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CHAPTER 1

Introduction

This Environmental Impact Report (EIR) (State Clearinghouse No. 2006102050) assesses the potentially significant environmental effects of the adoption and subsequent implementation of the proposed San Francisco State University Campus Master Plan (hereinafter Campus Master Plan). The San Francisco State University (hereinafter SF State) campus is located in the southwest portion of the City and County of San Francisco (Figures 1-1, Regional Location Map, and 1-2, SF State and Vicinity).

The SF State campus is one of 23 campuses within the California State University (CSU) system, which is overseen by the CSU Board of Trustees. In May 2003, in keeping with its state charter and in response to projections of unprecedented demand for higher education enrollment, the Board of Trustees adopted a resolution directing each campus within the CSU to take the necessary steps to accommodate a projected systemwide enrollment increase of 107,000 full-time equivalent (FTE) students by 2011 (California State University Committee on Educational Policy, 2003). To comply with this directive, CSU campuses are required to periodically review and revise their master plans, in part to ensure that proposed capital improvement programs remain in compliance with those plans.

The proposed Campus Master Plan for SF State is intended to respond to the Board of Trustees’ directive to plan for its share of increased enrollment and accommodate the evolving needs of the CSU System’s academic, administrative, and student- and campus-support programs. The proposed Campus Master Plan addresses all aspects of future physical development and land use on the campus to accommodate the proposed enrollment ceiling of 25,000 full-time equivalent (FTE) students through 2020, an increase of the existing enrollment ceiling of 20,000 FTE. See Section 1.2, below and Chapter 3, Project Description, for further information.

As required by the California Environmental Quality Act (CEQA), this Draft EIR: (1) assesses the potentially significant environmental effects of the proposed project as well as the potentially significant cumulative impacts of the physical development of the SF State campus by the CSU System; (2) identifies feasible means of avoiding or substantially lessening significant adverse impacts; and (3) evaluates a range of reasonable alternatives to the proposed project, including the required No Project Alternative. The CSU System is the “lead agency” for the proposed Campus Master Plan evaluated in this Draft EIR. The Board of Trustees of the CSU System has the principal responsibility for approving this project. When certified, this EIR will serve as the base environmental document for the proposed Campus Master Plan. The proposed Campus Master Plan will replace the 1989 Campus Master Plan as a basis for decisions on campus growth and development.

1 Whereas headcount simply accounts for the number of students enrolled, for master planning and academic planning purposes, the CSU System uses the full-time equivalent (FTE) unit of measure to calculate enrollment. One FTE is defined as one student taking 15 course units, which represents a full course load. Students taking fewer course units are considered to constitute a fraction of an FTE (e.g., 10 units = 0.66 FTE), whereas students taking more than 15 course units constitute more than one FTE (e.g., 20 units = 1.33 FTEs).
1.1 PURPOSE OF THE EIR
The CSU system has commissioned this EIR on the proposed Campus Master Plan for the following purposes:

- To inform the general public; the local community; and responsible, trustee, and federal public agencies of the nature of the proposed Campus Master Plan, its potentially significant environmental effects, feasible measures to mitigate those effects, and its reasonable and feasible alternatives
- To enable the CSU system to consider the environmental consequences of approving the proposed Campus Master Plan
- To provide a basis for preparation of any future environmental documents
- For consideration by responsible agencies in issuing permits and approvals for the proposed project and/or subsequent projects under the proposed Campus Master Plan
- To satisfy CEQA requirements

As described in CEQA and the CEQA Guidelines, public agencies are charged with the duty to avoid or substantially lessen significant environmental effects, where feasible. In discharging this duty, a public agency has an obligation to balance the project’s significant effects on the environment with its benefits, including economic, social, technological, legal, and other benefits. This EIR is an informational document, the purpose of which is to identify the potentially significant effects of the proposed project on the environment and to indicate the manner in which those significant effects can be avoided or lessened; to identify any significant and unavoidable adverse impacts that cannot be mitigated; and to identify reasonable and feasible alternatives to the proposed project that would eliminate any significant adverse environmental effects or reduce the impacts to a less-than-significant level.

The lead agency is required to consider the information in the EIR, along with any other relevant information, in making its decisions on the proposed Campus Master Plan. Although the EIR does not determine the ultimate decision that will be made regarding implementation of the project, CEQA requires the CSU System to consider the information in the EIR and make findings regarding each significant effect identified in the EIR.

The Board of Trustees will certify the Final EIR prior to approving the proposed Campus Master Plan. Other agencies may also use this EIR in their review and approval processes.

1.2 OVERVIEW OF THE CAMPUS MASTER PLAN
The Board of Trustees adopted the 1989 Campus Master Plan to serve as a guide for the physical development of the SF State campus and campus enrollment growth through 20,000 FTE students. The proposed Campus Master Plan addresses all aspects of future physical development and land use on the campus to accommodate the proposed enrollment ceiling of 25,000 FTE students through 2020. This represents 5,000 additional FTE students over the existing enrollment ceiling of 20,000 FTE, or a 25 percent increase in enrollment capacity. Concurrent with the enrollment increase, faculty and staff would
also increase by about 711 people. See Chapter 3, *Project Description*, for further information about projected SF State population through the planning horizon.

The proposed Campus Master Plan provides a comprehensive framework for the physical development of the SF State campus over the next 13 years through 2020. It addresses the recent acquisition of property, aging facilities, changing student demographics, and the need for additional academic building space and other support space to accommodate the anticipated growth in enrollment. To accommodate the projected growth in enrollment and academic activities, the proposed Campus Master Plan accommodates a building program that envisions the development of an additional 1,2 million gross square feet (gsl) of non-residential building space on the campus, and the development or conversion of about 846 additional units of housing on campus for faculty, staff, and students. (Conversion of housing refers to units of housing in University Park South and University Park North that are currently occupied by non-SF State affiliates that will ultimately be turned over for University use if and when existing tenants voluntarily vacate their units through 2020.) See Chapter 3, *Project Description*, for further information about the building program identified in the proposed Campus Master Plan.

The proposed Campus Master Plan includes a land use map and urban design plan map that locates major uses and buildings to guide the siting of future campus facilities. The land use map proposes to maintain the current general configuration of land uses on the campus, which consists of a concentrated academic core surrounded by residential and other campus uses. With the exception of two infill development projects, most of the growth in facilities would occur through the replacement of existing buildings, as a number of existing buildings are at or beyond their useful life. The proposed Campus Master Plan is further described in Chapter 3, *Project Description*.

### 1.3 PROGRAM EIR

The proposed Campus Master Plan is a plan that will guide the physical development of the SF State campus through 2020. While that is the case, each development proposal undertaken during the planning horizon of the proposed Campus Master Plan, subsequent to the proposed Campus Master Plan approval will be subject to individual approval by the CSU System, in compliance with CEQA. Therefore, this Campus Master Plan EIR is a Program EIR that evaluates at a program level the effects of the maximum growth that could occur on the campus under the proposed Campus Master Plan. A Program EIR is the appropriate environmental document for a series of actions that can be characterized as a single project. A Program EIR generally establishes a foundation for “tiered” project-level environmental documents that may be prepared subsequently in accordance with the overall program. Environmental analysis of the proposed Campus Master Plan is provided in this Draft EIR.

Other development projects that may be proposed during the proposed Campus Master Plan planning horizon would be tiered from this Program EIR. CEQA and the CEQA Guidelines state that subsequent projects should be examined in light of the Program EIR to determine whether additional environmental

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2 Gross square feet is the sum of all areas, finished and unfinished, on all floors of an enclosed structure. It includes the assignable square feet, circulation and mechanical areas, custodial services and public toilet areas, structural elements and one-half of covered unenclosed areas.
documentation must be prepared. If, pursuant to CEQA Guidelines Section 15162, no new significant effects would result from the proposed project, all significant effects have been adequately addressed and no new mitigation measures would be required, then subsequent projects within the scope of the approved proposed Campus Master Plan may rely on the environmental analysis provided in the Program EIR and no additional environmental documentation would be required. Otherwise, subsequent environmental documentation must be prepared.

If a subsequent document were prepared, the environmental analyses would be tiered from this Program EIR by incorporating by reference its general discussions and the analysis of cumulative impacts. Subsequent environmental documents would be focused on project and site-specific impacts. Separate CEQA findings must be made for each subsequent project, unless it is exempt from CEQA review.

1.4 EIR REVIEW PROCESS

1.4.1 Public and Agency Review

1.4.1.1 Scoping

On October 10, 2006, a Notice of Preparation (NOP) was published for the Campus Master Plan EIR to determine the scope and extent of environmental issues to be addressed in this EIR. The 30-day comment period ended on November 10, 2006. A copy of the NOP is included in Appendix A. All comments received on the NOP are available on file with the SF State Capital Planning, Design & Construction. A summary of pertinent comments received on the NOP is included in each resource section in Chapter 4, Environmental Setting, Impacts, and Mitigation, and in Chapter 5, Alternatives.

Two EIR scoping meetings were held to solicit input from interested agencies, individuals, and organizations. The two meetings were held on October 24, 2006, at the Office of Capital Planning, Design & Construction (one in the afternoon and a second in the evening).

Based on the NOP scoping process, this EIR addresses the following topics in detail:

- Aesthetics
- Air Quality
- Biological Resources
- Cultural Resources
- Geology, Soils, and Seismicity
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Noise
- Population and Housing
- Traffic, Circulation, and Parking
- Utilities and Public Services

As potential impacts related to Agricultural Resources and Mineral Resources are not likely to be significant under CEQA, they are addressed at a lesser level of detail in this EIR (See Section 4.13, Other Resources).

1.4.1.2 Draft EIR

This Draft EIR will be available for public and agency comment for a 60-day period, beginning in February 2007 and concluding in early April 2007. This review period is substantially longer than the 45-
day public review period required under the CEQA Guidelines. During this public comment period, written comments on the adequacy of the Draft EIR must be submitted by all interested public agencies, organizations, community groups, and individuals, to: Richard Macias, Campus Planner, Office of Capital Planning, Design & Construction, San Francisco State University, 1600 Holloway Avenue, San Francisco, California, 94132-4021.

The Draft EIR will be available for public review during the 60-day comment period at the following locations:

- Reference Desk of the Main Library, on the SF State campus.
- City and County of San Francisco Main Public Library, 100 Larkin Street at Grove Street Civic Center, San Francisco, and vicinity branch libraries.
- Hard copies of the Draft EIR can also be purchased from Jason Porth, Associate Director, Community Relations, Office of Government Relations, San Francisco State University (415-338-6880). (Copies of the Draft EIR on CD will be available for free.)

Two public meetings will be held on the SF State campus at the Jack Adams room in the Student Center, on March 6, 2007, at 3:00 PM and 6:00 PM respectively, for purposes of receiving public comment on the adequacy of the information presented in the Draft EIR. SF State encourages public agencies, organizations, community groups, and all other interested persons to provide written comments on the Draft EIR prior to the end of the 60-day public review period. If any agency, organization, group, or person wishes to make a legal challenge to the Board of Trustees’ final decision on the proposed project, that agency or person may be limited to addressing only those environmental issues that they or someone else raised during the 60-day public review period for this Draft EIR.

### 1.4.2 Final EIR/Project Approval

Following the close of the public and agency comment period on this Draft EIR, responses will be prepared for all comments received during the public review period that raise CEQA-related environmental issues regarding the project. The responses will be published in the Final EIR. As required by CEQA, written responses to comments submitted by public agencies will be provided to those agencies for review at least 10 days prior to the CSU Board of Trustees’ consideration of certification of the Final EIR. The Final EIR will be considered by the Board of Trustees in a public meeting and certified if it is determined to be in compliance with CEQA. Upon certification of the EIR, the Board of Trustees will consider the proposed Campus Master Plan for approval in summer of 2007.

### 1.5 USES OF THE CAMPUS MASTER PLAN EIR

The Board of Trustees will use this EIR to evaluate the environmental implications of adopting the proposed Campus Master Plan. If the proposed Campus Master Plan is approved, this Program EIR will be used to tier or focus environmental review of subsequent campus development projects. Lastly, this
1.6 OTHER AGENCY APPROVALS

No agencies, other than the Board of Trustees, are required to approve the proposed Campus Master Plan. However, as individual projects are proposed, other permits and approvals may be needed depending on the characteristics of the projects and current regulations. Federal, state and local regulations that include permitting or agency consultation requirements potentially applicable to projects proposed under the proposed Campus Master Plan are described below. Future projects would also comply with new permitting requirements that may be instituted subsequent to the approval of the proposed Campus Master Plan, as applicable.

- **Clean Water Act (CWA). Section 404 Permit.** Implementation of the proposed Campus Master Plan could result in the filling of wetlands and other waters of the United States at Lake Merced in conjunction with the creek project. The U.S. Army Corps of Engineers (ACOE) regulates the nation’s waterways and wetlands, and is responsible for implementing and enforcing Section 404 of the CWA. ACOE regulations require that a Section 404 permit must be obtained for any activity that discharges fill material or requires excavation in “waters of the United States,” including wetlands.

- **CWA. Section 401 Water Quality Certification.** The State Board and the RWQCBs regulate discharges of harmful substances to surface waters, including wetlands, under the federal CWA and the California Porter-Cologne Water Quality Control Act (Porter-Cologne Act). If, as discussed above, issuance of a Section 404 permit is required for a specific project, the project will also be subject to water quality certification under CWA Section 401.

- **Clean Air Act. Authority to Construct and Permit to Operate.** The Bay Area Air Quality Management District (BAAQMD) regulates the construction, alteration, replacement, and operation of stationary sources of air contaminant emissions through the issuance of air permits (i.e., Authority to Construct [ATC], and Permit to Operate [PTO]). The ATC includes construction standards and emission limits that must be achieved before an issuance of a PTO. Once a project commences operation and demonstrates compliance with the ATC conditions, the BAAQMD will issue a PTO. The PTO specifies conditions that the air pollution source must meet to continue to comply with other air quality standards. The construction and operation of the northern satellite power plant, if and when it is proposed, will require an ATC and a PTO from BAAQMD.

- **Other Permits and Approvals.** A variety of other ministerial permits and approvals from, state, and local agencies may be needed for future projects, or for implementation of project mitigation. Appropriate permits will be obtained for the individual projects that require them.

1.7 LEVELS OF SIGNIFICANCE

This EIR uses a variety of terms to describe the levels of significance of adverse impacts identified during the course of the environmental analysis. The following are definitions of terms used in this EIR:
• **Significant and Unavoidable Impact.** Impacts that exceed the defined standards of significance and that cannot be eliminated or reduced to a less-than-significant level through the implementation of feasible mitigation measures.

• **Significant Impact.** Impacts that exceed the defined standards of significance and that can be eliminated or reduced to a less-than-significant level through the implementation of feasible mitigation measures.

• **Potentially Significant Impact.** Significant impacts that ultimately may be determined to be less than significant; the level of significance may be reduced through implementation of policies or guidelines (that are not required by statute or ordinance), or through further resolution of the details of the project. Potentially Significant impacts may also be impacts about which there is not enough information to draw a final conclusion; however, for the purpose of this EIR, they are considered significant. Such impacts are equivalent to Significant Impacts and require the identification of feasible mitigation measures.

• **Less-Than-Significant Impact.** Impacts that are adverse but not substantial because they do not exceed the specified standards of significance.

### 1.8 ORGANIZATION OF THE DRAFT EIR

This EIR is organized into the following chapters:

• **Chapter 1, Introduction.** Provides an introduction and overview describing the intended use of the EIR and the review and certification process.

• **Chapter 2, Summary of Environmental Impacts and Mitigation Measures.** Summarizes environmental impacts that would result from campus development under the proposed Campus Master Plan, describes proposed mitigation measures, and indicates the level of significance of impacts after mitigation.

• **Chapter 3, Project Description.** Provides a detailed description of the proposed Campus Master Plan, including background information, major objectives, and major improvements.

• **Chapter 4, Environmental Setting, Impacts, and Mitigation.** Contains the individual and cumulative analysis of environmental effects of the proposed Campus Master Plan by resource area. The subsection for each environmental issue contains an Introduction that includes a summary of scoping comments relevant to the environmental issue area; an Environmental Setting section that describes baseline environmental information; a Campus Master Plan Impacts and Mitigation Measures section that describes the project impacts and mitigation measures; and a Cumulative Impacts and Mitigation Measures section that describes the cumulative impact of development under the proposed Campus Master Plan in conjunction with other regional growth.

• **Chapter 5, Alternatives.** Describes and compares alternatives to the proposed project.
• **Chapter 6, Other CEQA Considerations.** Provides discussions of other topics required by CEQA regarding impacts that would result from the proposed Campus Master Plan including a summary of significant unavoidable impacts, significant irreversible changes, and growth-inducing impacts.

• **Chapter 7, List of Preparers and Contributors.** Identifies the persons who prepared the EIR and those who were consulted during its preparation.

1.9 **REFERENCES**

California State University Committee on Educational Policy. 2003. Campus Options to Achieve California State University Enrollment and Access Goals (REP 05-03-04). May 13-14.