

Executive Summary

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Executive Summary

ES.1 Introduction

This Supplemental Environmental Impact Statement (SEIS) evaluates the potential significant impacts on the natural and human environment that could result from the disposal of Hunters Point Naval Shipyard (HPS) and subsequent reuse of the property by the City and County of San Francisco (the city). The location of HPS is shown in Figure ES-1. The HPS project site and adjacent existing communities are shown in Figure ES-2.

This document has been prepared by the U.S. Department of the Navy (DoN) in accordance with the *National Environmental Policy Act of 1969* (NEPA) (Public Law [Pub. L.] 91-190, 42 United States Code [U.S.C.] 4321-4370f); the Council on Environmental Quality (CEQ) regulations implementing NEPA (40 Code of Federal Regulations [CFR] 1500-1508); DoN regulations implementing NEPA (32 CFR 775); Office of the Chief of Naval Operations Instructions (OPNAVINST) 5090.1C CH-1; and DoN *Base Realignment and Closure (BRAC) Implementation Guidance* (NBIG).

A Final EIS (FEIS) was completed in March 2000 (DoN 2000a), hereafter referred to as the 2000 FEIS. This SEIS incorporates by reference the 2000 FEIS. A summary of the alternatives analyzed in the 2000 FEIS is provided in Section ES.5.1. DoN issued a Record of Decision (ROD) on 29 November 2000 (DoN 2000b) indicating that disposal of HPS would be accomplished in a manner that would allow the city to reuse the property as set forth in the *Hunters Point Naval Shipyard Redevelopment Plan (HPS Redevelopment Plan)* (San Francisco Redevelopment Agency [SFRA] 1997a).

Regulations promulgated by CEQ (1978) require federal agencies to prepare supplements to existing documents (40 CFR 1502.9(c)(1)) that implement provisions of the NEPA if:

- The agency makes substantial changes to the proposed action that are relevant to environmental concerns; or
- There are significant new circumstances or information relevant to environmental concerns and bearing on the proposed action or its impacts.

The *HPS Redevelopment Plan*, as amended in 2010, constitutes a substantial change from the proposed action as documented in the 2000 FEIS and ROD. The substantial changes are discussed in Section ES.5.2.8, Comparison of Differences between Alternatives Analyzed in the 2000 FEIS and this SEIS, and include:

- An increase in the number of residential units from approximately 1,300 to between 1,855 and 4,275 units and an increase in research and development (R&D) space from 312,000 square feet (ft²) (28,986 square meters [m²]) to between 1,750,000 and 5,000,000 ft² (between 162,580 and 464,515 m²) proposed by the Proposed Reuse Alternative analyzed in the 2000 FEIS as compared to Alternatives 1, 1A, 2, 2A, 3, and 4 in this SEIS;
- A 69,000-seat football stadium is proposed under Alternative 1 (Stadium Plan Alternative) and Alternative 1A (Stadium Plan/No-Bridge Alternative) in this SEIS that was not analyzed in the 2000 FEIS;
- An increase in parks and open space are proposed by the current alternatives compared with those analyzed in the 2000 FEIS; and
- The exclusion of industrial and maritime industrial land uses from the currently proposed alternatives, which the 2000 FEIS Proposed Reuse Alternative included.

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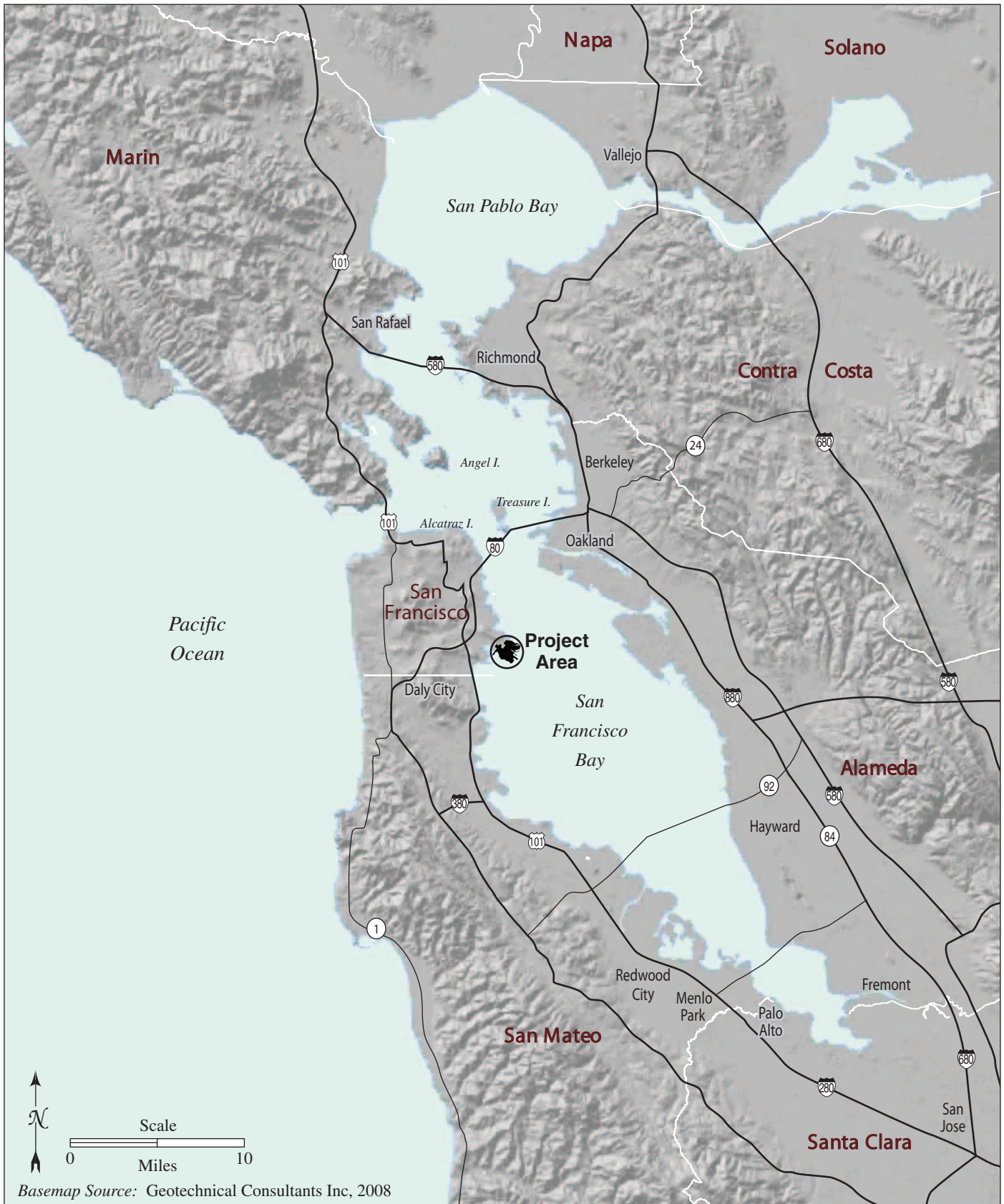


Figure ES-1. Hunters Point Shipyard Location

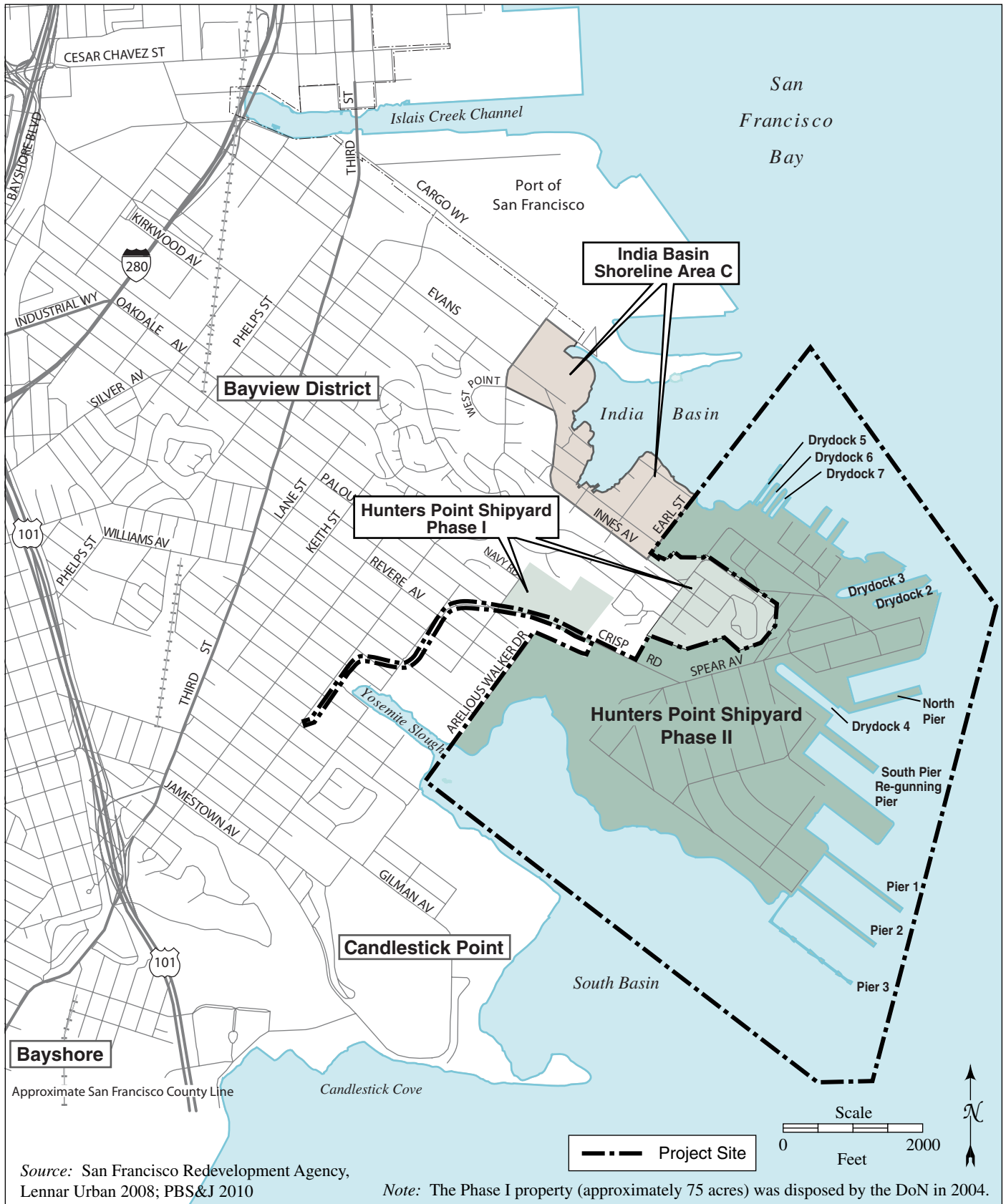


Figure ES-2. Hunters Point Shipyard Project Site and Vicinity

This SEIS supplements information in the 2000 FEIS related to the current disposal and reuse plans, which are a subset of the reuse alternatives and variants considered in the *Candlestick Point-Hunters Point Shipyard Phase II Development Plan Final Environmental Impact Report* (Final EIR) prepared by the City and County of San Francisco and the SFRA under the *California Environmental Quality Act* (CEQA) (SFRA 2009 and 2010). They address the main redevelopment plans proposed for HPS and represent a reasonable range of alternatives as required by NEPA. To support this process, new technical studies were performed for transportation, traffic, and circulation; air quality and greenhouse gases (GHGs); noise; cultural resources; hazards and hazardous materials; land use and recreation; biological resources; and environmental justice. The EIR covers a larger region than this SEIS, including both HPS and Candlestick Point, and is being prepared ahead of this SEIS by the City and County of San Francisco. This SEIS is specific to HPS and is being prepared to comply with NEPA.

The footprints of all the SEIS action alternatives are the same; the main differences relate to various components within the footprints. As noted in Section 2.3, Description of Community Reuse Alternatives, the conveyed portion of HPS (i.e., HPS Phase I) is not included as part of the proposed action being considered in this SEIS. Implementation of the HPS Phase I development (Figure ES-2) has already begun, as authorized by the *Hunters Point Naval Shipyard (HPS) Redevelopment Plan* (SFRA 1997a; amended 2010) and the *Disposition and Development Agreement for Hunters Point Shipyard Phase I* (Phase I DDA) (SFRA 2003) to implement the Proposed Reuse Alternative, and is not a part of the project action addressed in this SEIS.

ES.2 Purpose and Need

The purpose of the proposed action evaluated in this SEIS and the preferred alternative is the disposal of HPS from federal ownership (861 dry and submerged acres) and its subsequent reuse in a manner consistent with the amended 2010 *HPS Redevelopment Plan*. The *Defense Base Closure and Realignment Act of 1990* (DBCRA) (10 U.S.C. 2687) directed the Department of Defense to close and realign United States military operations.

In 1990, DoN designated the property as the Hunters Point Annex to Naval Station Treasure Island, which is also located in San Francisco. Section 2824(a) of the *National Defense Authorization Act for Fiscal Year 1991*, Public Law 101-510, directed DoN to lease not less than 260 acres (ac) (105 hectares [ha]) at Hunters Point to the City of San Francisco at fair market value for a period of at least 30 years.

Under the authority of the DBCRA of 1990, the 1991 BRAC Commission recommended closing HPS. The Commission also recommended that DoN lease the entire property and permit continuing occupancy of certain DoN components. These recommendations were approved by the President and accepted by Congress in 1991.

Under authority of the DBCRA, the 1993 BRAC Commission directed DoN to dispose of HPS in any lawful manner including leasing the property. The 1993 Commission's recommendation was approved by the President and accepted by Congress in September 1993. Later in 1993, Section 2834 of Public Law 103-160 amended Section 2824(a) of Public Law 101-510 and gave the Secretary of the Navy authority to convey HPS to the City of San Francisco or a reuse organization approved by the city instead of leasing the property. This authority is independent of the DBCRA of 1990, as well as the *Federal Property and Administrative Services Act of 1949* (40 U.S.C. 484) and its implementing regulations, the *Federal Property Management Regulations* (41 CFR 101-47). Accordingly, DoN is planning to dispose of the property in accordance with applicable laws and regulations, including the DBCRA. DBCRA requirements related to disposal of surplus property include the following:

- Compliance with NEPA;
- Environmental restoration of the property;

- Consideration of the local community's reuse plan before disposal of the property; and
- Compliance with specific federal property disposal laws and regulations.

Under the DBCRA, the decision to close, relocate, or realign bases is exempt from NEPA documentation requirements. However, once that decision has been made, the cognizant military service is required to prepare appropriate NEPA documentation evaluating the environmental effects of the disposal and subsequent reuse of the property. The reuse of HPS would be in a manner consistent with the 2010 *HPS Redevelopment Plan*. The disposal of the property is the responsibility of the DoN, and the City and County of San Francisco, as successor to the SFRA, is responsible for the implementation of the *HPS Redevelopment Plan*. The future developer or owner of the property would be responsible for implementation of mitigation measures and project environmental controls identified for resource impacts associated with reuse.

ES.3 Disposal and Reuse Planning Process

In 1997, the San Francisco Board of Supervisors adopted, by Ordinance 285-97, the *HPS Redevelopment Plan*, which included a mix of residential, commercial, R&D, industrial, and parks and open space land uses (SFRA 1997a). Along with the *HPS Redevelopment Plan*, the San Francisco Planning and SFRA Commissions approved the *Design for Development* (SFRA 1997b). Together, these two documents identified the project goals and objectives, land use designations, development standards, community services, and development financing opportunities for HPS. These documents were intended to guide redevelopment of HPS.

Based on the 1997 *HPS Redevelopment Plan*, the DoN initiated the NEPA process and prepared the 2000 FEIS. The 2000 FEIS evaluated the environmental consequences resulting from the implementation of the 1997 *HPS Redevelopment Plan*. The DoN issued a ROD on 29 November 2000 indicating that disposal of HPS would be accomplished in a manner as set out in the 1997 *HPS Redevelopment Plan*.

Also in 2000, in accordance with the California Environmental Quality Act (CEQA), the City and County of San Francisco and SFRA prepared and adopted the *Hunters Point Reuse, Final Environmental Impact Report, 8 February 2000* (2000 FEIR). The 2000 FEIR assessed the environmental consequences of the community's reuse of HPS in a manner consistent with the 1997 *HPS Redevelopment Plan*.

In 2004, the DoN disposed of (conveyed) approximately 75 ac (30 ha) of HPS property (known as HPS Phase I) to the SFRA. This conveyance, followed by the city and SFRA approval of the *Phase I DDA* (a contract between the future developer or owner of the property and the SFRA to set forth the terms and conditions under which the project site may be developed) allowed for the redevelopment of the HPS Phase I property for residential, commercial, and open space development (SFRA 2003).

Then in May 2007, the San Francisco Board of Supervisors and the Mayor approved a resolution endorsing a Conceptual Framework for integrated planning of both HPS and Candlestick Point. In June 2008, in response to the Conceptual Framework, San Francisco voters approved Proposition G, the Bayview Jobs, Parks and Housing Initiative. The Proposition G Initiative proposed that new zoning be established along with a land use program.

Following approval of the 2007 Conceptual Framework and Proposition G, the SFRA prepared an amendment to the *HPS Redevelopment Plan* that, among other things, revised the land uses within the project site. The amended *HPS Redevelopment Plan* included additional residential, commercial R&D /industrial, parks and open space land used, and a new 69,000 seat football stadium. The *HPS Redevelopment Plan* was amended on 3 August 2010 by Ordinance No. 211-10. To assess the potential environmental consequences resulting from the amended 2010 *HPS Redevelopment Plan*, the City and County of San Francisco and the SFRA prepared the *Candlestick Point-Hunters Point Shipyard Phase II Development Plan Project Final EIR*. The SFRA Commission and the City and County of San Francisco Planning Commission certified completion of the *Candlestick Point-Hunters Point Shipyard Phase II Development Plan Project Final EIR* on 3 June 2010 and

adopted amendments to the *City and County of San Francisco General Plan*, Planning Code, and Zoning Map. In addition, the Planning Commission adopted Resolutions 18-101 and 18-102, which found the *HPS Redevelopment Plan* amendment and other related actions to be consistent with the General Plan as amended. The SFRA, along with all 400 redevelopment agencies in the State of California, was dissolved on 1 February 2012. The City and County of San Francisco has assumed, by direction of Resolution No. 11-12, the role as successor to the SFRA and responsibility for exercising land use, development and design approval authority under the enforceable obligations for HPS.

Based on the changes between the 1997 and 2010 HPS Redevelopment Plans that have taken place since the 2000 FEIS and ROD, the DoN has prepared this SEIS to supplement the 2000 FEIS and assess the potential environmental consequences resulting from these changes.

This SEIS evaluates potential environmental effects from the proposed action consistent with the substantial changes and significant new circumstances that have occurred since the 2000 FEIS was completed and the ROD approved. The general disposal options available to DoN include disposal of the property for subsequent reuse or retaining HPS in federal ownership. DoN disposal of property at HPS is the federal action evaluated in this SEIS for potential environmental and socioeconomic impacts. DoN disposal is assumed as part of each reuse alternative.

ES.4 Public Involvement Process

The NEPA process is designed to involve the public in federal decision-making. Opportunities to comment on, and participate in, the process were provided during preparation of this SEIS, and the public involvement process included several components that are described below.

ES.4.1 Scoping and Community Outreach Process

ES 4.1.1 Public Scoping Process

The purpose of scoping is to identify potential environmental issues and concerns regarding the proposed action and to determine the scope of issues to be addressed in the SEIS. The scoping process for this SEIS included public notification via the *Federal Register*, newspaper advertisements, and a public scoping meeting, as noted below. The public scoping period began officially on 5 September 2008, with the publication of the Notice of Intent (NOI) in the *Federal Register*. The NOI conveyed to the public DoN's intent to prepare an SEIS to evaluate the potential effects of the proposed action (disposal and reuse) and alternatives. The NOI also announced the date, time, and location of a public scoping meeting. The 30-day scoping period lasted until 17 October 2008. The public was invited and encouraged to provide scoping comments during this period.

The purpose and goals of the public scoping meeting were to introduce stakeholders to the SEIS process, summarize project information, answer questions, and solicit input on important issues and concerns. A meeting was held on 23 September 2008 at the Southeast Community Facility, Alex L. Pitcher Community Room, 1800 Oakdale Avenue, San Francisco, CA, 94124. Following an introduction by DoN of the meeting purpose and goals, the meeting was conducted using a "town hall" format to create an outreaching, informative atmosphere. Using this format, public participants could ask questions and provide comments to DoN personnel and other members of the project team.

Oral comments were received from five speakers at the public scoping meeting. Written comment letters were subsequently received from eight other parties, including local agencies and interest groups. These comments addressed a variety of concerns, including consistency with San Francisco Bay Conservation and Development Commission (BCDC) plans and policies, sea-level rise, public access, site cleanup, public health and safety, environmental justice, soil liquefaction, open space, cultural resources, air

quality, biology, and public facilities and services. DoN considered comments received during the scoping process in determining the range of issues to be evaluated in this SEIS.

ES.4.1.2 Community Outreach Process

In addition to the public scoping meeting, smaller public outreach meetings were conducted to solicit further comments and concerns, and identify issues from interested environmental justice community groups. These meetings were conducted during summer, fall, and winter of 2009 and included the following community groups: Bayview Hill Neighborhood Association; Bayview Churches Association; Bayview Alliance for Black Educators; environmental justice organizations; Hispanic Community Group; Bayview Hunters Point Seniors; Chinese for Affirmative Action; Bayview Hunters Point Public Housing Tenants; Samoan/Pacific Island Community Development Group; Southeast Community Facility Commission; and the Tabernacle Ministers Group. The participating groups represent diverse communities within the potentially affected area that had expressed interest in additional outreach concerning the proposed action and environmental review process.

A large variety of oral questions, comments, and concerns were received during the public outreach meetings. These concerns had to do with the general topics of community involvement, site cleanup process, traffic, jobs and housing, public health, wetland preservation, and parks and open space. A more detailed summary of comments received during the public outreach meetings and the public outreach program is provided in Section 6.4, Environmental Justice. This information was used to help scope the SEIS.

ES.4.2 Public Review of the Draft SEIS

After the Draft SEIS was completed, the DoN published a Notice of Availability (NOA) in the Federal Register on 23 February 2011, and in the *San Francisco Chronicle*, and *Oakland Tribune* newspapers. The Draft SEIS was circulated for review and comment to government agencies, local organizations, Native American tribes (including but not limited to the Amah Tribal Band, Muwekma Indian Tribe, and the Indian Canyon Mutsun Band of Costanoan), and interested private citizens. The NOA was circulated with the Draft SEIS and also mailed directly to other interested parties identified during public scoping and outreach and from the 2000 FEIS. The Draft SEIS was also available for general review on the DoN BRAC program management office (PMO) web site at <http://www.bracpmo.navy.mil>. In addition, the Draft SEIS was available for review at the following public locations:

City Planning Department (By Appointment)
1650 Mission Street, Fourth Floor
San Francisco, CA 94103

San Francisco Main Library
100 Larkin Street
San Francisco, CA 94102

San Francisco State University Library
1360 Holloway Avenue
San Francisco, CA 94132

Hastings Law Library
UC Hastings College of the Law
200 McAllister Street, 4th Floor
San Francisco, CA 94102

Jonsson Library of Government Documents
Cecil H. Green Library, Bing Wing
Stanford, CA 94305

Institute of Governmental Studies Library
UC Berkeley
109 Moses Hall, #2370
Berkeley, CA 94720

The Draft SEIS was available for a 45-day public review and comment period that began on 23 February 2011 and ended on 12 April 2011. Subsequently, based on a public request for a two-week extension, the DoN extended the public comment period to 6 May 2011. A public hearing was conducted during the review period at the Southeast Community Facility, Alex L. Pitcher Community Room, 1800 Oakdale Avenue, San Francisco, CA 94124, 15 March 2011, 5:30 to 8:30 P.M. No public comments were received on the Draft SEIS at the public hearing. Public comments were received by mail after the public

hearing. These comments and the DoN's responses are presented in Appendix C, Comments and Responses. The Final SEIS has been revised, as appropriate, in response to public comments.

ES.4.3 Public Review of the Final SEIS

DoN announced the release of the Final SEIS by publishing a NOA in the *Federal Register*. The Final SEIS has been circulated to government agencies, local organizations, Native American tribes (including but not limited to the Amah Tribal Band, Muwekma Indian Tribe, and the Indian Canyon Mutsun Band of Costanoan), and interested private citizens. The Final SEIS is also available on the DoN BRAC PMO web site at <http://www.bracpmo.navy.mil> and at the locations listed in Section ES 4.3, Public Review of the Draft SEIS.

No earlier than 30 days after publication of the Final SEIS, a Record of Decision (ROD) will be issued. The ROD will indicate which disposal action has been selected, the alternatives that were considered, the potential environmental impacts, and any specific mitigation activities to support the decision. Publication of the ROD will complete the NEPA process.

ES.5 Alternatives Considered

This section provides an overview of the reuse alternative that was analyzed in the 2000 FEIS (Section ES.5.1, Reuse Alternative Considered in the 2000 FEIS) and the reuse alternatives considered by this SEIS (Section ES.5.2, Reuse Alternatives in this SEIS).

ES.5.1 Reuse Alternative Considered in the 2000 FEIS

ES.5.1.1 Proposed Reuse Alternative

The Proposed Reuse Alternative considered in the 2000 FEIS was a broad conceptual plan for developing the 936-ac (379-ha) reuse area over an approximately 25-year period. This alternative allowed for a range of different types and intensities of development, including residential, commercial, industrial, and recreational. The 1997 *Land Use Alternatives and Proposed Draft Plan* (SFRA 1997c) was the land use plan for HPS and provided the basis for the Proposed Reuse Alternative analyzed in the 2000 FEIS. The reuse plan was a mixed land-use development plan that included rehabilitation and reuse of some existing buildings at HPS. Proposed land use categories included industrial, maritime industrial, R&D, cultural and education, mixed use, live/work, residential, and open space. This alternative was anticipated to create about 6,400 new jobs by 2025. Table ES-1 presents as a comparison between the land uses proposed under the alternatives analyzed in the 2000 FEIS and this SEIS.

In general, under the 2000 FEIS Proposed Reuse Alternative, the south-central portion of the property would contain approximately 96 ac (39 ha) for industrial use. East of the industrial use area, 85 ac (34 ha) were proposed for maritime industrial land uses. North and east of the industrial area, 70 ac (34 ha) were proposed for R&D uses. Interspersed with the R&D uses would be 55 ac (22 ha) of mixed-use development including artists' studios, live/work units, and retail commercial as well as 25 ac (10 ha) of educational and cultural uses. Northwest of the industrial use area, approximately 38 ac (15 ha) were proposed for residential development, including 1,300 units (apartments, single-family units, and duplexes). West and along the majority of the waterfront (with the exception of the shoreline area designated for maritime industrial uses), approximately 124 ac (50.2 ha) were proposed for open space uses. Areas of HPS would be opened for public use and would include public access trails along the waterfront, involving a possible link to the regional Bay Trail. Undeveloped open space along the southwestern edge of HPS would be opened to the public and several open space areas would be set aside for development of wetlands. Parks were proposed along the bluff in the residential hillside area, in the northern mixed-use area, and in the central industrial area.

Table ES-1. Comparison of Land Use Alternatives Analyzed in the SEIS and 2000 FEIS

Land Use	SEIS							2000 FEIS	
	Alternative 1 (Stadium Plan Alternative)	Alternative 1A (Stadium Plan/No- Bridge Alternative)	Alternative 2 (Non-Stadium Plan/ Additional R&D Alternative)	Alternative 2A (Non-Stadium Plan/ Housing and R&D Alternative)	Alternative 3 (Non-Stadium Plan/ Additional Housing Alternative)	Alternative 4 (Non-Stadium Plan/Reduced Development Alternative)	No Action Alternative	Proposed Reuse Alternative ³	Reduced Development Alternative ³
Acreage									
Dry Land (ac) ¹	421	421	421	421	421	421	421	493	493
Submerged (ac) ²	440	440	440	440	440	440	440	443	443
Total (ac)	861	861	861	861	861	861	861	936	936
Residential									
Total (units)	2,650	2,650	2,650	4,275	4,000	1,855	0	1,300	300
Non-Residential									
Neighborhood Retail/Other Commercial/Mixed Use (ft ²)	125,000	125,000	125,000	125,000	125,000	87,500	910,602	1,705,600	645,000
R&D/Industrial (ft ²)	2,500,000	2,500,000	5,000,000	3,000,000	2,500,000	1,750,000	300	1,447,000	650,000
Artists' Studios/New Artist Center (ft ²)	255,000	255,000	255,000	255,000	255,000	255,000	85,121	500,000	100,000
Community Services (ft ²)	50,000	50,000	50,000	50,000	50,000	50,000	0	NA ⁴	NA ⁴
Parks & Open Space (ac)	231.6	231.6	222.2	221.8	244.6	244.6	164.25 ³	124	124
Football Stadium (seats)	69,000	69,000	No Stadium	No Stadium	No Stadium	No Stadium	No Stadium	No Stadium	No Stadium
Other									
Yosemite Slough Bridge	Auto/BRT/ Ped ⁵	NA	BRT/Ped	BRT/Ped	BRT/Ped	No Bridge	No Bridge	No Bridge	No Bridge
Shoreline Improvements	Yes	Yes	Yes	Yes	Yes	Yes	NA ⁵	NA ⁴	NA ⁴
Marina (slips)	300	300	300	300	300	No Marina	No Marina	No Marina	No Marina

- Notes:
- The total dry land acreage proposed for disposal and reuse in the 2000 FEIS is larger than that in this SEIS because subsequent to the approval of the 2000 FEIS, DoN disposed of HPS Phase I, by conveyance to the City and County of San Francisco. Thus, Phase I is not included in the portion of HPS being evaluated for disposal and reuse in this SEIS.
 - The total submerged acreage provided in the 2000 FEIS is larger than that in this SEIS due to approximation of submerged area.
 - This acreage includes land uses on the entire HPS site including Phase I
 - Not Available. This land use category was not specifically proposed under this reuse alternative.
 - Not Available. These land use categories were not included in the existing land uses at HPS as identified in the 2000 FEIS.
 - BRT = Bus Rapid Transit; Ped = Pedestrian.

Sources: SFRA 2009 and 2010; DoN 2000a.

ES.5.1.2 Reduced Development Alternative

The Reduced Development Alternative considered in the 2000 FEIS had the same objectives and included the same land uses and areas as those in the Proposed Reuse Plan Alternative, but with development reduced in scale. Development within each land use type was proposed to be less intensive, which generally equated to smaller or fewer buildings. This alternative was anticipated to create up to 2,700 new jobs by 2025 and would include development controls or limitations to ensure that reuse would remain at the reduced levels. This would allow for more deliberate selection of new users and staged implementation of proposed infrastructure improvements. Land uses under the Reduced Development Alternative would be the same as proposed under the Proposed Reuse Alternative.

ES.5.1.3 No Action Alternative

Under the No Action Alternative in the 2000 FEIS, HPS (Phases I and II) would not be disposed of and HPS would remain a closed federal property under caretaker status in its entirety.¹ Thus, these parcels would not be reused or redeveloped. Environmental cleanup would continue until completion. No new leases would be executed under the No Action Alternative. Existing leases would continue until they expire or are terminated, after which DoN could decide to renew or extend some or all of these leases. Environmental impacts associated with the renewal or extension of existing leases would be evaluated before making such decisions.

ES.5.2 Reuse Alternatives in this SEIS

Alternatives considered in this SEIS are based on the amended 2010 *HPS Redevelopment Plan*. In addition, the reuse alternatives are based, in part, on a subset of the reuse alternatives and variants considered in the *Candlestick Point-Hunters Point Shipyard Phase II Development Plan Draft EIR* and Final EIR prepared by the City and County of San Francisco and the SFRA under CEQA (SFRA 2010). The SEIS alternatives address the main redevelopment plans proposed for HPS and represent a reasonable range of alternatives as required by NEPA. The EIR addresses redevelopment plans for an area broader than but including HPS, and therefore includes additional alternatives or variants. The footprints of all the SEIS action alternatives are the same, with the main differences related to various components within the footprints. The conveyed portion of HPS (i.e., Phase I) is not included as part of the proposed action being considered in this SEIS.

This section presents a summary of the six reuse alternatives developed and evaluated in this SEIS: Alternative 1 (Stadium Plan Alternative), Alternative 1A (Stadium Plan/No-Bridge Alternative), Alternative 2 (Non-Stadium Plan/Additional R&D Alternative), Alternative 2A (Non-Stadium Plan/Housing and R&D Alternative), Alternative 3 (Non-Stadium Plan/Additional Housing Alternative), Alternative 4 (Non Stadium Plan/Reduced Development Alternative), and the No Action Alternative.

Each reuse alternative is a broad conceptual plan characterized by a general land use concept and a development scenario. As such, each has general land use planning designations (i.e., residential, neighborhood retail, R&D, community facility, stadium or no stadium, and parks and open space) that allow for a range of different types of land use. These six land use categories represent slightly revised versions of the land use categories discussed in the HPS Redevelopment Plan. The proposed land use configurations of Alternatives 1, 2, 2A, 3, and 4 are shown on Figures ES-3, ES-4, ES-5, ES-6, and ES-7, respectively. The land use configuration for Alternative 1A is the same as for Alternative 1 with the exception that the Yosemite Slough bridge would not be constructed. As such, Figure ES-3 provides the land use configuration for both Alternatives 1 and 1A. Table ES-1 provides a summary comparison of

¹ HPS Phase I Redevelopment is not included as part of the alternatives analyzed in this SEIS because Phase I has already been disposed of by DoN and is currently being developed as residential housing.

land use development of the six reuse alternatives. The table and figures are intended to help identify specific differences among the alternatives.

ES.5.2.1 Alternative 1: Stadium Plan Alternative

Alternative 1 includes a wide range of uses including a mixed-use community with residential, retail, office, R&D, civic and community uses, and parks and recreational open space (Figure ES-3). A major component of this alternative would be the inclusion of a new stadium. This alternative would also include a 300-slip marina, improvements to stabilize the shoreline, and a new bridge over Yosemite Slough. New infrastructure would serve the development as necessary.

Alternative 1 also includes a Tower Variant D. Under Tower Variant D of Alternative 1, the floor plate area of the two proposed residential towers at HPS could be increased from 10,000 ft² (929 m²) to 12,500 ft² (1,161 m²), which would result in slightly greater tower bulk. However, the larger floor plates would be accommodated on the existing podium design and, therefore, the building footprint would not increase.

ES.5.2.2 Alternative 1A: Stadium Plan/No-Bridge Alternative

Alternative 1A would comprise the same land use plan as Alternative 1 (Figure ES-3) except that Yosemite Slough bridge would not be constructed. Similar to Alternative 1A, the Tower Variant D option of Alternative 1A could be developed, which would increase the floor plate area of the two proposed residential towers from 10,000 ft² (929 m²) to 12,500 ft² (1,161 m²).

ES.5.2.3 Alternative 2: Non-Stadium Plan/Additional R&D Alternative

Alternative 2 would not include the construction of a new football stadium. Instead, an additional three million ft² (278,709 m²) of R&D space would be developed on the proposed stadium site, in addition to the other components noted under Alternative 1 for residential, retail, R&D, parks and recreation, and civic and community use space (Figure ES-4). This alternative would also reconfigure the design and sizes of the parks and open space areas, resulting in a reduction of 9.4 ac (3.8 ha) compared to Alternative 1. This alternative could be developed with a land use plan that provides for the same development scenario as Alternative 1 except that it would preserve four structures (Buildings 211, 224, 231, and 253) located within the R&D district that are proposed for demolition under Alternative 1 (Figure ES-4). In addition, the Tower Variant D option of Alternative 2 could be developed, which would increase the floor plate area of the two proposed residential towers from 10,000 ft² (929 m²) to 12,500 ft² (1,161 m²).

ES.5.2.4 Alternative 2A: Non-Stadium Plan/Housing and R&D Alternative

Like Alternative 2, Alternative 2A would not include the construction of a new football stadium. Instead, an additional 1,625 residential units and 500,000 ft² (46,452 m²) of R&D uses emphasizing emerging technologies would be developed at HPS under this alternative. Parks and sports field areas would be decreased under this alternative compared to Alternative 1. This alternative could be developed with a land use plan that provides for the same development scenario except that it would preserve four structures (Buildings 211, 224, 231, and 253) located within the R&D district that are proposed for demolition under this alternative (Figure ES-5). In addition, the Tower Variant D option of Alternative 2A could be developed, which would increase the floor plate area of the two proposed residential towers from 10,000 ft² (929 m²) to 12,500 ft² (1,161 m²).



Figure ES-3. Land Uses for Alternative 1 (Stadium Plan Alternative)

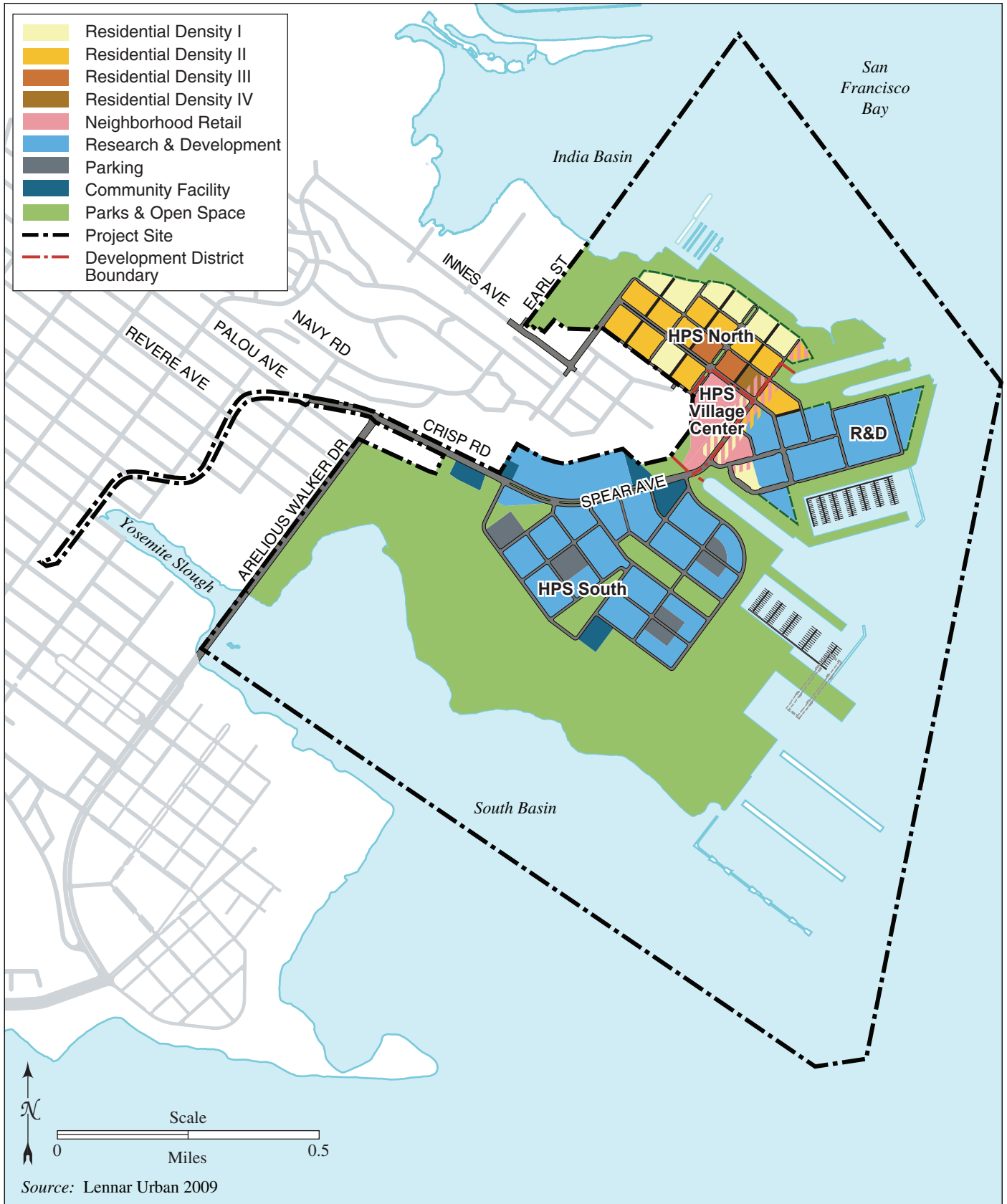


Figure ES-4. Land Uses for Alternative 2 (Non-Stadium Plan/Additional R&D Alternative)

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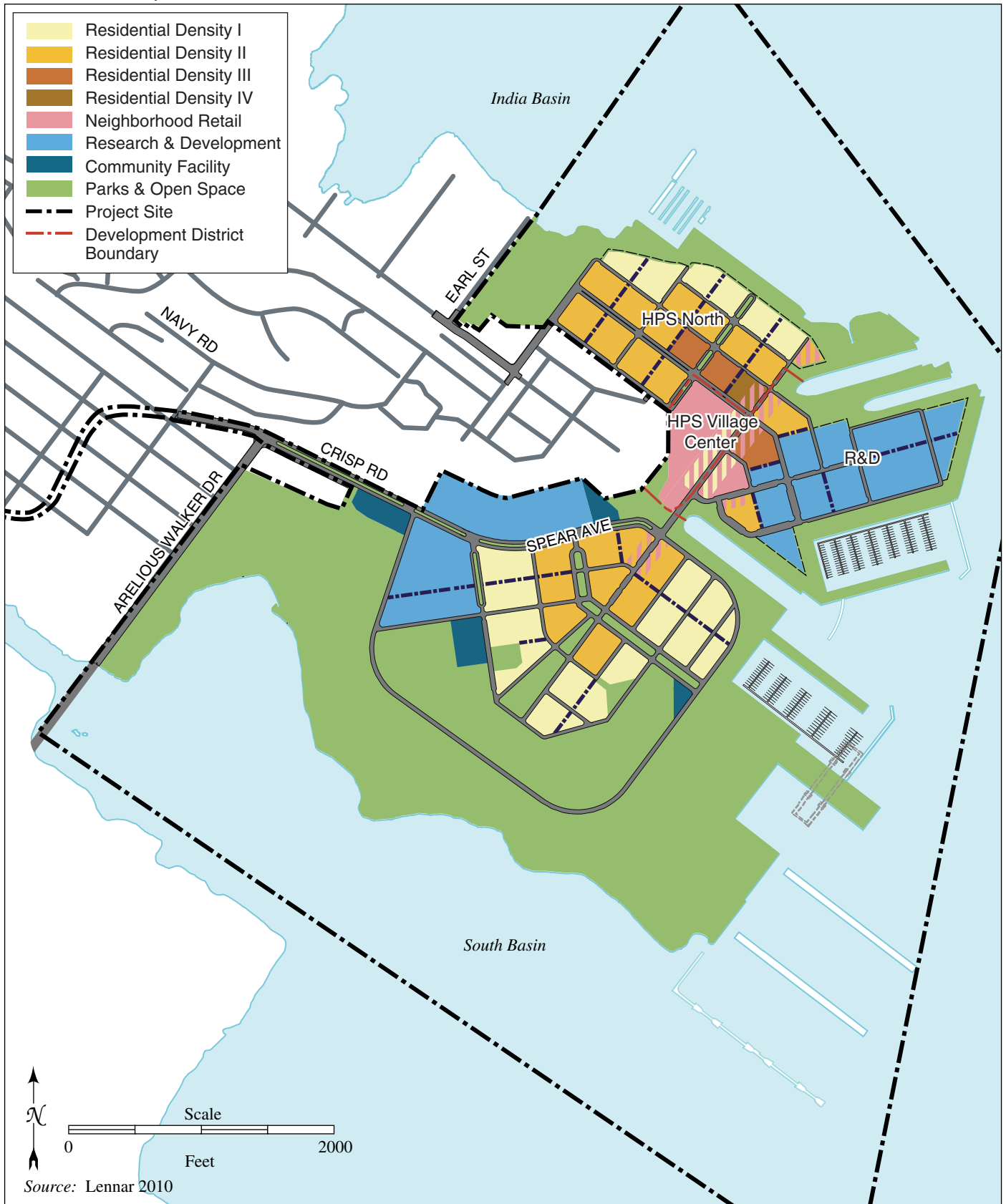


Figure ES-5. Land Uses for Alternative 2A (Non-Stadium Plan/Housing and R&D Alternative)

ES.5.2.5 Alternative 3: Non-Stadium Plan/Additional Housing Alternative

Alternative 3 also would not include the construction of a new football stadium. Instead, an additional 1,350 residential units would be developed on the proposed stadium site and the neighborhood retail land uses would be relocated to the proposed stadium site to serve the residential uses (Figure ES-5). This alternative would also reconfigure the designs and sizes of the parks and open space areas, resulting in an increase of 13 ac (5.3 ha) compared to Alternative 1. In addition, this alternative could be developed with a land use plan that provides for the same development scenario except that it would preserve four structures (Buildings 211, 224, 231, and 253) located within the R&D district that are proposed for demolition under Alternative 1 (Figure ES-6). In addition, the Tower Variant D option of Alternative 3 could be developed, which would increase the floor plate area of the two proposed residential towers from 10,000 ft² (929 m²) to 12,500 ft² (1,161 m²).

ES.5.2.6 Alternative 4: Non-Stadium Plan/Reduced Development Alternative

Alternative 4 would reduce the area subject to development by about 30 percent compared to Alternative 1 (Figure ES-7). A total of approximately 1,855 housing units and 1,750,000 ft² (162,580 m²) of R&D would be developed under this alternative. It would also preserve existing structures (Buildings 211, 224, 231, and 253) located within the R&D district. The football stadium, marina, shoreline improvements, and Yosemite Slough bridge would not be constructed.

ES.5.2.7 No Action Alternative

Under the No Action Alternative, HPS would not be disposed of and would remain a closed federal property under caretaker status. These parcels would not be reused or redeveloped under Proposition G, the existing HPS Redevelopment Plan, or otherwise. Environmental cleanup would continue until completion. No new leases would be executed under the No Action Alternative. Existing leases would continue until they expire or are terminated, after which DoN could decide to renew or extend some or all of these leases.

ES.5.2.8 Comparison of Differences between Alternatives Analyzed in the 2000 FEIS and this SEIS

This section provides a comparison between the alternatives analyzed in the 2000 FEIS and this SEIS. Table ES-1 presents a comparison of the land uses proposed under each alternative. It should be noted that there are some differences in the land use categories for this SEIS and the 2000 FEIS, which, therefore, are not always directly comparable. Reasons for these differences include: the 2000 FEIS did not classify residential units based on density range; and the land use categories (i.e., industrial, maritime industrial, cultural/education, mixed use) proposed in the 2000 FEIS were not specifically proposed in the *Candlestick Point-Hunters Point Shipyard Phase II Development Plan Final EIR* or this SEIS.

The total dry land acreage proposed for disposal and reuse in the 2000 FEIS is larger than that proposed for disposal and reuse in this SEIS. This is because, as discussed in Section ES.3, Disposal and Reuse Planning Process, subsequent to approval of the 2000 FEIS, DoN disposed of approximately 75 ac (30 ha) within HPS to the SFRA. That portion of HPS which has already been disposed of and is in the process of being reused under Phase I of the HPS redevelopment is not included in the portion of HPS being evaluated for disposal and reuse in this SEIS.

As indicated in Table ES-1, the stadium plan and non-stadium plan alternatives analyzed in this SEIS represent an increase in the number of residential units and amount of R&D space proposed compared to the Proposed Reuse Plan and Reduced Development alternatives analyzed in the 2000 FEIS. Comparing SEIS Alternative 1 to the 2000 FEIS Proposed Reuse Alternative shows an increase in residential units

Executive Summary

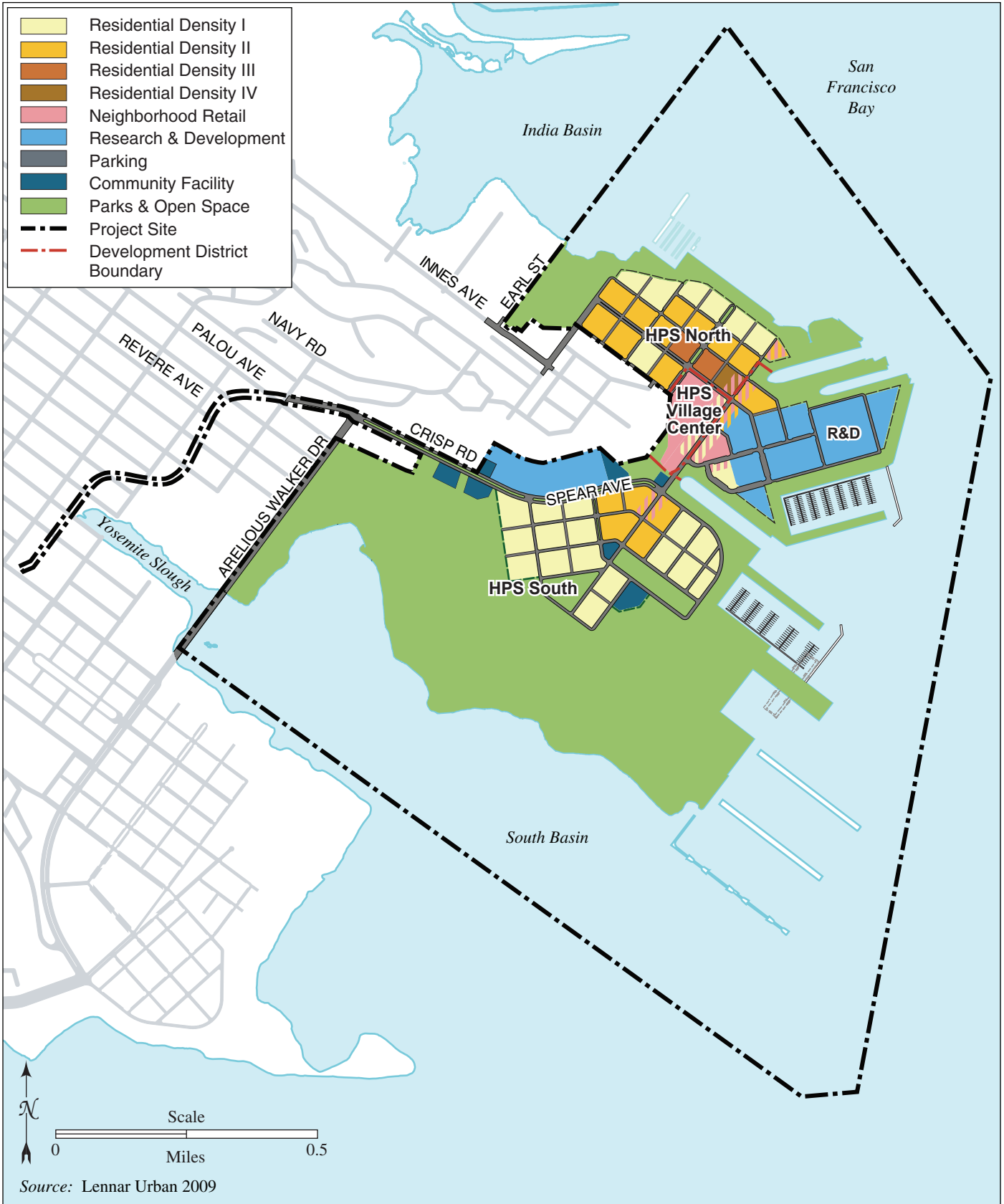


Figure ES-6. Land Uses for Alternative 3 (Non-Stadium Plan/Additional Housing Alternative)

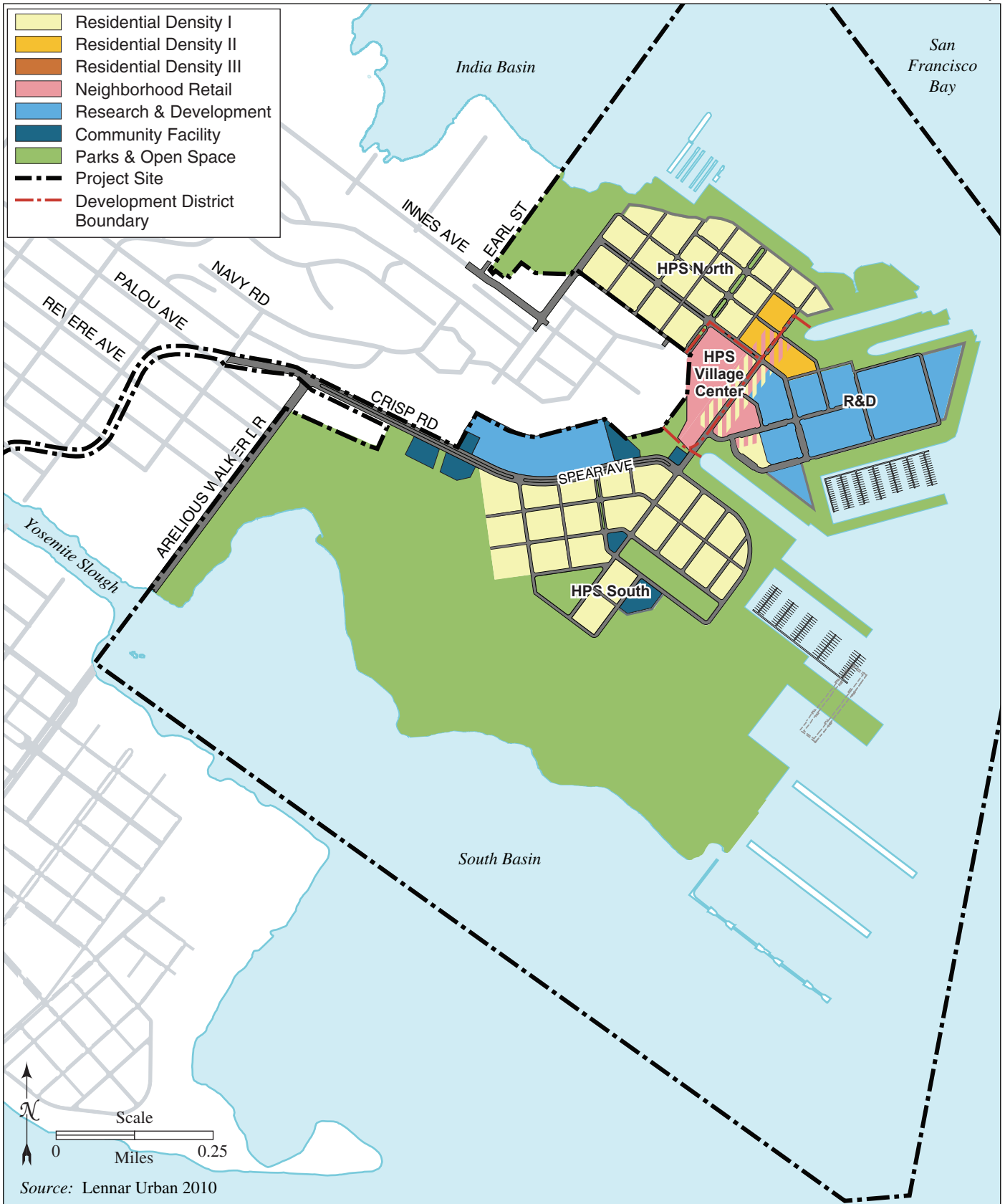


Figure ES-7. Land Uses for Alternative 4 (Non-Stadium Plan/Reduced Development Alternative)

from approximately 1,300 to 2,650 units and an increase in R&D space from 312,000 ft² (28,986 m²) to 2,500,000 ft² (232,258 m²). Additionally, Alternative 1 would include a 69,000-seat football stadium, a marina, a Yosemite Slough bridge, and shoreline improvements, none of which were analyzed in the 2000 FEIS. All SEIS alternatives provide more parks and open space than the 2000 FEIS alternatives.

The 2000 FEIS Proposed Reuse Alternative includes industrial and maritime industrial land uses that are not proposed in the current SEIS stadium plan and non-stadium plan alternatives.

The differences in neighborhood retail space as well as the number of artists' studios proposed in the 2000 FEIS alternatives versus those in this SEIS are not directly comparable. This is because these two land use categories were included in the mixed use category in the 2000 FEIS.

ES.6 Affected Environment

This SEIS assesses effects on natural and community resource areas, including transportation, traffic, and circulation; air quality and GHGs; noise; land use and recreation; visual resources and aesthetics; socioeconomics; hazards and hazardous substances; geology and soils; water resources; utilities; public services; cultural resources; and biological resources. Chapter 3, Existing Conditions, describes the existing conditions of these resources at HPS and in the surrounding region of influence.

ES.7 Environmental Consequences

Under NEPA, the federal agency proposing an action must evaluate the environmental effects (impacts) that can reasonably be anticipated to be caused by or result from the proposed action. This SEIS evaluates potential environmental effects from the proposed action consistent with the substantial changes and significant new circumstances that have occurred since the 2000 FEIS was completed and the ROD approved.

The impact analysis compares projected future conditions to the affected environment for each resource area listed above. For each resource area, this SEIS compares potential environmental impacts with NEPA factors for impact significance. The factors that were considered in assessing the potential significance of each action's impact are identified along with the methodology and general assumptions used in the impact analysis. The factors are issue areas that are normally based on federal regulations under NEPA, but can be based on state or local regulations or policies if federal equivalents are not available. Each identified impact is characterized in accordance with its significance as compared to the factors. Impacts are identified as significant and unavoidable (either with mitigation or where mitigation is not feasible), significant and mitigable, not significant, or no impact.

Table ES-2 summarizes potential significant impacts and mitigation measures of each SEIS reuse alternative and the No Action Alternative. Mitigation measures that can be taken to reduce impacts to a level below significant are noted for each alternative, as feasible. Implementation of mitigation measures for resource impacts associated with reuse of HPS would be the responsibility of the future developer or owner of the property.

ES.8 Cumulative Impacts

The CEQ regulations implementing NEPA require that the cumulative impacts of a proposed action be assessed (40 CFR 1500-1508). CEQ guidance for considering cumulative effects states that NEPA documents "should compare the cumulative effects of multiple actions with appropriate national, regional, state, or community goals to determine whether the total effect is significant" (CEQ 1997). For the purposes of this assessment, the analysis of the potential for cumulative impacts is based on related projects identified by DoN, the City and Port of San Francisco, and neighboring jurisdictions, and/or on full implementation of the city's General Plan and/or other planning documents, depending on the specific impact being analyzed. This SEIS presents an analysis of potential cumulative impacts of the proposed action and associated construction in conjunction with other planned programs having a similar implementation schedule and region of influence.

Table ES-2. Summary of Potential Significant Impacts and Mitigations of the Proposed Action and Alternatives

<i>Alternative 1 (Stadium Plan Alternative)</i>	<i>Alternative 1A (Stadium Plan/No-Bridge Alternative)</i>	<i>Alternative 2 (Non-Stadium Plan/Additional R&D Alternative)</i>	<i>Alternative 2A (Non-Stadium Plan/Housing and R&D Alternative)</i>	<i>Alternative 3 (Non-Stadium Plan/Additional Housing Alternative)</i>	<i>Alternative 4 (Non-Stadium Plan/Reduced Development Alternative)</i>	<i>No Action Alternative</i>
Transportation, Traffic, and Circulation						
Factor 1: Construction Vehicle Traffic and Roadway Impacts SU-M	SU-M	SU-M	SU-M	SU-M	SU-M	NS
Factor 2: Operation Increase Traffic Volumes – Travel Demand Management (TDM) Plan SU-M	SU-M	SU-M	SU-M	SU-M	SU-M	NS
Factor 2: Increase Traffic Volumes – Intersection Traffic Impacts SU-M	SU-M	SU-M	SU-M	SU-M	SU-M	NS
Factor 2: Increase Traffic Volumes – Stadium Football Games SU-M	SU-M	NA	NA	NA	NA	NA
Factor 2: Increase Traffic Volumes – Stadium Secondary Impacts SU-M	SU-M	NA	NA	NA	NA	NA
Factor 3: Impacts to Transit – Final Transit Plan S-M	S-M	S-M	S-M	S-M	S-M	NS
Factor 3: Impacts to Transit-Impacts to Transit-Transit Delays SU-M	SU-M	SU-M	SU-M	SU-M	SU-M	NS
Factor 3: Impacts to Transit-Stadium Football Games SU-M	SU-M	NA	NA	NA	NA	NA
Factor 3: Impacts to Transit-Stadium Secondary Events SU-M	SU-M	NA	NA	NA	NA	NA
Air Quality						
Factor 1: Construction of Alternative 1 would exceed Bay Area Air Quality Management District (BAAQMD) emission significance thresholds SU-M	SU-M	SU-M	SU-M	SU-M	SU-M	NS
Factor 1: Operation of Alternative 1 would exceed BAAQMD emission significance thresholds SU	SU	SU	SU	SU	SU	NS

Table ES-2. Summary of Potential Significant Impacts and Mitigations of the Proposed Action and Alternatives						
<i>Alternative 1 (Stadium Plan Alternative)</i>	<i>Alternative 1A (Stadium Plan/No-Bridge Alternative)</i>	<i>Alternative 2 (Non-Stadium Plan/Additional R&D Alternative)</i>	<i>Alternative 2A (Non-Stadium Plan/Housing and R&D Alternative)</i>	<i>Alternative 3 (Non-Stadium Plan/Additional Housing Alternative)</i>	<i>Alternative 4 (Non-Stadium Plan/Reduced Development Alternative)</i>	<i>No Action Alternative</i>
GHGs						
NS	NS	NS	NS	NS	NS	NS
Noise						
Factor 1: Exposure of Persons to Excessive Construction Noise Levels S-M	S-M	S-M	S-M	S-M	S-M	NS
Factor 2: Exposure of Persons to Excessive Construction Vibration Levels SU-M	SU-M	SU-M	SU-M	SU-M	SU-M	NS
Factor 3: Increases in Ambient Noise Levels from Construction SU-M	SU-M	SU-M	SU-M	SU-M	SU-M	NS
Factor 4: Exposure of Persons to Excessive Noise Levels S-M	S-M	S-M	S-M	S-M	S-M	NS
Factor 6: Exposure of Persons to Increased Traffic Noise Levels SU-M	SU-M	SU-M	SU-M	SU-M	SU-M	NS
Factor 7: Exposure of Persons to Excessive Event Noise Levels SU-M	SU-M	Not Applicable	Not Applicable	Not Applicable	Not Applicable	NS
Land Use						
NS	NS	NS	NS	NS	NS	NS
Recreation						
NS	NS	NS	NS	NS	NS	NS
Visual Resources and Aesthetics						
NS	NS	NS	NS	NS	NS	NS
Socioeconomics						
NS	NS	NS	NS	NS	NS	NS
Hazards and Hazardous Substances						
NS	NS	NS	NS	NS	NS	NS
Geology and Soils						
NS	NS	NS	NS	NS	NS	NS

Table ES-2. Summary of Potential Significant Impacts and Mitigations of the Proposed Action and Alternatives						
<i>Alternative 1 (Stadium Plan Alternative)</i>	<i>Alternative 1A (Stadium Plan/No-Bridge Alternative)</i>	<i>Alternative 2 (Non-Stadium Plan/Additional R&D Alternative)</i>	<i>Alternative 2A (Non-Stadium Plan/Housing and R&D Alternative)</i>	<i>Alternative 3 (Non-Stadium Plan/Additional Housing Alternative)</i>	<i>Alternative 4 (Non-Stadium Plan/Reduced Development Alternative)</i>	<i>No Action Alternative</i>
Water Resources						
Factor 4: Increase Risk of Flooding or Inundation NS	NS	NS	NS	NS	NS	Potentially significant impacts due to future flooding following sea level rise; no mitigation proposed.
Utilities						
NS	NS	NS	NS	NS	NS	NS
Public Services						
NS	NS	NS	NS	NS	NS	NS
Cultural Resources						
Factor 2: Archaeological Resources S-M	S-M	S-M	S-M	S-M	S-M	NS
Factor 3: Paleontological Resources S-M	S-M	S-M	S-M	S-M	S-M	NS
Biological Resources - Terrestrial						
Factor 2: Sensitive Communities, Habitats, and Common Wildlife NS-M	NS-M	NS-M	NS-M	NS-M	NS-M	NS
Factor 3: Seasonal Freshwater Wetlands S-M	S-M	S-M	S-M	S-M	S-M	NS
Biological Resources – Marine Aquatic						
Factor 2: Essential Fish Habitat and Eelgrass NS-M	NS-M	NS-M	NS-M	NS-M	NS-M	NS
Factor 3: Wetlands S-M	S-M	S-M	S-M	S-M	S-M	NS
Environmental Justice (Section 6.4)						
Transportation, Traffic, and Circulation DE	DE	DE	DE	DE	DE	NDE
Air Quality and GHGs NDE	NDE	NDE	NDE	NDE	NDE	NDE
Noise DE	DE	DE	DE	DE	DE	NDE

Table ES-2. Summary of Potential Significant Impacts and Mitigations of the Proposed Action and Alternatives

<i>Alternative 1 (Stadium Plan Alternative)</i>	<i>Alternative 1A (Stadium Plan/No-Bridge Alternative)</i>	<i>Alternative 2 (Non-Stadium Plan/Additional R&D Alternative)</i>	<i>Alternative 2A (Non-Stadium Plan/Housing and R&D Alternative)</i>	<i>Alternative 3 (Non-Stadium Plan/Additional Housing Alternative)</i>	<i>Alternative 4 (Non-Stadium Plan/Reduced Development Alternative)</i>	<i>No Action Alternative</i>
Land Use and Recreation NDE	NDE	NDE	NDE	NDE	NDE	NDE
Visual Resources and Aesthetics NDE	NDE	NDE	NDE	NDE	NDE	NDE
Socioeconomics NDE	NDE	NDE	NDE	NDE	NDE	NDE
Hazards and Hazardous Substances NDE	NDE	NDE	NDE	NDE	NDE	NDE
Geology and Soils NDE	NDE	NDE	NDE	NDE	NDE	NDE
Water Resources NDE	NDE	NDE	NDE	NDE	NDE	NDE
Utilities NDE	NDE	NDE	NDE	NDE	NDE	NDE
Public Services NDE	NDE	NDE	NDE	NDE	NDE	NDE
Cultural and Paleontological Resources NDE	NDE	NDE	NDE	NDE	NDE	NDE
Biological Resources NDE	NDE	NDE	NDE	NDE	NDE	NDE

Notes:

- Note that the conclusion of no significant impacts with regard to the No Action Alternative is a consequence of the methodology used for transportation analysis. Impacts are assessed in a future year [2030] rather than against a baseline year [2007] to account for anticipated future transportation system improvements. The future year [2030] baseline represents the predicted condition of the transportation system without the project. Therefore, the No Action Alternative is equivalent to the future baseline condition and the incremental contribution of the No Action Alternative to transportation system impacts is zero.

NS = Not Significant

NS-M = Not Significant but Mitigation would further reduce adverse impacts

S-M = Significant but Mitigation would reduce impacts to not significant

SU-M = Significant and Unavoidable after implementation of feasible Mitigation measures

SU = Significant and Unavoidable – no feasible mitigation measures.

NDE= No Disproportionate Effects on minority and low-income populations.

DE= Disproportionate Effects on minority and low-income populations.

NA = Not Applicable

Implementing a DoN property disposal action, essentially a transfer of title, would not contribute to direct cumulative impacts to any of the resources analyzed in this document. Therefore, the discussion of cumulative impacts for each resource does not include further analysis of DoN property disposal. Relevant unavoidable significant, significant and mitigable, and not significant cumulative impacts associated with the HPS reuse were analyzed.

Table ES-3 summarizes potential significant cumulative impacts and mitigation measures of the proposed action.

ES.9 Other Considerations

This section of the SEIS addresses various other topics required by NEPA including unavoidable adverse impacts, irreversible/irretrievable commitments of resources, short-term uses and long-term productivity, and environmental justice.

ES.9.1 Unavoidable Adverse Impacts

An EIS must describe any significant unavoidable impacts for which either no mitigation or only partial mitigation is feasible. The impact analysis presented in Chapter 4, Environmental Consequences, and Chapter 5, Cumulative Impacts of this SEIS, demonstrate that Alternatives 1, 1A, 2, 2A, 3, and 4 would each have one or more significant and unavoidable impacts related to Transportation, Traffic, and Circulation (Section 4.1), Air Quality and GHGs (Section 4.2), and Noise (Section 4.3). A summary of these significant and unavoidable impacts is provided below.

ES.9.1.1 Transportation, Traffic, and Circulation

Construction of Alternatives 1, 1A, 2, 2A, 3 or 4 would contribute significant project- and cumulative-level traffic at one or more study area intersections (Factor 1) that would operate at level of service (LOS) E (i.e., marginal state of service) or F (i.e., lowest measurement of efficiency for a road's performance) for which there are no feasible mitigation measures. Therefore, project impacts and project-related contributions to cumulative traffic impacts to these intersections (Factor 1) would remain *significant and unavoidable*.

Implementation of any of Alternatives 1, 1A, 2, 2A, 3, or 4 would cause unacceptable conditions (i.e., LOS E or F) at between five and eight intersections. In addition, the following six freeway on- and off-ramp locations would deteriorate from acceptable to unacceptable conditions (Factor 2):

- US-101 northbound off-ramp to Third St/Bayshore Blvd;
- US-101 northbound on-ramp from Bayshore Blvd/Cesar Chavez S;
- US-101 southbound off-ramp to Cesar Chavez St;
- US-101 southbound on-ramp from Bayshore Blvd/Third St;
- I-280 northbound on-ramp from Indiana St; and
- I-280 southbound off-ramp to Pennsylvania Ave.

This would result in significant project-related impacts to traffic (Factor 2) and would contribute cumulatively to significant traffic increases at these locations. No feasible mitigation measures could be identified; therefore, traffic impacts at the freeway ramp junctions under Alternatives 1, 1A, 2, 2A, 3, or 4 would remain *significant and unavoidable*.

Table ES-3. Summary of Cumulative Impacts of the Proposed Action

Resource Category	Impact Determination	Mitigation Measure	Impacts after Mitigation
Transportation, Traffic, and Circulation	Construction Vehicle Traffic and Roadway Impacts (Factor 1): Cumulatively <i>significant and unavoidable</i> . Project-related contributions to cumulative traffic impacts would be <i>significant</i> .	No mitigation beyond the proposed action mitigation.	Cumulatively <i>significant and unavoidable</i> .
	Increase Traffic Volumes-Transportation Demand Impacts - Operations (Factor 2): Cumulatively <i>significant and unavoidable</i> . Project-related contributions to cumulative traffic impacts during project, stadium football games and secondary weekday events would be <i>significant</i> .	No mitigation beyond the proposed action mitigation.	Cumulatively <i>significant and unavoidable</i> .
	Increase Traffic Volumes-Intersection Traffic Impacts - Operations (Factor 2): Cumulatively <i>significant and unavoidable</i> . Project-related contributions to cumulative traffic impacts at three intersections for the project as well as during stadium football games and secondary weekday events would be <i>significant</i> .	No mitigation beyond the proposed action mitigation.	Cumulatively <i>significant and unavoidable</i> .
	Increase Traffic Volumes-Freeway Ramp Impacts - Operations (Factor 2): Implementation of the proposed action would result in <i>significant</i> impacts at six freeway on- and off-ramp locations causing the ramp junctions to deteriorate from acceptable conditions and contribute cumulatively <i>significant</i> traffic increase.	No mitigation beyond the proposed action mitigation.	Cumulatively <i>significant and unavoidable</i> .
Air Quality	Net increase of Criteria Pollutants in Non-Attainment Area - Construction (Factor 1): Cumulatively <i>significant and unavoidable</i> for regional ozone. Project daily emissions during operations would exceed the BAAQMD daily emissions thresholds for nitrogen oxide (NO _x). A project dust control plan would be implemented. The project region is not expected to attain the national and/or state ambient air quality standards for ozone or Respirable Particulate Matter (PM ₁₀) for several years in the future. Therefore, the contribution of proposed construction emissions to future air quality would produce <i>significant</i> cumulative impacts to regional ozone and PM ₁₀ levels.	No feasible mitigation measures identified beyond proposed environmental controls.	Cumulatively <i>significant and unavoidable</i> .
	Exposure of sensitive receptors to substantial pollutant concentrations - Construction (Factor 2): <i>No significant</i> contribution to cumulative impacts.	No mitigation beyond proposed environmental controls.	<i>No significant</i> contribution to cumulative impacts.

Table ES-3. Summary of Cumulative Impacts of the Proposed Action

<i>Resource Category</i>	<i>Impact Determination</i>	<i>Mitigation Measure</i>	<i>Impacts after Mitigation</i>
	Net increase of Criteria Pollutants in Non-Attainment Area - Operations (Factor 1): Cumulatively <i>significant and unavoidable</i> for regional ozone, PM ₁₀ , and Fine Particulate Matter (PM _{2.5}). Project daily emissions from operations would exceed the daily significance emissions thresholds for Reactive Organic Gas (ROG), NO _x , PM ₁₀ , and PM _{2.5} . Therefore, the contribution of proposed operational emissions to future air quality would produce <i>significant</i> cumulative impacts to regional ozone and PM ₁₀ levels.	No feasible mitigation measures identified.	Cumulatively <i>significant and unavoidable</i> .
	Exposure of sensitive receptors to substantial pollutant concentrations - Operations (Factor 2): <i>No significant</i> contribution to cumulative impacts.	No mitigation beyond the proposed action control measures.	<i>No significant</i> contribution to cumulative impacts.
GHGs	<i>No significant</i> contribution to cumulative impacts.	No mitigation proposed.	<i>No significant</i> contribution to cumulative impacts.
Noise	Exposure of Persons to Excessive Construction Traffic Noise Levels (Factor 3): Cumulatively <i>significant and unavoidable</i> . If other projects are simultaneously in operation, associated truck traffic could result in increased cumulative noise impacts. Such noise impacts would be temporary (i.e., would only during the combined construction period).	No mitigation beyond the proposed action mitigation.	Cumulatively <i>significant and unavoidable</i> .
	Exposure of Persons to Excessive Noise Levels (Factor 4): Cumulatively <i>significant and unavoidable</i> . Like the project alone, these activities would be expected to cause a substantial permanent increase in ambient noise levels above 70 A-Weighted Decibel Scale (dBA) Day-Night Average Noise Level (Ldn) in existing and future residential areas.	No mitigation beyond the proposed action mitigation.	Cumulatively <i>significant and unavoidable</i> .
Land Use	<i>No significant</i> contribution to cumulative impacts.	No mitigation proposed.	<i>No significant</i> contribution to cumulative impacts.
Recreation	<i>No significant</i> contribution to cumulative impacts.	No mitigation proposed.	<i>No significant</i> contribution to cumulative impacts.
Visual Resources and Aesthetics	<i>No significant</i> contribution to cumulative impacts.	No mitigation proposed.	<i>No significant</i> contribution to cumulative impacts.
Socioeconomics	<i>No significant</i> contribution to cumulative impacts	No mitigation proposed.	<i>No significant</i> contribution to cumulative impacts.

Table ES-3. Summary of Cumulative Impacts of the Proposed Action

Resource Category	Impact Determination	Mitigation Measure	Impacts after Mitigation
Hazards and Hazardous Substances	<i>No significant</i> contribution to cumulative impacts.	No mitigation required.	<i>No significant</i> contribution to cumulative impacts.
Geology and Soils	<i>No significant</i> contribution to cumulative impacts.	No mitigation proposed.	<i>No significant</i> contribution to cumulative impacts.
Water Resources	<i>No significant</i> contribution to cumulative impacts.	No mitigation proposed.	<i>No significant</i> contribution to cumulative impacts.
Utilities	<i>No significant</i> contribution to cumulative impacts.	No mitigation proposed.	<i>No significant</i> contribution to cumulative impacts.
Public Services	<i>No significant</i> contribution to cumulative impacts.	No mitigation proposed.	<i>No significant</i> contribution to cumulative impacts.
Cultural Resources	Archaeological Resources (Factor 2): The cumulative effects of development along the peninsula and bay to archaeological resources, which could have important research value, are considered <i>significant</i> .	Mitigation 1: Archeological Testing, Monitoring, and Mitigation Program.	<i>No significant</i> contribution to cumulative impacts.
	Paleontological Resources (Factor 3): The cumulative effects of development in Quaternary deposits and Franciscan bedrock on paleontological resources are considered <i>significant</i> .	Mitigation 2: Paleontological Resources Monitoring and Mitigation Program.	<i>No significant</i> contribution to cumulative impacts.
Biological Resources	<i>No significant</i> contribution to cumulative impacts.	No mitigation beyond the proposed action mitigation.	<i>No significant</i> contribution to cumulative impacts.
Environmental Justice*	Transportation, Traffic, and Circulation (Factor 1) Significant unavoidable project-level impacts associated with Factor 1 would result in a disproportionate effect on minority and low-income populations.	No mitigation beyond the proposed action mitigation.	<i>Significant and unavoidable impacts that disproportionately affect minority and low-income populations.</i>
	Transportation, Traffic, and Circulation (Factor 2) Significant unavoidable project-level impacts associated with Factor 2 would result in a disproportionate effect on minority and low-income populations.	No mitigation beyond the proposed action mitigation.	<i>Significant and unavoidable impacts that disproportionately affect minority and low-income populations.</i>
	Transportation, Traffic, and Circulation (Factor 3) Significant unavoidable project-level impacts associated with Factor 3 would result in a disproportionate effect on minority and low-income populations.	No mitigation beyond the proposed action mitigation.	<i>Significant and unavoidable impacts that disproportionately affect minority and low-income populations.</i>
	Noise (Factor 6) Significant unavoidable project-level impacts associated with Factor 6 related to increases in ambient noise levels would result in a disproportionate effect on minority and low-income populations.	No mitigation beyond the proposed action mitigation.	<i>Significant and unavoidable impacts that disproportionately affect minority and low-income populations.</i>

Note: * The Environmental Justice analysis is provided in Section 6.4

Alternatives 1 and 1A would result in traffic impacts related to football games and secondary stadium events at the proposed stadium (Factor 2). As many as 12 times a year, football games at the proposed stadium would result in *significant and unavoidable* impacts to game day traffic as related to congestion (Factor 2) along three study area roadways: Innes Ave, Evans Ave, and Cargo Way. Weekday evening secondary events at the stadium would result in increased congestion (Factor 2) at intersections and freeway ramps that are already operating at unacceptable LOS under projected 2030 cumulative conditions without a secondary event. Traffic impacts associated with the new stadium during secondary events at these locations would be *significant and unavoidable*. In addition, intersections and freeway ramps, local streets and freeway facilities would experience congestion following a football game, and traffic impacts associated with the new stadium during game days and secondary events would be *significant*.

Transit demand generated by secondary stadium events associated with Alternatives 1 and 1A would exceed available transit capacity (Factor 3). Increasing the frequency of San Francisco Municipal Railway routes serving the stadium area prior to secondary events would reduce impacts to transit service on special event days. However, capacity would still not be adequate to accommodate projected transit demand (Factor 3). This shortfall in transit capacity would be considered *significant and unavoidable*.

ES.9.1.2 Air Quality and GHGs

Construction of Alternatives 1, 1A, 2, 2A, 3, or 4 would exceed the BAAQMD daily emission significance thresholds (Factor 1) for NO_x. Air quality impacts from proposed construction activities would occur from combustive emissions due to the use of fossil fuel-fired construction equipment and on-road trucks, fugitive dust (PM₁₀/PM_{2.5}) emissions from earth-moving activities, the use of vehicles on bare soils, and demolition of structures. Combustive emissions would exceed the BAAQMD daily significance threshold for NO_x. By design, Alternatives 1, 1A, 2, 2A, 3, and 4 incorporate environmental controls that would minimize NO_x emissions from construction equipment and fugitive dust. The analysis of Factor 1 determined that implementation of a dust control plan approved by the BAAQMD and the city would ensure that air emissions from proposed construction activities would produce *not significant* impacts for fugitive dust (PM₁₀/PM_{2.5}). However, construction activities would produce emissions that would exceed the daily NO_x significance threshold and the lead agency would consider all feasible measures to mitigate these emissions to insignificance. It is expected that mitigated NO_x emissions from project construction would remain significant for Factor 1. Therefore, this impact (Factor 1) would remain *significant and unavoidable* for Alternatives 1, 1A, 2, 2A, 3, and 4 for NO_x. Proposed construction activities would result in *not significant* cumulative impacts to all pollutant levels other than ozone, which would be *significant*.

Proposed operations would generate emissions from onsite sources (such as combustion of natural gas for space and water heating and other fuels for building and grounds maintenance equipment) and vehicles that would access the project site. Emissions from these sources would exceed the BAAQMD daily emission thresholds for ROG, NO_x, PM₁₀, and PM_{2.5}. Since the proposed action incorporates features that minimize motor vehicle trips and energy usages in buildings, no additional feasible mitigation measures are identified at this time that would further reduce operational emissions. The project region is not expected to attain the national and/or state ambient air quality standards for ozone and PM_{2.5} for several years in the future. The contribution of proposed operational emissions to future air quality would produce *significant* cumulative impacts to regional ozone, PM₁₀, and PM_{2.5} levels.

ES.9.1.3 Noise

The proposed action and alternatives would not result in significant noise impacts resulting in the exposure of persons to excessive construction noise levels (Factor 1) during construction.

Construction of Alternatives 1, 1A, 2, 2A, or 3 would result in exposure of human receptors to excessive construction vibration levels (Factor 2) because these alternatives would require pile driving. Vibration levels that would be considered excessive during construction activities would only occur intermittently for the duration of the activity and would only impact receptors located within 100 feet of the vibration-producing activity. Once the vibration-producing activities were completed, the affected receptors would no longer be impacted. Also, construction activities would only occur during the hours of 7:00 A.M. to 8:00 P.M. as required by Sections 2907 and 2908 of the San Francisco Noise Ordinance. **Mitigation 1** would reduce this impact by requiring that vibration-producing equipment be located as far away from sensitive receptors as practicable. **Mitigation 2** would also serve to reduce potentially significant vibration impacts by requiring pre-drilled holes and alternate methods for driving piles. **Mitigation 3** would require a pre-construction assessment of existing subsurface conditions and the structural integrity of nearby buildings subject to pile driving impacts prior to receiving a building permit. Implementation of **Mitigations 1 through 3** would reduce vibration impacts; however, impacts would remain *significant and unavoidable* for Alternatives 1, 1A, 2, 2A, and 3. No pile driving would occur for Alternative 4.

Temporary increases in ambient noise levels from construction-related traffic (Factor 3) during construction of Alternatives 1, 1A, 2, 2A, 3, or 4 would result in temporary *significant* impacts during construction activities. **Mitigations 1, 2, and 3** would minimize or reduce construction-related noise levels to the extent feasible. However, this impact would remain *significant and unavoidable* during construction activities. If other projects are in operation simultaneously with the construction involved with Alternatives 1, 1A, 2, 2A, 3, or 4, noise from truck traffic (Factor 3) associated with the multiple construction projects could result in temporary *significant* cumulative noise impacts. Cumulative noise impacts would be temporary and would only occur during the combined construction period. No feasible mitigation beyond that associated with the proposed action is possible, thus temporary cumulative construction-related noise impacts would be *significant and unavoidable*.

Operation of projects in the vicinity would result in increases in ambient noise levels (Factor 4) associated with human occupation of buildings and use of commercial establishments. Increases in both the number of households and the population would translate generally into an increase in anthropogenic noise from vehicle traffic, playground activities, social activities, commercial businesses, landscape maintenance, and other noise-generating activities associated with residential areas. In addition, while local job opportunities are expected to improve, the activities associated with employment in R&D and commercial establishments (both for the proposed action and cumulative projects) would be expected to generate incrementally more noise than current levels. These activities would be expected to cause a substantial permanent increase in ambient noise levels above 70 dBA Ldn in existing and future residential areas. Implementation of **Mitigation 4** (noise shielding) and **Mitigation 5** (building design with sound attenuation) would reduce project impacts to *not significant*. However, while this would be in the range of a typical urban environment, the cumulative impact would be *significant and unavoidable*. Operational impacts associated with Factor 5 (operation-related groundborne vibration) would not be expected to cause detectable vibration at nearby residences (along streets) and would be *not significant*.

Operation of Alternatives 1, 1A, 2, 2A, 3, or 4 would expose persons to a substantial increased ambient noise levels (Factor 6) along the major project site access routes resulting from project-related traffic as well as ambient growth projected over the next 20 years. This would result in *significant* impacts. Implementation of **Mitigation 4** (consideration during site planning of the use of barriers or buildings to shield residential outdoor activity areas so as to reduce noise levels therein to 60 dBA Ldn or less) and **Mitigation 5** (inclusion of noise-attenuating building elements inside new residences) was proposed to address significant traffic noise increases in these residential areas. However, while these mitigations are readily applicable to new construction, their applicability to existing structures may be limited. Therefore, impacts to Factor 6 would remain *significant and unavoidable* for Alternatives 1, 1A, 2, 2A, 3, and 4.

Operations associated with Alternatives 1 and 1A would expose human receptors to excessive noise from stadium events (Factor 7). **Mitigation 6** would be implemented to minimize game/concert-related temporary increases in ambient noise levels at nearby residences, and would depend on factors that would be beyond the control of the city as the lead agency, or the future developer or owner of the property, to guarantee. In addition, **Mitigation 7** would provide Residential Use Plan Review by a qualified acoustical consultant. However, because **Mitigation 6** cannot be guaranteed at this time, implementation of Alternatives 1 or 1A would result in *significant and unavoidable* noise impacts from football games and concerts (Factor 7).

ES.9.2 Irreversible/Irretrievable Commitments of Resources

NEPA requires that an EIS analyze the extent to which primary and secondary effects of the reuse alternatives and the No Action Alternative under consideration would commit nonrenewable resources to uses that future generations would be unable to reverse. Irreversible resource commitment applies primarily to the use of nonrenewable resources (e.g., soils, wetlands, visual resources, minerals, or cultural resources) and to those resources that are renewable only over long time spans (e.g., soil productivity) and the subsequent effects that the use of these resources would have on future generations. Irretrievable resource commitment applies to the loss of production or use of resources as a result of the implementation of the proposed action.

Implementing any of the six reuse alternatives would require short-term commitments of both renewable and nonrenewable energy and material resources. These alternatives would represent a very large commitment of financial resources and would commit the project site to the proposed uses for the foreseeable future.

Equipment used during construction and demolition activities at HPS would consume petroleum fuels such as gasoline and diesel. This energy expenditure would occur over the short term and would not substantially increase the overall demand for electricity or natural gas. Implementing any of the reuse alternatives would consume large volumes of nonrenewable fossil fuel because of increased automobile, bus, and ferry and/or boat trips. The increase in development at HPS likely would result in a long-term increase in the annual amount of energy consumed in heating, air conditioning, and other operational uses of energy at the project site. Infrastructure improvements would be provided corresponding to each new phase of development to meet increased demand. This would be an *irretrievable and irreversible* loss of electricity and natural gas.

Any of the six reuse alternatives would temporarily and permanently impact existing wetlands and other habitats including nontidal freshwater wetland, tidal and nontidal salt marsh, and bay habitat. Temporary impacts to wetlands and other habitats would not be irreversible or irretrievable because, after construction, any areas disturbed would be restored to their previous condition. Permanent losses would be irreversible as long as the fill remained in place. However, permanent impacts to wetlands and jurisdictional waters would not be irretrievable as they would be mitigated by creation of wetlands at a minimum 1:1 ratio.

Aside from the wetland and other habitat impacts discussed above, the biological impacts at HPS mostly would be limited to non-native annual grassland with some landscaped areas/ornamental plants.

ES.9.3 Short-Term Uses and Long-Term Productivity

NEPA requires that an EIS consider the relationship between short-term uses of the environment and the maintenance and enhancement of long-term productivity. This analysis evaluates the short-term benefits

of the proposed action and alternatives (disposal and reuse) compared to the long-term productivity derived from not pursuing the proposed alternatives.

The proposed action would involve disposal of and subsequent reuse of existing military lands at HPS. Because most of HPS has been developed, redevelopment under any of the reuse alternatives would do little to negatively affect the short- or long-term productivity of the area. However, the proposed action would result in short-term effects on the environment due to the extent of construction activities on HPS. Project-related construction activities would temporarily increase air pollution emissions and noise in the immediate vicinity of HPS and would result in the loss of significant historic resources. Impacts from air quality and noise would be short term and would not be expected to result in permanent damage or long-term changes in productivity.

As discussed above and in greater detail in Chapter 4, Environmental Consequences, and Chapter 5, Cumulative Impacts, operations related to disposal and reuse of HPS would increase traffic, air pollution emissions, and noise in the vicinity of HPS. Since these impacts cannot be mitigated to not significant levels, they would result in decreases in the long-term productivity of the environment on HPS.

Disposal and subsequent reuse of HPS could also result in both short- and long-term environmental gains that would enhance productivity of the site. Improved vehicle access and increased public recreation opportunities along the San Francisco Bay shoreline under reuse would be both a short- and long-term gain. The proposed action and alternatives would enhance long-term productivity in terms of increased employment and housing, and other improvements in economic activity and infrastructure. Consequently, the short-term impacts on the natural environment would be minimal in relation to the positive effects on long-term human productivity in the area.

ES.9.4 Environmental Justice

Section 6.4, Environmental Justice, discusses minority and low-income populations within and surrounding the project site and examines the potential for construction or operation of the proposed action or the alternatives to result in disproportionately high and adverse human health or environmental effects on these populations or environmental health and safety risk to children. Executive Order 12898 (1994), *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, provides that “each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations” (CEQ 1997). Executive Order 13045 (2007), *Protection of Children from Environmental Health Risks and Safety Risks*, requires that, “each Federal agency (a) shall make it a high priority to identify and assess environmental health risks and safety risks that may disproportionately affect children: and (b) shall ensure that its policies, programs, activities, and standards address disproportionate risks to children that result from environmental health risk or safety risks.”

The region of influence for environmental justice related to the proposed action in this SEIS is defined as the Bayview Neighborhood. For purposes of this analysis, minority populations and low-income populations are defined as follows:

Minority populations – Persons of Hispanic or Latino origin of any race; plus, persons who are Black or African American; American Indian or Alaska Native; Asian; Native Hawaiian or Other Pacific Islander; some other race; or persons of two or more races (without double-counting persons of Hispanic or Latino origin who are also contained in the latter groups).

Low-income populations – Persons living below the poverty level, which varies depending on family size.

Census data were used to estimate the number of persons in minority populations and low-income populations, sometimes referred to as environmental justice communities, living in areas that could potentially be affected by the proposed action or alternatives.

DoN provided public outreach in addition to that described in Section ES-4, Public Involvement Process, to the Bayview Hunters Point community regarding issues related to the proposed disposal and reuse of HPS. The purpose of the additional public outreach was to solicit further comments and concerns, and identify issues from interested environmental justice community groups. These meetings were conducted during summer, fall, and winter of 2009 and included the following community groups: Bayview Hill Neighborhood Association; Bayview Churches Association; Bayview Alliance for Black Educators; environmental justice organizations; Hispanic Community Group; Bayview Hunters Point Seniors; Chinese for Affirmative Action; Bayview Hunters Point Public Housing Tenants; Samoan/Pacific Island Community Development Group; Southeast Community Facility Commission; and the Tabernacle Ministers Group.

Impacts related to environmental justice would be significant if a project-related activity were to have a disproportionate effect on minority or low-income populations. A disproportionate effect is defined as an effect that is predominantly borne, more severe, or of a greater magnitude in areas with higher concentrations of protected populations than in other areas (CEQ 1997). Impacts related to children would be significant if significant unavoidable resource impacts were to cause adverse effects on facilities serving children, such as schools or daycare centers. The proposed action and alternatives would not pose environmental health and safety risks to children or would minimize any such risks due to project-related mitigations, for example, development of a required construction Transportation Management Plan that takes into consideration the location of schools near the construction site and access routes

The following significant and unavoidable transportation and noise impacts (discussed in detail in Section 9.1.1, Transportation, Traffic, and Circulation, and Section 9.1.2, Noise) would result in *disproportionate effects* on minority and low-income populations. Unless noted, the list represents project-level impacts that would also make a significant contribution to cumulative impacts. No additional mitigations beyond those recommended for the project-level analysis are recommended as part of the environmental justice analysis.

Transportation

- Construction vehicle traffic and roadway impacts (Factor 1) for Alternatives 1-4, 1A, and 2A;
- Operations increase in traffic volumes (Factor 2) for Alternatives 1-4, 1A, and 2A, including intersection traffic impacts, freeway ramp impacts, and stadium football game traffic impacts (project-level only); and
- Transit impacts (Factor 3), including transit delays, stadium football games (project-level only), and stadium secondary events (project-level only) for Alternatives 1-4, 1A, and 2A.

Noise

- Exposure of persons to increased (operations) noise levels (Factor 6) Alternatives 1, 1A, 2, 2A, 3, and 4; and
- Exposure of persons to excessive event noise levels (Factor 7) (project-level only) from Alternatives 1 and 1A.

ES.10 Agency Coordination

Federal, state, and local agencies were consulted before and during the preparation of this SEIS, as detailed in Chapter 7, Consultation and Coordination. Agencies were notified of disposal and reuse activities by mailings; public meetings associated with the reuse planning process were scheduled and held; an NOI announcing preparation of the Draft SEIS as required by NEPA was published; and a public scoping meeting was held. Agency viewpoints were solicited with regard to activities within their jurisdiction, and were taken into consideration in the preparation of this SEIS.