patterned brick, paired and single wood-framed windows, and a roofline spanned by an entablature with molded cornice, accented with dentils.

Because the building's decorative program is relatively minimal, the primary entrance, as well as the prominence of the entrance in the building's design, are all the more important in the building's design. The entrance canopy alters the shape and appearance of the principal entrance and its decorative Classical Revival-style entrance. Therefore, the entrance canopy does not comply with Rehabilitation Standard No. 2.

**Window Infill/Replacements:** The project does not comply with Rehabilitation Standard No. 2. The infill and installation of vinyl windows on the secondary elevation is not consistent with the distinctive materials of the historic fenestration on the building.

**Rehabilitation Standard No. 3:** *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historical properties, will not be undertaken.*

**Canopy:** The project does not comply with Rehabilitation Standard No. 3. The canopy introduces an element that is not reflective or representative of the property's historic significance, use, or appearance.

**Window Infill/Replacements:** The project does not comply with Rehabilitation Standard No. 3. The infill and non-original vinyl windows introduce an element that is not consistent with the historical character and appearance of the property.

**Rehabilitation Standard No. 5:** *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

**Canopy:** The project does not comply with Rehabilitation Standard No. 5. Mounting brackets are installed directly into the masonry wall of the entryway; this masonry wall is among the distinctive materials, features, and finishes that characterize the property. The project is likely to have resulted in damage to these materials through their removal or destruction with the installation of the canopy.

**Window Infill/Replacements:** The project is not in compliance with Rehabilitation Standard No. 5 as it resulted in the infill of a window opening, a distinctive feature of the building.

**Rehabilitation Standard No. 6:** *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.*

**Window Infill/Replacements:** The project is not in compliance with Rehabilitation Standard No. 6 as it resulted in the installation of incompatible windows rather than the repair of existing windows.

**Rehabilitation Standard No. 9:** *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and environment.*

**Canopy:** The project does not comply with Rehabilitation Standard No. 9. According to historic photographs, the canopy currently over the principal entrance was not originally present. The building's symmetrical design composition, decoratively patterned brick sheathing, and prominent, ornamental entrance are all considered character-defining. As it appears today, the entrance canopy alters the shape and appearance of the principal entrance and partially obscures its decorative Classical Revival-style cornice and entablature. In addition, the canopy also negatively affects scale and proportion of the entrance portico, which was designed to be the focal point of the building. Therefore, the addition of the entrance canopy does not comply with Rehabilitation Standard No. 9.

**Window Infill/Replacements:** The project does not comply with Rehabilitation Standard No. 9. The infill and window replacements are not compatible with historic materials and features.

**Rehabilitation Standard No. 10:** *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

**Canopy:** The project complies with Rehabilitation Standard No. 10. The canopy has not permanently impaired the essential form and integrity of the historic property. The prominent, ornamental entryway is still present behind the canopy. If the canopy were to be removed, the essential form and integrity of the property would remain intact.

**Window Infill/Replacements:** The project complies with Rehabilitation Standard No. 10. The infill and window replacements have not permanently impaired the essential form and integrity of the historic property. The form of the window openings is still present and if removed, the essential form and integrity of the property would remain intact.

## Conclusion

The following recommended and optional Condition of Approval is suggested to facilitate bringing the building at 1153 Bush Street (ES-11) into compliance with the Secretary of the Interior's Standards.

**Recommended Condition of Approval, ES-11: HR-1, Canopy Removal.** Any wall perforations or damage to historic materials shall be repaired, patched, and refinished to match existing surfaces in materials and appearance.

**Optional Condition of Approval, ES-11: HR-O-1, (Optional) Windows.** The window removal and replacement does not meet Standards Nos. 2, 3, 5, 6, or 9. However, these elevations are not visible from the public right-of-way, and the affected features are considered of secondary character-defining importance. The Secretary of the Interior's Standards for the Treatment of Historic Properties (SOIS)-compliant approach would be to remove and replace infill and vinyl windows with period-appropriate windows. Design of replacement windows shall be based on evidence (historic photographs, extant historic windows) rather than conjecture.

## *Archaeology and Paleontology*

Building alterations at ES-11 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

## Transportation and Circulation

ES-11 is located on the south side of Bush Street between Leavenworth and Hyde streets in the Nob Hill area. The 5,841 square-foot parcel is located in a residential and commercial district. The approximately 10,456-square-foot, three-story building was previously used as residential units and a residential hotel. AAU currently uses the site for student housing with 15 group-housing units for a total of 37 beds.

The site includes a one-car garage accessed from Bush Street that is currently used to store the executive car(s).<sup>438</sup> There are two pedestrian entries to the building along Bush Street: the main pedestrian entry, and a secondary entry for garbage disposal and access to the interior sidewalk. One bicycle rack (eight spaces) is provided on the interior sidewalk accessible via the secondary entry. There is no AAU shuttle stop provided at this site. The nearest AAU shuttle service is provided in front of 860 Sutter Street (ES-13), approximately 750 feet southeast from ES-11, served by seven shuttle routes (D, E, G, H, I, M and Sutter Express).

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the AAU student housing use at this site generates approximately 18 person trips (eight inbound trips and ten outbound trips) and no vehicle trips during the weekday PM peak hour.

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<sup>438</sup> Executive vehicles include those driven and or approved by AAU's executive staff for the operation of AAU.

## **Traffic**

There are eight AAU sites clustered in the lower Nob Hill and Downtown/Civic Center neighborhoods, along Pine, Bush, Sutter, and Post streets: two sites along Pine Street (1055 Pine Street [ES-17], 1069 Pine Street [ES-16]), two sites along Bush Street (1080 Bush Street [ES-12], and 1153 Bush Street [ES-11]), three sites along Sutter Street (620 Sutter Street [ES-20], 817-831 Sutter Street [ES-14], and 860 Sutter Street [ES-13]), and one site along Post Street (491 Post Street [ES-23]). The following includes a discussion of existing roadway systems in the vicinity of the AAU sites in this area, particularly focusing on ES-11, including roadway designations, number of lanes, and traffic flow directions. Subsequent site discussions will refer back to these discussions where conditions are the same, with a brief summary of the surrounding roadways, or discuss differences where appropriate. The functional designation of these roadways was obtained from the *San Francisco General Plan* and *Better Streets Plan*.<sup>439,440</sup> Roadways identified under the *Vision Zero San Francisco Two-Year Action Strategy* are also noted.<sup>441</sup>

**Pine and Bush streets** operate as a one-way couplet and with three to four travel lanes that have high capacities for vehicles during the peak hours. Traffic signals along both of these corridors are well-synchronized. Traffic volumes along Pine Street are very heavy in the westbound direction during the AM peak period, but more moderate during the PM peak period. Traffic volumes along Bush Street are moderate to high during both AM and PM peak period. The San Francisco Municipal Transportation Agency (SFMTA) operates six Muni bus routes (1AX-California “A” Express, 1BX-California “B” Express, 31AX-Balboa “A” Express, 31BX-Balboa “B” Express, 38AX-Geary “A” Express and 38BX-Geary “B” Express) along these two streets, but they do not stop in the vicinity of this AAU site. Transit service near ES-11 is further discussed below. AAU shuttle routes (D, M and Sutter Express) currently run adjacent to the site on Bush Street, but they do not stop at ES-11.

Pine Street is an east-west residential throughway that runs between Presidio Avenue and Montgomery Street. In the vicinity of ES-11, Pine Street has three westbound lanes and 2-hour time restricted parking on both sides of the street. The parking lane along the south curb converts into a vehicle travel lane during the PM peak period between 3:00 p.m. and 6:00 p.m., increasing the total number of travel lanes to four during this period. The *San Francisco General Plan* classifies Pine Street as a Major Arterial in the CMP Network. Pine Street is designated as a High Injury Corridor in the City’s Vision Zero network.

Bush Street is an east-west downtown residential/commercial throughway street that runs between Presidio Avenue and Market Street. In the vicinity of ES-11, Bush Street has three eastbound lanes (four in the morning peak period) and metered parking on both sides of the street. The parking lane along the north curb turns into a vehicle travel lane during the AM peak period between 7:00 a.m. and 9:00 a.m., increasing the total number of travel lanes to three during this period. The *San Francisco General Plan* classifies Bush Street as a Major Arterial in the CMP Network. Bush Street is designated as a High Injury Corridor in the City’s Vision Zero network.

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<sup>439</sup> San Francisco Planning Department, *San Francisco General Plan*, Transportation Element, July 1995.

<sup>440</sup> San Francisco Planning Department, *San Francisco Better Streets Plan*, December 2010.

<sup>441</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

**Sutter and Post streets** also operate as a one-way couplet, similar to Pine and Bush streets, with two to three travel lanes and transit-only lanes that have moderate capacities for vehicles. Traffic volumes along Sutter and Post streets are moderate to high during both the AM and PM peak periods. Sutter and Post streets have two Muni routes (2-Clement and 3-Jackson) with the nearest stops at the Sutter Street/Hyde Street intersection.

Sutter Street is an east-west downtown residential/commercial throughway street that runs between Presidio Avenue and Battery Street. In the vicinity of the AAU sites, Sutter Street has two westbound vehicle lanes, a westbound transit-only lane and metered parking on both sides of the street. The parking lane along the north side of the street converts into a travel lane during the PM peak period between 4:00 p.m. and 6:00 pm., increasing the total number of travel lanes to three during this period. The *San Francisco General Plan* classifies Sutter Street as a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Sutter Street is designated as a High Injury Corridor in the City's Vision Zero network.

Post Street is an east-west downtown residential street that runs between Presidio Avenue and Market Street. In the vicinity of these AAU sites, Post Street has two eastbound vehicle lanes, one transit-only lane, and metered parking on both sides of the street. The *San Francisco General Plan* classifies Post Street as a Transit Preferential Street (Secondary Transit Street), and as a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Post Street is designated as a High Injury Corridor in the City's Vision Zero network.

**Hyde Street** is a north-south downtown residential street that runs between Fisherman's Wharf and Market Street. In the vicinity of the AAU sites, Hyde Street has three southbound lanes and unmetered (2-hour time restricted) parking on both sides of the street. The *San Francisco General Plan* classifies Hyde Street as a Secondary Arterial in the CMP Network. Hyde Street is designated as a High Injury Corridor in the City's Vision Zero network.

**Leavenworth Street** is a north-south downtown residential street that runs between Fisherman's Wharf and McAllister Street. In the vicinity of ES-11, Leavenworth Street has two northbound lanes and unmetered (2-hour time-limited) parking on both sides of the street. The *San Francisco General Plan* classifies Leavenworth Street as a Secondary Arterial in the CMP Network. Leavenworth Street south of Sutter Street is designated as a High Injury Corridor in the City's Vision Zero network.

The AAU student housing use at ES-11 along with nearby AAU student housing sites at 1080 Bush Street (ES-12), 860 Sutter Street (ES-13), 817-831 Sutter Street (ES-14), 1055 Pine Street (ES-17), and 620 Sutter Street (ES20) are not expected to generate a substantial amount of vehicle trips to adjacent streets during the PM peak hour because residential students are discouraged from driving private automobiles. Even in combination with the 24 PM peak vehicle trips generated by the postsecondary educational institutional use at 491 Post Street (ES-23) and a residential amenity at 1069 Pine Street (ES-16), traffic operating conditions in the vicinity have not been substantially altered by student housing uses at this site or other AAU uses at nearby sites.

There is a curb cut on Bush Street for access to the on-site parking garage. This parking space is used to store executive vehicles.<sup>442</sup> Potential for conflicts is low due to low vehicle activity at this driveway.

**Transit**

The student housing use at ES-11 generates one transit trip during the weekday PM peak hour. This is primarily due to residential students utilizing AAU shuttles, including on weekends. This site is served by Muni bus lines 2-Clement and 3-Jackson that operate along Sutter and Post streets, and 27-Bryant that operates along Leavenworth Street. The nearest bus stops to ES-11 are located on Bush Street east of Hyde Street for the 27-Bryant line, and at the Hyde Street/Sutter Street intersection for the 2-Clement and 3-Jackson lines. The bus stop on Bush Street includes a shelter and signage with transit information, but the stop on Hyde Street (at Sutter Street) does not (see Figure 8, Muni Transit Network for ES-10 through 14, ES-16, ES-17, ES-20, and ES-23, on p. 4-255). SFMTA operates six Muni bus routes (1AX-California “A” Express, 1BX-California “B” Express, 31AX-Balboa “A” Express, 31BX-Balboa “B” Express, 38AX-Geary “A” Express and 38BX-Geary “B” Express) along Pine and Bush streets, but they do not stop (between Presidio Avenue and Montgomery Street) in the vicinity of AAU sites.

Table 60 presents the AM, midday, and PM frequencies, and passenger load and capacity utilization at the maximum load point (MLP) during the PM peak hour for Muni lines serving ES-11 as well as other nearby AAU sites (e.g., 1080 Bush Street [ES-12], 860 Sutter Street [ES-13], 817-831 Sutter Street [ES-14], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], 620 Sutter Street [ES-20], and 491 Post Street [ES-23]). All 17 Muni lines, including Routes 2-Clement, 3-Jackson, and 27-Bryant that directly serve ES-11 as well as the other nearby AAU sites, operate below the SFMTA performance standard of 85 percent capacity utilization during the PM peak hour.

**Table 60. 1153 Bush Street – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines                    | Route  | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                        |                                   |
|------------------------------|--|--------------------------------|--------|---------|----------------------------------|------------------------|-----------------------------------|
|                              |  | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP                    | PM Peak Hour Capacity Utilization |
| 1AX – California “A” Express | 33 <sup>rd</sup> Ave and Geary to Davis via California, Pine, and Bush     | 10                             | N/A    | 12      | 219                              | Pine St/ Montgomery St | 66%                               |
| 1BX – California “B” Express | 6 <sup>th</sup> Ave and California to Davis via California, Pine, and Bush | 8                              | N/A    | 10      | 245                              | Pine St/ Montgomery St | 71%                               |
| 2 – Clement                  | Clement and 14 <sup>th</sup> Ave to Ferry Plaza via Clement and Sutter     | 12                             | 20     | 12      | 240                              | Sutter St/ Powell St   | 76%                               |

<sup>442</sup> Executive cars include those driven and or approved by AAU’s executive staff for the operation of AAU



| Bus Lines                     | Route   | Frequency of Service (Minutes) |                                |                                | PM Peak Hour Capacity (Outbound) |                                     |                                   |
|-------------------------------|---|--------------------------------|--------------------------------|--------------------------------|----------------------------------|-------------------------------------|-----------------------------------|
|                               |   | AM Peak                        | Midday                         | PM Peak                        | Peak Hour Load                   | MLP                                 | PM Peak Hour Capacity Utilization |
| 3 – Jackson                   | Presidio and California to Sansome and Sutter via Jackson, Fillmore, and Sutter                         | 12                             | 12                             | 12                             | 185                              | Sutter St/<br>Taylor St             | 58%                               |
| 8 – Bayshore                  | City College to Kearny and North Point via U.S. 101   | 7.5                            | 9                              | 7.5                            | N/A                              | N/A                                 | N/A                               |
| 8AX – Bayshore “A” Express    | Columbus and Pacific to Geneva and Schwerin via U.S. 101  | 6                              | N/A                            | 7                              | 568                              | Harrison St/<br>6 <sup>th</sup> St  | 75%                               |
| 8BX – Bayshore “B” Express    | City College to Kearny and North Point via U.S. 101   | 6                              | N/A                            | 7                              | 480                              | Geneva Ave/<br>Paris St             | 63%                               |
| 27 – Bryant                   | Cesar Chavez and Mission to Van Ness via Bryant, 5 <sup>th</sup> , and Leavenworth                      | 15                             | 15                             | 15                             | 116                              | Harrison St /<br>8 <sup>th</sup> St | 46%                               |
| 30 – Stockton                 | Divisadero and Chestnut to Caltrain Depot via Chestnut, Columbus, and 3 <sup>rd</sup>                   | 4.5                            | 4                              | 4                              | 615                              | Stockton St/<br>Sutter St           | 49%                               |
| 31AX – Balboa “A” Express     | La Playa to Davis via Balboa, Masonic, Pine and Bush  | 10                             | N/A                            | 10                             | 269                              | Pine St/<br>Montgomery St           | 74%                               |
| 31BX – Balboa “B” Express     | Park Presidio and Balboa to Davis via Balboa, Masonic, Pine and Bush                                    | 10                             | N/A                            | 10                             | 164                              | Pine St/<br>Montgomery St           | 47%                               |
| 38AX – Geary “A” Express      | 48 <sup>th</sup> Ave and Geary to Davis via Geary, Pine, and Bush                                       | 10                             | N/A                            | 12                             | 188                              | Pine St/<br>Montgomery St           | 57%                               |
| 38BX – Geary “B” Express      | 25 <sup>th</sup> Ave and Geary to Davis via Geary, Pine, and Bush                                       | 10                             | N/A                            | 12                             | 209                              | Pine St/<br>Montgomery St           | 63%                               |
| 45 – Union-Stockton           | Lyon and Union to Market via Union, Stockton, 3 <sup>rd</sup> St, and 5 <sup>th</sup> St                | 8                              | 12                             | 12                             | 260                              | Stockton St/<br>Sutter St           | 82%                               |
| 76X – Marin Headlands Express | Market and Sansome to 1 <sup>st</sup> St and Mitchell via Golden Gate Bridge, Lombard, Sutter, and Post | N/A                            | 60 (Sundays and Holidays Only) | 60 (Sundays and Holidays Only) | N/A                              | N/A                                 | N/A                               |

| Bus Lines    | Route   | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |     |                                   |
|--------------|---|--------------------------------|--------|---------|----------------------------------|-----|-----------------------------------|
|              |   | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP | PM Peak Hour Capacity Utilization |
| Powell-Mason | Fisherman's Wharf to Powell and Market via Mason and Powell | 10                             | 8      | 8       | N/A                              | N/A | N/A                               |
| Powell-Hyde  | Victorian Park to Powell and Market via Hyde and Powell     | 10                             | 8      | 8       | N/A                              | N/A | N/A                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

As part of the SFMTA's Muni Forward, the following changes are proposed:

- Route 1AX-California "A" Express would add new stops at Pine Street (PM) and Bush Street (AM) at Van Ness Avenue.
- Route 1BX-California "B" Express would add new stops at Pine Street (PM) and Bush Street (AM) at Van Ness Avenue. It would eliminate service along Bush Street between Fillmore Street and Gough Street and instead run along California Street in the eastbound direction.
- Route 2-Clement would increase frequency east of Presidio Avenue during AM and PM peak from 12 to 7.5 minutes.
- Route 3-Jackson would reduce frequency during AM and PM peak from 12 to 15 minutes and reduce evening frequency after 7:00 p.m. from 20 to 30 minutes until 11:00 p.m.
- Route 8-Bayshore would increase frequency during AM peak from 7.5 to 6 minutes, and PM peak from 7.5 to 7 minutes.
- Route 8AX-Bayshore "A" Express increased frequency during AM peak from 8 to 6 minutes and PM peak from 7.5 to 7 minutes.
- Route 8BX-Bayshore "B" Express increased frequency during AM peak from 8 to 6 minutes and PM peak from 7.5 to 7 minutes.
- Route 30-Stockton would increase frequency east of Van Ness Avenue during AM peak from 4 to 3.5 minutes and west of Van Ness Avenue from 8 to 7 minutes.
- Route 31AX-Balboa "A" Express would add a new transit stop at Van Ness Avenue.
- Route 31BX-Balboa "B" Express would add a new transit stop at Van Ness Avenue.
- Route 38AX-Geary "A" Express would add new transit stops to improve transfer connections at Van Ness Avenue.
- Route 38BX-Geary "B" Express would add new transit stops to improve transfer connections at Van Ness Avenue.
- Route 76X-Marin Headlands Express would run on Saturdays, Sundays and holidays (currently Sundays and holidays only).

The AAU student housing use at ES-11 generates one PM peak hour transit trip. As shown in Table 10, Muni Downtown Transit Screenlines – PM Peak Hour Demand, p. 3-30, this increased transit demand, even in combination with the 132 transit trips from other nearby AAU sites under analysis (i.e., 1080 Bush Street [ES-12], 860 Sutter Street [ES-13], 817-831 Sutter Street [ES-14], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], 620 Sutter Street [ES-20], and 491 Post Street [ES-23]), has not made a substantial contribution to the transit service in the area. There is no existing shuttle stop provided at this site; thus, AAU shuttle service does not substantially conflict with the operation of transit vehicles.

### ***Shuttle***

The AAU student housing use at ES-11 generates approximately ten shuttle riders during the PM peak hour with five riders in each direction. AAU shuttle Routes D, M and Sutter Express currently run adjacent to the site on Bush Street. However, as indicated above, no shuttle stop is provided at ES-11. Instead, students walk approximately 750 feet to the 47-foot-long white curbed shuttle zone located in front of 860 Sutter Street (ES-13) to catch AAU shuttle bus routes (D, E, G, H, I, M and Sutter Express) in 2015. Shuttle passengers likely walk to the shuttle stop at 860 Sutter Street via Leavenworth and Sutter streets. This shuttle stop was served by five shuttle bus routes (D, H, I, Q and R) in 2010. Route D operated every 20 minutes, Routes H and I each operated every 15 minutes, and Routes Q and R each operated every 30 minutes throughout the day. The total seating capacity for these five routes was 728 seats in the PM peak hour. Routes D, H, I, Q and R operated at 30, 63, 78, 29 and 18 percent capacity at the MLP, respectively, in 2010. During the shuttle peak hour, Routes D, H, I, Q and R operated at 64, 126, 130, 96 and 55 percent capacity, respectively at the MLP, with two routes (H and I) operating above the total seating capacity. MLPs occur at 860 Sutter Street on Route D, at 466 Townsend Street and on Route H, at 79 New Montgomery on Route I, at 1849 Van Ness Avenue on Route Q, and at 1916 Octavia Street on Route R. As of spring 2015, six regular and one express shuttle bus routes (D, E, G, H, I, M and Sutter Express) serve this stop. These routes operate with a total seating capacity of 505 in the PM peak hour, a 30 percent reduction in service.

The ten PM peak hour shuttle bus riders, in combination with the estimated 326 shuttle bus riders from nearby existing AAU sites (i.e., 1080 Bush Street [ES-12], 860 Sutter Street [ES-13], 817-831 Sutter Street [ES-14], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], 620 Sutter Street [ES-20], and 491 Post Street [ES-23]), are likely accommodated on these routes. However, since these routes also serve other residential and institutional locations and two of the routes (H and I) operate above total seating capacity, a Condition of Approval to monitor shuttle demand on these routes is recommended below under Existing Constraints and Proposed Conditions of Approval.

A recommended Condition of Approval is suggested under the 860 Sutter Street site (ES-13) that would relocate the shuttle stop to 491 Post Street or an alternate location during the PM peak period.

### ***Pedestrian***

The AAU student housing use at ES-11 generates approximately 17 pedestrian trips during the PM peak hour: six walking, one transit and ten shuttle trips. Bush, Hyde, and Sutter streets are designated

as a High Injury Corridors under the City's Vision Zero Improvement Plan.<sup>443</sup> Intersections near this AAU residential site have well-defined crosswalk markings, pavement delineations, and traffic lights. The Bush Street/Hyde Street and Bush Street/Leavenworth Street intersections have pedestrian crossing signal heads. Sidewalks along Bush Street and Leavenworth Street are approximately 10 and 14 feet wide, respectively. There is a curb cut located in front of the garage on the site. The primary pedestrian access to the site is from Bush Street through the main doorway. A secondary entrance located next to the garage provides an access to the interior sidewalk.

Pedestrian volumes were observed to be generally low to moderate in the vicinity of this site and pedestrians were observed to move freely on the sidewalks and in the crosswalk areas. The land uses in the area are predominately residential, but St. Francis Memorial Hospital is located across the street from ES-11, which increases the pedestrian activity along Bush Street to a moderate level. However, there was no indication of overcrowding within the sidewalk areas. Since the single car garage is used to store the executive car, no instances of pedestrian-vehicle conflicts at the driveway (curb cut) or crosswalk locations were observed.<sup>444</sup> Adjacent pedestrian facilities accommodate the estimated 17 pedestrian trips in combination with approximately 701 pedestrian trips generated from other nearby AAU sites (i.e., 1080 Bush Street [ES-12], 860 Sutter Street [ES-13], 817-831 Sutter Street [ES-14], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], 620 Sutter Street [ES-20], and 491 Post Street [ES-23]).

### ***Bicycle***

The student housing use at ES-11 generates one bicycle trip during the PM peak hour. Bush Street is not a designated bicycle route. However, Route 16 is located on Sutter and Post streets. There is one bicycle rack on site providing a total of eight Class II bicycle parking spaces.<sup>445</sup> These bicycle parking spaces are directly accessed through the gated entry located next to the garage. This site generates a bicycle parking demand of approximately three spaces, which are generally accommodated in the existing eight bicycle parking spaces.<sup>446</sup>

The site's one PM peak hour bicycle trip, even in combination with 24 PM peak hour bicycle trips from nearby AAU sites under analysis (i.e., 1080 Bush Street [ES-12], 860 Sutter Street [ES-13], 817-831 Sutter Street [ES-14], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], 620 Sutter Street [ES-20], and 491 Post Street [ES-23]), has not substantially affected the operation or capacity of bicycle facilities in the area.

### ***Loading***

The student housing use at ES-11 generates limited freight loading activities (less than one daily truck trip). This site does not have any off-street loading spaces, nor any on-street freight (yellow) spaces adjacent to the site. The nearest on-street commercial parking space is located on the north

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<sup>443</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

<sup>444</sup> Field observation was made by CHS on Thursday July 16, 2015 between 1:00 p.m. and 3:00 p.m.

<sup>445</sup> Bicycle parking data was provided by AAU and verified by Planning Department staff.

<sup>446</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate.

side of Bush Street west of Hyde Street, approximately 370 feet west of this site. The one-car parking garage on site is used to store the executive vehicle.

Field observations of commercial loading activities in the area were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015. No AAU freight/delivery vehicles or related activities were observed and general commercial activity in the area was low to moderate along Bush Street and Hyde Street due to predominantly residential uses in the area. The service entrance for the hospital across Bush Street from ES-11 is located on Pine Street. As discussed below, on-street parking spaces along these streets experience high parking utilization during the midday period, which indicates that curb spaces are generally limited on these streets for loading activities. It is likely that the infrequent commercial deliveries to ES-11 utilize available on-street parking or other commercial loading spaces in the vicinity (such as one yellow space located on the north side of Bush Street west of Hyde Street). Although commercial parking may be limited in the site vicinity, the low daily delivery activity and loading demand related to the AAU student housing use as noted during site visit has not substantially altered commercial loading conditions in the vicinity.

Garbage collection at this site occurs on the south side of Bush Street, next to the entrance for the site. Trash receptacles are pulled through the interior sidewalk through the secondary entry and placed along the sidewalks at designated areas. Garbage collection along Bush Street occurs four times a week in the early morning hours.

### ***Parking***

The AAU student housing use at ES-11 is not expected to generate a substantial amount of parking demand because students are not permitted to park private vehicles at residential sites and AAU discourages students from bringing private vehicles into San Francisco.<sup>447</sup> The site includes one off-street parking space, which is occasionally used by AAU faculty or staff. Peak occupancy data for this parking facility is unavailable. Although the site did not result in a regular increase in parking demand, an on-street parking survey was conducted along streets adjacent to ES-11 and other nearby AAU sites such as 1080 Bush Street (ES-12), 860 Sutter Street (ES-13), 817-831 Sutter Street (ES-14), 1069 Pine Street (ES-16), 1055 Pine Street (ES-17), 620 Sutter Street (ES-20), and 491 Post Street (ES-23) during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J.

On-street parking spaces in the vicinity of ES-11 and seven other nearby AAU sites are generally time limited (2-hour) and consist of a mix of metered and unmetered parking spaces. Table 61 summarizes on-street parking supply and weekday midday occupancy for streets near ES-11 and other nearby AAU sites such as 1080 Bush Street (ES-12), 860 Sutter Street (ES-13), 817-831 Sutter Street (ES-14), 1069 Pine Street (ES-16), 1055 Pine Street (ES-17), 620 Sutter Street (ES-20), and 491 Post Street (ES-23). There are a total of 231 on-street parking spaces surrounding these sites. During the survey period, parking occupancy was moderate to high, averaging about 86 percent between 1:00 p.m. and 3:00 p.m. Parking occupancy in the immediate vicinity of this AAU site was

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<sup>447</sup> Student FAQs, <http://www.academyart.edu/faqs/faqs-student>, accessed April 20, 2016.

100 percent along Bush Street between Hyde and Leavenworth streets. However, the AAU student housing use at ES-11 is not expected to have substantially affected parking conditions.

**Table 61. 1153 Bush Street – On-Street Parking Supply and Occupancy (Midday Peak)**

| Street         | From           | To             | Side  | Supply     | Occupied   | % Utilization |
|----------------|----------------|----------------|-------|------------|------------|---------------|
| Hyde St        | Bush St        | Sutter St      | East  | 12         | 12         | 100%          |
| Bush St        | Hyde St        | Leavenworth St | North | 9          | 9          | 100%          |
|                |                |                | South | 10         | 10         | 100%          |
| Leavenworth St | Pine St        | Bush St        | East  | 9          | 8          | 89%           |
| Pine St        | Leavenworth St | Jones St       | South | 16         | 6          | 38%           |
| Jones St       | Pine St        | Bush St        | West  | 13         | 13         | 100%          |
|                |                |                | East  | 12         | 11         | 92%           |
| Pine St        | Jones St       | Taylor St      | North | 16         | 10         | 63%           |
|                |                |                | South | 15         | 12         | 80%           |
| Taylor St      | Pine St        | Bush St        | West  | 5          | 5          | 100%          |
| Bush St        | Leavenworth St | Jones St       | North | 11         | 8          | 73%           |
|                |                |                | South | 16         | 13         | 81%           |
| Leavenworth St | Bush St        | Sutter St      | West  | 12         | 12         | 100%          |
|                |                |                | East  | 11         | 8          | 73%           |
| Sutter St      | Hyde St        | Leavenworth St | North | 7          | 6          | 86%           |
| Sutter St      | Leavenworth St | Jones St       | North | 5          | 3          | 60%           |
|                |                |                | South | 13         | 14         | 108%          |
| Leavenworth St | Sutter St      | Post St        | East  | 10         | 11         | 110%          |
| Jones St       | Sutter St      | Post St        | West  | 7          | 5          | 71%           |
| Jones St       | Bush St        | Sutter St      | West  | 9          | 9          | 100%          |
| Taylor St      | Bush St        | Sutter St      | East  | 4          | 4          | 100%          |
| Sutter St      | Taylor St      | Mason St       | North | 0          | 0          | 0%            |
|                |                |                | South | 0          | 0          | 0%            |
| Mason St       | Bush St        | Sutter St      | West  | 9          | 9          | 100%          |
| Post St        | Mason St       | Powell St      | North | 0          | 0          | 0%            |
|                |                |                | South | 0          | 0          | 0%            |
| Mason St       | Post St        | Geary St       | East  | 0          | 0          | 0%            |
| Powell St      | Post St        | Geary St       | West  | 0          | 0          | 0%            |
| <b>Total</b>   |                |                |       | <b>231</b> | <b>198</b> | <b>86%</b>    |

Note: Parking utilization above 100 percent indicates double parking or other illegal activity.

Source: CHS Consulting Group, 2015.

Given the limited amount of on-street parking, the locations of off-street parking within the study area, generally bounded by Sacramento Street, Hyde Street, Geary Street, and Powell Street, were examined. Table 62 lists 21 public off-street parking facilities with a total of 2,514 parking spaces in the area. Parking occupancy at off-street parking facilities was not observed.

**Table 62. 1153 Bush Street – Off-Street Parking Supply**

| <b>Address</b>     | <b>Type</b> | <b>Capacity</b> |
|--------------------|-------------|-----------------|
| 1101 California St | Garage      | 500             |
| 644 Geary St       | Garage      | 95              |
| 335 Powell St      | Garage      | 250             |
| 501 Post St        | Garage      | 74              |
| 50 Cosmo Place     | Lot         | N/A             |
| 660 Sutter St      | Lot         | 27              |
| 665 Sutter St      | Lot         | 180             |
| 1199 Bush St       | N/A         | 50              |
| 1234 Pine St       | Garage      | 100             |
| 750 Bush St        | Garage      | N/A             |
| 999 California St  | Garage      | 80              |
| 818 Leavenworth St | N/A         | 90              |
| 1051 Taylor St     | Garage      | 132             |
| 433 Mason St       | Garage      | 110             |
| 1045 California St | Garage      | 225             |
| 569 Post St        | Garage      | 100             |
| 490 Post St        | Garage      | 126             |
| 500 Post St        | Garage      | 160             |
| 542 Geary St       | Lot         | 40              |
| 840 Sutter St      | Garage      | 150             |
| 560 Geary St       | N/A         | 25              |
| <b>Total</b>       |             | <b>2,514</b>    |

Source: SF Park, 2011; CHS Consulting Group, 2015.

***Emergency Vehicle Access***

San Francisco Fire Department Station #3 (1067 Post Street) is the closest station to the AAU site, approximately 0.4 mile west. From the station, vehicles are able to access the AAU site via Polk and Bush streets and would be able to park along Bush Street. The St. Francis Hospital across the street has an approximately 160-foot-long white passenger zone that is mostly utilized by ambulances using the Emergency Department entrance there, and occasionally by private automobiles dropping off passengers going to the hospital.

### ***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, a constraint on the AAU use of ES-11 includes a potential need for additional shuttle service. To address this constraint, the following condition is recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-11: TR-1, Shuttle Demand and Capacity.** AAU shall assess, adjust and monitor the shuttle bus capacity for Routes D, E, G, H, I, M and Sutter Express, potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the routes.

### **Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The residential use at 1153 Bush Street (ES-11) is located on the south side of Bush Street between Leavenworth and Hyde streets in the Nob Hill neighborhood. AAU currently has 15 rooms and 37 beds at this site. This AAU residential location does not include a designated shuttle stop, although it is on the Route M shuttle route. No vehicle trips are generated by the uses in ES-11; students use the AAU shuttle system, bicycles, and public transit.<sup>448</sup> According to the San Francisco Transportation Noise Map,<sup>449</sup> the existing traffic noise level near ES-11 from vehicular traffic along Bush Street was approximately 75 dBA  $L_{dn}$  in 2008, indicating a noisy commercial environment. Traffic-generated noise levels along Bush Street currently exceed the “satisfactory” level for a residential land use, according to the *San Francisco General Plan*.

AAU did not install or modify any existing rooftop mechanical equipment at ES-11. Since there are no new rooftop stationary sources at the site, there would have been no increase rooftop mechanical equipment noise that did not already exist prior to AAU occupation. In addition, the activities in the ES-11 building would have been and continue to be required to comply with the City’s Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-11 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-11.

The *General Plan* noise compatibility guidelines indicate that any new residential construction or development in areas with noise levels above 60 dBA  $L_{dn}$  should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. In areas where noise levels exceed 65 dBA  $L_{dn}$ , new residential construction or development is generally discouraged, but if it does proceed, a detailed analysis of noise reduction requirements must be done and needed noise insulation features included in the design. Tenant improvements at the ES-11 residential building may be subject to the requirements contained in the California Noise Insulation Standards in Title 24, the California Building Code. The Building Code

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<sup>448</sup> CHS Consulting Group, 2016. *AAU ESTM Transportation Section Draft #1A*. January 2016.

<sup>449</sup> San Francisco Department of Public Health, 2008. *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>



requires meeting an interior standard of 45 dBA  $L_{dn}$  in any habitable room where dwelling units are located in areas subject to noise levels greater than 60 dBA  $L_{dn}$ . In areas with noise levels above 70 dBA  $L_{dn}$ , more insulation than is typically provided with conventional construction may be needed. However, the proposed change in use from group-housing to group-housing for a post-secondary educational institution would not be considered a change from a non-noise-sensitive use to a noise sensitive use; therefore, the provisions of Title 24 would not apply.

### Air Quality

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found under the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (rooms) at ES-11, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been operational in 1998, when AAU occupied the building. Area sources were estimated based on a 37 “dwelling unit” “Mid-Rise Apartments” land use designation in CalEEMod, to be conservative, and mobile-source emissions were based on a daily vehicle trip rate of zero round trips per day. There is an on-site heating steam boiler and a domestic hot water boiler at ES-11. Since CalEEMod only allows the user to model years 1990, 2000, and 2005, an operational year of 1990 was conservatively assumed for ES-11. Table 63 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) and 2.5 micrometers in diameter (PM<sub>2.5</sub>) from ES-11, which are all shown to be below the Bay Area Air Quality Management District’s (BAAQMD’s) daily and annual significance thresholds.

**Table 63. 1153 Bush Street (ES-11) Operational Emissions**

| Source                                  | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|---|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                                    | 0.69                                    | 0.87            | 0.13             | 0.13              | 0.11                                    | 0.16            | 0.02             | 0.02              |
| Energy                                  | <0.01                                   | 0.03            | <0.01            | <0.01             | <0.01                                   | <0.01           | <0.01            | <0.01             |
| Mobile                                  | 0.00                                    | 0.00            | 0.00             | 0.00              | 0.00                                    | 0.00            | 0.00             | 0.00              |
| Total Emissions                         | 0.69                                    | 0.89            | 0.13             | 0.13              | 0.11                                    | 0.16            | 0.02             | 0.02              |
| BAAQMD<br>Thresholds of<br>Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                       | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-55 to 3-57 explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-11 is not one of those sites; therefore, AAU occupation of ES-11 has not resulted in increased health risks for nearby sensitive receptors and has not exposed new sensitive receptors to increased health risks.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco's ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City's *Strategies to Address Greenhouse Gas Emissions*. San Francisco's *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco's GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state's GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City's GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-11 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Residential Energy Conservation Ordinance (San Francisco Housing Code Chapter 12), Residential Water Conservation Ordinance (San Francisco Building Code, Housing Code, Chapter 12A), and required bicycle parking infrastructure in accordance with Planning Code Section 155.1-155.4. Compliance with the Residential Water Conservation Ordinance and Residential Energy Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU's alterations at ES-11 would have produced minimal construction debris. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance and CalGreen Section 5.504.4 would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-11: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use has been insubstantial.

## **Wind and Shadow**

The tenant improvements at ES-11 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities, or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-11.

## **Recreation**

As shown on Figure 4, p. 3-63, 1153 Bush Street (ES-11) is located within 0.25 mile of one San Francisco Recreation and Park Department (RPD) park: Sgt. John Macaulay Park. Sgt. John Macaulay Park, located at Larkin and O'Farrell streets, features children's climbing structures, slides, tire swings, and seating.<sup>450</sup> Other publicly owned parks are within a 0.5-mile distance of ES-11, including Tenderloin Recreation Center, Huntington Park, and Father Alfred E. Boeddeker Park.

As described in Population and Housing on p. 4-272, the capacity of ES-11 is 37 beds. The change in use from dwelling unit and group housing to student housing (group housing for a postsecondary educational institutional) at ES-11 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Sgt. John Macaulay Park facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other resting areas. No substantial effect on recreation has occurred as a result of the change in use.

## **Utilities and Service Systems**

### ***Water Supply***

ES-11 receives water from the San Francisco Public Utilities Commission (SFPUC) water supply facilities. The site had water service and consumption associated with the previous residential land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use still would not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future uses.<sup>451</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-11. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Residential Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

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<sup>450</sup> San Francisco Recreation and Parks, Sgt John Macaulay Park. Available online at:

<http://sfrecpark.org/destination/sgt-john-macaulay-park/>. Accessed on January 15, 2016.

<sup>451</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at

<http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>452</sup> No substantial effect on wastewater has occurred from the change in use.

### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-11 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>453</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity accommodate the site's and City's solid waste disposal needs.<sup>454</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

## **Public Services**

### ***Police***

ES-11 is located within the Central Police District of the San Francisco Police Department (SFPD). The Central District Police Station is located at 766 Vallejo Street, but the nearest police station is the Tenderloin Task Force Police Station at 301 Eddy Street. The district covers approximately 1.8 square miles with a daily population ranging from 75,000 to over 350,000 because of tourists, workforce/commuters, and shopping areas. In 2013 (the most recent data available), there were 666 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 5,830 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Central District.<sup>455</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

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<sup>452</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

<sup>453</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>454</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>455</sup> San Francisco Police Department, Annual Report 2013, p. 114. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of University students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

1153 Bush Street has a capacity of 37 beds (15 group-housing rooms). The change in use from dwelling unit and group housing to student housing (group housing for a postsecondary educational institution) within an RM-4 Zoning District would likely represent a slight change in the population of the area, as the population density of student housing is likely more than the previous residential use. However, the change would not be substantial because the student housing capacity is limited by the space in the building (15 group-housing rooms). Therefore, the change in use would have resulted in minimal additional police protection demand. No measurable changes in response times or crime statistics have occurred since the change in use. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-11.

### ***Fire and Emergency Services***

ES-11 is located within 1,700 feet of Fire Station No. 3 (1067 Post Street) and Fire Station No. 41 (1325 Leavenworth Street). Fire Station No. 41 consists of a single fire engine.<sup>456</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

In 2011, Fire Station No. 3 responded to 3,286 non-emergency calls with an average response time of 8:03 minutes, with 90 percent of non-emergency calls responded to in under 14:26 minutes. Fire Station No. 3 responded to 6,981 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:16 minutes. In 2011, Fire Station No. 41 responded to 448 non-emergency calls with an average response time of 7:27 minutes, with 90 percent of non-emergency calls responded to in under 14:08 minutes. Fire Station No. 41 responded to 1,796 emergency calls with an average response time of 2:57 minutes, with 90 percent of emergency calls responded to in under 4:06 minutes.<sup>457</sup>

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within 5 minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-11 meet the Citywide emergency transport goals.

As described above on p. 4-272, the change in use from residential to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the population of the area. Therefore, additional fire and emergency protection demand would be minimal. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred as a result of the change in use at ES-11.

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<sup>456</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

<sup>457</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

### ***Libraries***

The nearest public libraries to ES-11 are the Main Library, approximately nine blocks south of ES-11, and the Chinatown Branch Library, approximately ten block northeast of ES-11. Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library and AAU's private library for use by its students and faculty, which augments the public library's services.

As described above on p. 4-272, the change in use from residential to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the population of the area. The change in population, if any, would be minimal compared to the service population for the Chinatown Branch and Main Libraries. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-11.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

The previous use as a residential building could have contributed to the school-aged population of nearby schools. The change in use to student housing (group housing for a postsecondary educational institution) would reduce the school-aged population of nearby schools, because AAU students are mainly unmarried and without children.<sup>458</sup> In addition, AAU does not offer family housing.<sup>459</sup> The reduction in the school-aged population, if any, would be minimal. For the reasons stated above, no effect on schools occurred from the change in use at ES-11.

### **Biological Resources**

ES-11 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-11. ES-11 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-11.

### **Geology and Soils**

A Geotechnical Investigation or Phase I Environmental Site Assessment (ESA) has not been prepared for ES-11; however, the site is expected to have soil and groundwater conditions similar to nearby ES-12 (1080 Bush Street). ES-11 is likely underlain by a variable thickness of artificial fill that overlays well-sorted, fine- to medium-grained dune sands. The dune sands of San Francisco once formed an extensive coastal system, underlying about one-third of the City. The dune sand is

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<sup>458</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.4-17, February 2015.

<sup>459</sup> Academy of Art University, Student FAQs, October 2015. Available at <http://www.academyart.edu/content/aau/en/faqs/faqs-student.html>. Accessed on October 29, 2015.

typically highly permeable and overlays bedrock. At the property and immediate vicinity, on top of the dune sand, is likely fill that could include debris from the 1906 Earthquake and Fire. Groundwater is approximately 16 to 36 feet below ground surface and flows to the south and southeast, corresponding to surface topography.<sup>460</sup> Because building alterations undertaken by AAU were primarily interior and limited to minor exterior modifications, no substantial change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground-shaking from earthquakes. Ground-shaking intensity at ES-11 would be very strong during a magnitude 7.2-magnitude earthquake and would be strong during a 6.5-magnitude earthquake originating from the San Andrea Fault and Hayward Fault, respectively.<sup>461,462</sup> ES-11 is not located within a liquefaction zone.<sup>463</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations, are at an increased risk of structural failure. ES-11 is a brick building and underwent a seismic upgrade in 2003 pursuant to the Unreinforced Masonry Building Ordinance.<sup>464</sup> Although the building could remain vulnerable during an earthquake, the change in use and subsequent building alterations have improved the building’s structural risk from ground-shaking.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-11 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., installation of a canopy, basketball court, and security bars). Regardless, wastewater and stormwater associated with the change in use at ES-11 and subsequent building alterations would have flowed into the City’s combined stormwater and sewer system and were treated to standards contained in the City’s National Pollutant Discharge Elimination System Permit for the Southeast Water Pollution Control Plant. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City’s combined sewer system.

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<sup>460</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1080 Pine Street, March 2003.

<sup>461</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>462</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>463</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Seismic Hazards Zone San Francisco 2012, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>464</sup> Permit #200310036508 (UMB Seismic upgrade).

ES-11 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency. The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>465</sup> ES-11 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-11.

### **Hazards and Hazardous Materials**

No Phase I ESA has been undertaken at ES-11. A search of Department of Toxic Control's Envirostor and the State Water Resources Control Board's Geotracker identified an underground storage tank (UST) that had leaked gasoline in 1965 and was subsequently cleaned up in 1999 by AAU.<sup>466</sup> Although the UST was present at the site, it seems unlikely that significant historic use of hazardous materials would have occurred, as the building was primarily used as a residence since construction. Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth movement; thus, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1911, suggests that asbestos-containing materials (ACMs), lead-based paint, and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Prior to building alterations, materials were tested for ACMs and none were detected.<sup>467</sup> Building alterations at the existing site may have disturbed or exposed ACM, LBP, PCBs, or other hazardous building materials; however, it is unknown given that tenant improvements were completed at this site with and without the required building permits. The materials require special handling and disposal procedures that may not have been followed. As a result, it cannot be determined if an effect on human health or the environment occurred from hazardous building materials as a result of the change in use.

ES-11 is used as a student housing building with a manager's office, laundry room, television room, and recreation room. Hazardous materials that are used, stored, and disposed of at ES-11 include commercial household-style consumer products, such as cleaners, disinfectants, and chemical agents. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Use of these materials generates household-type hazardous waste, which does not result in substantial adverse effects.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral recovery sites as a result of the change in use of ES-11.

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<sup>465</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

<sup>466</sup> State Water Resources Control Board, Geotracker, 1153 Bush Street, Case #11268. Available online at [http://geotracker.waterboards.ca.gov/profile\\_report.asp?global\\_id=T0607501285](http://geotracker.waterboards.ca.gov/profile_report.asp?global_id=T0607501285). Accessed on January 29, 2016.

<sup>467</sup> Environova, Limited Asbestos Survey, Academy of Art University, 1153 Bush Street, June 13, 2013.



Tenant improvements at ES-11 associated with the conversion of apartment space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with all the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, p. 4-294. The GHG Compliance Checklist includes the City's Residential Water Conservation Ordinance, which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>468</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-11, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at nearby 860 Sutter Street (ES-13). This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-11 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-11 has not had a substantial effect on mineral and energy resources.

### **Agricultural and Forest Resources**

ES-11 is designated "Urban and Built-up Land" by the California Department of Conservation's Farmland Mapping and Monitoring Program.<sup>469</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use at ES-11 has had no substantial effects on agriculture or forest resources.

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<sup>468</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 1153 Bush Street, March 4, 2016.

<sup>469</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.

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#### 4.2.11. 1080 Bush Street (ES-12)

##### **Property Information**

The 1080 Bush Street existing site (ES-12), also known as the Academy of Art University's (AAU's) "Leonardo Da Vinci Apartments," is a six-story-tall, 24,528-square-foot building, located on Bush Street between Leavenworth and Jones streets, in the Nob Hill neighborhood (Photographs 62–65). Figure 10, ES-12: 1080 Bush Street – Existing Condition, in Appendix TDM, shows the site and adjacent streets. ES-12 encompasses 42 apartments, 15 group-housing rooms, and has a capacity of 122 beds. The site is Lot 015 in Assessor's Block 0276.

Prior to AAU occupation in 1999, the building was a 42-unit apartment complex and 15-room residential hotel. In addition to student housing, the building has a manager's office, a laundry room, and a recreation room.<sup>470</sup> Two non-student tenants reside in two units.<sup>471</sup> There is no shuttle stop at this location; students walk approximately 670 feet to the shuttle zone located in front of 860 Sutter Street (ES-13) to catch AAU shuttle buses on routes D, E, G, H, I, M, and Sutter Express.

The site is zoned RC-4 (Residential – Commercial – Combined, High-Density), which allows high-density residential uses, senior housing, group housing including single-room occupancy (SRO) and student housing, retail uses on the first and second floors only, institutional uses, and hotels with a conditional use (CU) authorization, and entertainment and arts uses, among others. The height and bulk district for Bush Street from approximately Hyde Street to Powell Street is 65-A.

##### ***Tenant Improvements and Renovations***

AAU added two signs flanking the entrance, one of which was subsequently removed in 2010. AAU renovated and remodeled apartments and replaced lath and plaster with sheet rock in 1999 as part of its original occupancy. Other interior renovations included the addition of a manager's office, a unisex restroom, and a communal kitchen in 2005. AAU reroofed the building in 2011.<sup>472</sup> AAU replaced the western ground-level door in 2013 without a building permit.<sup>473</sup>

##### ***Required Project Approvals***

The 1080 Bush Street existing site (ES-12) would require a legislative amendment to San Francisco Planning Code (Planning Code) Section 317(f)(1), the Student Housing Legislation, to allow for conversion of group-housing units to student housing for 15 group-housing rooms in the building; a building permit under Planning Code Section 171; and a CU authorization under Planning Code Sections 209.3 and 303 to change the use from residential to student housing (group housing for a

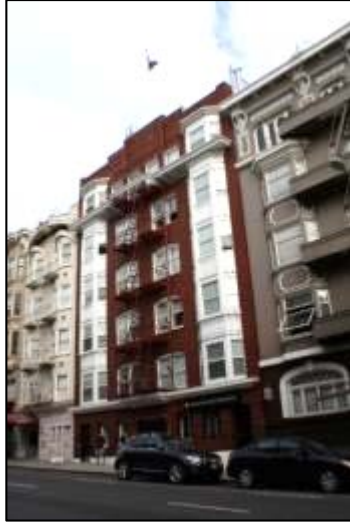
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<sup>470</sup> 2011 IMP, p. 92.

<sup>471</sup> 2011 IMP, p. 92.

<sup>472</sup> Building Permits obtained for the improvements and renovations at ES-12: BPA #9903639 and #2000007205606 and #200509132785 (renovation and remodeling), #9901113 (lath and plaster removal), #200310278608 (illuminated sign), #201006104217 (sign removal), #201103071517 (reroofing), and #200007135032 and #200510034579 (office, restroom, and kitchen).

<sup>473</sup> Academy of Art University, Memorandum to SWCA: Alteration Chronologies, February 2, 2016.



**Photograph 62. 1080 Bush Street (ES-12).**



**Photograph 63. Bush Street at Leavenworth Street, facing northeast.**



**Photograph 64. Mid-block Bush Street, facing northeast.**



**Photograph 65. Bush Street at Leavenworth Street, facing east.**

postsecondary educational institution) within a RC-4 Zoning District. The remaining 42 apartments do not require any discretionary approval. Any unpermitted alterations would require a building permit that would be subject to historic preservation design review.

### **Plans and Policies and Land Use**

ES-12 is located in the Nob Hill neighborhood. Directly across Bush Street to the south is the Downtown/Civic Center neighborhood. Land use on Bush Street between Leavenworth and Jones streets is primarily residential with supporting ground-floor commercial uses. Commercial uses include a gymnasium, dry cleaners, a hairdresser, nail salon, market, café, and several small retail operations. AAU occupies a building one block west at 1153 Bush Street (ES-11), which is used as group housing. ES-12 was built in 1913 as an apartment building. ES-12 is known as the “Leonardo Da Vinci Apartments” and has 42 apartments, 15 group-housing rooms, and one recreation room.

In the vicinity of ES-12, Bush Street is a three-lane, one-way eastbound street. Residential parallel parking is allowed on both sides of the street. A bus stop is located on the southeastern corner of Bush and Leavenworth streets. ES-12 is located in the Lower Nob Hill Apartment Hotel National Register Historic District, which has a high concentration of residential and ground-floor retail/commercial uses.

The zoning near ES-12 is RC-4 (Residential – Commercial – Combined, High-Density). RC-4 Zoning Districts are intended to provide high-density housing with supporting commercial uses.<sup>474</sup> ES-12 is not located in a Planning Area or a Special Use District. The height and bulk district for Bush Street from approximately Hyde Street to Powell Street is 65-A

As noted above, use of ES-12 has been changed by AAU from a residential hotel to student housing (group housing for a postsecondary educational institutional use). The change in use of the existing structure involved some exterior alterations including installation of signage and reroofing of the building.

The change in use of the site from a residential hotel to student housing (group housing for a postsecondary educational institution) would conflict with the Planning Code because it would require a legislative amendment for conversion of residential units to student housing. The legislative amendment could be inconsistent with General Plan policies relating to displacement of affordable housing or residential hotel uses and policies to avoid conversion of such affordable housing uses.

Group housing is allowed up to one bedroom per 140 square feet of lot area. The change in use would intensify AAU’s presence in the vicinity, as the AAU occupies a building at 1153 Bush Street, one block west of ES-12. The building at 1153 Bush Street is similarly used for group housing. The intensification could change the character of the neighborhood and introduce new patterns of use at the site (i.e., student populations would replace longer-term residents).

Student housing (group housing for a postsecondary educational institution) use is subject to approval by the Planning Commission as a Conditional Use within an RC-4 Zoning District. ES-12 would require a building permit pursuant to Planning Code Section 171 and a Legislative

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<sup>474</sup> Planning Code Section 209.2.

Amendment to Planning Code Section 317(f)(1), Student Housing Legislation, because the change in use would convert residential units to student housing. Therefore the ES-12 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-12 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-12 is 122 residents (42 apartments and 15 group-housing rooms). The change in use from residential to student housing (group housing for a postsecondary educational institution) would not substantially alter the daytime population of the building because the previous residential use would have had a comparable capacity. However, the AAU rooms would generally contain more persons than a residential unit. Thus, student housing (group housing for a postsecondary educational institution) could have a slightly higher population density compared to the previous use. It is expected that some students would become permanent residents of the City. Conservatively presuming that ES-12 was unoccupied prior to AAU use and that all occupants were also new residents of San Francisco, the change in population would be insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>475</sup>

Given the close proximity of other AAU student housing locations at 1153 Bush Street and 1055 Pine Street, the neighborhood population of AAU students is relatively high (approximately 314 student residents) on Pine and Bush streets, between Jones and Mason streets. An AAU building with a gymnasium is also located adjacent and to the west at 1069 Pine Street. The student population would be typical of an urban neighborhood with a mixture of populations and uses.

The site is located within a Priority Development Area (PDA) identified in *Plan Bay Area*.<sup>476</sup> PDAs are areas identified for housing and population growth because of their amenities, services, pedestrian-friendly environment, and transit.<sup>477</sup> Although AAU's change in use would not support new development, its induced population growth, although minimal, would be supported by sustainable City center characteristics (e.g., public transportation and walkability). No substantial effect on population has occurred from the change in use at ES-12.

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<sup>475</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

<sup>476</sup> ABAG, *Plan Bay Area*, Priority Development Area Showcase. Available online at <http://gis.abag.ca.gov/website/PDAShowcase/>. Accessed on November 10, 2015.

<sup>477</sup> ABAG, *Plan Bay Area*, p. 2, July 18, 2013. Available online at [http://files.mtc.ca.gov/pdf/Plan\\_Bay\\_Area\\_FINAL/Plan\\_Bay\\_Area.pdf](http://files.mtc.ca.gov/pdf/Plan_Bay_Area_FINAL/Plan_Bay_Area.pdf). Accessed on November 10, 2015.

## ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-12 and all existing sites is discussed under the combined housing discussion, pp. 3-46 – 3-47.

The change in use at ES-12 from residential hotel to student housing (group housing for a postsecondary educational institution) has incrementally intensified housing demand created by AAU students and faculty/staff, as group-housing units were converted to student housing and these units were removed from the housing market. The change of use at ES-12 could have resulted in displacement of people and existing housing units; however, the previous use as 42 dwelling units and 15 group-housing rooms would not establish the need to construct replacement housing elsewhere. If AAU housing was not offered, students would seek private housing within various areas of the City or around the Bay Area. Private housing likely would not have the density that student housing provides (average of 280 square feet per resident). However, conversion of rental units is not consistent with the San Francisco General Plan Housing Element Policy 3.1., intended to preserve rental units, especially rent controlled units, to meet the City's affordable housing needs. ES-12 provides 122 beds of the 1,810 beds that AAU provides for students and supplements some housing demand created by AAU.

Due to the conversion of residential units, the change in use is subject to Planning Code Section 317(b)(1), which indicates that the change of occupancy from a dwelling unit, group housing, or SRO to student housing is considered a conversion of a residential unit. Planning Code Section 317 (f)(1) prohibits the conversion of a residential unit to student housing. The intent of the Student Housing Legislation is to preserve rent-controlled housing and permanently affordable residential hotels and single-room occupancy units.

## **Aesthetics**

ES-12 is located in the Nob Hill neighborhood, which is one of San Francisco's signature neighborhoods, renowned for its landmarks, hotels, and unique position close to Downtown. The Downtown/Civic Center neighborhood is located directly across Bush Street from ES-12. ES-12 is six stories, was built in 1913, and is a contributor to the Lower Nob Hill Apartment Hotel Historic District. The building exemplifies multi-family residential development in Lower Nob Hill during the post-1906 Earthquake and Fire reconstruction period. ES-12 has a renaissance ornament detail with a brick and galvanized iron exterior. Like many buildings in the district, it has projecting bay windows, a fire escape in the front of the building, and a flat roof. ES-12 is bounded by Bush Street to the south, buildings to the east and west, and a backyard to the north. Several mature street trees line both side of Bush Street; however, none are located in front of ES-12.

The Nob Hill neighborhood is characterized by a mixture of hotel, institutional, and high-density residential uses. The Fairmount Hotel and Intercontinental Mark Jacobs Hotel, two grand and prominent San Francisco buildings, are located to the northeast. Grace Cathedral, the largest Gothic church in the west, and Huntington Park are located two blocks north of ES-12. The Lower Nob Hill Apartment Hotel District consists of mainly three- to seven-story multi-unit residential buildings that were constructed between 1906 and 1925, giving them a remarkable consistency in style. The neighborhood has many historic apartment buildings with lush, impressive façades, but also includes

a mixture of modest apartment buildings. Neighborhood-serving retail operations are generally located on corner intersections.

The scale of the buildings on the subject block is fairly uniform and ranges from four to six stories. A majority of the buildings are residential with some neighborhood-serving retail services located on the ground floor. Buildings are adjoined and extend to the sidewalk, creating a continuous urban façade. Due to the urban character of the neighborhood, bordering roadways contain a high volume of traffic. The density of development and activity generates a considerable amount of pedestrian and vehicle traffic that adds to the visual character of the area.

The change in use at ES-12 has caused minimal changes to the building and neighborhood character. One sign with the AAU logo and lettering is located on the front of the building. The sign differs slightly with the visual character of the neighborhood, which is primarily residential with limited signage and advertising. However, several other small signs associated with retail operations are apparent on the subject block and such signage is common in vibrant, urban neighborhoods. No other exterior alterations indicative of AAU's use have ensued at the subject property. Therefore, no substantial effects to aesthetics have occurred from the change in use at ES-12.

## **Cultural and Paleontological Resources**

### ***Historic Architectural Resources***

#### **Building Description**

1080 Bush Street (ES-12) is a six-story, four-bay-wide brick- and stucco-clad building constructed in 1913 as the Ansonia Apartments. The building is T-shaped in plan and set flush to the sidewalk. It occupies a slightly sloped, rectangular lot, with the primary elevation facing Bush Street. (The north, east, and west elevations are visible only from the rear of the property.) Displaying Classical Revival decorative elements, the building has a symmetrical design composition and is capped with a flat roof. The roof line is marked by a stepped, brick-clad parapet, which terminates in shallow coping along the eave line.

On the ground story, the primary entrance is recessed via an entry portico, with floors and walls clad with marble and tile. The entrance is centered on the ground floor, flanked on each side by small paired rectangular windows and a single door. Defining the vertical axis on each side of the building are stacked tripartite bay windows, resting on molded recessed panels. Bay windows through the middle floors are topped with a molded stucco-clad band. Defining the building's three-part vertical design composition are projecting cornice lines, accented beneath with decorative modillions. This cornice detailing spans the façade between the first/second and fourth/fifth stories. The center bays consist of paired windows set within subtly arched brick headers. This arch motif is repeated across the ground story, in a series of window and door openings spanning the façade. The exterior walls exhibit decorative variations in brick patterning, including alternating rows of stretcher bond brick veneer punctuated with recessed rows of header bond. Arched window and door openings throughout the façade consist of header bond. Fenestration generally consists of single-pane, double-hung windows, as well as fixed and sliding windows. One original metal, paneled door is located on the first floor. Doors on the first floor and some windows feature segmental arched openings. Noncontributing metal security gates have been installed in front of the main entry and two of the



first-story windows. The secondary elevations are only visible from small pathways constructed alongside the building leading to a small unbuilt area at the rear of the property. Similar to the primary elevation, the east and west elevations feature stacks of windows with molded recessed panels spanning from the second to the sixth story. Smaller, single windows with segmental arched openings are also present.

On the north (rear) elevation, each story displays a central single door with a pair of windows on either side. A metal staircase extends from the façade. Metal and aluminum sliders, awning, vinyl double-hung, and wood double-hung windows are present on the secondary elevations in a variety of configurations. Various styles of metal security gates have been added over the first story windows on the east and west elevations and all windows on the north elevation.

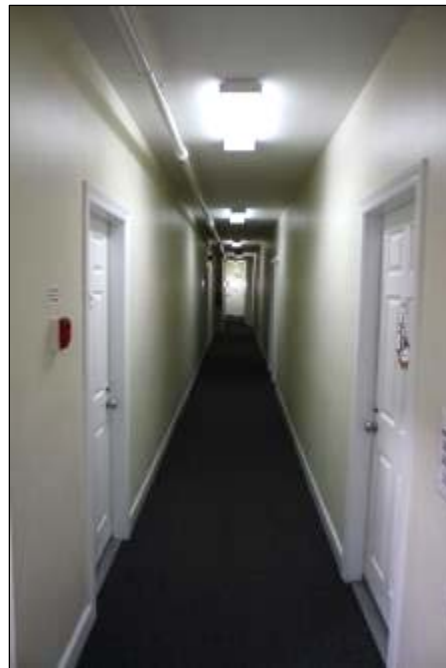
The main entry leads to a lobby with a small alcove immediately next to the main door for residents' mail boxes. As the lobby has been renovated since its original construction, the current finishes include laminate floors, sheetrock walls and ceiling, and recessed lighting. Visible under the fixed windows in the alcove is an area of exposed brick. An original Otis elevator is extant; however, the elevator doors have been replaced. The staircase from the lobby features a wood balustrade. The stairs and upper hallways have been carpeted and the doors replaced and trim replaced (for representative photographs refer to Photographs 66–68).



**Photograph 66. 1080 Bush Street.**



**Photograph 67. 1080 Bush Street, detail of ground level.**



**Photograph 68. Interior hallway of subject property.**

### Site History

According to available sources, 1080 Bush Street was constructed in 1913/1914 for the Ansonia Apartments Company for a total estimated cost of \$75,000. The architect was Maxwell G. Bugbee. Although the original building permit was not located for the property, a 1913 *San Francisco Chronicle* article provides information on the property at the time of its construction. According to the *San Francisco Chronicle* article, published 28 June 1913, “Among the best of the large modern apartment buildings now in course of construction in the City is the Ansonia Apartments, upon which

work has been commenced.”<sup>478</sup> In the Ansonia Apartment building, the article stated, “every modern convenience found in the best apartments will be furnished.”

A feature of the plan is that all rooms, including the bathrooms, will have outside sun and light, so much in demand in large apartment houses. A very large reception hall is provided, and also a basement entrance for tradesmen and service. The plan calls for 120 rooms, arranged in apartments of two, three, and four rooms each, with private halls and bathrooms.<sup>479</sup>

Although early photographs are not available, the 1913 illustration shows a basic window configuration of one-over-one double-hung windows through the two central bays. The two flanking rows of stacked bay windows appear to have had a similar configuration of single-light, double-hung panes. The only window feature that appears on the 1913 image that is no longer extant (assuming it was constructed) is a multi-light transom centered on each bay window. All windows appear to have been replaced with vinyl windows between 1989 and 1999.

### California Register of Historical Resources Evaluation

1080 Bush Street (ES-12) is a contributor to the National Register of Historic Places (NRHP)-listed historic district, Lower Nob Hill Apartment Hotel Historic District, and therefore is a historical resource under the California Environmental Quality Act (CEQA). In addition to being listed on the NRHP, 1080 Bush Street appears eligible for the California Register of Historic Resources (CRHR) under Criterion 1, as an embodiment of multi-family residential development in the Nob Hill neighborhood during the post-1906 Earthquake and Fire Reconstruction period. The property is also eligible for the CRHR under Criterion 3, as an intact contributor to this historic district of multi-family residences. It is a distinctive example of Classical Revival architecture applied to a multi-family residence.

In addition to meeting the applicable eligibility criteria, a property must retain historic integrity, which is defined in National Register Bulletin 15 as the “ability of a property to convey its significance.”<sup>480</sup> In order to assess integrity, the National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven aspects: Location, Design, Setting, Materials, Workmanship, Feeling, and Association (each aspect is defined in National Register Bulletin 15). 1080 Bush Street retains integrity and remains CRHR-eligible. The subject property retains integrity and remains eligible as a contributor to the NRHP historic district and a CRHR-eligible historical resource. The period of significance is 1913 to 1940.

### Character-Defining Features Summary

#### *Exterior*

- Mid-rise, T-shaped plan, flush with sidewalk
- Symmetrical design composition

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<sup>478</sup> San Francisco Chronicle, Apartment Building for the Ansonia Apartments Company, June 28, 1913.

<sup>479</sup> San Francisco Chronicle, 1913.

<sup>480</sup> National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*, National Register Branch, 1990.

- Flat roof with no eaves; stepped parapet
- Stacked projecting bay windows, with molded recessed panels beneath and molded fascia and cornice above
- Projecting, tripartite cornice line capping bay windows
- Segmental arched window and door openings
- Brick construction
- Upper and lower cornices with modillions
- Vestibule with marble and tile features
- Original security door on ground level
- Original double-hung wood windows on secondary elevations
- Fire escape (south elevation)

#### *Interior*

- Spatial arrangement; double-loaded corridor
- Staircase and railings
- Original Otis elevator

#### Secretary of the Interior's Standards Analysis

This section presents a description and analysis of all known alterations completed by AAU on character-defining features and spaces for compliance with the *Secretary's Standards for Rehabilitation*. The analysis includes the applicable Standards for Rehabilitation for each given project. See Appendix HR for a table presenting an analysis of the AAU alterations and their compliance with each of the Secretary's Standards.

**Rehabilitation Standard No. 1:** *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

**Illuminated Wall Sign:** The project does not involve a change in use that resulted in significant changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Re-roofing:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Door Replacement:** The project does not involve a change in use that resulted in significant changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Rehabilitation Standard No. 2:** *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize the property will be avoided.*

**Illuminated Wall Sign:** The project does not comply with Rehabilitation Standard No. 2. The illuminated wall sign currently obscures the segmental arched-brick headers above two of the ground-level windows and the easternmost door. This subtle decorative element is a character-defining feature of the property. Given the spare nature of the ornamental detailing on the building and its symmetrical design composition, the sign obscures and interrupts the progression of arches, which line the ground story and mark each floor. The use of segmental brick arches across the ground story is a modest but important aesthetic detail. Further, the added sign spans the length of two window openings, which are also considered character defining.

**Re-roofing:** The project complies with Rehabilitation Standard No. 2. Located on a flat roof behind a raised parapet, the roofing material is not clearly visible from the street or other publicly accessible spaces and does not contribute to the historic character of the property. The replacement of this material therefore does not negatively affect the distinctive materials that characterize the property.

**Door Replacement:** The project does not comply with Rehabilitation Standard No. 2. Located on the primary elevation, the original doors contributed to the character of the overall property. Therefore, the project has not retained or preserved the character of the property.

**Rehabilitation Standard No. 3:** *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historical properties, will not be undertaken.*

**Illuminated Wall Sign:** The project does not comply with Rehabilitation Standard No. 3. The wall sign introduces a feature that is not reflective or representative of the property's historical use, significance, or appearance.

**Re-roofing:** The project complies with Rehabilitation Standard No. 3. The project does not introduce conjectural features or elements.

**Door Replacement:** The project does not comply with Rehabilitation Standard No. 3. The door introduces an element that is not consistent with the historic character of the property and which creates a false sense of historical development.

**Rehabilitation Standard No. 5:** *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

**Illuminated Wall Sign:** The project does not comply with Rehabilitation Standard No. 5. The illuminated wall sign currently obscures the segmental arched-brick headers above two of the ground-level windows and the easternmost door. These character-defining features represent distinctive materials and construction techniques and craftsmanship that characterize the property. Further, the project is likely to have resulted in damage to historic wall materials, through the removal or destruction of character-defining materials as part of the installation of the wall sign.

**Re-roofing:** The project complies with Rehabilitation Standard No. 5.

**Door Replacement:** The project does not comply with Rehabilitation Standard No. 5. Original doors are composed of materials, finishes, and construction techniques that characterize the property.

**Rehabilitation Standard No. 6:** *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.*

**Door Replacement:** The project does not comply with Rehabilitation No. 6. Rather than repair the original door or replace it in kind, the project introduced an element that is not consistent with the character of the property.

**Rehabilitation Standard No. 9:** *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and environment.*

**Illuminated Wall Sign:** The project does not comply with Rehabilitation Standard No. 9. The illuminated wall sign currently obscures the segmental arched-brick headers above two of the ground-level windows and the easternmost door. Given the spare nature of the building's ornamental program and its symmetrical design, the brick header arches are an important design detail, accenting not just the ground story but each floor. In this way, the sign obscures and interrupts this character-defining feature. Further, the added sign spans the length of two window openings, which are also considered character defining.

**Re-roofing:** Located on a flat roof behind a raised parapet, the roofing material is not clearly visible and is not considered character defining; the project therefore complies with Rehabilitation Standard No. 9.

**Door Replacement:** The project does not comply with Rehabilitation Standard No. 9. Although the door is differentiated, it is not compatible with historic materials or features.

**Rehabilitation Standard No. 10:** *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

**Illuminated Wall Sign:** The project complies with Rehabilitation Standard No. 10. The segmental brick arches are still present behind the sign; if the sign were removed, the essential form and integrity of this character-defining feature would remain intact.

**Re-roofing:** Because the project did not affect the essential form or integrity of the property, Rehabilitation Standard No. 10 is not applicable.

**Door Replacement:** The project complies with Rehabilitation Standard No. 10. The door opening was not affected by the project and the current door could be removed and replaced without any impairment to the building.

## Conclusion

The following recommended Conditions of Approval are suggested to facilitate bringing the building at 1080 Bush Street (ES-12) into compliance with the Secretary of the Interior's Standards and applicable Article 11 guidelines:

**Recommended Condition of Approval, ES-12: HR-1, Signage.** The illuminated wall sign shall be removed and the original physical appearance and materials of the segmental brick header arches replaced. Any perforations or damage to historic materials should be repaired and surfaces refinished to match existing materials and appearance. If a new sign is to be installed, it shall be placed in a location that does not obscure character-defining features and installed in a manner that results in minimal damage to historic architectural resources. In general, the recommended approach for installing signage is to use mortar joints or the jamb of a noncontributing building component (rather than character-defining masonry).

**Recommended Condition of Approval, ES-12: HR-2, Door Removal.** AAU indicates the western ground-level door was replaced due to damage in 2013. The replacement door installed by AAU is not consistent with the character of the other service door located at the eastern end of the ground level. To facilitate Secretary of the Interior's Standards for the Treatment of Historic Properties (SOIS) compliance, the door shall be removed and replaced with a door that replicates the eastern ground-level door.

### *Archaeology and Paleontology*

Building alterations at ES-12 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

### Transportation and Circulation

ES-12 is located on the north side of Bush Street between Jones and Leavenworth streets in the Nob Hill neighborhood. The approximately 24,528-square-foot, six-story structure was built as an apartment building in 1913 and was occupied by AAU in 1999. AAU currently uses the building for student housing, with 42 apartments and 15 rooms with a total of 122 beds.

There are three entries to the building along Bush Street, including one main entry and two secondary entries for access to the interior sidewalk. AAU reports and the Planning Department has observed that there is no bicycle parking provided on site. There is no AAU shuttle stop provided at this site. The nearest shuttle service is provided in front of the 860 Sutter Street (ES-13), approximately 670 feet to the south, served by seven shuttle routes (D, E, G, H, I, M and Sutter Express) in 2015.

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the student housing use at this AAU site generates approximately 67 person trips (31 inbound trips and 36 outbound trips) and no vehicle trips during the weekday PM peak hour.

## **Traffic**

ES-12 is served by Pine Street, Bush Street, Jones Street, and Leavenworth Street. There are eight AAU sites clustered in the lower Nob Hill and Downtown / Civic Center neighborhoods, along Pine, Bush, Sutter, and Post streets: two sites along Pine Street (1055 Pine Street [ES-17], 1069 Pine Street [ES-16]), two sites along Bush Street (1080 Bush Street [ES-12], and 1153 Bush Street [ES-11]), three sites along Sutter Street (620 Sutter Street [ES-20], 817-831 Sutter Street [ES-14], and 860 Sutter Street [ES-13]), and one site along Post Street (491 Post Street [ES-23]). The characteristics of Pine Street, Bush Street, and Leavenworth Street are discussed in detail above, under 1153 Bush Street (ES-11), and summarized here, along with a discussion of Jones Street, which runs east of the site. Transit and shuttle traffic are addressed below under the Transit and Shuttle subsections.

**Pine Street** is an east-west residential throughway that runs between Presidio Avenue and Montgomery Street. Pine Street operates as the westbound part of a one-way couplet with Bush Street providing eastbound travel (see the discussion under Traffic in 1153 Bush Street. ES-11). In the vicinity of ES-12, Pine Street has three westbound lanes and 2-hour time restricted parking on both sides of the street. The parking lane along the south curb converts into a vehicle travel lane during the PM peak period between 3:00 p.m. and 6:00 p.m., increasing the total number of travel lanes to four during this period. The *San Francisco General Plan* classifies Pine Street as a Major Arterial in the CMP Network. Pine Street is designated as a High Injury Corridor in the City's Vision Zero network.

**Bush Street** is an east-west downtown residential/commercial throughway street that runs between Presidio Avenue and Market Street. In the vicinity of ES-12, Bush Street has three eastbound lanes (four in the morning peak period) and metered parking on both sides of the street. The parking lane along the north curb turns into a vehicle travel lane during the AM peak period between 7:00 a.m. and 9:00 a.m., increasing the total number of travel lanes to three during this period. The *San Francisco General Plan* classifies Bush Street as a Major Arterial in the CMP Network. Bush Street is designated as a High Injury Corridor in the City's Vision Zero network.

**Leavenworth Street** is a north-south downtown residential street that runs between Fisherman's Wharf and McAllister Street. In the vicinity of ES-12, Leavenworth Street has two northbound lanes and unmetered (2-hour time-limited) parking on both sides of the street. The *San Francisco General Plan* classifies Leavenworth Street as a Secondary Arterial in the CMP Network. Leavenworth Street south of Sutter Street is designated as a High Injury Corridor in the City's Vision Zero network.

**Jones Street** is a north-south street that runs between Jefferson Street and Market Street. In the vicinity of the AAU sites, Jones Street has three southbound lanes and metered parking on both sides of the street.

The AAU student housing use at ES-12 along with nearby AAU student housing uses at 1153 Bush (ES-11) Street, 860 Sutter Street (ES-13), 817-831 Sutter Street (ES-14), 1055 Pine Street (ES-17), and 620 Sutter Street (ES-20) are not expected to generate a substantial amount of vehicle trips to adjacent streets because residential students are discouraged from driving private automobiles. Even in combination with the 24 PM peak hour vehicle trips generated by the postsecondary educational institutional uses at 491 Post Street (ES-23) and a residential amenity at 1069 Pine Street (ES-16), traffic operating conditions in the vicinity have not been substantially altered by student housing uses at this AAU site or other AAU uses at nearby sites.



**Transit**

The AAU student housing use at ES-12 generates approximately three transit trips during the weekday PM peak hour including two trips in the inbound direction and one trip in the outbound direction. The low number of transit trips is primarily due to residential students utilizing AAU shuttles, including on weekends. Similar to 1153 Bush Street (ES-11), ES-12 is generally served by Muni bus routes 2-Clement, 3-Jackson, and 27-Bryant. These routes provide further connections to Muni rail service on Market Street. The nearest bus stop to ES-12 is located at the Bush Street/Leavenworth Street intersection for the 27-Bryant line, and it includes a shelter and signage with transit information (see Figure 8, Muni Transit Network for ES-10 through 14, ES-16, ES-17, ES-20, and ES-23, on p. 4-255). The AM, midday, and PM frequencies of these lines as well as the passenger load and capacity utilization at the maximum load point (MLP) during the PM peak hour are presented in Table 64. Information about other bus routes in the vicinity, most of which do not have bus stops near ES-12, is provided in Table 60 above in the discussion of 1153 Bush Street, ES-11.

**Table 64. 1080 Bush Street (ES-12) – Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines   | Route  | Frequency of Service (Minutes) |        |         | PM Peak Hour Capacity (Outbound) |                         |                                   |
|-------------|--|--------------------------------|--------|---------|----------------------------------|-------------------------|-----------------------------------|
|             |  | AM Peak                        | Midday | PM Peak | Peak Hour Load                   | MLP                     | PM Peak Hour Capacity Utilization |
| 2 – Clement | Clement and 14 <sup>th</sup> Ave to Ferry Plaza via Clement and Sutter             | 12                             | 20     | 12      | 240                              | Sutter St/<br>Powell St | 76%                               |
| 3 – Jackson | Presidio and California to Sansome and Sutter via Jackson, Fillmore, and Sutter    | 12                             | 12     | 12      | 185                              | Sutter St/<br>Taylor St | 58%                               |
| 27 – Bryant | Cesar Chavez and Mission to Van Ness via Bryant, 5 <sup>th</sup> , and Leavenworth | 15                             | 15     | 15      | 116                              | Harrison St/<br>8th     | 46%                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

The AAU student housing use at ES-12 generate three PM peak hour transit trips. As shown in Table 10, Muni Downtown Transit Screenlines – PM Peak Hour Demand, p. 3-30, this increased demand, even in combination with the 130 transit trips from other nearby AAU sites (1153 Bush Street [ES-11], 860 Sutter Street [ES-13], 817-831 Sutter Street [ES-14], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], 620 Sutter Street [ES-20], and 491 Post Street [ES-23]), has not made a substantial contribution to the existing transit service in the area. There is no shuttle stop provided at this site, thus the operation of the AAU shuttle service does not substantially conflict with the operation of transit vehicles.

### ***Shuttle***

The AAU student housing use at ES-12 generates approximately 39 shuttle riders during the PM peak hour including 18 riders in the inbound direction and 21 riders in the outbound direction. AAU shuttle Routes D, M, G, H, and Sutter Express currently run adjacent to the site on Bush Street, but no shuttle stop is provided at ES-12. Instead, students walk approximately 670 feet to the shuttle zone located in front of 860 Sutter Street (ES-13) to catch AAU shuttle bus routes (D, E, G, H, I, M and Sutter Express). Shuttle passengers likely walk to the shuttle stop at 860 Sutter Street (ES-13) via Leavenworth and Sutter streets. This shuttle stop was served by five shuttle bus routes (D, H, I, Q and R) in 2010. Route D operated every 20 minutes, Routes H and I each operated every 15 minutes, and Routes Q and R each operated every 30 minutes throughout the day. The total seating capacity for these five routes was 728 seats in the PM peak hour. Routes D, H, I, Q and R operated at 30, 63, 78, 29 and 18 percent capacity at the MLP, respectively, in 2010. During the shuttle peak hour, Routes D, H, I, Q and R operated at 64, 126, 130, 96 and 55 percent capacity, respectively at the MLP, with two routes (H and I) operating above the total seating capacity. MLPs occur at 860 Sutter Street on Route D, at 466 Townsend Street and on Route H, at 79 New Montgomery on Route I, at 1849 Van Ness Avenue on Route Q, and at 1916 Octavia Street on Route R. As of spring 2015, six regular and one express shuttle bus routes (D, E, G, H, I, M and Sutter Express) serve this stop. These routes operate with a total seating capacity of 505 in the PM peak hour, a 30 percent reduction in service.

A recommended Condition of Approval is suggested under 860 Sutter Street (ES-13) that would relocate the shuttle stop to 491 Post Street or an alternate location during the PM peak period.

### ***Pedestrian***

The AAU student housing use at ES-12 generates approximately 64 pedestrian trips, including 23 walking, three transit and 38 shuttle trips during the PM peak hour. Bush, Hyde, and Sutter streets are designated as High Injury Corridors under the City's Vision Zero Improvement Plan. Intersections near this AAU residential site have well-defined crosswalk markings, pavement delineations, and traffic lights. The Bush Street/Leavenworth Street and Bush Street/Jones Street intersections have pedestrian crossing signal heads. Sidewalks along Leavenworth Street, Bush Street, and Jones Street are approximately 13, 10, and 12 feet wide, respectively. There is no curb cut bordering the site. The primary pedestrian access to the site is from Bush Street through the gated doorway. Two secondary entries are provided along Bush Street for direct access to the interior sidewalk.

Pedestrian volumes were observed to be generally low to moderate in the vicinity of this site and pedestrians were observed to move freely in the sidewalk and crosswalk areas. There were no indications of overcrowding within the sidewalk areas, nor a considerable amount of pedestrians standing outside of the AAU site. Observations also noted no instances of pedestrian-vehicle conflicts at crosswalk locations.<sup>481</sup> The 64 pedestrian trips at ES-12, in combination with 654 pedestrian trips from nearby existing AAU sites (i.e., 1153 Bush Street [ES-11], 860 Sutter Street [ES-13], 817-831 Sutter Street [ES-14], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], 620 Sutter Street [ES-20], and 491 Post Street [ES-23]), add pedestrian volumes in the area, but given

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<sup>481</sup> Field observation was made by CHS on Thursday July 16, 2015 between 1:00 p.m. and 3:00 p.m.

that these are generated from eight different AAU sites, the ES-12 pedestrian trips and additional pedestrian trips are accommodated on the adjacent pedestrian facilities (10-foot-wide sidewalks along Bush Street).

### ***Bicycle***

The student housing use at ES-12 generates three bicycle trips including one trip in inbound and two trips in outbound direction during the PM peak hour. Bush Street is not a designated bicycle route. The nearest designated route, Route 16, is located on Sutter and Post streets. AAU reports there is no bicycle parking provided on site. The nearest Class II public bicycle racks are located across the street along the south side of Bush Street west of Jones Street. The site's three PM peak hour bicycle trips, even in combination with 23 PM peak hour bicycle trips from nearby AAU sites (i.e., 1153 Bush Street [ES-11], 860 Sutter Street [ES-13], 817-831 Sutter Street [ES-14], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], 620 Sutter Street [ES-20], and 491 Post Street [ES-23]), have not substantially affected the operation or capacity of bicycle facilities in the area. This site generates a bicycle parking demand of approximately nine spaces.<sup>482</sup> Pursuant to Planning Code Section 155.2, the 122-bed student housing use at ES-12 is required to provide 9 Class I bicycle parking spaces.<sup>483</sup> Therefore, a Condition of Approval related to additional bicycle parking is recommended below.

### ***Loading***

The AAU student housing use at ES-12 generates approximately one daily truck trip. This site does not have any off-street loading spaces. There is approximately 40 feet of on-street freight loading (yellow) space along the north side Bush Street west of Jones Street, approximately 300 feet east of the AAU site. The on-street yellow zone accommodates up to two van- or pickup-size vehicles or a medium-size truck.

Field observations of commercial loading activities were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015, and the existing yellow freight loading zone was occupied most of the time during the observation period due to general commercial loading activities associated with retail uses in the area. As discussed below, on-street parking spaces in the vicinity of this AAU site experiences moderate to high (73 to 81 percent) parking utilization during the midday period, and any delivery vehicles are required to find available parking, which could be more than one block away. Due to the low daily delivery activity related to the AAU student housing use at ES-12 during the weekday midday period as noted during site visit, loading demand could be accommodated in areas near this AAU site, and is not considered a substantial change to the loading activities in the vicinity.

Garbage collection at this site occurs on the north side of Bush Street, next to the entrance for the site. Trash receptacles are pulled from the interior sidewalk through a secondary entrance on Bush

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<sup>482</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate.

<sup>483</sup> Planning Code Section 155.2 requires that one Class I space is provide for every four beds. For buildings containing over 100 beds, 25 Class I spaces plus one Class I space are provided for every five beds over 100. Student housing shall provide 50 percent more spaces than would otherwise be required.

Street and are placed along the sidewalk at designated areas. Garbage collection for this site occurs every day in the early morning hours.

### ***Parking***

The AAU student housing use at ES-12 is not expected to generate a substantial amount of parking demand throughout the day because students are not permitted to park private vehicles at residential sites and AAU discourages students from bringing private vehicles into San Francisco.<sup>484</sup> The site does not provide any off-street parking spaces. Although the site has not resulted in an increase in parking demand, an on-street parking survey was conducted along streets adjacent to the site during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J. As presented in Table 60 above, under the 1153 Bush Street (ES-11) discussion, on-street parking occupancy in the general surrounding area bounded by Hyde Street to the west, Pine Street to the north, Powell Street to the east and Post Street to the south was observed to be moderate to high, averaging about 86 percent during the midday period. Parking occupancy in the immediate vicinity of this AAU site was 73 to 81 percent along Bush Street between Leavenworth and Jones Streets. The student housing use at this AAU site is not expected to have substantially altered parking conditions in the area.

### ***Emergency Vehicle Access***

San Francisco Fire Department Station #3 (1067 Post Street) is the closest station to the AAU site, approximately 0.4 mile west of the site. From the station, vehicles are able to access the AAU site via Polk and Bush streets and would be able to park along Bush Street.

### ***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, constraints on the AAU use of the 1080 Bush Street site include a lack of bicycle parking available at the site. To address this constraint, the following conditions are recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-12: TR-1, Class I Bicycle Parking.** AAU shall add 9 Class I bicycle parking spaces or in consultation with SFMTA shall add 9 Class II bicycle parking spaces along Bush Street. As an alternative, AAU may propose Bay Area Bike Share. Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).

### **Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The residential use at 1080 Bush Street (ES-12) is located on the north side of Bush Street between Jones and Leavenworth streets in the Nob Hill area. This AAU building has student housing with 42

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<sup>484</sup> Student FAQs, <http://www.academyart.edu/faqs/faqs-student>, accessed April 20, 2016.

residential units and 122 beds. There is no AAU shuttle stop provided at this site. In 2010, students catch shuttle buses on routes D, H, I, Q, and R along the frontage of the 860 Sutter Street site (ES-13), approximately 670 feet of walking distance from ES-12. As of 2015, AAU shuttle routes that serves ES-4 include D, E, G, H, I, M and Sutter Express. No vehicle trips are generated by ES-12; students use the AAU shuttle system, bicycles, and public transit<sup>485</sup> According to the San Francisco Transportation Noise Map,<sup>486</sup> the existing noise level near ES-12 from traffic along Bush Street was approximately 75 dBA  $L_{dn}$  in 2008, indicating a noisy commercial environment. Traffic-generated noise levels along Bush Street currently exceed the “satisfactory” level for a residential land use, according to the *San Francisco General Plan*.

AAU did not install or modify any existing rooftop mechanical equipment at ES-12. Since there are no new rooftop stationary sources at the site, there would have been no increase rooftop mechanical equipment noise that did not already exist prior to AAU occupation. In addition, the activities in the ES-12 building would have been and continue to be required to comply with the City’s Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-12 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-12.

The *General Plan* noise compatibility guidelines indicate that any new residential construction or development in areas with noise levels above 60 dBA  $L_{dn}$  should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. In areas where noise levels exceed 65 dBA  $L_{dn}$ , new residential construction or development is generally discouraged, but if it does proceed, a detailed analysis of noise reduction requirements must be done and needed noise insulation features included in the design. Tenant improvements at the ES-12 residential building may be subjected to the requirements contained in the California Noise Insulation Standards in Title 24, the California Building Code. The Building Code requires meeting an interior standard of 45 dBA  $L_{dn}$  in any habitable room where dwelling units are located in areas subject to noise levels greater than 60 dBA  $L_{dn}$ . In areas with noise levels above 70 dBA  $L_{dn}$ , more insulation than is typically provided with conventional construction may be needed. However, the proposed change in use from group-housing to group-housing for a post-secondary educational institution would not be considered a change from a non-noise sensitive use to a noise-sensitive use; therefore, the provisions of Title 24 would not apply.

### **Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions is found under the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (rooms) at ES-12, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been occupied in 1999, when the AAU occupied the building. Area sources were estimated based on a 122 “dwelling

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<sup>485</sup> CHS Consulting Group, *AAU ESTM Transportation Section Draft #1A*, January 2016.

<sup>486</sup> San Francisco Department of Public Health, *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

unit” “Mid-Rise Apartments” land use designation in CalEEMod, to be conservative, and mobile-source emissions were based on a daily vehicle trip rate of zero round trips per day. There is a heater boiler at ES-12. However, this boiler was installed prior to AAU occupation of ES-12 and was not included in the air quality analysis. There is an on-site heating steam boiler and a domestic hot water boiler at ES-12. Since CalEEMod only allows the user to model years 1990, 2000, and 2005, an operational year of 1990 was conservatively assumed for ES-12. Table 65 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) and 2.5 micrometers in diameter (PM<sub>2.5</sub>) from ES-12, which are all shown to be below the Bay Area Air Quality Management District’s (BAAQMD’s) daily and annual significance thresholds.

**Table 65. 1080 Bush Street (ES-12) Operational Emissions**

| Source                            | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|-----------------------------------|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|                                   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                              | 1.92                                    | 2.39            | 0.36             | 0.36              | 0.31                                    | 0.43            | 0.07             | 0.07              |
| Energy                            | <0.01                                   | 0.07            | <0.01            | <0.01             | <0.01                                   | 0.01            | <0.01            | <0.01             |
| Mobile                            | 0.00                                    | 0.00            | 0.00             | 0.00              | 0.00                                    | 0.00            | 0.00             | 0.00              |
| Total Emissions                   | 1.93                                    | 2.47            | 0.37             | 0.37              | 0.31                                    | 0.45            | 0.07             | 0.07              |
| BAAQMD Thresholds of Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                 | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; No<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-12 is not one of those sites; therefore, AAU occupation of ES-12 has not resulted in increased health risks for nearby sensitive receptors and has not exposed new sensitive receptors to increased health risks.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco’s ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City’s *Strategies to Address Greenhouse Gas Emissions*. San Francisco’s *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco’s GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state’s GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City’s GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-12 for the change in use and

associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Residential Energy Conservation Ordinance (San Francisco Housing Code Chapter 12), Residential Water Conservation Ordinance (San Francisco Building Code, Housing Code, Chapter 12A), and required bicycle parking infrastructure in accordance with Planning Code Section 155.1-155.4. Compliance with the Residential Water Conservation Ordinance and Residential Energy Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU's alterations at ES-12 would have produced minimal construction debris. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery Ordinance and CalGreen Section 5.504.4 would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-12: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 through 155.4.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use has been insubstantial.

### **Wind and Shadow**

The tenant improvements at ES-12 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-12.

### **Recreation**

As shown on Figure 4, p. 3-63, 1080 Bush Street (ES-12) is located within 0.25 mile of one San Francisco Recreation and Park Department (RPD) park: Collis P. Huntington Park. Huntington Park, located at California and Taylor streets, features a playground, landscaped areas, and the historic Flood Fountain.<sup>487</sup> Other publicly owned parks are within a 0.5-mile distance of ES-12, including Tenderloin Recreation Center, Chinese Recreation Center, and Union Square.

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<sup>487</sup> San Francisco Recreation and Parks, Collis P. Huntington Park. Available online at: <http://sfrecpark.org/destination/collis-p-huntington-park/>. Accessed on January 15, 2016.

As described in Population and Housing on p. 4-306, the capacity of ES-12 is 122 beds. The change in use from residential to student housing (group housing for a postsecondary educational institutional) at ES-12 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Huntington Park facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street (ES-20), 601 Brannan Street (ES-31), and other university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-12 receives water from the San Francisco Public Utilities Commission (SFPUC) water supply facilities. The site had water service and consumption associated with the previous residential land use prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use still would not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future uses.<sup>488</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-12. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Residential Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

#### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>489</sup> No substantial effect on wastewater has occurred from the change in use.

#### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use has incrementally increased solid waste generation at the site. Nevertheless, the site is subject

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<sup>488</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

<sup>489</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.



to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-12 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and is in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>490</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity to accommodate the site's and City's solid waste disposal needs.<sup>491</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

## **Public Services**

### ***Police***

ES-12 is located within the Central Police District of the San Francisco Police Department (SFPD). The Central District Police Station is located at 766 Vallejo Street, but the nearest police station is the Tenderloin Task Force Police Station at 301 Eddy Street. The district covers approximately 1.8 square miles with a daily population ranging from 75,000 to over 350,000 because of tourists, workforce/commuters, and shopping areas. In 2013 (the most recent data available), there were 666 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 5,830 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Central District.<sup>492</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of AAU students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

1080 Bush Street has a capacity of 122 beds (42 apartments and 15 group-housing rooms). The change in use from residential to student housing (group housing for a postsecondary educational institution) within an RM-4 Zoning District would likely represent a slight change in the population of the area, as the population density of student housing is likely more than the previous residential building. However, the change would not be substantial because the student housing capacity is limited by the space in the building (42 apartments). Therefore, the change in use would have resulted in minimal additional police protection demand. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-12.

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<sup>490</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>491</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>492</sup> San Francisco Police Department, Annual Report 2013, p. 114. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

### ***Fire and Emergency Services***

ES-12 is located within 1,700 feet of Fire Station No. 3 (1067 Post Street) and Fire Station No. 41 (1325 Leavenworth Street). Fire Station No. 41 consists of a single fire engine.<sup>493</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFFD.

In 2011, Fire Station No. 3 responded to 3,286 non-emergency calls with an average response time of 8:03 minutes, with 90 percent of non-emergency calls responded to in under 14:26 minutes. Fire Station No. 3 responded to 6,981 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:16 minutes. In 2011, Fire Station No. 41 responded to 448 non-emergency calls with an average response time of 7:27 minutes, with 90 percent of non-emergency calls responded to in under 14:08 minutes. Fire Station No. 41 responded to 1,796 emergency calls with an average response time of 2:57 minutes, with 90 percent of emergency calls responded to in under 4:06 minutes.<sup>494</sup>

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within 5 minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-12 meet the Citywide emergency transport goals.

As described above on p. 4-306, the change in use from residential to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the population of the area. Therefore, additional fire and emergency protection demand would be minimal. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred as a result of the change in use at ES-12.

### ***Libraries***

The nearest public library to ES-12 is the Chinatown Branch Library. Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

As described above on p. 4-306, the change in use from residential to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the population of the area. The change in population, if any, would be minimal compared to the service population for the Chinatown Branch and Main Libraries. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-12.

### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

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<sup>493</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

<sup>494</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.

The previous use as a residential building could have contributed to the school-aged population of nearby schools. Presumably the change in use to student housing (group housing for a postsecondary educational institution) would reduce the school-aged population of nearby schools, because AAU students are mainly unmarried and without children. In addition, AAU does not offer family housing.<sup>495</sup> The reduction in the school-aged population, if any, would be minimal. For the reasons stated above, no effect on schools has occurred as a result of the change in use at ES-12.

### **Biological Resources**

ES-12 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-12. ES-12 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-12.

### **Geology and Soils**

ES-12 is underlain by a variable thickness of artificial fill that overlays well-sorted, fine- to medium-grained dune sands. The dune sands of San Francisco once formed an extensive coastal system, underlying about one-third of the City. The dune sand is typically highly permeable and overlays bedrock. At the property and immediate vicinity, on top of the dune sand is likely fill that could include debris from the 1906 Earthquake and Fire. Groundwater is approximately 16 to 36 feet below ground surface and flows south and southeast, corresponding to surface topography.<sup>496</sup> Because building alterations undertaken by AAU were primarily interior and limited to minor exterior modifications, no change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground-shaking from earthquakes. Ground-shaking intensity at ES-12 would be very strong during a 7.2-magnitude earthquake and would be strong during a 6.5-magnitude earthquake originating from the San Andrea Fault and Hayward Fault, respectively.<sup>497,498</sup> ES-12 is not located within a liquefaction zone.<sup>499</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in

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<sup>495</sup> Academy of Art University, Student FAQs, October 2015. Available at <http://www.academyart.edu/content/aau/en/faqs/faqs-student.html>. Accessed on October 29, 2015.

<sup>496</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1080 Bush Street, March 2003.

<sup>497</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>498</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>499</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Seismic Hazards Zone San Francisco 2012, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

compliance with San Francisco Building Code regulations, are at an increased risk of structural failure. ES-12 is a brick building that underwent seismic upgrading in 1998 by a previous owner.<sup>500</sup> Although the building could remain vulnerable during an earthquake, the building alterations completed after the change in use to student housing (group housing for a postsecondary educational institution) would not alter the building's performance during a ground-shaking event.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-12 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., installation of signage, remodeling and renovating apartments, and re-roofing). Regardless, wastewater and stormwater associated with the change in use at ES-12 and subsequent building alterations would have flowed into the City's combined stormwater and sewer system and were treated to standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City's combined sewer system.

ES-12 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency (FEMA). The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>501</sup> ES-12 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-12.

### **Hazards and Hazardous Materials**

The Phase I Environmental Site Assessment (ESA) prepared for ES-12 did not identify the presence of underground storage tanks (USTs) or significant historic use of hazardous materials, although the site was used for industrial and warehousing purposes.<sup>502</sup> Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth movement; thus, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1913, suggests that asbestos-containing materials (ACMs), lead-based paint, and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Suspected ACMs were observed during the site visit for the ESA. In addition, fluorescent

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<sup>500</sup> Permit #9816291 (Seismic upgrades, UMB).

<sup>501</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

<sup>502</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1080 Bush Street, March 2003.

lights, which may contain small quantities of PCBs if they were manufactured before 1978, were present throughout the building, although there is no evidence of damage or leaks. No peeling paint was detected.<sup>503</sup> Asbestos was removed from the building in accordance with state and federal laws and regulations in 2012.<sup>504</sup> Therefore, effects from these hazardous materials would have been negligible.

ES-12 is a student housing building with a manager's office, laundry room, and recreation room. Hazardous materials that are used, stored, and disposed of at ES-12 include commercial household-style consumer products, such as cleaners, disinfectants, and chemical agents. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Use of these materials generates household-type hazardous waste, which does not result in substantial adverse effects.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral recovery sites as a result of the change in use of ES-12.

Tenant improvements at ES-12 associated with the conversion of apartment space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with all the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, p. 4-322 – 4-323. The GHG Compliance Checklist includes the City's Commercial Water Conservation Ordinance, which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>505</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-12, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at nearby 860 Sutter Street (ES-13). This reduces the number of trips by private car that could occur and, consequently, the amount of fuel that could be consumed.

For all of these reasons, the change in use at ES-12 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-12 has not had a substantial effect on mineral and energy resources.

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<sup>503</sup> Geologica, Inc., Phase I Environmental Site Assessment for 1080 Bush Street, March 2003.

<sup>504</sup> Bluewater Environmental Services, Uniform Hazardous Waste Manifest, EPA Form 8700-22, January 25, 2012.

<sup>505</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 1080 Bush Street, March 4, 2016.

### **Agricultural and Forest Resources**

ES-12 is designated “Urban and Built-up Land” by the California Department of Conservation’s Farmland Mapping and Monitoring Program.<sup>506</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use at ES-12 has had no substantial effects on agriculture or forest resources.

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<sup>506</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.

#### **4.2.12. 860 Sutter Street (ES-13)**

##### **Property Information**

The 860 Sutter Street existing site (ES-13) site is a 35,292-square-foot, six-story building located on Sutter Street between Jones and Leavenworth streets, in the Downtown/Civic Center neighborhood (Photographs 69–72). Figure 11, ES-13 and ES-14: 860 and 817-831 Sutter St – Existing Condition, in Appendix TDM, shows the site and surrounding streets. The site is Lot 006 in Assessor’s Block 0281. The 89 group-housing rooms in the residential building have a capacity of approximately 184 beds.

Prior to Academy of Art University (AAU) occupation in 2003, 860 Sutter Street was used as an 89-room tourist and residential hotel then known as Beresford Manor, with 50 group-housing rooms (residential hotel rooms pursuant to the Residential Hotel Conversion Ordinance) and 39 tourist hotel rooms. AAU converted the property in 2003 to student housing (group housing for a postsecondary educational institution) and refers to ES-13 as the “International House.” Two permanent residents (nonstudents) currently occupy two of the rooms. Common areas include a recreation room, a manager’s office, a laundry room, and a café.<sup>507</sup> This site includes a 47-foot-long shuttle stop along its frontage on Sutter Street that serves seven shuttle routes (D, E, G, H, I, M, and Sutter Express).

The site is in an RC-4 (Residential – Commercial – Combined, High-Density) Zoning District, which allows high-density residential uses, senior housing, group housing including single-room occupancy and student housing, retail uses on the first and second floors only, institutional uses and hotels with a conditional use (CU) authorization, and entertainment and arts uses, among others. The height and bulk district on either side of Sutter Street near ES-13 is 80-A.

##### ***Tenant Improvements and Renovations***

AAU has made exterior tenant improvements to 860 Sutter Street since it occupied the building in 2003, including installing handrails at the primary entrance (south façade) of the building in 2006, re-roofing and replacing existing windows in 2010, installing security cameras with exterior wiring attached to the south façade of the building, removing a wall sign and signage from the canopy in 2013, installing a fire suppression system in the kitchen in 2014. The signs were installed without permits; all signage was removed in 2011 and 2013.<sup>508</sup> AAU replaced the canvas on the canopy, and windows on the second through fifth floor, without building permits.<sup>509</sup>

##### ***Required Project Approvals***

The change in use from a residential (50 rooms) and tourist hotel (39 rooms) to student housing (group housing for a postsecondary educational institution) will require a CU authorization under San Francisco Planning Code (Planning Code) Sections 209.3 and 303; conversion of the 50

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<sup>507</sup> 2011 IMP, p. 100.

<sup>508</sup> Building Permits obtained for the improvements and renovations at ES-13 are: BPA #201401216709 (fire suppression system), #201301248683 (wall and canopy sign removal), #201009130696 (replace windows, permit never issued), #201008108454 (reroofing), and #200607287952 (install handrails).

<sup>509</sup> Academy of Art University, Memorandum to SWCA: Alteration Chronologies, February 2, 2016.



**Photograph 69. 860 Sutter Street (ES-13).**



**Photograph 70. Mid-block Sutter Street, facing southeast, toward 817–831 Sutter Street (ES-14).**



**Photograph 71. Mid-block Sutter Street, facing northwest.**



**Photograph 72. Passengers boarding shuttle at 860 Sutter Street.**



residential hotel rooms to student housing (group housing for a postsecondary educational institution) will require a legislative amendment to Planning Code Section 317(f)(1), the Student Housing Legislation, to allow for conversion of residential units to student housing; and the change in use will require a building permit under Planning Code Section 171. Any unpermitted alterations would require a building permit that would be subject to historic preservation design review.

### **Plans and Policies and Land Use**

ES-13 is located in the Downtown/Civic Center neighborhood. In the immediate vicinity of ES-13 is a mixture of uses including commercial, residential, and institution (church). Although there are a mixture of uses, the block is predominantly characterized by multi-family apartments with some supporting ground-floor commercial uses. AAU occupies one other building on the block at 817–831 Sutter Street (ES-14), across the street and east of ES-13. The surrounding buildings on the subject block range from one to six stories. A nine-story residential building is currently under construction directly across the street from ES-13. The ES-13 building was built in 1913, is six stories, and was originally known as the Reich Hotel Building.

Sutter Street is a three-lane, one-way westbound street with one dedicated bus-only lane. Metered parking is permitted on both sides of Sutter Street with interspersed freight and passenger loading zones and a bus stop at the northwest corner of Sutter and Mason streets. Parking is also located at a parking structure mid-block on the north side of Sutter Street.

ES-13 is located in the Lower Nob Hill Apartment Hotel National Register Historic District, which has a high concentration of residential and ground-floor retail/commercial uses. The Lower Nob Hill Apartment Hotel District consists of mainly three- to seven-story multi-unit residential buildings that were constructed between 1906 and 1925, giving them a remarkable consistency in style. ES-13 is constructed with gothic revival details, was originally used as a residential hotel, and is a contributing resource to the Lower Nob Hill Apartment Hotel District.

The zoning near ES-13 is RC-4 (Residential – Commercial – Combined, High-Density). RC-4 Zoning Districts are intended to provide high-density housing with supporting commercial uses. ES-13 is not located in a Special Use District. The height and bulk district on either side of Sutter Street near ES-13 is 80-A.

As noted above, use of ES-13 has been changed by AAU from a tourist and residential hotel to student housing (group housing for a postsecondary educational institution) use with a recreation room and a café. The change in use of the existing structure involved limited exterior alterations described above under Tenant Improvements and Renovations. The change in use of the site from a tourist and residential hotel to student housing (group housing for a postsecondary educational institution) is compatible with the primarily residential use in the RC-4 Zoning District. However, the change in use would intensify AAU's presence in the vicinity, as two AAU buildings are located on the same street (817–831 Sutter Street). Four other AAU buildings are located two blocks to the east at 620, 625, 655, and 680 Sutter Street. Another AAU building is located at 740 Taylor Street, around the corner from the buildings in the 600 block of Sutter Street. The intensification of AAU uses in the vicinity could change the character of the neighborhood and introduce new patterns of use at the site (i.e., student populations would replace hotel guests and/or longer-term residents). The

change in use would not be incompatible with existing uses in the vicinity, as group housing is typical of the urban area in which ES-13 is located.

The change in use of the site from residential to student housing (group housing for a postsecondary educational institution) would conflict with the Planning Code because it would require a legislative amendment for conversion of residential units to student housing. The legislative amendment could be inconsistent with General Plan policies relating to displacement of affordable housing or residential hotel uses and policies to avoid conversion of such affordable housing uses.

ES-13 would also require a building permit pursuant to Planning Code Section 171 and a legislative amendment to Planning Code Section 317(f)(1), Student Housing Legislation, because the change in use would convert residential units to student housing. Therefore the ES-13 uses would not conflict with any applicable land use plans, policy, or regulation adopted for the purpose of avoiding or mitigating environmental affects, and the uses as ES-13 would not result in any substantial effects on the environment.

## **Population and Housing**

### ***Population***

Please refer to Section 3.3.2, Population and Housing, for the discussion of the combined population from AAU on-site student population and faculty/staff figures.

The capacity of ES-13 is 184 beds (89 group-housing rooms). The change in use from a tourist hotel and group housing to student housing (group housing for a postsecondary educational institution) would have minimally changed the daytime population of the building because the previous use, as a tourist and residential hotel, would have had a comparable capacity. However, student residents denote a more permanent change to population compared to tourists, or even residential hotel tenants that typically reside for short periods of time (e.g., 1 week).<sup>510</sup> It is expected that some students would become permanent residents of the City. Conservatively presuming that ES-13 was unoccupied prior to AAU use and that all occupants were also new residents of San Francisco, the change in population would be insubstantial, as it would represent less than 1 percent of the overall population of San Francisco (829,072).<sup>511</sup>

Given the close proximity of other AAU student housing locations at 620, 655, 680, and 817–831 Sutter Street, the neighborhood population of AAU students is relatively high (approximately 768 student residents) on Sutter Street, between Leavenworth and Mason streets. An AAU building with classrooms and labs/studios is also located at 625 Sutter Street. The student population would be typical of a vibrant urban neighborhood with a mixture of populations and uses.

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<sup>510</sup> Fribourg, Aimee. *San Francisco's Single-Room Occupancy (SRO) Hotels: A Strategic Assessment of Residents and Their Human Service Needs: A Study Conducted for the San Francisco Human Services Agency (SF-HSA), San Francisco, California*, p. 33, Spring 2009. Available online at <http://www.sfhhsa.org/asset/reportsdataresources/sfsrohotelsanalysis.pdf>. Accessed on November 10, 2015.

<sup>511</sup> U.S. Census Bureau, 2009-2014 5-Year American Community Survey 5- Year Estimates, San Francisco County, Selected Housing Characteristics. Available online at <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>. Accessed February 2, 2016.

The site is located within a Priority Development Area (PDA) identified in *Plan Bay Area*.<sup>512</sup> PDAs are areas identified for housing and population growth because of their amenities, services, pedestrian-friendly environment, and transit.<sup>513</sup> Although AAU's change in use would not support new development, its induced population growth, although minimal, would be supported by sustainable City center characteristics (e.g., public transportation and walkability). No substantial effect on population has occurred from the change in use at ES-13.

### ***Housing***

Please refer to Section 3.3.2, Population and Housing, for housing characteristics of San Francisco and AAU. The housing demand created by ES-13 and all existing sites is discussed under the combined housing discussion, pp. 3-15 – 3-18.

The change in use at ES-13 from a tourist and residential hotel to student housing (group housing for a postsecondary educational institution) has incrementally intensified housing demand created by AAU students and faculty/staff, as group-housing units were converted to student housing and these units were removed from the housing market. The change of use at ES-13 could have resulted in displacement of people and existing housing units; however, the previous use as 50 group-housing rooms would not establish the need to construct replacement housing elsewhere. If AAU housing was not offered, students would seek private housing within various areas of the City or around the Bay Area. Private housing likely would not have the density that student housing provides (average of 280 square feet per resident). However, conversion of rental units is not consistent with the San Francisco General Plan Housing Element Policy 3.1., intended to preserve rental units, especially rent controlled units, to meet the City's affordable housing needs. ES-13 provides 184 beds of the 1,810 beds that AAU provides for students and supplements some housing demand created by AAU.

Due to the conversion of group-housing units, the change in use is subject to Planning Code Section 317(b)(1), which indicates that the change of occupancy from a dwelling unit, group housing, or single-room occupancy (SRO) to student housing is considered a conversion of a residential unit. Planning Code Section 317 (f)(1) prohibits the conversion of a residential unit to student housing. The intent of the Student Housing Legislation is to preserve rent-controlled housing and permanently affordable residential hotels and single-room occupancy units.

### **Aesthetics**

ES-13 is located in the Downtown/Civic Center neighborhood and is one block south of the Nob Hill neighborhood. This part of the Downtown/Civic Center neighborhood is often called "Lower Nob Hill." The building is eight narrow bays wide with an elaborate steel parapet with keyhole openings at the top of the building. The building is a unique example of a Gothic Revival-designed hotel in Lower Nob Hill and is a contributor to the Lower Nob Hill Apartment Hotel National Register Historic District. It has a decorative main entry with marble steps and glass and wood doors.

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<sup>512</sup> ABAG, *Plan Bay Area*, Priority Development Area Showcase. Available online at <http://gis.abag.ca.gov/website/PDAShowcase/>. Accessed on November 10, 2015.

<sup>513</sup> ABAG, *Plan Bay Area*, p. 2, July 18, 2013. Available online at [http://files.mtc.ca.gov/pdf/Plan\\_Bay\\_Area\\_FINAL/Plan\\_Bay\\_Area.pdf](http://files.mtc.ca.gov/pdf/Plan_Bay_Area_FINAL/Plan_Bay_Area.pdf). Accessed on November 10, 2015.

The Lower Nob Hill Apartment Hotel National Register Historic District has a high concentration of residential and ground-floor retail/commercial uses. The historic district consists mainly of three- to seven-story multi-unit residential buildings that were constructed between 1906 and 1925, giving them a remarkable consistency in style. Most buildings have visible fire escapes in the front of the building.

The topography is sloped down toward the Financial District and Bay to the east, and sloped up toward the top of Nob Hill to the north. Due to the urban character of the neighborhood, adjacent and nearby streets contain a high volume of traffic at almost all times of the day and week. The density of development and activity generates a substantial amount of pedestrian and vehicular traffic that adds to the visual character of the area.

The surrounding area contains mainly mid-rise buildings encompassing residential functions. The architecture on the subject block is very similar and consists of historic apartment buildings that are part of the larger Lower Nob Hill Apartment Hotel National Register Historic District. In general, buildings extend to the sidewalk and are similar in size and scale. Some buildings have ground-floor retail, whereas others are solely residential use throughout.

The change in use at ES-13 has caused no substantial visual changes to the building or neighborhood. AAU signage that was previously on the canopy has been removed. AAU replaced the upper story windows, changing the historic integrity of the building, as discussed in the Historical Architectural Resources section below, but these alterations did not result in major aesthetic changes to the building in its neighborhood context. The added security cameras and upgraded exterior lighting are the only alterations that are indicative of AAU use. Therefore, no substantial changes to aesthetics have occurred from the change in use.

## **Cultural and Paleontological Resources**

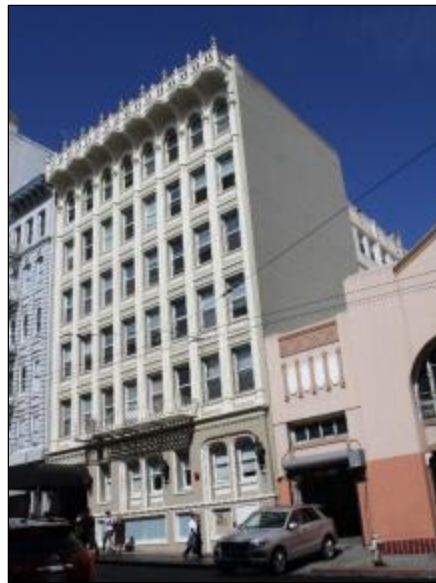
### ***Historic Architectural Resources***

#### **Building Description**

The mid-rise building at 860 Sutter Street (ES-13) was constructed in 1913 as a hotel. The building has a T-shape plan and is set flush to the sidewalk on a rectangular, sloped lot. Constructed in the Gothic Revival style, it features a symmetrical design and a bipartite façade composed of an articulated ground floor and upper stories. The six-story building is capped with a flat roof and an elaborate projecting steel cornice and parapet accented by keyhole openings and octagonal sheet metal columns with finials. A recessed decorative entryway with wood doors featuring Gothic glass details and marble stairs is located in the western corner of the primary elevation and provides access to the interior. Rectangular and rounded windows with articulated ornamental surrounds are located on the first story with recessed square and rectangular windows below providing light to the basement. A short, secondary door is located on the eastern side of the elevation and leads to a walkway along the eastern side of the lot. Above the first floor the fenestration pattern consists of narrow vertical bays with rectangular and arched upper windows recessed in the wall plane and paneled spandrels. Vertical piers separate the rows of upper-level windows with window types including wood and replacement vinyl double-hung windows and fixed glass windows. A central fire escape is located on the primary elevation.

Secondary elevations are visible on the east from a narrow walkway and on the north from a small open area located between the adjacent buildings. On the ground floor of the eastern elevation is the kitchen, visible through large rectangular windows and accessed through multiple single doors. Above the ground floor, the fenestration pattern established on the primary elevation continues on the eastern elevation. On the north elevation, horizontal bands of evenly spaced windows are located on the upper stories. A second fire escape is centered on the north elevation. Horizontal seismic bracing supports join the north elevation of the structure to the rear wall on the property. Board from concrete is visible on the north elevation. There are awning windows on the first floor of the eastern elevation and horizontal bands of vinyl double-hung windows on upper stories of the east and north elevations.

The main entry leads to a lobby featuring decorative wainscot, metal radiators, wood flooring, and light fixtures. The lobby opens to an elevator with porthole-style elevator doors, a communal space, and hallways leading toward the residential areas. Original paneled wood doors and trim and transoms windows or panels are featured throughout the interior spaces. The basement has an open plan dining area that features decorative columns, trim, and wainscoting (for representative photographs refer to Photographs 73–75).



**Photograph 73. 860 Sutter Street.**



**Photograph 74. 860 Sutter Street, close up of the upper story windows and projecting parapet on the primary elevation.**



**Photograph 75. Interior lobby of subject property.**

### Site History

Gustave Albert Lansburgh designed the hotel at 860 Sutter Street in 1913 for A. Eisenberg. According to the *San Francisco Chronicle* article, published 20 December 1913:

The hotel will be equipped with all modern conveniences and it will have a dining-room, kitchen, parlor and reception hall. When completed it will represent an investment of between \$75,000 and \$80,000. The front design is in Gothic and treated in cement and metal. G. Albert Lansburgh, the architect, expects to have the building finished within the next four months. He has planned a high interior finish, as the hotel is intended for a high class of tenants.<sup>514</sup>

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<sup>514</sup> San Francisco Chronicle, Contracts Let for Three Hotels, December 20, 1913.

Born in Panama, Lansburgh (1876–1969) migrated to San Francisco with his family as a child. He studied at University of California, Berkeley under Julia Morgan and Bernard Maybeck. Lansburgh worked under Maybeck and Julius E. Drafft before leaving to study at the *École des Beaux-Arts* in Paris.<sup>515</sup> After returning to San Francisco in 1906, Lansburgh partnered with Bernard Julius Joseph for 2 years before opening his own office. Lansburgh designed a number of houses in San Francisco, however he became known as a theater and stadium architect. Notable projects include 2201 Broadway (residence, 1914), 982 Market Street (The Warfield, 1921–1922), 1 Taylor Street (Golden Gate Theater, 1922) and 3052 Pacific Avenue (residence, 1924).

Adolph Eisenberg, a wholesale jeweler, owned A. Eisenberg and Co with his son, Alfred (d. 1918).<sup>516</sup> Upon Eisenberg's death in early 1926, the hotel was transferred to his granddaughter, Margot Eisenberg, as part of an estate settlement. Margot Eisenberg retained ownership of the hotel through 1957. By 1973 Henry Davis was listed as the owner.

According to building permits, ownership of the property changed several times during the 1980s. In 1984, Sutter Street Partners was listed as the owner and Hotel Beyes Ford Manor in 1987. As of 1989, the Beresford Corporation owned the hotel and retained ownership until AAU occupied the hotel in 2003.

#### California Register of Historical Resources Evaluation

860 Sutter Street is a contributor to the National Register of Historic Places (NRHP)-listed historic district, Lower Nob Hill Apartment Hotel Historic District, and therefore is a historical resource under the California Environmental Quality Act (CEQA).

In addition to being listed on the NRHP, 860 Sutter Street appears eligible for the California Register of Historical Resources (CRHR) under Criterion 1, as an embodiment of multi-family residential/hotel development in the Nob Hill neighborhood during the post-1906 Earthquake and Fire Reconstruction period. The property is also eligible for the CRHR under Criterion 3, as a distinctive example of a multi-family residential/hotel building with unique Gothic Revival-style details in the Nob Hill neighborhood.

In addition to meeting the applicable eligibility criteria, a property must retain historic integrity, which is defined in National Register Bulletin 15 as the “ability of a property to convey its significance.”<sup>517</sup> In order to assess integrity, the National Park Service recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven aspects: Location, Design, Setting, Materials, Workmanship, Feeling, and Association (each aspect is defined in National Register Bulletin 15).

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<sup>515</sup> David Parry, “Gustave Albert Lansburgh, Architect,” *Encyclopedia of San Francisco*, San Francisco Museum and Historical Society, 2001.

<sup>516</sup> Crocker Langley San Francisco Directory, 1911; “9-Year-Old Girl Given Big Estate,” *San Francisco Chronicle*, 3 February 1926.

<sup>517</sup> National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*, National Register Branch, 1990.

860 Sutter Street retains integrity and remains eligible as a contributor to the NRHP historic district and a CRHR-eligible historical resource. The period of significance is 1913 to 1940, with the end date corresponding with end of the historic district's period of significance.

### Character-Defining Features Summary

#### *Exterior*

- Scale and massing: mid-rise, T-shaped plan, flush with sidewalk
- Flat roof
- Elaborate projecting steel parapet with keyhole openings, and octagonal sheet metal columns with pinnacles at top
- Three-part vertical design composition, with distinctive stylistic treatments for ground, middle, and upper stories
- Fenestration pattern consisting of narrow vertical bays with arched upper windows and paneled spandrels
- Vertical piers separating rows of upper-level windows
- Articulated ornamental window surrounds on first floor
- Original wood frame and sash single-hung windows on ground floor and upper stories
- Decorative entryway with glass and wood doors and marble steps
- Fire escape (south and north elevations)

#### *Interior*

- Spatial arrangement and circulation; double-loaded corridors
- Staircase and curved step and railings
- Main lobby, communal space, and associated decorative features (including wainscot)
- Original paneled wood doors and trim, some with transoms
- Original porthole-style elevator doors
- Applied ornamental features, including on ceilings, walls, floors, and light features
- Wood floor in lobby
- Metal radiators in lobby
- Open-plan basement-level room (originally appears to have served as a cafeteria), with decorative columns, trim, and wainscoting

### Secretary of the Interior's Standards Analysis

This section presents a description and analysis of all known alterations completed by AAU on character-defining features and spaces for compliance with the *Secretary's Standards for Rehabilitation*. The analysis includes the applicable Standards for Rehabilitation for each given project. See Appendix HR for a table presenting an analysis of the AAU alterations and their compliance with each of the Secretary's Standards.



**Rehabilitation Standard No. 1:** *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

**Security Cameras:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Awning Cover:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Window Replacements:** The project does not involve a change in use that resulted in major changes to distinctive materials, features, spaces, and spatial relationships, and therefore complies with Rehabilitation Standard No. 1.

**Rehabilitation Standard No. 2:** *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize the property will be avoided.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 2. The security cameras are minimal in scale and appearance and do not obscure or damage distinctive character-defining features.

**Awning Cover:** The project complies with Rehabilitation Standard No. 2. The current steel-tube frame for the awning was installed in 1987 by a previous occupant (Permit 871344); this replaced an earlier awning cover. Although the decorative entryway is considered character defining, the ornament is within the recessed space and does not extend to the surrounds. Therefore, the current awning cover does not obscure character-defining features.

**Window Replacements:** The project does not comply with Rehabilitation Standard No. 2. Historic photographs indicate that original windows featured wood frames. These original windows were removed and replaced with new windows that differ in appearance and materials.

**Rehabilitation Standard No. 3:** *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historical properties, will not be undertaken.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 3. The security cameras are clearly modern and do not result in a false sense of historical development.

**Awning Cover:** Rehabilitation Standard No. 3 is not applicable to this project.

**Window Replacements:** The project does not comply with Rehabilitation Standard No. 3. Historic photographs indicate that the original windows on the primary and secondary elevations were wood frame.

**Rehabilitation Standard No. 5:** *Distinctive materials, features, finishes and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 5. The installation of the security cameras resulted in minimal damage to historic wall materials, and the property retains the distinctive materials, features, and finishes that convey its historical significance.

**Awning Cover:** The project complies with Rehabilitation Standard No. 5. The previous awning cover that the current project replaced was installed after 1987 and was not considered character defining.

**Window Replacements:** The project does not comply with Rehabilitation Standard No. 5. The project involved the removal of original windows, which were examples of the distinctive materials, features, and craftsmanship that characterized the property.

**Rehabilitation Standard No. 6:** *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.*

**Window Replacements:** The project does not comply with Rehabilitation Standard No. 6. Rather than retaining and repairing character-defining windows, the original windows were removed and replaced with vinyl windows.

**Rehabilitation Standard No. 9:** *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and environment.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 9. The security cameras are generally compatible in scale and appearance, they do not obscure character-defining features, and they are clearly differentiated from the features that characterize the building.

**Awning Cover:** The project complies with Rehabilitation Standard No. 9. The project replaced a non-character-feature and does not obscure character-defining features.

**Window Replacements:** The project does not comply with Rehabilitation Standard No. 9. Historic photographs indicate that the original windows on the primary and secondary elevations were wood-framed windows. The project involved the removal of original windows, which were examples of the distinctive materials and craftsmanship that characterized the property.

**Rehabilitation Standard No. 10:** *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

**Security Cameras:** The project complies with Rehabilitation Standard No. 10. The security cameras are generally compatible in scale and appearance, they do not obscure character-defining features, and their removal would not result in any impairment to the building.

**Awning Cover:** The project complies with Rehabilitation Standard No. 10. The awning covers and framing they sheath could be removed at a future date with no impairment to the building.

**Window Replacements:** The project complies with Rehabilitation Standard No. 10. Although the project resulted in the removal of original windows, the openings are intact and the essential form of the property has not been impaired by the installation of the vinyl windows.

### Conclusion

The following recommended Condition of Approval is suggested to facilitate bringing the building at 860 Sutter Street (ES-13) into compliance with the Secretary of the Interior's Standards.

### **Recommended Condition of Approval, ES-13: HR-1, Remove and Replace Vinyl Windows.**

Non-original vinyl windows shall be removed using the gentlest means possible to minimize damage to surrounding surface and materials. Using documentary evidence, new windows shall be installed to match historic fenestration in terms of configuration, function, muntin patterns, profile, and thickness of frames.

### ***Archaeology and Paleontology***

Building alterations at ES-13 were limited to interior improvements or minor exterior non-structural alterations that did not involve ground-disturbing activities. Due to the fact that the alterations were limited to the interior of the building, no effects on archaeological and paleontological resources have occurred.

### **Transportation and Circulation**

ES-13 is located on the north side of Sutter Street, approximately mid-block between Jones and Leavenworth streets in the Lower Nob Hill area. The last registered use in the approximate 35,292-square-foot, six-story building, built in 1913, was an 89-room tourist and residential hotel. Since 2003, AAU has used the space for student housing with 89 group-housing rooms and a total of 184 beds.

No vehicle or bicycle parking is provided on-site. There are two entries to the building along Sutter Street, including one main entry and one secondary entry for direct access to the interior sidewalk. There is a 47-foot-long white zone along the frontage of this site, which is used as a shuttle stop currently serving seven shuttle bus routes (D, E, G, H, I, M, and Sutter Express). This zone also serves nearby AAU residential buildings such as 1153 Bush Street (ES-11), 1080 Bush Street (ES-12), 817-831 Sutter Street (ES-14), and 1055 Pine Street (ES-16).

As shown in Table 9, Existing Sites PM Peak Hour Person and Vehicle Trips by Mode, p. 3-27, the student housing use at ES-13 generates approximately 103 person trips (48 inbound trips and 55 outbound trips) and no vehicle trips during the weekday PM peak hour.

### ***Traffic***

ES-13 is served by Sutter Street, Post Street, Bush Street, Leavenworth Street, and Jones Street. There are eight AAU sites clustered in the lower Nob Hill and Downtown/Civic Center neighborhoods, along Pine, Bush, Sutter, and Post streets: two sites along Pine Street (1055 Pine Street [ES-17], 1069 Pine Street [ES-16]), two sites along Bush Street (1080 Bush Street [ES-12], and 1153 Bush Street [ES-11]), three sites along Sutter Street (620 Sutter Street [ES-20], 817-831 Sutter Street [ES-14], and 860 Sutter Street [ES-13]), and one site along Post Street (491 Post Street

[ES-23]). These roadways are discussed in more detail under 1053 Bush Street (ES-11) and 1080 Bush Street (ES-12). The characteristics of the streets immediately adjacent to ES-13 are summarized here. Transit and shuttle traffic is further addressed below under the Transit and Shuttle sections.

**Bush Street** is an east-west downtown residential/commercial throughway street that runs between Presidio Avenue and Market Street. It is the eastbound direction of a one-way couplet with Pine Street. In the vicinity of this AAU site, Bush Street has three eastbound lanes (four in the morning peak period) and metered parking on both sides of the street. The parking lane along the north curb turns into a vehicle travel lane during the AM peak period between 7:00 a.m. and 9:00 a.m., increasing the total number of travel lanes to three during this period. The *San Francisco General Plan* classifies Bush Street as a Major Arterial in the CMP Network. Bush Street is designated as a High Injury Corridor in the City's Vision Zero network.

**Leavenworth Street** is a north-south downtown residential street that runs between Fisherman's Wharf and McAllister Street. In the vicinity of this AAU site, Leavenworth Street has two northbound lanes and unmetered (2-hour time-limited) parking on both sides of the street. The *San Francisco General Plan* classifies Leavenworth Street as a Secondary Arterial in the CMP Network. Leavenworth Street south of Sutter Street is designated as a High Injury Corridor in the City's Vision Zero network.

**Jones Street** is a north-south street that runs between Jefferson Street and Market Street. In the vicinity of the AAU sites, Jones Street has three southbound lanes and metered parking on both sides of the street.

**Sutter Street** is an east-west downtown residential/commercial throughway street that runs between Presidio Avenue and Battery Street. In the vicinity of the AAU sites, Sutter Street has two westbound vehicle lanes, a westbound transit-only lane and metered parking on both sides of the street. The parking lane along the north side of the street converts into a travel lane during the PM peak period between 4:00 p.m. and 6:00 pm., increasing the total number of travel lanes to three during this period. The *San Francisco General Plan* classifies Sutter Street as a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Sutter Street is designated as a High Injury Corridor in the City's Vision Zero network.

**Post Street** is an east-west downtown residential street that runs between Presidio Avenue and Market Street. In the vicinity of this AAU site, Post Street has two eastbound vehicle lanes, one transit-only lane, and metered parking on both sides of the street. The *San Francisco General Plan* classifies Post Street as a Transit Preferential Street (Secondary Transit Street), and as a Neighborhood Pedestrian Street (Neighborhood Commercial Street). Post Street is designated as a High Injury Corridor in the City's Vision Zero network.

The AAU student housing use at ES-13 along with nearby AAU student housing uses at 1153 Bush Street (ES-11), 1080 Bush Street (ES-12), 817-831 Sutter Street (ES-14), 1055 Pine Street (ES-17), and 620 Sutter Street (ES-20) are not expected to generate a substantial amount of vehicle trips to adjacent streets because residential students are discouraged from driving private automobiles. Even in combination with the 24 PM peak vehicle trips generated by the postsecondary educational institutional uses at 491 Post Street (ES-23) and a residential amenity at 1069 Pine Street (ES-16),

traffic operating conditions in the vicinity have not been substantially altered by student housing uses at this site or other nearby AAU uses.

**Transit**

The AAU student housing use at ES-13 generates approximately five transit trips during the PM peak hour, with two trips in the inbound direction and three trips in the outbound direction. The low number of transit trips is primarily due to resident students utilizing AAU shuttles, including on weekends. Similar to 1153 Bush Street (ES-11), the 860 Sutter Street site is generally served by Muni bus lines 2-Clement, 3-Jackson, and 27-Bryant. These routes provide further connections to Muni rail service on Market Street. The nearest bus stop to ES-13 is located at the Sutter Street/Leavenworth Street intersection for all three lines, and it includes a shelter and signage with transit information (see Figure 8, Muni Transit Network for ES-10 through 14, ES-16, ES-17, ES-20, and ES-23, on p. 4-255). Route 76X-Marin Headlands Express runs along Sutter Street on Sundays and holidays only, and stops at the Mason Street/Sutter Street intersection. The AM, midday, and PM frequencies of these lines as well as the passenger load and capacity utilization at the maximum load point (MLP) during the PM peak hour are presented in Table 66 below.

**Table 66. 860 Sutter Street (ES-13)– Muni Service Frequencies and Capacity Utilization at Maximum Load Point: Weekday PM Peak Hour**

| Bus Lines                     | Route   | Frequency of Service (Minutes) |                                |                                | PM Peak Hour Capacity (Outbound) |                      |                                   |
|-------------------------------|---|--------------------------------|--------------------------------|--------------------------------|----------------------------------|----------------------|-----------------------------------|
|                               |   | AM Peak                        | Midday                         | PM Peak                        | Peak Hour Load                   | MLP                  | PM Peak Hour Capacity Utilization |
| 2 – Clement                   | Clement and 14 <sup>th</sup> Ave to Ferry Plaza via Clement and Sutter                                  | 12                             | 20                             | 12                             | 240                              | Sutter St/ Powell St | 76%                               |
| 3 – Jackson                   | Presidio and California to Sansome and Sutter via Jackson, Fillmore, and Sutter                         | 12                             | 12                             | 12                             | 185                              | Sutter St/ Taylor St | 58%                               |
| 27 – Bryant                   | Cesar Chavez and Mission to Van Ness via Bryant, 5 <sup>th</sup> , and Leavenworth                      | 15                             | 15                             | 15                             | 116                              | Harrison St/ 8th     | 46%                               |
| 76X – Marin Headlands Express | Market and Sansome to 1 <sup>st</sup> St and Mitchell via Golden Gate Bridge, Lombard, Sutter, and Post | N/A                            | 60 (Sundays and Holidays Only) | 60 (Sundays and Holidays Only) | N/A                              | N/A                  | N/A                               |

Source: SFMTA, 2015; San Francisco Planning Department Transit Data for Transportation Impact Studies Memorandum (updated May 15, 2015).

The AAU student housing use at ES-13 generate five PM peak hour transit trips. As shown in Table 10, Muni Downtown Transit Screenlines – PM Peak Hour Demand, p. 3-30, this increased demand, even in combination with the 128 transit trips from other nearby sites under analysis (i.e., 1153 Bush Street [ES-11], 1080 Bush Street [ES-12], 817-831 Sutter Street [ES-14], 620 Sutter Street [ES-20], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], and 491 Post Street [ES-23]), has not made a substantial contribution to the existing transit ridership in the area. Based on the location of the shuttle zone in a tow-away zone (from 4:00 p.m. and 6:00 p.m.) adjacent to a transit-only lane, AAU shuttle service to the site potentially conflicts with the operation of transit vehicles along Sutter Street. Therefore, a recommended Condition of Approval related to relocation of the shuttle stop is recommended below under Existing Constraints and Proposed Conditions of Approval.

### ***Shuttle***

The AAU student housing use at ES-13 generates approximately 59 shuttle riders during the PM peak hour including 27 riders in the inbound direction and 32 riders in the outbound direction. This site includes a 47-foot-long shuttle stop along its frontage on Sutter Street, and seven shuttle routes (D, E, G, H, I, M, and Sutter Express) currently run adjacent to the site and stop at this shuttle zone at a combined frequency of every 3.5 minutes (see Table 13, AAU Fall 2010 Fixed-Route Shuttle Service, p. 3-39, for the frequency of each shuttle route). The 47-foot-long shuttle stop can accommodate one large 42 passenger-capacity shuttle bus such as the H and I routes, or two smaller 25 passenger-capacity buses such as the M route. This shuttle stop was served by five shuttle bus routes (D, H, I, Q and R) in 2010. Route D operated every 20 minutes, Routes H and I each operated every 15 minutes, and Routes Q and R each operated every 30 minutes throughout the day. The total seating capacity for these five routes was 728 seats in the PM peak hour. Routes D, H, I, Q and R operated at 30, 63, 78, 29 and 18 percent capacity at the MLP, respectively, in 2010. During the shuttle peak hour, Routes D, H, I, Q and R operated at 64, 126, 130, 96 and 55 percent capacity, respectively at the MLP, with two routes (H and I) operating above the total seating capacity. MLPs occur at 860 Sutter Street on Route D, at 466 Townsend Street and on Route H, at 79 New Montgomery on Route I, at 1849 Van Ness Avenue on Route Q, and at 1916 Octavia Street on Route R. As of spring 2015, six regular and one express shuttle bus routes (D, E, G, H, I, M and Sutter Express) serve this stop. These routes operate with a total seating capacity of 505 in the PM peak hour, a 30 percent reduction in service.

Because the existing shuttle zone accommodates one 42 passenger-capacity or two 25 passenger-capacity buses, and the anticipated frequency is every 3.5 minutes for the buses utilizing this stop, AAU shuttle buses have been reported to occasionally arrive in groups with some shuttle vehicles double parking in the adjacent transit-only lane.<sup>518</sup> Based on the current shuttle schedule and shuttle bus size serving ES-13, the existing shuttle trips require extending the shuttle zone up to 80 feet long (see Appendix TR-H for loading zone analysis). Therefore, a recommended Condition of Approval is included related to adjusting the shuttle schedule to spread shuttle arrival times and monitoring shuttle on-time performance, to manage the number of shuttle vehicles arriving at the white passenger loading zone at a given time.

Additionally, the existing shuttle zone at ES-13 is subject to No Stopping Tow Away regulations between the hours of 4:00 p.m. and 6:00 p.m. Thus, continued use of the shuttle zone during these

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<sup>518</sup> Field observation was made by CHS on Thursday July 16, 2015 between 1:00 p.m. and 3:00 p.m.

PM peak period hours on Sutter Street is in violation of the City's regulations during the PM peak period. Therefore, a recommended Condition of Approval is suggested related to shuttle stop relocation.

Bike Route 16 is on Sutter Street. However, during field observations, no substantial conflict between AAU shuttle buses and bicycle traffic was observed on Sutter Street due to the relative low volumes of bicycle traffic observed.

### ***Pedestrian***

The AAU student housing use at ES-13 generates approximately 99 pedestrian trips during the PM peak hour: 35 walking, five transit, and 59 shuttle trips. The 59 shuttle walking trips are short in length from the building entrance to the shuttle zone on Sutter Street in front of the building. Bush, Hyde, and Sutter streets are designated as High Injury Corridors under the City's Vision Zero Improvement Plan.<sup>519</sup> Intersections near this site have well-defined crosswalk markings, pavement delineations, and traffic lights. The Sutter Street/Leavenworth Street and Sutter Street/Jones Street intersections have pedestrian crossing signal heads. Sidewalks along Leavenworth Street and Sutter Street are approximately 14 and 12 feet wide, respectively. There is no curb cut bordering the site. The primary pedestrian access to the site is from Sutter Street through the main entry on the west side of the building. There is a secondary entry on Sutter Street for garbage disposal and direct access to the interior sidewalk.

Pedestrian volumes in the area were observed to be generally low to moderate except near the shuttle bus stop where occasional overcrowding or conflicts occurred as groups of students ranging from approximately one to ten were observed to be standing on the sidewalk in front of the AAU site waiting for a shuttle bus to arrive. The 99 pedestrian trips at ES-13 and 619 pedestrian trips for nearby sites (i.e., 1153 Bush Street [ES-11], 1080 Bush Street [ES-12], 817-831 Sutter Street [ES-14], 620 Sutter Street [ES-20], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], and 491 Post Street [ES-23]) have increased pedestrian volumes in the area; but given that these are generated from eight different AAU sites, they are able to be accommodated on the adjacent pedestrian facilities (12-foot-wide sidewalks along Sutter Street).

Although the adjacent pedestrian facilities are able to accommodate the estimated pedestrian demand in the area, a recommended Condition of Approval to monitor shuttle service levels and on-time performance and to count/assess waiting passengers is presented below. This Condition of Approval would manage students waiting for shuttles on sidewalks in front of the AAU site to prevent blockage of adjacent sidewalks. This condition recommends using potential physical improvements (providing waiting areas) or shuttle service improvements to address this condition. Generally, if shuttle service was managed to meet the demand, students would be less likely to gather or wait for shuttles in front of the ES-13 residential building.

### ***Bicycle***

The AAU student housing use at ES-13 generates four bicycle trips including two trips each in the inbound and outbound directions during the PM peak hour. Bicycle Route 16 is a Class III bike route

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<sup>519</sup> San Francisco Municipal Transportation Agency, *Vision Zero San Francisco Two-Year Action Strategy*, February 2015.

that runs along Sutter Street and provides direct access to this site. This route connects to Route 45 on Steiner Street to the west and to Route 50 on Market Street to the east. AAU reports there is no bicycle parking provided on site; the nearest Class II public bicycle racks are located on the west side of the Jones Street sidewalks north of Sutter Street. This site generates a bicycle parking demand of approximately 12 spaces.<sup>520</sup> Pursuant to Planning Code Section 155.2, the 184-bed student housing use at ES-13 is required to provide 42 Class I bicycle and three Class II spaces.<sup>521</sup> Therefore, a Condition of Approval related to additional bicycle parking is recommended below.

The site's four PM peak hour bicycle trips, in combination with 22 PM peak hour bicycle trips from nearby sites under analysis (i.e., 1153 Bush Street [ES-11], 1080 Bush Street [ES-12], 817-831 Sutter Street [ES-14], 620 Sutter Street [ES-20], 1069 Pine Street [ES-16], 1055 Pine Street [ES-17], and 491 Post Street [ES-23]), have not substantially affected the operation or capacity of bicycle facilities in the area.

### ***Loading***

The AAU student housing use at ES-13 generates approximately one daily truck trip. AAU reports that one large Sysco truck (large panel truck or small semi-trailer combination, depending on order volume) makes deliveries to this site twice a week on Mondays and Thursdays, typically between 11:00 a.m. and 2:00 p.m. The site does not have any off-street loading spaces; therefore delivery trucks need to utilize on-street parking or commercial loading zones. There is an approximately 20-foot-long on-street freight loading (yellow) space on Sutter Street between Leavenworth and Jones streets, approximately 150 feet west of the site, and the yellow zone accommodates one van- or pickup-size vehicle.

Field observations of commercial loading activities were conducted during the weekday midday period (1:00 p.m. to 3:00 p.m.) on Wednesday, July 15, 2015. The existing yellow freight loading zone was occupied most of the time during the observation period. While observation did not indicate regular freight/delivery activities to the site, commercial vehicles making deliveries to this site have to find available on-street parking or other commercial loading spaces in the vicinity for retail and hotel uses. Other commercial vehicles have been reportedly observed to double park along Sutter Street. Although commercial parking may be limited in the site vicinity, the low daily delivery activity and loading demand related to the AAU student housing use as noted during site visit has not substantially altered commercial loading conditions in the vicinity.

Garbage collection at this site occurs on the north side of Sutter Street, next to the entrance to the site. Trash receptacles are pulled from the interior sidewalk through the secondary door on Sutter Street and are placed along the sidewalk at designated areas. Garbage collection along Sutter Street occurs five times a week in the early morning hours.

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<sup>520</sup> Bicycle parking demand is estimated by dividing the total daily bicycle trips (11.7 times of PM peak hour trips for institutional buildings or 5.8 times of PM peak hour trips for residential buildings) by two to discount a round trip and by four to account for a daily turnover rate.

<sup>521</sup> Planning Code Section 155.2 requires that one Class I space is provide for every four beds. For buildings containing over 100 beds, 25 Class I spaces plus one Class I space are provided for every five beds over 100. A minimum of two Class II spaces are provided for every 100 beds. Student housing shall provide 50 percent more spaces than would otherwise be required.



### ***Parking***

The AAU student housing use at ES-13 is not expected to generate a substantial amount of parking demand because students are not permitted to park private vehicles at residential sites and AAU discourages students from bringing private vehicles into San Francisco.<sup>522</sup> The site does not provide any off-street parking spaces. Although the site has not result in a regular increase in parking demand, an on-street parking survey was conducted along streets adjacent to the site during a typical weekday midday period (1:00 p.m. and 3:00 p.m.) on Wednesday, July 15, 2015. Detailed parking inventory, supply, and occupancy information is provided in Appendix TR-J. As presented in Table 60 above under 1153 Bush Street (ES-11), on-street parking occupancy in the general surrounding area bounded by Hyde Street to the west, Pine Street to the north, Powell Street to the east and Post Street to the south was observed to be moderate to high, averaging about 86 percent during the midday period. Parking occupancy in the immediate vicinity of this AAU site was 60 to 108 percent (indicating double parking condition) along Sutter Street between Leavenworth and Jones streets. The student housing use at this AAU residential site is not expected to have substantially altered parking conditions in the area.

### ***Emergency Vehicle Access***

San Francisco Fire Department Station #41 (1325 Leavenworth Street) is the closest station to the AAU site, approximately 0.4 mile north of the site. From the station, vehicles are able to access the AAU site via Jones and Sutter streets and would be able to park along Sutter Street.

### ***Existing Constraints and Proposed Conditions of Approval***

Based on the above discussion, constraints on the AAU use of ES-13 include a potential need for increased shuttle service, shuttle double-parking, a potential shuttle/transit conflict, pedestrian/shuttle zone conflicts, and a lack of bicycle parking. To address these constraints, the following improvements/conditions are recommended for consideration by decision makers:

**Recommended Condition of Approval, ES-13: TR-1, Shuttle Demand and Capacity.** Consistent with AAU Shuttle Policy, AAU shall continue to assess, adjust, and monitor the shuttle bus capacity for the shuttle routes serving 860 Sutter Street (D, E, G, H, I, M and Sutter Express), potentially increasing frequency or capacity to meet the measured demand of this and other academic and residential buildings along the routes.

**Recommended Condition of Approval, ES-13: TR-2, Sidewalks/Shuttle Waiting.** For this and/or the potential relocated shuttle stop serving 860 Sutter Street and nearby residential facilities (i.e., 1153 Bush Street, 1080 Bush Street, 817-831 Sutter Street), AAU shall continue to conduct a peak semester, peak weekday, 7:30 a.m. to 7:30 p.m. observation/count of shuttle passengers waiting for shuttles to determine if adjacent pedestrian facilities are being blocked at certain times of the day. AAU should consider improving shuttle waiting areas either inside or adjacent to (subject to San Francisco Department of Public Works review and approval) the building (such as adding benches to direct waiting passengers closer to the existing building). In addition, AAU could adjust shuttle routing and frequency to better meet the shuttle demand at this site.

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<sup>522</sup> Student FAQs, <http://www.academyart.edu/faqs/faqs-student>, accessed April 20, 2016.

**Recommended Condition of Approval, ES-13: TR-3, Relocate Shuttle Stop.** The AAU shuttle stop is located in the tow-away zone active between the hours of 4:00 p.m. and 6:00 p.m. adjacent to a transit-only lane. AAU shall relocate the shuttle stop to the existing shuttle zone on 491 Post Street, or shall work with SFMTA to find another suitable location, during the PM peak period.

**Recommended Condition of Approval, ES-13: TR-4, Shuttle Zone Size and Double-Parking.** Based on the existing shuttle schedule and the size of the shuttle buses serving this AAU site, the existing 47-foot-long loading zone cannot accommodate the peak loading demand causing shuttle buses to double park along Sutter Street. Consistent with AAU Shuttle Policy, AAU shall continue to adjust shuttle frequency and shuttle bus size to spread shuttle arrival times and monitor on-time performance to ensure the estimated peak shuttle demand is met within the shuttle zone.

**Recommended Condition of Approval, ES-13: TR-5, Class I Bicycle Parking.** AAU shall add 42 Class I bicycle parking to meet the Planning Code requirement for 860 Sutter Street. Bicycle parking shall be consistent with San Francisco Planning Department guidance, including being conveniently located and easily accessed from the ground floor (at grade level).

**Recommended Condition of Approval, ES-13: TR-6, Class II Bicycle Parking.** AAU shall provide at least three (more if feasible to accommodate nearby AAU residents utilizing bicycle parking at this centralized shuttle stop) Class II bicycle parking spaces along Sutter Street. The Class II bicycle parking spaces shall be coordinated and reviewed by SFMTA. Bicycle parking shall be consistent with San Francisco Planning Department guidance.

### **Noise**

A summary of the methodology used to analyze noise effects and a discussion of estimated construction noise and vibration effects are presented in Chapter 3, Combined and Cumulative Analysis, on pp. 3-46 to 3-47. The methodology and construction effects are applicable to all of the AAU existing sites, and have not been repeated here.

The residential use at 860 Sutter Street (ES-13) is located on the north side of Sutter Street, approximately mid-block between Jones and Leavenworth streets in the Lower Nob Hill area. AAU currently has approximately 89 rooms with approximately 184 beds in ES-13. In 2010, AAU Shuttle routes D, H, I, Q, and R serve this site. As of 2015, AAU shuttle routes have been revised so that only routes D, E, G H, I M and Sutter Express serves ES-13. No vehicle trips are generated by the uses in ES-13; students use the AAU shuttle system, bicycles, and public transit<sup>523</sup> According to the San Francisco Transportation Noise Map,<sup>524</sup> the existing traffic noise level near ES-13 from vehicular traffic along Sutter Street was approximately 75 dBA L<sub>dn</sub> in 2008, indicating a noisy commercial environment. Traffic-generated noise levels along Sutter Street currently exceed the “satisfactory” level for a residential land use, according to the *San Francisco General Plan*.

AAU did not install or modify any existing rooftop mechanical equipment at ES-13. Since there are no new rooftop stationary sources at the site, there would have been no increase rooftop mechanical equipment noise that did not already exist prior to AAU occupation. In addition, the activities in the

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<sup>523</sup> CHS Consulting Group, 2016. *AAU ESTM Transportation Section Draft #1A*. January 2016.

<sup>524</sup> San Francisco Department of Public Health, 2008. *Transportation Noise Map 2008*. Accessed at <https://www.sfdph.org/dph/files/EHSdocs/ehsNoise/TransitNoiseMap.pdf>

ES-13 building would have been and continue to be required to comply with the City's Noise Ordinance with respect to music and/or entertainment or noise from machines or devices, as well as fixed noise sources at the site; therefore, the change in use at ES-13 would not have exceeded the standards established by the City for noise effects on sensitive receptors near ES-13.

The *General Plan* noise compatibility guidelines indicate that any new residential construction or development in areas with noise levels above 60 dBA  $L_{dn}$  should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the design. In areas where noise levels exceed 65 dBA  $L_{dn}$ , new residential construction or development is generally discouraged, but if it does proceed, a detailed analysis of noise reduction requirements must be done and needed noise insulation features included in the design. Tenant improvements at the ES-13 residential building may be subject to the requirements contained in the California Noise Insulation Standards in Title 24, the California Building Code. The Building Code requires meeting an interior standard of 45 dBA  $L_{dn}$  in any habitable room where residential units are located in areas subject to noise levels greater than 60 dBA  $L_{dn}$ . In areas with noise levels up to 70 dBA  $L_{dn}$ , more insulation than provided with conventional construction may be needed. However, the proposed change in use from group-housing to group-housing for a post-secondary educational institution would not be considered a change from a non-noise-sensitive use to a noise-sensitive use; therefore, the provisions of Title 24 would not apply.

### **Air Quality**

A summary of the methodology used to analyze construction air emissions and a discussion of estimated construction emissions are found under Combined Analysis of Air Quality in Chapter 3, Combined and Cumulative Analysis, on pp. 3-52 to 3-55. The methodology and results are applicable to all of the AAU existing sites, and have not been repeated here.

Long-term regional emissions of criteria air pollutants and precursors associated with the operation of institutional facilities (rooms) at ES-13, including mobile- and area-sources emissions, were quantified using the CalEEMod computer model. The facility is assumed to have been operational in 2003, when AAU occupied the building. Area sources were estimated based on a 184 "dwelling unit" "Mid-Rise Apartments" land use designation in CalEEMod, to be conservative, and mobile-source emissions were based on a daily vehicle trip rate of zero round trips per day. There is an on-site heating steam boiler at ES-13. Since CalEEMod only allows the user to model years 1990, 2000, and 2005, an operational year of 2000 was conservatively assumed for ES-13. Table 67 presents the estimated long-term operational emissions of reactive organic gases (ROG), nitrogen oxides (NO<sub>x</sub>), and particulate matter 2.5 to 10.0 micrometers in diameter (PM<sub>10</sub>) and 2.5 micrometers in diameter (PM<sub>2.5</sub>) from ES-13, which are all shown to be below the Bay Area Air Quality Management District's (BAAQMD) daily and annual significance thresholds.

The discussion of Health Risks in the Air Quality subsection of Chapter 3, Combined and Cumulative Analysis, on pp. 3-55 to 3-57, explains that three of the AAU existing sites are located in the Air Pollution Exposure Zone. ES-13 is not one of those sites; therefore, AAU occupation of ES-13 has not resulted in increased health risks for nearby sensitive receptors, and has not exposed new sensitive receptors to increased health risks.

**Table 67. 860 Sutter Street (ES-13) Operational Emissions**

| Source                                  | Average Daily (pounds/day) <sup>1</sup> |                 |                  |                   | Maximum Annual (tons/year) <sup>1</sup> |                 |                  |                   |
|---|---|-----------------|------------------|-------------------|---|-----------------|------------------|-------------------|
|   | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> | ROG                                     | NO <sub>x</sub> | PM <sub>10</sub> | PM <sub>2.5</sub> |
| Area                                    | 3.27                                    | 0.94            | 0.16             | 0.16              | 0.55                                    | 0.16            | 0.03             | 0.03              |
| Energy                                  | 0.18                                    | 0.16            | 0.01             | 0.01              | <0.01                                   | 0.03            | <0.01            | <0.01             |
| Mobile                                  | 0.00                                    | 0.00            | 0.00             | 0.00              | 0.00                                    | 0.00            | 0.00             | 0.00              |
| Total Emissions                         | 3.45                                    | 1.10            | 0.17             | 0.17              | 0.55                                    | 0.19            | 0.03             | 0.03              |
| BAAQMD<br>Thresholds of<br>Significance | 54                                      | 54              | 82               | 54                | 10                                      | 10              | 15               | 10                |
| Exceed Threshold?                       | No                                      | No              | No               | No                | No                                      | No              | No               | No                |

Notes:

<sup>1</sup> Emissions were estimated using the CalEEMod computer model. Boiler emissions were estimated using emission factors obtained from AP-42. Assumptions and results can be found in Appendix AQ.

ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; PM<sub>10</sub> and PM<sub>2.5</sub> = particulate matter 2.5 micrometers in diameter or 2.5 to 10.0 micrometers in diameter, respectively.

Source: ESA, 2016.

### **Greenhouse Gas Emissions**

New development and renovations/alterations for private and municipal projects are required to comply with San Francisco’s ordinances that reduce greenhouse gas (GHG) emissions, as stipulated in the City’s *Strategies to Address Greenhouse Gas Emissions*. San Francisco’s *Strategies to Address Greenhouse Gas Emissions* have proven effective as San Francisco’s GHG emissions have been measurably reduced compared to 1990 emissions levels, demonstrating that the City has met and exceeded the state’s GHG reduction law and policy goals.

Applicable requirements for private projects are shown in the City’s GHG Compliance Checklist. A complete GHG Compliance Checklist has been prepared for ES-13 for the change in use and associated tenant improvements (Appendix GHG). Of the GHG Checklist requirements, AAU currently does not comply with the Residential Energy Conservation Ordinance (San Francisco Building Code, Chapter 13A), Residential Water Conservation Ordinance, and required bicycle parking infrastructure in accordance with Planning Code Section 155.1-155.4. Compliance with the Residential Water Conservation Ordinance and Residential Energy Conservation Ordinance would be initiated by the Department of Building Inspection, if applicable, during the building review process. Compliance with the bicycle parking requirements is presented below as a recommended Condition of Approval.

Compliance with the Construction and Demolition Debris Recovery Ordinance (San Francisco Environment Code, Chapter 14, San Francisco Building Code Chapter 13B, and San Francisco Health Code Section 288) and CalGreen Section 5.504.4 (low-emitting adhesives, sealants, caulks, pants, coatings, composite wood, and flooring), which are applicable to tenant improvements and construction that have occurred, is unknown. However, AAU’s alterations at ES-13 would have produced minimal construction debris. Insofar as information is available on past alterations, inspections, and audits, compliance with the Construction and Demolition Debris Recovery

Ordinance and CalGreen Section 5.504.4 would be verified by the Department of Building Inspection, if applicable, during the building permit review process. However, AAU would be required to comply with each of these ordinances in the future.

**Recommended Condition of Approval, ES-13: GHG-1, Compliance with the Bicycle Parking Requirements.** AAU shall design, locate and configure all bicycle parking spaces in accordance with Planning Code Sections 155.1 - 155.4. Bicycle parking shall be consistent with San Francisco Planning Department guidance.

With the implementation of requirements listed in the GHG Compliance Checklist and the above recommended Condition of Approval, the effects on GHG emissions from the change in use has been insubstantial.

### **Wind and Shadow**

The tenant improvements at ES-13 did not involve any new development or additions that changed the height or bulk of the existing structure, and therefore did not alter the wind environment or create new shadow in a manner that substantially affects nearby pedestrian areas, outdoor recreational facilities or other public areas. Therefore, no substantial effects on wind or shadow have occurred from the change in use at ES-13.

### **Recreation**

As shown on Figure 4, p. 3-63, 860 Sutter Street (ES-13) is located within 0.25 mile of three San Francisco Recreation and Park Department (RPD) facilities: Collis P. Huntington Park, Tenderloin Recreation Center, and Hooker Alley Community Garden. Huntington Park, located at California and Taylor streets, features a playground, landscaped areas, and the historic Flood Fountain.<sup>525</sup> Tenderloin Recreation Center, at 570 Ellis Street, features children's facilities such as a playground, activity programs, game courts, ball diamond, child-sized gymnasium, and teen club.<sup>526</sup> Hooker Alley Community Garden (also known as Nob Hill Community Garden) is operated by volunteers and allows its members to grow produce and ornamental plants.<sup>527</sup> Other publicly owned parks are within a 0.5-mile distance of ES-13, including Union Square, Chinese Recreation Center, and Willie "Woo" Wong Playground.

As described in Population and Housing on p. 4-334 – 4-335, the capacity of ES-13 is 184 beds. The change in use from a residential and tourist hotel to student housing (group housing for a postsecondary educational institution) at ES-13 does not represent a substantial change in the daytime population of the area. The change in population is considered a minimal increase compared to the service population for the Huntington Park, Tenderloin Recreation Center, and Hooker Alley Community Garden facilities. In addition, AAU student and faculty access to recreational facilities is augmented by AAU private recreation facilities at 1069 Pine Street (ES-16), 620 Sutter Street

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<sup>525</sup> San Francisco Recreation and Parks, Collis P. Huntington Park. Available online at: <http://sfrecpark.org/destination/collis-p-huntington-park/>. Accessed on January 15, 2016.

<sup>526</sup> San Francisco Recreation and Parks, Tenderloin Rec Center. Available online at: <http://sfrecpark.org/destination/tenderloin-rec-center-park/>. Accessed on January 15, 2016.

<sup>527</sup> San Francisco Recreation and Parks, Hooker Alley (Nob Hill) Community Garden. Available online at: <http://sfrecpark.org/destination/hooker-alley-community-garden/>. Accessed on January 15, 2016.

(ES-20), 601 Brannan Street (ES-31), and other university-run lounges and café areas. No substantial effect on recreation has occurred as a result of the change in use.

### **Utilities and Service Systems**

#### ***Water Supply***

ES-13 receives water from the San Francisco Public Utilities Commission (SFPUC) water supply facilities. The site had water service and consumption associated with the previous tourist and residential hotel land uses prior to AAU occupancy. Therefore, the change in use does not represent new or substantially increased water or wastewater demand. Presuming the subject site was vacant prior to AAU tenancy, the change in use still would not substantially affect the SFPUC's water supply, as it has been concluded that sufficient water is available to serve existing customers and planned future uses.<sup>528</sup> No expansion of SFPUC water supply or conveyance facilities has occurred due to the change in use at ES-13. Compliance with the Commercial Water Conservation Ordinance would be initiated by the Department of Building Inspection during the building review process.

With the implementation of San Francisco's Residential Water Conservation Ordinance, no substantial effect on the water supply would occur from the change in use.

#### ***Wastewater***

The change in use would not alter demand for stormwater or wastewater conveyance and treatment facilities because the site is completely covered with impervious surfaces and, as an existing building, is accounted for in existing and planned wastewater facilities. Correspondingly, projected population growth associated with the change in use may have incrementally increased wastewater flows from the site; however, the flows have been accommodated by existing wastewater treatment facilities. The SFPUC's Sewer System Improvement Program has improved the reliability and efficiency of the wastewater system, and systemwide wastewater improvements as well as long-term projects have ensured the adequacy of sewage collection and treatment services to meet expected demand in San Francisco.<sup>529</sup> No substantial effect on wastewater has occurred from the change in use.

#### ***Solid Waste***

Solid waste services are provided by Norcal Waste Systems and its subsidiary, Recology. The change in use may have incrementally increased solid waste generation at the site. Nevertheless, the site is subject to federal, state, and local regulations associated with the reduction in operational solid waste including the City's Mandatory Recycling and Composting Ordinance, which requires the separation of refuse into recyclables, compostables, and trash. Construction debris associated with alterations at ES-13 were minimal. San Francisco currently exceeds its trash diversion goals of 75 percent and

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<sup>528</sup> San Francisco Public Utilities Commission (SFPUC), 2013 Water Availability Study for the City and County of San Francisco, p. 1, May 2013. Available online at <http://www.sfwater.org/modules/showdocument.aspx?documentid=4168>. Accessed on February 2, 2016.

<sup>529</sup> SFPUC, Sewer System Improvement Program Fact Sheet, February 2016. Available online at <http://sfwater.org/Modules/ShowDocument.aspx?documentID=4220>. Accessed on February 2, 2016.

is in the process of implementing new strategies to meet its zero waste goal by 2020.<sup>530</sup> In addition, the City's landfill at Recology Hay Road in Solano County has sufficient capacity to accommodate the site's and City's solid waste disposal needs.<sup>531</sup> No substantial effect on solid waste has occurred as a result of the change in use by AAU.

## **Public Services**

### ***Police***

ES-13 is located within the Central Police District of the San Francisco Police Department (SFPD). The Central District Police Station is located at 766 Vallejo Street, but the nearest police station is the Tenderloin Task Force Police Station at 301 Eddy Street. The district covers approximately 1.8 square miles with a daily population ranging from 75,000 to over 350,000 because of tourists, workforce/commuters, and shopping areas. In 2013 (the most recent data available), there were 666 crimes against persons (e.g., homicide, rape, robbery, and aggravated assault) and 5,830 property crimes (e.g., burglary, vehicle theft, arson, and theft) in the Central District.<sup>532</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFPD.

Police services are augmented by AAU's Department of Campus Safety. Campus Safety staff are trained to respond to the needs of AAU students, faculty, and administration. Please refer to Section 3.3.12, Public Services, for additional information about AAU's Department of Campus Safety.

860 Sutter Street has a capacity of 184 beds (89 group-housing rooms). The change in use from a tourist and residential hotel to student housing (group housing for a postsecondary educational institution) within an RC-4 Zoning District would not represent a substantial change in the overall population of the area. Thus, daytime population of the tourist and residential hotel would have been proximate to that of student housing, and additional police protection demand would be negligible. In addition, Department of Campus Safety staff augments the availability of safety services and could reduce the need for increased SFPD services and any additional demand that could be associated with the change in use. No substantial effect on police protection has occurred as a result of the change in use at ES-13.

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<sup>530</sup> San Francisco Department of the Environment, Zero Waste Program, "San Francisco Sets North American Record for Recycling and Composting with 80 Percent Diversion Rate." Available online at <http://www.sfenvironment.org/news/press-release/mayor-lee-announces-san-francisco-reaches-80-percent-landfill-waste-diversion-leads-all-cities-in-north-america>. Accessed February 9, 2016.

<sup>531</sup> CalRecycle, Facility/Site Summary Details: Recology Hay Road (48-AA-0002), Available online at <http://www.calrecycle.ca.gov/SWFacilities/Directory/48-aa-0002/Detail/>. Accessed on February 2, 2016.

<sup>532</sup> San Francisco Police Department, Annual Report 2013, p. 114. Available at <https://dl.dropboxusercontent.com/u/76892345/Annual%20Reports/2013%20Annual%20Report.pdf>. Accessed on October 15, 2015.

### ***Fire and Emergency Services***

ES-13 is located within 1,700 feet of Fire Station No. 3 (1067 Post Street) and Fire Station No. 41 (1325 Leavenworth Street). Fire Station No. 41 consists of a single fire engine.<sup>533</sup> Please refer to Section 3.3.12, Public Services, for additional information about the SFFD.

In 2011, Fire Station No. 3 responded to 3,286 non-emergency calls with an average response time of 8:03 minutes, with 90 percent of non-emergency calls responded to in under 14:26 minutes. Fire Station No. 3 responded to 6,981 emergency calls with an average response time of 3:04 minutes, with 90 percent of emergency calls responded to in under 4:16 minutes. In 2011, Fire Station No. 41 responded to 448 non-emergency calls with an average response time of 7:27 minutes, with 90 percent of non-emergency calls responded to in under 14:08 minutes. Fire Station No. 41 responded to 1,796 emergency calls with an average response time of 2:57 minutes, with 90 percent of emergency calls responded to in under 4:06 minutes.<sup>534</sup>

The goal for transport units for a Code 3 (emergency), which is a potentially life-threatening incident, is to arrive on scene within 5 minutes of dispatch 90 percent of the time. This goal complies with the National Fire Protection Association 1710 Standard. Both fire stations near ES-13 meet the Citywide emergency transport goals.

As described above on pp. 4-334 – 4-335, the change in use from a tourist and residential hotel to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the population of the area. Therefore, additional fire and emergency protection demand would be minimal. AAU has installed a new range fire suppression system, improving fire safety at the property. No measurable changes in response times have occurred since the change in use. No substantial effect on fire or emergency medical services has occurred as a result of the change in use at ES-13.

### ***Libraries***

The nearest public library to ES-13 is the Chinatown Branch Library. Please refer to Section 3.3.12, Public Services, for additional information about the San Francisco Public Library as well as AAU's private library for use by its students and faculty, which augments the public library's services.

As described above on pp. 4-334 – 4-335, the change in use from a tourist and residential hotel to student housing (group housing for a postsecondary educational institution) would not represent a substantial change in the population of the area. The change in population would be minimal compared to the service population for the Chinatown Branch and Main Libraries. In addition, public library use would be augmented by AAU's private library system provided to AAU students for research, study, and programs. Therefore, no substantial effect on library services has occurred as a result of the change in use at ES-13.

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<sup>533</sup> San Francisco Fire Department, Annual Report 2012–2013 (FY). Available at <http://www.sf-fire.org/modules/showdocument.aspx?documentid=3584>. Accessed on October 22, 2015.

<sup>534</sup> San Francisco Planning Department, *Academy of Art University Project Draft EIR*, pp. 4.13-4 - 4.13-5, February 2015.



### ***Schools***

The San Francisco Unified School District (SFUSD) operates San Francisco's public schools. Please refer to Section 3.3.12, Public Services, for additional information about SFUSD.

Given the small size of the rooms, the previous use as a tourist and residential hotel likely had minimal, if any, school-aged children. The change in use to student housing (group housing for a postsecondary educational institution) would not contribute to additional demand for SFUSD facilities, because AAU students are mainly unmarried and without children. In addition, AAU does not offer family housing.<sup>535</sup> No change in the school-aged population would occur. For the reasons stated above, no substantial effect on schools has resulted from the change in use at ES-13.

### **Biological Resources**

ES-13 is located within a built urban environment and does not contain wetlands or wildlife habitat; nor are there any adopted Habitat Conservation Plans, Natural Community Conservation Plans, or other approved local, state, or regional habitat conservation plans applicable to the site. There are no known candidate, sensitive, or special-status species located at or near ES-13. ES-13 is not in an Urban Bird Refuge. No known landmark, significant, or street trees were removed during tenant improvements or renovations. Although birds may nest in nearby street trees or in shrubs on or near the property, no major plantings have been removed as part of improvements or renovation of the site. Therefore, no substantial effect on biological resources has occurred as a result of the change in use at ES-13.

### **Geology and Soils**

Soils in the vicinity consist of loose, moist, moderate brown sand with brick fragments from the 1906 Earthquake and Fire fill. Approximately 13 feet below ground surface native soils begin and consist of brown silty sandy clay. Bedrock is encountered approximately 10 feet below ground surface. Groundwater depth ranges from 16 to 35 feet below ground surface and flows south to southeast.<sup>536</sup> Because building alterations undertaken by AAU were all interior, no change in topography or erosion has occurred from the change in use.

The entire Bay Area is susceptible to ground-shaking from earthquakes. Ground-shaking intensity at ES-13 would be very strong during a 7.2-magnitude earthquake and would be strong during a 6.5-magnitude earthquake originating from the San Andrea Fault or Hayward Fault, respectively.<sup>537,538</sup>

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<sup>535</sup> Academy of Art University, Student FAQs, October 2015. Available at <http://www.academyart.edu/content/aau/en/faqs/faqs-student.html>. Accessed on October 29, 2015.

<sup>536</sup> Clayton Group Services, Phase I Environmental Site Assessment for 860 Sutter Street, June 2005.

<sup>537</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 7.2 Earthquake on the San Andreas Fault, Map 2, p. 10. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>538</sup> San Francisco Planning Department, *General Plan* Community Safety Element, Ground Shaking Intensity Magnitude 6.5 Earthquake on the Hayward Fault, Map 3, p. 11. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

ES-13 is not located within a liquefaction zone.<sup>539</sup> Buildings that are composed of unreinforced masonry, have a first floor or basement “soft story,” or have not undergone seismic retrofitting in compliance with San Francisco Building Code regulations, are at an increased risk of structural failure. ES-13 is not composed of unreinforced masonry and does not have a soft story.<sup>540, 541</sup> As a result, it does not have an increased risk of structural failure during an earthquake. Although the building could remain vulnerable during an earthquake, the building alterations undertaken after the change in use to student housing (group housing for a postsecondary educational institution) would not alter the building’s performance during a ground-shaking event.

### **Hydrology and Water Quality**

The building alterations associated with the change in use at ES-13 have not substantially degraded water quality, because alterations were limited to interior and routine exterior modifications (e.g., installation of signage, windows, painting, handrails, and re-roofing). Regardless, wastewater and stormwater associated with the change in use at ES-13 and subsequent building alterations would have flowed into the City’s combined stormwater and sewer system and were treated to standards contained in the City’s National Pollutant Discharge Elimination System Permit for the Southeast Water Pollution Control Plant. Therefore, the change in use did not violate any water quality standards or waste discharge requirements, or otherwise substantially degrade water quality.

The site is located on previously disturbed land that is covered by an existing building. Tenant improvements have not changed the amount of impervious surface or drainage patterns at the site. Therefore, there has been no substantial effect on the quality or rate of stormwater that flows into the City’s combined sewer system.

ES-13 is not located within a 100-year flood zone, as delineated by the Federal Emergency Management Agency. The site is not within an area susceptible to sea level rise forecasted by the SFPUC through the year 2100.<sup>542</sup> ES-13 is not located in an area that is vulnerable to tsunami risk.

For the reasons stated above, no substantial effect on hydrology or water quality has occurred as a result of the change in use at ES-13.

### **Hazards and Hazardous Materials**

The Phase I Environmental Site Assessment (ESA) prepared for ES-13 did not identify the presence of underground storage tanks or significant historic use of hazardous materials located at the site, although adjoining properties and nearby properties may have environmental concerns, including a

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<sup>539</sup> San Francisco Planning Department, *General Plan Community Safety Element, Seismic Hazards Zone* San Francisco 2012, Map 4, p. 13. Available online at [http://www.sf-planning.org/ftp/general\\_plan/community\\_safety\\_element\\_2012.pdf](http://www.sf-planning.org/ftp/general_plan/community_safety_element_2012.pdf). Accessed on January 27, 2016.

<sup>540</sup> City and County of San Francisco, UMB – All Report, December 1, 2014.

<sup>541</sup> Department of Building Inspection, *Soft Story Property List*, April 2016. Available online at <http://sfdbi.org/soft-story-properties-list>. Accessed on April 20, 2016.

<sup>542</sup> San Francisco Water Power Sewer, *Climate Stressors and Impact: Bayside Sea Level Rise Mapping, Final Technical Memorandum* and associated maps, June 2014. A copy of this document is available for review at the San Francisco Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2014.0198E.

repair shop and dry cleaners.<sup>543</sup> Nevertheless, the building alterations undertaken at the site by AAU did not involve any earth movement; thus, no buried hazardous materials could have been exposed after the change in use.

The date of the building's construction, 1913, suggests that asbestos-containing materials (ACMs), lead-based paint (LBP), and polychlorinated biphenyls (PCBs) may be present or have been present at the property. Suspected ACMs were observed during the site visit for the ESA. In addition, fluorescent lights and elevators, which may contain small quantities of PCBs if they were manufactured before 1978, were present, although there is no evidence of damage or leaks. Possible LBP was noted around window frames and radiators.<sup>544</sup> Lead was removed from the building in accordance with state and federal laws and regulations in 2008.<sup>545</sup> Therefore, effects from these hazardous materials would have been negligible.

ES-13 is used for student housing. Hazardous materials that are used, stored, and disposed of at ES-13 include commercial household-style consumer products, such as cleaners, disinfectants, and chemical agents. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Use of these materials generates household-type hazardous waste, which does not result in substantial adverse effects.

### **Mineral and Energy Resources**

There are no known mineral resources or designated locally important mineral resource recovery sites within the City. Therefore, no effects have occurred on mineral resources or mineral recovery sites as a result of the change in use of ES-13.

Tenant improvements at ES-13 associated with the conversion of tourist and residential hotel space to AAU use did not require large amounts of energy, fuel, or water, nor were they atypical for normal renovation projects within San Francisco. AAU's compliance with all the requirements listed in the City's GHG Compliance Checklist is discussed in Greenhouse Gas Emissions, pp. 4-352 – 4-353. The GHG Compliance Checklist includes the City's Residential Water Conservation Ordinance, which avoids water and energy waste. In addition, AAU's compliance with the City's Commuter Benefits Ordinance, Emergency Ride Home Program, Energy Performance Ordinance, Light Pollution Reduction Ordinance, and other requirements ensures reductions in fuel and energy consumption associated with AAU's change in use.<sup>546</sup> With the implementation of applicable requirements listed in the GHG Compliance Checklist for ES-13, no excessive or wasteful consumption of fuel, water, or energy resources has or would occur from the change in use.

As discussed in Transportation and Traffic, AAU provides shuttle service at ES-13. This reduces the number of trips by private vehicle that could occur and, consequently, the amount of fuel that could be consumed.

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<sup>543</sup> Clayton Group Services, Phase I Environmental Site Assessment for 860 Sutter Street, June 2005.

<sup>544</sup> Clayton Group Services, Phase I Environmental Site Assessment for 860 Sutter Street, June 2005.

<sup>545</sup> Bluewater Environmental Services, Uniform Hazardous Waste Manifest, EPA Form 8700-22, July 17, 2008.

<sup>546</sup> San Francisco Planning Department, Compliance Checklist Table for Greenhouse Gas Analysis, 860 Sutter Street, March 4, 2016.

For all of these reasons, the change in use at ES-13 has not resulted in the use of large amounts of energy, fuel, or water, or in the use of these resources in a wasteful manner.

Therefore, the change in use at ES-13 has not had a substantial effect on mineral or energy resources.

### **Agricultural and Forest Resources**

ES-13 is designated “Urban and Built-up Land” by the California Department of Conservation’s Farmland Mapping and Monitoring Program.<sup>547</sup> The site is not designated as Prime Farmland, Unique Farmland, or Farmland of Statewide or Local Importance, nor are there areas under Williamson Act contract. No forest land occurs on the site and the site is not zoned for agricultural or forest land use. Therefore, the change in use of ES-13 has had no substantial effects on agriculture or forest resources.

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<sup>547</sup> California Department of Conservation, Regional Urbanized Maps, San Francisco Bay Area Important Farmland, 2012. Available online at: <http://www.conservation.ca.gov/dlrp/fmmp/trends>. Accessed on April 20, 2016.