
4. PROJECT CONSISTENCY WITH LOCAL AND REGIONAL PLANS

Section 15125 (Environmental Setting), subsection (d) of the CEQA Guidelines requires EIRs to "...discuss any inconsistencies between the proposed project and applicable general plans and regional plans." The objective of such a discussion is to find ways to modify the project if warranted to reduce any identified inconsistencies with relevant plans and policies.

In particular, Redevelopment program-facilitated development in the Project Area would be subject to applicable goals, policies, guidelines, and standards of the City's General Plan and Planning Code, revised as necessary to implement proposed Redevelopment Plan and Design for Development land use objectives, development controls and design guidelines. The proposed Project includes changes in General Plan map and Planning Code provisions within Redevelopment Zone 1 on the east side of Bayshore Boulevard and at selected locations within Redevelopment Zone 2 along the west side of Bayshore Boulevard.

These proposed General Plan amendments and Planning Code changes are intended to improve land use conditions, economic viabilities, and aesthetic qualities in Visitacion Valley. Nevertheless, future development under these development control revisions could result in adverse environmental impacts. The potential environmental effects of anticipated future physical development under these Project-related development control changes are addressed in this EIR in chapters 5 (Land Use), 6 (Population and Housing), 7 (Aesthetics), 8 (Transportation and Traffic), 9 (Air Quality), 10 (Cultural and Historic Resources), 11 (Hazards and Hazardous Materials), 12 (Hydrology and Water Quality), 13 (Noise), 14 (Public Services), 15 (Utilities and Service Systems) and 16 (CEQA-Required Assessment Conclusions).

In addition, pursuant to CEQA Guidelines section 15125(d), a summary overview is provided in this chapter (below) of the consistency of the Project with the various pertinent local and regional plans and policies. Applicable local plans considered include the City's General Plan and Planning Code. Applicable regional plans considered include A Proposed Land Use Policy Framework for the San Francisco Bay Area prepared by the Association of Bay Area Governments (ABAG), air quality attainment and maintenance plans for the Bay Area prepared by the Bay Area Air Quality Management District (BAAQMD) in cooperation with the Metropolitan Transportation Commission (MTC) and ABAG, and the San Francisco Bay Basin Water Quality Control Plan prepared by the California Regional Water Quality Control Board (RWQCB).

4.1 SAN FRANCISCO GENERAL PLAN

By law, a redevelopment program must be consistent with the goals and policies of the community's general plan. The San Francisco General Plan (General Plan) is the embodiment of the City's vision for the future of San Francisco. The General Plan is comprised of a set of "Priority Policies," and ten individual General Plan "elements," each of which deals with a particular topic that applies citywide: *Housing (Residence), Commerce and Industry, Recreation*

*and Open Space, Transportation, Air Quality, Urban Design, Environmental Protection, Community Facilities, Community Safety, and Arts.*¹ Project (redevelopment program) consistency with these General Plan elements and associated goals, policies and objectives as proposed to be amended, is discussed below; however, the Planning Commission shall make the ultimate determination regarding Project consistency with the General Plan.

4.1.1 Priority Policies

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added section 101.1 to the Planning Code to establish eight Priority Policies. These Priority Policies are included in the preamble to the General Plan and serve as the basis upon which inconsistencies in the General Plan are resolved. The identified "priorities" are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter traffic and its effects on Muni service, street circulation, and neighborhood parking; (5) protection of industrial and service land uses from commercial office development, and enhancement of resident employment and business ownership; (6) maximization of earthquake preparedness; (7) landmark and historic building preservation; and (8) protection of open space. In accordance with Planning Code section 101.1, prior to issuing a permit for any project which requires an Initial Study under CEQA, prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action which requires a finding of consistency with the General Plan, the City is required to find that the proposed program or project is consistent with the Priority Policies.

The proposed Project, including the proposed Redevelopment Plan and Design for Development land use control revisions for selected locations in the Project Area, has been specifically formulated to meet the eight Priority Policies, as follows:

(a) Priority 1: The proposed Redevelopment Plan and Design for Development include specific goals and objectives to preserve and enhance neighborhood-serving retail uses, including the attraction of a grocery store to Zone 1, and the promotion of neighborhood-serving retail in the greater Project Area to provide residents and workers with immediate access to daily shopping needs.

(b) Priority 2: The proposed Redevelopment Plan and Design for Development list a number of objectives intended to protect the existing neighborhood character of Visitacion Valley, including: use of design approaches that complement and integrate new development into the existing architectural character and natural context of the neighborhood; incorporation of local historical, cultural and artistic elements in the designs of new buildings, streetscapes and parks; improvement of the district's identity and appearance through streetscape design; increasing the economic viability of small businesses in the Project Area; and facilitating the preservation, rehabilitation and seismic retrofitting of historic buildings and landmarks in the neighborhood.

(c) Priority 3: By law, a principal objective of the Redevelopment Plan is to preserve and enhance affordable housing in the Project Area. State-mandated housing set-aside funding

¹The General Plan also contains ten area plans that identify specific localized goals and objectives for selected neighborhoods and districts in the City; Visitacion Valley is not subject to any Area Plan of the General Plan, but land use designations for the Project Area are included on land use designation maps in the General Plan *Commerce and Industry Element* (see subsection 4.1.3, herein).

obligations for affordable housing assistance are mandated in State Community Redevelopment Law. A specified portion of the tax increment (property tax revenue growth) that arises from future development and associated increases in property value within the redevelopment project area boundaries must be allocated to affordable housing assistance. The proposed Redevelopment Plan states a specific goal (Goal 6) to develop new housing to help address the City and regional housing shortfall, with associated objectives to avoid displacement of any residents, assist with the preservation and rehabilitation of existing affordable housing, facilitate the construction of new housing for a range of income levels and household sizes, and increase the local supply of well-designed affordable housing for low-income and working individuals, families and seniors. In addition, the changes described in the proposed Redevelopment Plan and Design for Development to existing General Plan and Planning Code designations and building height allowances at selected locations within the Project Area are specifically intended to facilitate affordable housing development by fostering more mixed use and higher residential densities in these subareas.

(d) Priority 4: The Redevelopment Plan and Design for Development proposed development control revisions have also been formulated to discourage commuter vehicular use and foster Muni and multi-modal transit use in the Project Area. Stated primary goals of the Redevelopment Plan and Design for Development are to create a pedestrian-oriented environment in the Project Area that encourages walking as the primary transportation mode; to encourage use of alternative transportation modes by future area residents, workers and visitors; and to support the development of the Caltrain Bayshore station as a multi-modal transit facility.

The Redevelopment Plan includes a listing of associated objectives that would specifically serve to implement the General Plan transportation objectives and policies listed above, including objectives calling for: construction of walkable streets in Zone 1 to facilitate easy pedestrian travel; providing multiple street level entrances to new residential and retail buildings to foster sidewalk activity; improve pedestrian safety along Bayshore Boulevard through pedestrian-oriented intersection improvements and traffic calming; encouraging development that promotes alternative travel modes; enhancing the attractiveness and safety of transit stop locations in the area; and encouraging "regional connectivity" between the Visitacion Valley area and the Baylands area of Brisbane and other areas.

The proposed Redevelopment Plan and Design for Development contain specific development controls and design guidelines which incorporate, expand upon and refine circulation concepts identified in the General Plan. The Design for Development states that "Visitacion Valley's east/west streets will continue across Bayshore Boulevard into the Schlage Lock site and integrate the site with the larger Visitacion Valley neighborhood."¹

(e) Priority 5: The proposed Redevelopment Plan includes stated objectives to incorporate a mix of retail and community service uses in the Project Area, provide economic opportunities for current Visitacion Valley residents and businesses, and provide for participation of property owners in the redevelopment of their own properties. The proposed Redevelopment Plan includes stated Goals and Objectives formulated to protect existing service land uses and enhance resident employment and business ownership. The proposed Redevelopment Plan, Design for Development and associated General Plan amendments and Planning Code

¹ January 2008 Draft Design for Development, page 16.

changes have also been specifically formulated to foster neighborhood-serving retail and service commercial development.

(f) Priorities 6 and 7: The proposed Redevelopment Plan and Design for Development are also intended to further the City's landmark and historic building preservation priorities by creating opportunities for re-use of the "Old Schlage Lock Administration Building" for a variety of civic purposes, and facilitating the preservation, rehabilitation and seismic retrofitting of historic buildings and landmarks in the Project Area.

(g) Priority 8: Finally, the Redevelopment Plan and Design for Development include goals, policies, and open space/park designations formulated to protect and improve open space provisions in the Project Area. A stated primary goal of the Redevelopment Plan and Design for Development is to create well-designed open spaces that enhance the existing community and new development. Associated objectives are listed in the proposed Redevelopment Plan and Design for Development to create new parks, greenways and plazas, and to create a mechanism to ensure the long-term maintenance of Project Area parks and streetscapes. The proposed Redevelopment Plan and Design for Development include over 2 acres of designated new park facilities.

4.1.2 Housing Element

The General Plan currently includes a *1990 Residence Element* (Housing Element). The Planning Commission adopted an updated *Housing Element* for the General Plan in May 2004.¹ The Board of Supervisors approved the updated *Housing Element* in September 2004, and the State Department of Housing and Community Development certified the Housing Element in October 2004. In June 2007, however, the California Court of Appeals, First Appellate District, ruled that adoption of portions of the updated *Housing Element* violated the requirements of CEQA.² The California Department of Housing and Community Development, which is responsible for administering State housing law (Article 10.6 of the State Government Code) and reviewing local housing elements for compliance with the law, reviewed the updated *Housing Element* adopted by the Board of Supervisors in September 2004 and found the Element in compliance with State housing element law on October 28, 2004.³ Therefore, the EIR discussion refers to relevant policies of both the 2004 Housing Element and the 1990 Residence Element (the previous most recent version).⁴ Both versions seek to ensure adequate housing for current and future San Francisco residents.⁵

¹City and County of San Francisco, Planning Department, *Housing Element of the General Plan*, adopted May 13, 2004.

²Unpublished decision of the California Court of Appeals, First Appellate District, in the case of *San Francisco for Livable Neighborhoods v. City and County of San Francisco*, No. A112987.

³Letter from Cathy E. Creswell, Deputy Director, California Department of Housing and Community Development, Division of Housing Policy Developments; to John Rahaim, Director of Planning, San Francisco Planning Department; April 2, 2008.

⁴City and County of San Francisco, Planning Department, *San Francisco General Plan*, Residence Element, adopted September 13, 1990.

⁵The proposed Project would be consistent with the objectives and policies of both versions. Even if the 2004 Housing Element is ultimately found to be invalid, the Draft EIR's conclusions here would remain unchanged.

Consistency: The proposed Project, including the Redevelopment Plan, Design for Development and related General Plan amendments and Planning Code changes, has been formulated to further the goals of the 1990 *Residence Element* and 2004 *Housing Element* update by facilitating improved housing opportunities in the Visitacion Valley neighborhood. As explained above, redevelopment program housing set-aside funding obligations for affordable housing assistance are mandated by State Redevelopment Law. The proposed Redevelopment Plan includes a stated key goal (Goal 6) to develop new housing to help address the City and regional housing shortfall. Associated Redevelopment Plan objectives call for assistance with affordable housing preservation and rehabilitation; facilitation of new housing construction for a range of income levels and household sizes; increasing local supply of well-designed affordable housing for low-income and working individuals, families, and seniors; and development of housing to capitalize on transit-oriented opportunities in the Visitacion Valley area.

Similarly, the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes are intended to implement the housing and mixed use development goals set forth in both the 1990 and 2004 versions of the *Housing Element* by providing for the revitalization of underutilized properties in the Project Area where future housing and mixed use development may be appropriate based on location, size, shape, adjacent uses, transit convenience and other factors.

The specific *Housing Element* goals and objectives that are applicable to the proposed Visitacion Valley redevelopment program, and project consistency with those goals and policies, are further discussed in section 6.3 (Regulatory Framework) of chapter 6 (Population and Housing) of this EIR.

4.1.3 Commerce and Industry Element

The *Commerce and Industry Element* of the General Plan establishes citywide objectives for continued economic vitality, social equity (with respect to employment), and environmental quality for the major sectors of San Francisco's economy, including neighborhood commercial retail.

(a) Existing Land Use Designations. As illustrated on Figure 3.9 (Existing General Plan Land Use Designations), the General Plan, including *Commerce and Industry Element* Map 2, entitled *Generalized Commercial and Industrial Density Plan*, and Map 5, entitled "Generalized Neighborhood Commercial Land Use and Density Plan," designate properties in Zone 1 as "Industrial" with a maximum floor area ratio (FAR) of 5.0:1, properties in Zone 2 fronting on the west side of Bayshore Boulevard as "Moderate-Scale Neighborhood District" with a commercial intensity of one-to-four stories, and properties in Zone 2 fronting on both sides of Leland Avenue as "Small-Scale Neighborhood District" with a commercial intensity of one-to-two stories. The small "Blanken Triangle" area of Zone 2 north of Blanken Avenue is designated "Neighborhood Commercial Cluster" with a commercial intensity of one story.¹

(b) Proposed Land Use Designations. Overall, the proposed Project is consistent with the San Francisco General Plan. No amendments to the General Plan text would be required. However, as illustrated on Figure 3.10, the Project includes the following General Plan changes:

¹Floor Area Ratio (FAR) = gross floor area divided by net site area.

(a) Zone 1. For properties on the east side of Bayshore Boulevard in Zone 1, the land use designation on existing *Commerce and Industry Element* Maps 2, 4 and 5 would need to be changed from "Industrial" (with a maximum FAR of 5.0: to 1) to a designation incorporating the Design for Development as the applicable land use control document.

(b) Zone 2. For the properties on the west side of Bayshore Boulevard and along Leland Avenue, the existing *Commerce and Industry Element* Map 2 and Map 5 designations would remain unchanged--i.e., would remain "Moderate-Scale Neighborhood District" and "Small-Scale Neighborhood District," respectively. The Blanken Triangle portion of Zone 2 would also remain unchanged.

(c) Project Relationship to Other Element Objectives and Policies. The *Commerce and Industry Element* also contains the following specific objectives and policies pertinent to consideration of the proposed Project and its objectives to foster revitalization of Leland Avenue and overcome adverse physical and economic conditions, foster revitalization and increased private economic investment, and facilitate improved neighborhood-serving commercial development in the Visitacion Valley neighborhood:

- *Manage economic growth and change to ensure enhancement of the total City living and working environment.* (Commerce and Industry Element Objective 1)
- *Provide expanded employment opportunities for City residents, particularly the unemployed and economically disadvantaged.* (Commerce and Industry Element Objective 3)
- *Maintain and strengthen viable neighborhood commercial areas easily accessible to City residents.* (Commerce and Industry Element Objective 6)
- *Ensure and encourage the retention and provision of neighborhood-serving goods and services in the City's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.* (Commerce and Industry Element Objective 6, Policy 6.1)
- *Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.* (Commerce and Industry Element Objective 6, Policy 6.2)
- *Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.* (Commerce and Industry Element Objective 6, Policy 6.3)
- *Encourage the location of neighborhood shopping areas throughout the City so that essential retail goods and personal services are accessible to all residents.* (Commerce and Industry Element Objective 6, Policy 6.4)
- *Promote high-quality urban design on commercial streets.* (Commerce and Industry Element Objective 6, Policy 6.7)
- *Regulate uses so that traffic impacts and parking problems are minimized.* (Commerce and Industry Element Objective 6, Policy 6.9)

- *Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.* (Commerce and Industry Element Objective 6, Policy 6.10)

Consistency: Among other objectives (see pp. 3-8 through 3-12 herein), the proposed Project, including the Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, are specifically intended to:

- attract a grocery store to the area and provide a variety of retail options to serve a multi-cultural, multi-generational community at a range of incomes;
- promote neighborhood-serving retail to provide residents and workers with immediate walking access to daily shopping needs;
- increase the economic viability of small businesses to the Project Area by providing an attractive pedestrian-friendly street environment;
- encourage private investment by eliminating blighting influences and correcting environmental deficiencies;
- incorporate a mix of uses into the Project Area, including different types of housing, retail, and community services;
- provide economic opportunities for current Visitacion Valley residents and businesses to take part in the rebuilding and revitalization of the community;
- strengthen the economic base of the community through commercial functions that attract citywide attention (e.g., events, media campaigns, and district-wide advertising);
- foster new business development that relates to Leland Avenue and helps to revitalize this traditional neighborhood main street; and
- foster new retail development on the Schlage property that supports and contributes to the neighborhood's existing Leland Avenue and Bayshore Boulevard retail corridors.

4.1.4 Recreation and Open Space Element

The *Recreation and Open Space Element* of the General Plan contains the following objectives and policies for maintaining, creating, and enhancing recreational and open space resources in the City that are pertinent to consideration of the proposed Project:

- *Develop and maintain a diversified and balanced citywide system of high-quality open space.* (Recreation and Open Space Element Objective 2)
- *Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.* (Recreation and Open Space Element Objective 4)
- *Renovate and renew the City's parks and recreation facilities.* (Recreation and Open Space Element Objective 4, Policy 4.3)

- *Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.* (Recreation and Open Space Element Objective 4, Policy 4.4)
- *Assure the provision of adequate public open space to serve new residential development.* (Recreation and Open Space Element Objective 4, Policy 4.6)
- *Provide open space to serve neighborhood commercial districts.* (Recreation and Open Space Element Objective 4, Policy 4.7)

Consistency: The proposed Project includes a specific set of Redevelopment Plan and Design for Development goals, objectives and designations that would serve to implement the *Recreation and Open Space Element* objectives and policies listed above. A stated key goal of the proposed Redevelopment Plan (Goal 5) is to create well-designed open spaces that enhance the existing community and new development. The Redevelopment Plan includes a listing of associated objectives to create new parks, greenways and plazas to contribute to the existing open space network; incorporate local art into the design of public places; and create a mechanism to ensure the long-term maintenance of neighborhood parks and streetscapes. The Design for Development includes a designated system of park and open space elements totaling more than 2 acres, including three new park spaces, designed to unify and enhance the Project Area.

4.1.5 Transportation Element

The *Transportation Element* of the General Plan is composed of objectives and policies that relate to the nine aspects of the citywide transportation system: General, Regional Transportation, Congestion Management, Vehicle Circulation, Transit, Pedestrian, Bicycles, Citywide Parking, and Goods Movements. The *Transportation Element* contains the following objectives and policies that are directly pertinent to consideration of the proposed Project:

- *Use the transportation system as a means for guiding development and improving the environment.* (Transportation Element Objective 2)
- *Use rapid transit and other transportation improvements in the City and region as the catalyst for desirable development, and coordinate new facilities with public and private development.* (Transportation Element Objective 2, Policy 2.1)
- *Organize the transportation system to reinforce community identity, improve linkages among interrelated activities, and provide focus for community activities.* (Transportation Element Objective 2, Policy 2.4)
- *Improve bicycle access to San Francisco from all outlying corridors.* (Transportation Element Objective 9)
- *Where bicycles are prohibited on roadway segments, provide parallel routes accessible to bicycles or shuttle services that transport bicycles.* (Transportation Element Objective 9, Policy 9.2)
- *Establish public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality.* (Transportation Element Objective 11)

- *Develop and implement a plan for operational changes and land use policies that will maintain mobility and safety, despite a rise in travel demand that could otherwise result in system capacity deficiencies.* (Transportation Element Objective 14)
- *Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multimodal transportation system.* (Transportation Element Objective 14, Policy 14.2)
- *Improve transit operation by implementing strategies that facilitate and prioritize transit vehicle movement and loading.* (Transportation Element Objective 14, Policy 14.3)
- *Reduce congestion by encouraging alternatives to the single-occupancy auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.* (Transportation Element Objective 14, Policy 14.4)
- *Encourage the use of transit and other alternative modes of travel to the private automobile through the positioning of building entrances and the convenient location of support facilities that prioritize access from these modes.* (Transportation Element Objective 14, Policy 14.7)
- *Establish a street hierarchy system in which the function and design of each street are consistent with the character and use of adjacent land.* (Transportation Element Objective 18)
- *Design streets for a level of traffic that serves, but will not cause a detrimental impact on, adjacent land uses or eliminate the efficient and safe movement of transit vehicles and bicycles.* (Transportation Element Objective 18, Policy 18.2)
- *Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement...."* (Transportation Element Objective 18, Policy 18.4)
- *Improve the city's pedestrian circulation system to provide for efficient, pleasant, and safe movement.* (Transportation Element Objective 23)
- *Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.* (Transportation Element Objective 23, Policy 23.2)
- *Maintain a strong presumption against reducing sidewalk widths, eliminating crosswalks, and forcing indirect crossings to accommodate automobile traffic.* (Transportation Element Objective 23, Policy 23.3)
- *Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.* (Transportation Element Objective 23, Policy 23.6)
- *Improve the ambience of the pedestrian environment.* (Transportation Element Objective 24)
- *Provide secure and convenient parking facilities for bicycles.* (Transportation Element Objective 28)

- *Provide secure bicycle parking in new governmental, commercial, and residential developments.* (Transportation Element Objective 28, Policy 28.1)
- *Provide parking facilities which are safe, secure, and convenient.* (Transportation Element Objective 28, Policy 28.3)
- *Relate the amount of parking in residential areas and neighborhood commercial districts to the capacity of the City's street system and land use patterns.* (Transportation Element Objective 34)
- *Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.* (Transportation Element Objective 34, Policy 34.1)
- *Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.* (Transportation Element Objective 34, Policy 34.3)
- *Meet short-term parking needs in neighborhood shopping districts consistent with preservation of a desirable environment for pedestrians and residents.* (Transportation Element Objective 35)
- *Provide convenient on-street parking specifically designed to meet the needs of shoppers dependent upon automobiles.* (Transportation Element Objective 35, Policy 35.1)
- *Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.* (Transportation Element Objective 35, Policy 35.2)
- *Make freeway and major surface street improvements to accommodate and encourage truck/service vehicles in industrial areas away from residential neighborhoods.* (Transportation Element Objective 39)

Consistency: A stated key goal of the proposed Redevelopment Plan (Goal 3) is to create a pedestrian-oriented environment that encourages walking as the primary transportation mode within the Project Area and encourage the use of alternative modes of transportation by future area residences, worker, and visitors, and support the development of the adjacent Caltrain Bayshore station as a major multi-modal transit facility. The Redevelopment Plan includes a listing of associated objectives that would specifically serve to implement these General Plan transportation objectives and policies, including objectives calling for: construction of walkable streets in Zone 1 to facilitate easy pedestrian travel; providing multiple street level entrances to new residential and retail buildings to foster sidewalk activity; improve pedestrian safety along Bayshore Boulevard through pedestrian-oriented intersection improvements and traffic calming; encouraging development that promotes alternative travel modes; enhancing the attractiveness and safety of transit stop locations in the area; and encouraging "regional connectivity" between the Visitation Valley area and the Baylands area of Brisbane and other areas.

The Design for Development also states that "Visitacion Valley's east/west streets will continue across Bayshore Boulevard into the Schlage Lock site and integrate the site with the larger Visitacion Valley neighborhood."¹

4.1.6 Transit-First Policy

In 1998, the San Francisco voters amended the City Charter (section 16.102) to include a Transit-First Policy. The Transit-First Policy is a set of principles which underscore the City's commitment that travel by transit, bicycle, and on foot be given priority over the private automobile. These principles are embodied in the policies and objectives of the *Transportation Element*. All City boards, commissions, and departments are required, by law, to implement transit-first principles in conducting City affairs.

The proposed Visitacion Valley redevelopment program has been formulated to implement the City's Transit-First Policy by encouraging development that promotes use of public transit. Specifically, the proposed Redevelopment Plan component of the program includes the following transit-oriented goals and objectives:

- encourage the use of alternative modes of transportation by future area residents, workers and visitors, and support the development of the Caltrain [Bayshore] station as a major multi-modal transit facility;
- encourage development that promotes the use of public transit;
- coordinate with local and regional transportation and planning agencies to facilitate rights-of-way connectivity and access to public transportation;
- enhance the attractiveness, safety and functionality of transit stop locations within the Project Area; and
- encourage new buildings on adjacent parcels to include safe pedestrian connections to the Caltrain facility.

The extension of the Muni Metro T line along the Bayshore Boulevard median, with stops at Arleta Avenue and Sunnysdale Avenue, terminating at the city/county line and southern boundary of the Project Area, has been recently completed and is now operational. The Caltrain Bayshore station has recently been relocated to its current location at the southeast corner of the Project Area (400 Tunnel Avenue). The reconstructed and enhanced new station includes a pedestrian bridge over the tracks with stair/elevator towers on either side which directly serve the Project Area. In addition, plans are underway to further extend the Muni Metro T line eastward from its current Bayshore Boulevard terminus at the city/county line east to connect with the relocated Caltrain Bayshore station, creating a full-service, multi-modal transit facility at the southeast corner of the Project Area.

Consistency: Largely in response to these significant recent local and regional multi-modal transit improvements, the Visitacion Valley redevelopment program, including the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, is specifically intended to encourage transit-oriented residential

¹ January 2008 Draft Design for Development, page 16.

development along the recently-completed Muni Metro T line extension and adjacent to the Caltrain Bayshore multi-modal transit station.

4.1.7 Air Quality Element

The *Air Quality Element* of the General Plan is composed of six sections, each of which focuses on different aspects of air quality improvement. Project consistency with relevant objectives and policies of the Air Quality Element concerning mobile source emissions and land use planning is discussed in chapter 9, Air Quality, of this EIR. In general, the proposed Project goals to increase transit access and enhance non-auto travel (see section 4.1.6 above) would reduce mobile source emissions from automobiles.

4.1.8 Urban Design Element

The *Urban Design Element* of the General Plan addresses the physical character and environment of the City, including issues related to City Pattern, Conservation (including preservation), Major New Development, and Neighborhood Environment. The following objectives and policies of the *Urban Design Element* are also relevant to consideration of the proposed Visitacion Valley redevelopment program:

(a) Existing Height Designations. The *Urban Design Element* includes building height and bulk control policies for selected areas of the City. Map 4 of the *Urban Design Element*, entitled *Urban Design Guidelines for Height of Buildings*, designates the entire Project Area for a height range of 0-to-40 feet, as illustrated herein on Figure 3.7 (Existing Building Height Limitations).

(b) Proposed Height Designation Changes. Map 4 of the *Urban Design Element*, entitled *Urban Design Guidelines for Height of Buildings*, would be revised for Zone 1 to replace the existing allowable building height of 0-to-40 feet to the area-specific height allowances specified in the Design for Development and illustrated on Figure 3.8 (Proposed Building Height Limitations), which range from 40 to 85 feet (3 to 8 stories).

(c) Other Pertinent Objectives and Policies. The *Urban Design Element* also establishes the following additional objectives and policies pertinent to consideration of the proposed Project:

- *Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.* (Urban Design Element Objective 2)
- *Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.* (Urban Design Element Objective 2, Policy 2.4)
- *Moderation of major new developments to complement the City pattern, the resources to be conserved, and the neighborhood environment.* (Urban Design Element Objective 3)
- *Improvement of the neighborhood environment to increase personal safety, comfort, pride, and opportunity.* (Urban Design Element Objective 4)
- *Protect residential areas from the noise, pollution, and physical danger of excessive traffic.* (Urban Design Element Objective 4, Policy 4.1)

- *Make use of street space and other unused public areas for recreation.* (Urban Design Element Objective 4, Policy 4.11)
- *Improve pedestrian areas by providing human scale and interest.* (Urban Design Element Objective 4, Policy 4.13)

Consistency: In Zone 1, the existing *Urban Design Element Map 4* ("Urban Design Guidelines for Height of Buildings") would be revised to replace the existing allowable building height range of 0-to-40 feet to the area-specific height allowances specified in the proposed Design for Development, which are illustrated on Figure 3.8 (Proposed Height Limitations) of this EIR. In addition, the Design for Development also includes Building Height Design Guidelines encouraging variation in building heights within and across blocks to create visual interest and avoid the appearance of monolithic development, and encouraging a stepping up of building heights with the slope of the site.

The existing *Urban Design Element Map 5* ("Urban Design Guidelines for Bulk of Buildings") would also be revised to replace existing building bulk allowances with the "building massing" controls described on page 36 of the Design for Development.

The Design for Development describes the intent of these new building height and bulk controls and guidelines to articulate the "architecture and massing" of buildings, to encourage building height variation across the site to provide visual interest, protect one or more visual landmarks, preserve light and air, and enable views into open space areas.

4.1.9 Environmental Protection Elements

The General Plan *Environmental Protection Element* includes goals, policies and objectives for the protection of San Francisco natural resources, including the Bay, Ocean and shoreline; air; fresh water supply, land resources, plant and animal life, transportation noise, energy, and hazardous waste.

In August 2006, the Redevelopment Agency prepared a CEQA-prescribed "Initial Study" for the proposed Visitacion Valley redevelopment program that identified all environmental factors potentially affected by the program (involving at least one impact that is "potentially significant"). The Initial Study is included in Appendix 20.1 of this EIR. The Initial Study determined that: the fully urbanized Project Area contains no known rare, endangered or other special-status plant or animal species habitat; the proposed redevelopment program would not substantially affect or substantially diminish any plant or animal habitat; and the Project Area is not utilized by any resident or migratory wildlife species and is not subject to any adopted conservation plan or natural community conservation plan.

Consistency: The Initial Study did determine that the proposed redevelopment program could have potentially significant air quality, transportation, noise, energy, and hazardous waste related impacts. Environmental Protection Element goals and policies that are pertinent to these impact categories, and Project consistency with these policies, are considered and addressed in chapter 9 (Air Quality), chapter 11 (Hazard and Hazardous Materials), and chapter 13 (Noise) of this EIR.

4.1.10 Community Facilities Element

Policies set forth in the General Plan *Community Facilities Element* that are pertinent to consideration of the environmental effects of the proposed Visitacion Valley redevelopment program are listed, and program consistency with those proposed policies, is described in subsections 14.1.2, 14.2.2, 14.3.2, 14.4.2, and 14.5.2 (all titled "Regulatory Framework") of chapter 14 (Public Services) and in section 15.2 (Regulatory Framework) of chapter 15 (Utilities and Service Systems) of this EIR.

4.1.11 Community Safety Element

Policies set forth in the General Plan *Community Safety Element* that are pertinent to consideration of the proposed Visitacion Valley redevelopment program are listed, and program consistency with those policies is described, in section 11.2 (Regulatory Framework) of chapter 11 (Hazards and Hazardous Materials) of this EIR.

4.1.12 Arts Element

The General Plan *Arts Element* includes a statement of objectives and policies intended to strengthen recognition of the arts in San Francisco. The following *Art Element* objectives and policies are pertinent to consideration of the proposed Visitacion Valley redevelopment program:

- *Recognize the arts as necessary to the quality of life for all segments of San Francisco.* (Arts Element Objective I-1)
- *Promote inclusion of artistic considerations in local decision-making.* (Arts Element Policy I-1.1)
- *Strive for the highest standards of design of public buildings and grounds and structures placed in the public right-of-way.* (Arts Element Policy I-3.3)
- *Support arts and cultural programs which address the needs of diverse populations.* (Arts Element Objective II-2)
- *Identify and address the needs of arts programs and facilities for all segments of San Francisco.* (Arts Element Policy II-2.1)
- *Promote arts education programs that reflect the cultural diversity of San Francisco.* (Arts Element Objective II-3)
- *Encourage arts education offerings in the community and the schools to include art and artists from many cultures.* (Arts Element Policy II.3.1)
- *Support the continued development and preservation of artists' and arts organizations' spaces.* (Arts Element Objective VI-1)
- *Encourage the use of available and existing facilities under local government jurisdiction by artists and arts organizations.* (Arts Element Policy VI-1.7)

Consistency: The Redevelopment Plan component of the proposed redevelopment program includes the following stated objectives which would serve to implement Arts Element objectives and policies listed above:

- create opportunities for the old Schlage Lock Building to serve the Project Area as a landmark that can be used for a variety of civic purposes;
- attract educational facilities including job training, ESL (English as a Second Language) classes, City College extension, arts programs, and multi-cultural resources;
- incorporate local art in the design of public places; and
- incorporate local historical, ecological, cultural, and artistic elements in the designs of buildings, streetscapes, and parks.

The Design for Development calls for retaining the "Old Schlage Lock Administration Building" "as a contributing for rehabilitation and use community space," and includes development controls and design guidelines specifically formulated to achieve a high standard of architectural design along the principal travel routes through the Project Area.

4.2 SAN FRANCISCO PLANNING CODE (ZONING)

4.2.1 Existing Planning Code Provisions

(a) Zone 1. As illustrated on Figure 3.11, the current Planning Code designates properties in Zone 1 on the east side of Bayshore Boulevard "M-1" Light Industrial (the former Schlage Lock property) and "M-2" Heavy Industrial District (former Southern Pacific Railroad properties), designations which permit a broad range of industrial and commercial land uses.

(b) Zone 2. Properties in Zone 2 fronting on the west side of Bayshore Boulevard are designated "NC-3" Moderate-Scale Neighborhood Commercial District and properties fronting on either side of Leland Avenue are designated "NC-2" Small-Scale Neighborhood Commercial District, except for four lots designated "RH-1/NC-2" or "RH-1/NC-3" Residential, House: One-Family/ Neighborhood Commercial; none of these four lots are currently occupied by one-family houses. Properties in the Blanken Triangle portion of Zone 2 are designated "NC-1" Neighborhood Commercial.

4.2.2 Proposed Planning Code Provisions

(a) Zone 1. As illustrated on Figure 3.12, to implement the Redevelopment Plan and Design for Development land use goals and objectives, Planning Code designations for Zone 1 would be redesignated from "M-1" and "M-2" to "NC-T3" Neighborhood Commercial Transit, a newly-formed district, along Bayshore Boulevard and "RTO" Residential Transit Oriented, another newly-formed district, in the southeast portion of Zone 1 near the Bayshore Caltrain station. The NC-T3 designation would permit neighborhood commercial as a primary use. Both designations would prohibit industrial uses. The RTO designation would permit residential as a primary rather than a conditional use and certain neighborhood-serving commercial uses.

In addition, the entire Project Area (Zones 1 and 2) would be designated as a new Special Use District (SUD) overlay zone which would establish the Redevelopment Plan and Design for Development as the applicable land use and development control documents for the area.

(b) Zone 2. Planning Code designations for Zone 2 properties fronting on the west side of Bayshore Boulevard would be changed from "NC-3" to "NC-T3" Neighborhood Commercial Transit, a newly formed Planning Code district. This redesignation would lift the unit density restriction and minimum parking requirements of the current NC-3 district. Properties fronting on the west side of Bayshore would also be placed in a new building height district permitting heights up to 55 feet (see Figure 3.8). The Planning Code designation for Zone 2 properties fronting on Leland Avenue and within the Blanken Triangle would remain unchanged--i.e., would remain "NC-2" Small Scale Neighborhood Cluster and "NC-1" Neighborhood Commercial Cluster, respectively.

4.3 PERTINENT REGIONAL PLANS

4.3.1 ABAG's Regional Land Use Policy Framework

The Association of Bay Area Governments (ABAG) has been established as the regional planning agency and council of governments for the nine-county San Francisco Bay Area responsible for addressing in a regional context such intraregional issues as land use, housing, environmental quality, and economic development. The most recent regional land use policy document adopted by ABAG is entitled A Proposed Land Use Policy Framework for the San Francisco Bay Area, adopted by the ABAG Executive Board in July 1990. The document is described as a regional policy framework for future land use decisions in the Bay Area. The ABAG Land Use Policy Framework respects the need for strong local control, but also recognizes the importance of regional comprehensive planning for issues of regional significance. The document contains policies that (1) direct growth where regional infrastructure (e.g., freeways, transit, water, solid waste disposal, sewage treatment) is available and natural resources will not be overburdened; (2) encourage development that discourages long-distance commuting; (3) call for the establishment of firm growth boundaries; and (4) encourage provision of housing at all levels.

Consistency: The proposed Visitacion Valley redevelopment program is substantially consistent with this ABAG Land Use Policy Framework. Key objectives of the redevelopment program are to facilitate viable urban infill, encourage transit-oriented residential development in proximity to the new Muni Third street Light Rail Line extension through the Project Area and the recently relocated Caltrain Bayshore Station, and improve affordable opportunities.

4.3.2 Regional Air Quality Plans

Chapter 9 (Air Quality) of this EIR provides an analysis of Visitacion Valley redevelopment program air quality impacts and a discussion of redevelopment program consistency with applicable regional air quality management plans and policies. Chapter 9 also includes an identification of mitigation measures to reduce redevelopment program-related air quality impacts, but nevertheless describes the potential long-term regional air emissions increases associated with redevelopment program-facilitated growth as significant and unavoidable, even though the proposed Visitacion Valley redevelopment program would reduce potential air emissions by facilitating infill, transit-oriented development, and walkable streets.

4.3.3 Regional Water Quality Control Plan

Addressing its legal mandates from the U.S. Environmental Protection Agency (EPA) and the state's Porter-Cologne Act, the San Francisco Bay Regional Water Quality Control Board (RWQCB) developed and adopted the first San Francisco Bay Basin Water Quality Control Plan (Basin Plan) in 1968. The most recent update to the Basin Plan was adopted in 1995 (1995 Basin Plan).¹ Development facilitated by the proposed Visitacion Valley redevelopment program would be required to comply with the 1995 Basin Plan. For developments involving more than one acre of land disturbance, compliance would require project preparation and implementation of an approved *Storm Water Pollution Prevention Plan (SWPPP)* during project construction and operation, and a *stormwater permit* to comply with NPDES regulations. (See further discussion of Project-Related SWPPP requirements and associated Project compliance in EIR chapter 12, Hydrology and Water Quality, sections 12.2.2 (Federal and State Water Quality Regulations), 12.2.3 (City of San Francisco Stormwater Quality Control Requirements), and 12.3.2 (Impacts and Mitigations), especially Mitigation 12-1(a).)

¹San Francisco Bay Basin Water Quality Control Plan. California Regional Water Quality Control Board, San Francisco Bay Region, June 1995.

5. LAND USE

This EIR chapter describes the existing mix of residential, neighborhood-serving, commercial, vacant industrial, rail, civic and public open space land uses in and around the Project Area; applicable City land use policies and regulations; the potential effects of the proposed Visitacion Valley redevelopment program on these land use characteristics based primarily on the 15-year "Project-Facilitated Growth Assumptions" identified in section 3.11 of chapter 3 (Project Description) herein; and mitigation measures warranted to address identified significant adverse land use impacts.

5.1 SETTING

5.1.1 Regional and Local Context

The Project Area is located in the southeastern area of the City and County of San Francisco in the Visitacion Valley neighborhood. The location of the Project Area within San Francisco and the Visitacion Valley neighborhood is illustrated by Figures 3.1 through Figure 3.3 in chapter 3 (Project Description).

Visitacion Valley is formed by the topographic basin located southeast of McLaren Park and reaching out to San Francisco Bay. Geography and street grid features link more directly to cities to the south--i.e., Brisbane and Daly City--than to downtown San Francisco. The slopes of McLaren Park create and separate Visitacion Valley from the rest of San Francisco.¹ The area is bounded by the City border to the south and Highway 101 to the east, and includes a collection of residential neighborhoods lying below the park, as well as the Leland Avenue, Bayshore Boulevard, and vacant industrial portions of the Project Area.

Bayshore Boulevard, the main vehicular artery in the neighborhood, bisects Visitacion Valley into the residential neighborhoods of Visitacion Valley and Little Hollywood. Leland Avenue, running east-west, is the neighborhood's commercial strip. Little Hollywood, distinguished by a collection of Southern California-style bungalows, lies between the vacant industrial district (Redevelopment Zone 1) and Highway 101.

Two major new transit improvements have recently occurred in Visitacion Valley: the completion of the southern terminus of the new Muni Third Street Light Rail extension (Muni Metro T line) along the Bayshore Boulevard median to its new terminus at the city/county line, and the relocation and upgrade of the CalTrain Bayshore Station at the southeast edge of the Project Area.

¹City and County of San Francisco Planning Department, *Profiles of Community Planning Areas: San Francisco's Eastern Neighborhoods*; 1999-2007.

5.1.2 Project Area Land Use

(a) Overall Land Use Pattern. As illustrated by Figure 3.2 in chapter 3 (Project Description), the Project Area is comprised of approximately 46 acres at the foot of Visitacion Valley, extending on both sides of Bayshore Boulevard roughly between Sunnydale Avenue and Blanken Avenue. Bayshore Boulevard extends through the Project Area in a generally north-south direction, providing direct vehicular arterial access south to northeastern San Mateo County and the "Baylands" area of Brisbane; north and northeast to U.S. 101 and the Bayview and Hunters Point neighborhoods (via Third Street); and east to Candlestick Park and the Candlestick Point State Recreation Area via 3rd Street, Jamestown Avenue, and Gilman Avenue.

The new Muni Metro T line extension runs along the Bayshore Boulevard median, with stops within the Project Area at Arleta Avenue and Sunnydale Avenue, and terminating at the city/county line and southern boundary of the Project Area.

Principal local streets within and through the Project Area include: Leland Avenue, extending west from Bayshore Boulevard; Visitacion Avenue, extending west from Bayshore; Sunnyvale Avenue, extending west from Bayshore; and Blanken Avenue, extending east from Bayshore Boulevard and under U.S. 101 to connect with Executive Park Boulevard and Candlestick Point (via Jamestown Avenue).

The multi-track Caltrain/Union Pacific railroad system traverses the eastern edge of the Project Area. A railroad tunnel beneath Bayshore Boulevard is located at the north portion of the Project Area, with a southern opening at (below) Blanken Avenue (see Figures 3.2 and 3.3 in chapter 3, Project Description).

(b) Zone 1 Land Use. The largest consolidated portion of the Project Area, the approximately 20-acre Redevelopment Plan designated Zone 1, lies east of Bayshore Boulevard, bounded on the east by Tunnel Avenue and on the south by the county line. Zone 1 includes the vacant former Schlage Lock manufacturing facility and Southern Pacific Brisbane Railyard (Bayshore railyard). Zone 1 is currently zoned M-1 and M-2, designations which permit a broad range of industrial and commercial land uses.

The Schlage Lock Company opened its Visitacion Valley facility for the manufacturing of door hardware and lock parts in 1926. The operation ultimately grew to five plants--Plants 1 (1926), 2 (1943), 1X (1963) and 3X (1967)--occupying approximately 12 acres west of Bayshore Boulevard and representing an important source of manufacturing jobs in the area. The Ingersoll-Rand Corporation acquired the Schlage Lock Company in 1974. In 1980 Ingersoll-Rand sold part of the property containing Plants 3 and 3X to the Pacific Lithograph Company, which conducted printing operations on the site until 1993. Touch-Plate International Corporation, a subsidiary of Schlage Lock, acquired Pacific Lithograph in 1995 and used Plant 3 and 3X primarily for equipment storage. Schlage Lock ceased all manufacturing operations at the facility in 1999.

Ingersoll-Rand subsequently began discussions with the Home Depot Company, which in turn submitted an application to develop a 108,000 square foot regional outlet on the vacant Schlage Lock property. The Home Depot application was subject to substantial opposition by local residents, resulting in withdrawal of the proposal.

The Bayshore railyard was also an important source of local jobs for the first half of the 20th century, but activity declined after 1954 when heavy repair of steam locomotives ceased. In 1988, all freight operations moved to South San Francisco. In 1990, Tuntex USA, which later became Universal Paragon Corporation (UPC), purchased most of the railyard from Southern Pacific. The northern tip of the railyard adjacent to Blanken Avenue remains public property, with a portion owned by Union Pacific (the successor to Southern Pacific) and the Peninsula Corridor Joint Powers Authority (PCJPA), which operates the Caltrain commuter rail line.

The largely vacant condition of the Schlage lock and Bayshore railyard properties and the recent community opposition in the Home Depot proposal, in combination with the Muni Metro T line and Caltrain Bayshore station improvements, have led to community efforts to revitalize and look at alternative land uses for Zone 1 that would address an identified double need for more housing and community retail services in the neighborhood.

(c) Zone 2 Land Use. Redevelopment Plan designated Zone 2, the approximately 26-acre portion of the Project Area primarily on the west side of Bayshore Boulevard, is comprised of general commercial (dominated by auto-related businesses), light industrial, residential, and mixed use (commercial-residential) parcels fronting on Bayshore Boulevard, and neighborhood commercial, residential, and mixed use (commercial-residential) parcels fronting on both sides of Leland Avenue extending generally to Rutland Avenue. The small commercial strip along Leland Avenue between Rutland Avenue and Bayshore Boulevard provides day-to-day neighborhood shopping and commercial services to Visitacion Valley residents.

5.1.3 Cumulative Development Anticipated in the Project Vicinity

CEQA Guidelines section 15130 (Discussion of Cumulative Impacts) mandates that an EIR shall consider and discuss the cumulative impacts of a project when the project's incremental effect is cumulatively considerable. Accordingly, various environmental topic chapters of this EIR include discussions of potential cumulative impacts of the Project when its incremental effect under the topic is cumulatively considerable.

CEQA Guidelines section 15130 authorizes the Lead Agency to limit cumulative analysis of probable future projects to those which are planned or have had an application made at the time the NOP is released (CEQA Guidelines section 15130(b)(1)(B)). Accordingly, Table 5.1 lists recently approved and pending substantive development projects in the southeast area of the City shortly after the NOP release date for this EIR. Figure 5.1 shows the location of those projects.

The majority of anticipated cumulative residential development in the Project vicinity is located within City boundaries. The majority of the anticipated non-residential development in the Project vicinity, including commercial, office, hotel, extended-stay, and "other" non-residential development, is located outside the City boundaries in the adjacent City of Brisbane "Baylands" Specific Plan area. An environmental impact report (EIR) is currently being prepared by the City of Brisbane for the proposed Baylands Specific Plan.

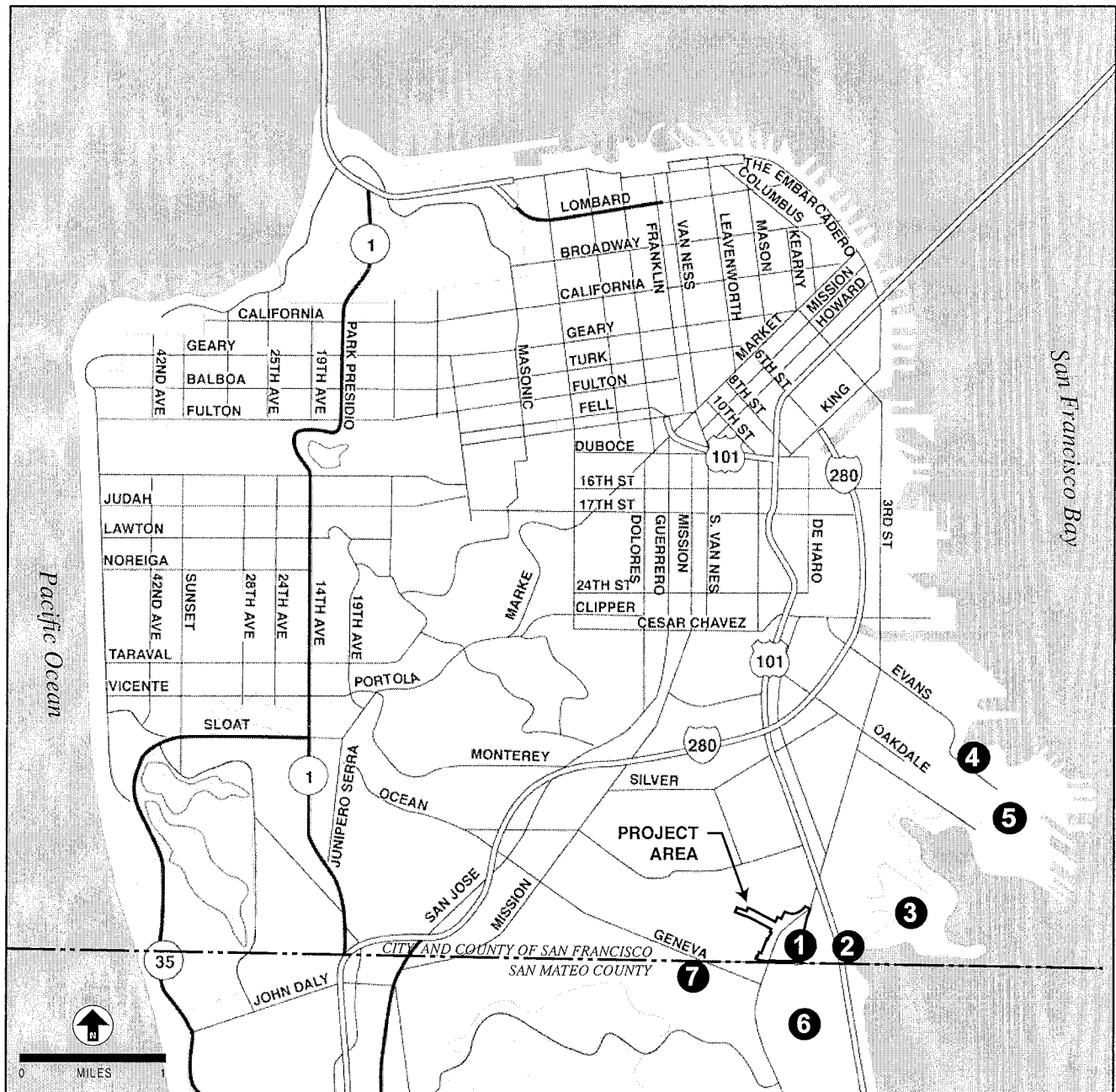
In addition to the anticipated local development listed in Table 5.1, other future cumulative development is anticipated throughout the City under the provisions of the City's adopted General Plan. Development is also anticipated over time in the neighboring Peninsula communities of Colma and Daly City.

Table 5.1
SUBSTANTIVE CUMULATIVE DEVELOPMENT PENDING IN THE PROJECT VICINITY,
INCLUDING THE CITY'S SOUTHEAST AREA--NOVEMBER 2007

Fig. 5.1

Reference	Location/Project	Anticipated Land Uses
1	Visitacion Valley Redevelopment Program	Residential, neighborhood-serving commercial, community education, library, and other community space.
2	Executive Park	Residential, neighborhood-serving commercial, and community space.
3	Candlestick Point	Residential, regional-serving commercial, office, and 10,000-seat arena.
4	India Basin Shoreline	Residential, neighborhood-serving commercial, office, and hotel.
5	Hunters Point Shipyard Phase 2	Residential, neighborhood-serving commercial, office, hotel, and 69,000-seat stadium.
6	Brisbane Baylands Phases 1 and 2	Residential, community- and neighborhood-serving commercial, office, research and development, light industrial, hotel/extended stay, and convention/trade show center.
7	Daly City (Cow Palace)	Residential, community-serving commercial, office, and research and development/industrial.

SOURCE: San Francisco Planning Department; Wagstaff and Associates; November 2007



SOURCE: Wagstaff and Associates, 2007

Figure 5.1

SUBSTANTIVE DEVELOPMENT SITES IN PROJECT VICINITY (Corresponds to Table 5.1)

5.2 REGULATORY FRAMEWORK

CEQA Guidelines section 15125(d) states, *"The EIR shall discuss any inconsistencies between a proposed project and applicable general plans and regional plans."* Chapter 4 of this EIR (Project Consistency with Local and Regional Plans) includes a comprehensive discussion of the relationship of the proposed Project, including the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, with the San Francisco General Plan and with pertinent regional plans, including ABAG, Bay Area Air Quality Management District, and Regional Water Quality Control Board plans. The comprehensive discussion in chapter 4, as it pertains to land use, is summarized below (see chapter 4 for more detail).

5.2.1 San Francisco General Plan and Planning Code

Existing General Plan and Planning Code provisions for the Project Area are described in Chapter 3 (Project Description), subsections 3.8.1 (Existing General Plan Map Designations) and 3.9.1 (Existing Planning Code Provisions) of this EIR, and are illustrated on Figure 3.9 (Existing General Plan Land Use Designations) and Figure 3.11 (Existing Planning Code Designations) in chapter 3.

5.3 IMPACTS AND MITIGATION MEASURES

5.3.1 Significance Criteria

Based on Appendix G of the CEQA Guidelines,¹ the proposed Project (the Visitacion Valley redevelopment program) and anticipated Project-facilitated growth scenario would be considered to have a significant adverse land use impact if they would:

- (1) Physically divide an established community; or
- (2) conflict with any applicable land use plan, policy, or regulation of the City of San Francisco adopted for the purpose of avoiding or mitigating an environmental effect, including, but not limited to, the General Plan and Planning Code.

5.3.2 Project Consistency with Applicable Land Use Plans and Policies

(a) Proposed General Plan and Planning Code (Zoning) Changes. Project-proposed General Plan amendments are described in subsections 3.8.2 (Proposed General Plan Amendments) and illustrated on Figure 3.8 (Proposed General Plan Amendments). Project-proposed Planning Code changes are described in subsection 3.9.2 (Proposed Planning Code Changes) and illustrated on Figure 3.9 (Proposed Planning Code Changes).

(b) Project Consistency with General Plan Policies. As described in chapter 4 (Project Consistency with Local and Regional Plans) herein, the General Plan is the embodiment of the City's vision for the future of San Francisco. The various General Plan components and Project (redevelopment program) consistency with associated goals, policies and objectives are comprehensively described in section 4.1 in chapter 4. With respect to land use, identified

¹CEQA Guidelines, Appendix G, Items a, b, k, u, v, w, and y; and Appendix i, Items i(c) and II(b).

General Plan "priorities" include: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter traffic and its effects on Muni service, street circulation, and neighborhood parking; (5) protection of industrial and service land uses from commercial office development, and enhancement of resident employment and business ownership; and (6) protection of open space.

The proposed Project, including the proposed Redevelopment Plan and Design for Development, has been formulated to implement these General Plan "priority policies" pertaining to land use. The proposed Redevelopment Plan and Design for Development are intended to preserve and enhance neighborhood-serving retail uses, including the attraction of a grocery store to Zone 1, and the promotion of neighborhood-serving retail in the greater Project Area to provide residents and workers with immediate access to daily shopping needs. The Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, are also intended to preserve and enhance affordable housing opportunities in the Project Area. The proposed Redevelopment Plan states a specific goal (Goal 6) to develop new housing to help address the City and regional housing shortfall, with associated objectives to avoid displacement of any residents, assist with the preservation and rehabilitation of existing affordable housing, facilitate the construction of new housing for a range of income levels and household sizes, and increase the local supply of well-designed affordable housing for low-income and working individuals, families and seniors. The Design for Development proposed changes to building height and bulk allowances at selected locations within the Project Area, including Zone 1 and along Bayshore Boulevard, are specifically intended to facilitate affordable housing development by fostering more mixed use and higher residential densities in these subareas.

The proposed Redevelopment Plan also includes stated objectives to incorporate a mix of retail and community service uses in the Project Area, provide economic opportunities for current Visitacion Valley residents and businesses, and provide for participation of property owners in the redevelopment of their own properties. The proposed Redevelopment Plan includes stated Goals and Objectives formulated to protect existing service land uses and enhance resident employment and business ownership.

The proposed Redevelopment Plan, Design for Development and associated General Plan amendments and Planning Code changes have also been specifically formulated to foster neighborhood-serving retail and service commercial development, and to implement the housing and mixed use development goals set forth in both the 1990 and 2004 versions of the General Plan *Housing Element* by providing for the revitalization of underutilized properties in the Project Area where future housing and mixed use development may be appropriate based on location, size, shape, adjacent uses, transit convenience and other factors.

In addition, these Project components are intended to encourage transit-oriented residential development along the recently completed Muni Metro T line and near the new Caltrain Bayshore multi-modal transit station.

Finally, the Redevelopment Plan and Design for Development goals and policies have been formulated to protect and improve open space provisions in the Project Area. A stated primary goal of the Redevelopment Plan is to create well-designed open spaces that enhance the existing community and new development (Goal 5). Associated objectives are listed in the proposed Redevelopment Plan to create new parks, greenways and plazas, and to create a

mechanism to ensure the long-term maintenance of Project Area parks and streetscapes. The Design for Development includes three new park areas, totaling approximately 2.5 acres.

5.3.3 PDR Land Supply Study

The San Francisco Planning Department has been considering possible options for substantial rezoning of the City's Eastern Neighborhoods in response to changing land use demands, including increasing demands for housing. One of the rezoning options, "Option B," would change where certain production, distribution and repair (PDR) uses are permitted in the City, by reducing the amount of land on which PDR uses would be allowed, while increasing the amount of land on which *only* PDR uses are allowed.

PDR activities in the Eastern Neighborhood and associated jobs have served an important function in the City economy. PDR activities continue to provide goods and services that support other primary industries in the City, such as tourism, office headquarters, and high technology. PDR activities also provide for many of the personal and business service needs of the City population, ranging from auto repair to retail goods distribution.

A PDR study was undertaken for the Planning Department in 2005 by Economic & Planning Systems (EPS study) to properly consider rezoning Option B.¹ The EPS study found that, with implementation of rezoning Option B, adequate land would remain available between now and 2025 to accommodate anticipated PDR activities and employment in San Francisco, assuming that certain lands both inside and outside the Eastern Neighborhoods could be made available for PDR use, including lands at the former Hunters Point Shipyard, now under Redevelopment Agency jurisdiction, and other lands under Port of San Francisco jurisdiction.²

The EPS study did not include the Schlage Lock site (Redevelopment Zone 1) in its inventory of potentially available land to accommodate future PDR growth in the City; however, the study did consider the effects of anticipated general declines in PDR activity and jobs due to the comparatively higher value of non-industrially zoned lands. The land use changes proposed by the Project are therefore consistent with the trends anticipated in the EPS study and with associated projections of future PDR land availability. Based on the EPS report conclusions, the Project-related loss of potential PDR activity in the Project Area would not significantly reduce the City's ability to accommodate anticipated future PDR activity.

5.3.4 Future Project Area Land Use (Growth) Assumptions

As explained in greater detail in section 3.11 (Project-Facilitated Growth Assumptions) of chapter 3 (Project Description), this EIR analyzes the potential environmental impacts associated with full realization of the Project Area buildout potential anticipated with adoption and implementation of the proposed Redevelopment Plan, Design for Development and associated General Plan amendments and Planning Code changes.

These proposed Project components are intended to facilitate improved housing opportunities, improved neighborhood-serving commercial development, and increased private investment in the Project Area through elimination of blight conditions, creation of improved site development

¹Economic & Planning Systems, Eastern Neighborhood Rezoning and Area Plans, 2005.

²Ibid., pages 5 and 62.

opportunities, and other actions designed to increase the overall feasibility and desirability of development. The impact analyses in this EIR are based on the conservative (most intensive development) assumption that the proposed Project will be fully successful in meeting these objectives and substantially increase overall economic development in the Project Area.

It is also assumed that, as required by law, future Project-facilitated development would take place within the framework of the Redevelopment Plan, Design for Development, General Plan and Planning Code, as amended--i.e., as illustrated on Figures 3.5 (Proposed Redevelopment Plan Land Use Districts), 3.6 (Proposed Design for Development "Urban Concept Plan"), 3.8 (Proposed Building Height Limitations), 3.10 (Proposed General Plan Land Use Designations), and 3.12 (Proposed Planning Code Designations) in chapter 3. Based on the Project-facilitated growth assumptions described in chapter 3 (Project Description), section 3.12 (Project-Facilitated Growth Assumptions), projections of Project Area development between now and the year 2025 without versus with the Project have been developed by Redevelopment Agency and Planning Department staff. The projections are summarized in Tables 5.2 and 5.3.¹

The "with Project" growth projections in Table 5.2--i.e., the "Project-facilitated growth increment"--are intended to reflect the assumption that the Project (redevelopment program) will be highly successful in stimulating, directly and indirectly, the development of a substantially greater amount of additional residential, neighborhood-serving retail, and cultural/institutional/educational development than a future without-Project scenario.

Table 5.2 shows that, in general, the With Project scenario would result in a substantially higher residential development increment (approximately 1,585 additional units) than the Without Project scenario (approximately 8 additional units); a substantially higher neighborhood-serving retail development increment (approximately 131,500 more square feet, including an approximately 70,000-square-foot grocery store in Zone 1); an intended transition from general commercial to neighborhood-serving commercial (i.e., an approximately 39,377 reduction in service commercial, office, auto repair, distribution floor area); and an increased increment of cultural/institutional/educational growth (approximately 25,000 square feet of additional floor area).

As shown in Table 5.3, it is estimated that the proposed combination of Redevelopment Plan activities, Design for Development controls and guidelines, and associated General Plan amendments and Planning Code changes would facilitate a net housing increase in the Project Area (over what could occur without the Project) of up to approximately 1,577 new multi-family units, a net retail commercial increase of up to approximately 131,500 square feet, a net decrease in other types of commercial uses (e.g., office, production/distribution/repair) of up to approximately 42,285 square feet, and a net increase in cultural/institutional/educational uses (community centers and library) of up to approximately 17,000 square feet.

¹Please note that the year 2025 development scenario used in this EIR for purposes of conservative environmental impact assessment may be different from the development estimates on which the fiscal analysis in the Preliminary Report for the Redevelopment Plan are based. That analysis assumes a smaller, more fiscally conservative growth scenario so that estimated revenues are conservative rather than overstated (i.e., a conservative economic scenario with a smaller rate of revitalization and growth, and corresponding slower rate of tax increment growth).

Table 5.2
VISITACION VALLEY PROJECT AREA DEVELOPMENT PROJECTIONS WITHOUT VS.
WITH PROJECT

	Redevelopment Zone 1		Redevelopment Zone 2		Totals	
Residential (units)	Without Project	With Project	Without Project	With Project	Without Project	With Project
Existing	3	3	173	173	176	176
New (net growth)	<u>0</u>	<u>1,250</u>	<u>8</u>	<u>335</u>	<u>8</u>	<u>1,585</u>
Total	3	1,253	181	508	184	1,761
Retail Commercial (sq. ft.)						
Existing	0	0	86,933	86,933	89,933	86,933
New (net growth)	<u>0</u>	<u>105,000</u>	<u>0</u>	<u>26,500</u>	<u>0</u>	<u>131,500</u>
Total	0	105,000	86,933	113,433	86,933	218,433
Other Commercial (sq. ft.)¹						
Existing	5,500	5,500	95,341	95,341	100,841	100,841
New (net growth) ²	<u>0</u>	<u>(5,500)</u>	<u>5,908</u>	<u>(33,877)</u>	<u>5,908</u>	<u>(39,377)</u>
Total	5,500	--	101,249	61,464	106,749	61,464
Cultural/Institutional/ Educational³						
Existing	0	0	17,300	17,300	17,300	17,300
New (net growth)	<u>0</u>	<u>15,000</u>	<u>8,000</u>	<u>10,000</u>	<u>8,000</u>	<u>25,000</u>
Total	0	15,000	25,300	27,300	25,300	42,300

SOURCE: Redevelopment Agency and Planning Department; October 2006.

¹ "Other Commercial" includes medical/dental office facilities; offices; and production, distribution, and repair uses (including auto-related).

² Projected reduction in "Other Commercial" floor area total "With Project" reflects Project intent to facilitate a transition in Project Area commercial use from general commercial to neighborhood-serving retail.

³ "Cultural/Institutional/Educational" includes community centers and libraries.

Table 5.3
COMPARISON OF ANTICIPATED DEVELOPMENT IN PROJECT AREA WITHOUT AND WITH THE PROJECT (VISITACION VALLEY REDEVELOPMENT PROGRAM)

	Existing Project Area	Projected Growth		Projected Growth		Projected Totals in Project Area Without Project (2025)	Projected Totals in Project Area With Project (2025)	Projected Growth Increment in Project Area Due to Project
		Increment in Project Area Without Project (2010-2025)	Increment in Project Area With Project (2010-2025)	Increment in Project Area Without Project (2010-2025)	Increment in Project Area With Project (2010-2025)			
Residential Units	176	8	1,585	184	1,761			1,577
Retail Commercial (sq. ft.)	89,933	0	131,500	86,933	218,433			131,500
Other Commercial (sq. ft.)	100,841	5,908	(39,377)	106,749	61,464			(45,285)
Cultural/ Institutional/ Educational (sq. ft.)	17,300	8,000	25,000	25,300	42,300			17,000

SOURCE: San Francisco Redevelopment Agency and Planning Department; Wagstaff and Associates; October 2006; derived from Table 5.1 herein.

5.3.5 Anticipated Project Effects on Project Area Land Use Pattern

(a) Zone 1. The proposed Redevelopment Plan, Design for Development and associated General Plan amendments and Planning Code changes are intended to facilitate reuse of the vacant Schlage Lock property and adjacent properties in Zone 1. Figures 3.5 (Proposed Redevelopment Plan Land Use Districts), 3.6 (Proposed Design for Development "Urban Concept Plan"), 3.8 (Proposed Building Height Limitations), 3.10 (Proposed General Plan Land Use Designations), and 3.12 (Proposed Planning Code Designations) in chapter 3 illustrate the Project-proposed site plan and building height concepts for Zone 1. These concepts were derived based on input received at local community meetings where various site plan and design options were discussed. A primary objective of the Project land use and circulation concept is to integrate the new Zone 1 street and land use pattern with the existing street grid pattern in Zone 2 on the opposite side of Bayshore Boulevard. Anticipated Project-facilitated land use changes in Zone 1 by location would be as follows:

- a total of approximately 1,253 new residential units and approximately 105,200 square feet of new neighborhood-serving retail floor space;
- a new 50,000-square-foot grocery store with housing above at the northeast corner of Bayshore Boulevard and Sunnydale Avenue;
- about 20,000 additional square feet of other retail uses between Sunnydale Avenue and Visitacion Avenue on the east side of Bayshore Boulevard;
- a concentration of some of this new neighborhood-serving retail development along the proposed extension of Leland Avenue into this subarea;
- 20 percent of the new retail space in restaurant use (as per the *Leland/ Bayshore Commercial District Revitalization* study);
- three new public parks; and
- conversion of the previously mentioned "Old Schlage Lock Administration Building" on Blanken Avenue into a new 15,000-square-foot community center and integrated into one of the new parks.

Generally, building heights in Zone 1 would be limited to four to eight stories (40 to 85 feet) in height, with the tallest buildings located near the railroad tracks on the east (see Figure 3.8).

(b) Zone 2. The following Project-facilitated land use changes are anticipated along the west side of Bayshore Boulevard in Zone 2:

- existing lots with residential uses would not change;
- existing lots with buildings built after 1995 would not change;
- already developed sub-standard sized lots (i.e., less than the typical minimum size) would not change;
- all existing vacant lots would be developed;

- approximately half of all existing production/distribution/repair (PDR) floor area would convert to retail as anticipated new mixed use development occurs;
- all other existing commercial uses would remain;
- all new development would be either residential, retail, or a mix of both;
- approximately half of all existing non-residential lots would be developed as mixed use (residential-retail) projects;
- the number of new residential units anticipated with development of existing vacant and underutilized land in Zone 2 is based on the maximum residential density allowed in Neighborhood Commercial districts by the current Planning Code: one (1) residential unit per 400 square feet of lot area; and
- 20 percent of the new retail space anticipated in Zone 2 is assumed to be restaurants (as per the *Leland/ Bayshore Commercial District Revitalization* study).

The following Project-facilitated land use changes are anticipated along the Leland Avenue portion of Zone 2:

- existing lots with residential uses would not change;
- existing lots with buildings built after 1995 would not change;
- already developed substandard sized lots (i.e., less than the typical minimum size) would not change;
- all existing vacant lots would be developed;
- all existing commercial uses would remain, sometimes with existing uses incorporated into new developments, with the exception of the existing Super Fair Market at the southwest corner of Leland Avenue and Rutland Street which would be replaced by the scheduled construction of a new approximately 10,000 square-foot community library;
- all new commercial uses would be retail;
- approximately 20 percent of new retail space is assumed to be restaurants (as per the *Leland/Bayshore Commercial District Revitalization* study);
- new development would occur primarily as a mix of residential and retail, with certain exceptions (e.g., the new community library);
- all non-residential lots would be developed as mixed use (residential-retail) projects; and
- the number of anticipated new residential units generally anticipated on existing vacant and underutilized land along Leland Avenue is based on the maximum residential density allowed in the Small-Scale Neighborhood Commercial ("NC-2") district by the current Planning Code: one (1) residential unit per 800 square feet of lot area.

5.3.6 Impacts and Mitigation Measures

Land Use Impacts. New or accelerated development facilitated in the Project Area by the Project would be guided by existing and proposed revisions to General Plan map and Planning Code controls. Project-facilitated development within Zone 1 would be controlled by the proposed Redevelopment Plan and community-derived Design for Development controls and guidelines. Project-facilitated development in Zone 2, including areas along the west side of Bayshore Boulevard, along Leland Avenue, and within the Blanken Triangle--would be controlled by existing General Plan and Planning Code controls for these subareas, and by the Design for Development-based General Plan amendments and Planning Code changes in Zone 2, as described in subsection 5.3.2(a) above, which are considered necessary to facilitate appropriate revitalization activities.

Rather than physically divide the Visitacion Valley community, the proposed Redevelopment Plan and Design for Development have been designed to integrate the two sides of the Project Area by extending the existing street grid in Zone 2 on the west side of Bayshore Boulevard across Bayshore into Zone 1.

The Project-facilitated redevelopment actions in Zone 1 would serve to revitalize this dormant and underutilized subarea. Development facilitated by the Project in Zone 2 would occur as infill, with no significant change in the established community-wide land use pattern. Also, as described in section 5.3.3 (PDR Land Supply Study), the Project-proposed changes in Project Area land use characteristics would not significantly affect the adequacy of the City's future supply of PDR land.

The Redevelopment Plan- and Design for Development-facilitated rehabilitation and improvement actions in Zones 1 and 2, would be expected to foster revitalization of existing underutilized property and overall land use consolidation and nuisance reduction in the Project Area, which would represent positive land use compatibility effects.

The Project would also serve to implement General Plan "Priority Policies" in the Project Area, including the provision of increased housing opportunity, promotion of more neighborhood serving retail uses (including a grocery store), fostering more sustainable forms of mixed use, promoting of transit-oriented housing and mixed use development convenient to the recently-completed Muni Metro T line extension along Bayshore Boulevard and newly renovated Caltrain Bayshore Multi-Modal transit station, and providing additional public open space through the creation of new parks, greenways and plazas. These Project-facilitated buildout scenario land use characteristics would be consistent with the General Plan and would therefore represent **beneficial environmental effects** (see criterion 2 under subsection 5.3.1, "Significance Criteria," above).

Mitigation: No significant adverse environmental impact has been identified; no mitigation is required.

Cumulative Land Use Impacts. In addition to the Project-facilitated growth and land use intensification scenario that would be anticipated in the Project Area, other development unrelated to the Project would continue to occur elsewhere in the City's southeast area (see Table 5.1 and Figure 5.1), in the City as a whole, and in the adjacent cities of Brisbane, Colma

and Daly City. Such cumulative development would be expected to be consistent with adopted general and specific plans for these areas, but may still contribute to various adverse cumulative citywide and region-wide environmental impacts (e.g., transportation, air quality, water quality, etc.). These cumulative land use changes would be largely regulated by and consistent with existing San Francisco General Plan and Planning Code provisions and other adopted general plans and zoning provisions, and therefore would represent ***less-than-significant*** environmental impacts (see criterion 2 under subsection 5.3.1, "Significance Criteria," above).

Mitigation. No significant cumulative land use impacts have been identified; no mitigation is required.

6. POPULATION AND HOUSING

This chapter addresses anticipated impacts of the proposed Visitacion Valley redevelopment program on population and housing characteristics in the Project Area and greater San Francisco. Under CEQA, project issues related to population and housing are not considered impacts on the environment unless they result in adverse physical environmental effects. Information presented in this chapter is intended to provide the statistical basis for determining population- and housing-related physical impacts on the environment in subsequent chapters of this EIR (e.g., Transportation and Traffic, Public Services, and Utilities and Service Systems).

The existing and projected population and housing data in this chapter are based on available Project Area information including data prepared by Redevelopment Agency and Planning Department staff, 2000 U.S. Census data, and ABAG *Projections 2007* data.¹

6.1 SETTING

6.1.1 City and Regional Population and Housing Trends

(a) Population. Table 6.1 shows current population totals and trends compiled by the U.S. Census and ABAG for San Francisco. Historic data are from the U.S. Census, and projections are as derived by ABAG.

In 2000, the population of the City and County was recorded by the U.S. Census as 776,733, ranking San Francisco as the second most populous city, behind San Jose, in the nine-county Bay Area, and the fourth most populous county, behind Santa Clara, Alameda and Contra Costa. San Francisco is nevertheless the most urbanized of the Bay Area counties, with the highest population and residential densities of any of the nine. In 2005, the City had an overall population density of approximately 25 persons per acre.

The data in Table 6.1 indicate that the population of San Francisco grew by approximately 2.5 percent (an increase of approximately 19,067 people) over the five-year period between 2000 and 2005. During the same period, the population of nine-county Bay Area grew by approximately 4.6 percent. For the five-year period from 2005 to 2010, the ABAG-projected population increase for San Francisco will decline to approximately 1.6 percent (an increase of approximately 12,900 people). The projected overall Bay Area population growth increase for the five-year period between 2005 to 2010 is approximately 4.5 percent.

¹The Association of Bay Area Governments (ABAG) is the regional agency that is responsible for preparing forecasts of population, housing and employment growth in the nine Bay Area counties and their cities, and the most recent set of ABAG regional population, housing and population growth projections is *Projections 2007*, released in December 2006.

Table 6.1
ABAG-PROJECTED POPULATION AND HOUSING TRENDS IN THE CITY AND COUNTY OF
SAN FRANCISCO, 2000 TO 2025

	<u>2000</u>	<u>2005</u>	<u>Change (5 years) 2000-2005</u>	<u>Projected Year 2010</u>	<u>Projected Change (5 years) 2005-2010</u>	<u>Projected Year 2025</u>	<u>Projected Change (10 years) 2010-2025</u>
Population	776,733	795,800	19,067 (+2.5%)	808,700	12,900 (+1.6%)	888,400	79,700 (+9.9%)
Households	329,700	338,920	9,220 (+2.8%)	348,330	9,410 (+2.8%)	377,050	28,720 (+8.2%)
Persons per Household	2.35	2.35	-- --	2.32	-- --	2.36	-- --

SOURCE: Association of Bay Area Governments, Projections 2007, December 2006; Wagstaff and Associates, 2007.

The 15-year population growth increase for San Francisco between 2010 and 2025 is projected to be 9.9 percent (approximately 79,700 people). The projected nine-county Bay Area population growth increase over the same 15-year period is approximately 13.2 percent.

(b) Population Per Household. Based on ABAG projections, there were an estimated 2.35 persons per household in the City in 2005. The average household size in the City is projected to decrease slightly to approximately 2.32 by 2010, and increase slightly to approximately 2.36 by 2025. By comparison, the nine-county Bay Area region had an average household size of 2.69 in 2005, which is projected to remain the same through 2025.¹

(c) Housing. As listed in Table 6.1, the number of households in the City (which roughly equates to the number of housing units) totaled approximately 329,700 in 2005, and increased by approximately 2.8 percent (9,220 households) between 2000 and 2005 to reach 338,920.

San Francisco neighborhoods currently contain a broad range of residential densities, from 25 housing units per acre in the Richmond and Sunset districts to 40 in the Mission and 86 in Chinatown and North Beach.

The ABAG projections in Table 6.1 indicate that, similar to population growth, the rate of housing growth experienced in San Francisco will be approximately 2.8 percent for the five-year period between 2005 and 2010 and 8.2 percent for the 15-year period between 2010 and 2025.

6.1.2 City Jobs/Housing Balance

The 1990 and 2004 versions of the General Plan *Housing Element* summarize the population, housing, and employment challenges facing the City in the future. Notable jobs-housing issues that have been facing the City include a lag in the number of new housing units compared to

¹ Association of Bay Area Governments (ABAG). Projections 2005, December 2004.

population and employment growth during the past 10 years, a geographic and income mismatch between jobs and housing, and insufficient affordable housing construction. These factors have resulted in a large number of commuters, and commute time, and associated adverse effects on traffic and air quality.¹

According to *ABAG Projections 2007*, the total number of jobs in the City was estimated to be about 642,500 and the total number of households or occupied housing units was estimated to be about 329,700 in 2000, for a year 2000 jobs-to-housing ratio of about 1.92. There were approximately 437,530 employed residents in the City in 2000, averaging about 1.33 wage-earners per household.

As noted previously, between 2000 and 2010, the City's population is projected to grow from approximately 776,733 to 808,700, and the City's household total is projected to grow from approximately 329,700 to 348,330. During this same time-period (2000-2010), the number of jobs in San Francisco is projected to decline by 7.6 percent (642,500 to 593,370).² As a result, the jobs-to-household ratio in the City is projected to be 1.70 by 2010, lower than the jobs-to-household ratio in 2005 (1.95). Approximately 395,000 employed residents are anticipated in San Francisco by 2010, averaging about 1.14 wage-earners per household, which is 14 percent lower than the wage-earners per household ratio in 2000 (1.33).

Between 2010 and 2025, the City's population is projected to grow from approximately 808,700 to 888,400 and the number of households is projected to grow from approximately 348,330 to 377,050. During the same time period (2010-2025), an approximately 23.5 percent increase is anticipated in citywide employment (from 593,370 to 733,020).³ The resulting jobs-to-household ratio in the City is projected to be 1.94 by 2025, substantially higher than the jobs-to-household ratio in 2010 (1.70).

The City's jobs-to-household ratio is projected to become more balanced in the 2010-2025 time period, because the City is projected to experience a 23.5 percent increase in employment during the period. As a result, approximately 442,600 employed residents are anticipated in San Francisco by 2025, representing about 1.17 wage-earners per household, which would be higher than the wage-earners per household ratio in 2000 (1.13) and 2010 (1.14).

To account for retired persons and other residents who are not employed, another useful relationship to consider is the ratio of jobs to the total number of employed persons. According to the 2000 U.S. Census, out of a total citywide population of approximately 776,730, about 448,670 persons were part of the City's labor force. According to *Projections 2007*, about 437,533 persons in the year 2000 labor force were employed either in the City or elsewhere, while the remainder were unemployed. Therefore, the year 2000 ratio of jobs in San Francisco (642,500) to employed persons (437,531) was about 1.47. By 2010, the ratio of jobs in San Francisco (593,370) to employed persons (395,500) is anticipated to be about 1.50. By 2025, the ratio of jobs in San Francisco (773,020) to employed persons (442,600) is anticipated to be

¹Spatial mismatch of jobs and housing is due also to the substantial number of workers from the City seeking affordable housing in surrounding communities. The City's ability to provide housing for its workers is thus not keeping up with the citywide growth in jobs.

²*Projections 2007*, page 139.

³*Ibid.*

about 1.75. Thus, the number of jobs provided in the City is projected to keep pace with the number of employable City residents, as the total citywide population rises over the next 20 years.

6.1.3 Project Area Population and Housing Characteristics

(a) Existing. As shown in Table 6.2, the Project Area currently contains approximately 168 housing units, including approximately 3 in Zone 1 and 165 in Zone 2. Assuming an average household size of approximately 2.35 people per household in these housing units,¹ it is estimated that about 390 people currently live in the Project Area, including approximately 7 in Zone 1 and 383 in Zone 2. The residential density of the overall Project Area is currently approximately 3.7 units per acre. The residential density of the developed portion in Zone 2 is approximately 6.3 units per acre.

The population density of the overall Project Area is currently approximately 8.4 persons per acre. The population density of the developed portion in Zone 2 is approximately 14.5 persons per acre.²

In 1999, the median household income of Visitacion Valley was estimated to be \$43,700, compared to San Francisco's \$50,800.

(b) Projected. Joint Redevelopment Agency and Planning Department staff-derived projections of baseline population and housing growth characteristics in the Project Area without the Project are listed in Table 6.3. As shown, population and household totals within the Project Area between 2007 and 2025 without the Project are projected to increase to roughly 415 people and 176 households, a net 2007-2025 increase of 25 people and 8 households.

6.2 REGULATORY FRAMEWORK

6.2.1 Regional Housing Needs Determination

In order to respond to statewide population and household growth, and to ensure the availability of decent affordable housing for all income groups, the State enacted Government Code section 65584 in 1981, which requires each Council of Governments (COG) to periodically distribute State-identified housing needs to all jurisdictions within its region. The State Department of Housing and Community Development (HCD) is responsible for determining this regional need and for initiating the process by which each COG must then distribute its share of statewide need to all jurisdictions within its region. This statute requires development of a new Regional Housing Needs Assessment (RHNA) every five years. In March 2001, ABAG released its RHND for the June 2001-June 2005 planning period. ABAG is currently updating its RHND for the San Francisco Bay Area for the subsequent 2006-2011 planning period.

¹The average household size in San Francisco in 2005 was 2.35 according to ABAG *Projections 2007*.

²From Table 6.2 herein, the existing population of the approximately 46-acre Project Area is 385, resulting in a population density of 8.4 persons per acre; the existing population of the approximately 26-acre outside the Concept Plan area is 379, resulting in a population density of 14.5 persons per acre.

Table 6.2

PROJECTED POPULATION AND HOUSING GROWTH IN THE PROJECT AREA WITHOUT THE PROJECT

	<u>Existing Totals</u>		<u>Projected Growth Increment, 2007-2025</u>		<u>Projected Totals, 2025</u>	
	<u>Zone 1</u>	<u>Zone 2</u>	<u>Zone 1</u>	<u>Zone 2</u>	<u>Zone 1</u>	<u>Zone 2</u>
Population ¹	7	383	0	25	7	408
Households ²	3	165	0	8	3	173
Housing Units ³	3	173	0	8	3	181
Vacancy Rate ⁴	4.9%	4.9%	0%	0%	0%	4.4%
		Totals		Totals		Totals
		390		25		415
		168		8		176
		176		8		184
		4.9%		0%		4.3%

SOURCE: San Francisco Redevelopment Agency and Planning Department; Wagstaff and Associates; October 2006.

¹ Assumes average household size of 2.32 in 2010 and 2.36 in 2025 based on ABAG *Projections 2007* (December 2006).

² "Household" is another term for an occupied housing unit.

³ From Visitacion Valley Growth Projection Summary (Project vs. No Project) data dated October 2006 developed by the San Francisco Redevelopment Agency and San Francisco Planning Department; numbers are consistent with Table 3.1 herein.

⁴ The vacancy rate for existing housing units is based on the latest Citywide vacancy figure rate of 4.9 percent, derived from the California State Department of Finance, Demographic Research Unit data dated July 2001 (Balboa Station Area Plan Draft EIR, page 140). The vacancy rate for new housing units developed in the Project Area between 2006 and 2025 is assumed to be 0.

Table 6.3
PROJECTED POPULATION AND HOUSING GROWTH IN THE PROJECT AREA WITH THE PROJECT

	Existing Totals (2006)			Projected Growth Increments			Projected Totals (2025)		
	Zone 1	Zone 2	Totals	Zone 1	Zone 2	Totals	Zone 1	Zone 2	Totals
Population ¹	7	383	390	4,650	1,246	5,896	4,657	1,629	6,286
Households ²	3	165	168	1,250	335	1,585	1,253	500	1,753
Housing Units ³	3	173	176	1,250	335	1,585	1,253	508	1,761
Vacancy Rate ⁴	4.9%	4.9%	4.9%	0%	0%	0%	0%	1.6%	0.5%

SOURCE: San Francisco Redevelopment Agency and Planning Department; Wagstaff and Associates; October 2006.

¹ Assumes average household size of 2.32 in 2010, based on ABAG *Projections 2007* (December 2006), and 3.72 suggested by the Redevelopment Agency and Planning Department for new units constructed between now and 2025, based on the "family" housing emphasis of the proposed redevelopment program..

² "Household" is another term for an occupied housing unit.

³ From Visitacion Valley Growth Projection Summary (Project vs. No Project) data dated October 2006 developed by the San Francisco Redevelopment Agency and San Francisco Planning Department; numbers are consistent with Table 3.1 herein.

⁴ The vacancy rate for existing housing units is based on the latest Citywide vacancy figure rate of 4.9 percent, derived from the California State Department of Finance, Demographic Research Unit data dated July 2001 (Balboa Station Area Plan Draft EIR, page 140). The vacancy rate for new housing units developed in the Project Area between 2006 and 2025 is assumed to be 0.

Government Code section 65584 also requires that a city's share of regional housing needs include housing needs of persons at all income levels. The different income levels to be studied within the parameters of State-mandated local Housing Elements, which must be prepared by every county and city in California, are "Very Low Income," "Low Income," "Moderate Income," and "Above Moderate Income." Based on a Federal Housing and Urban Development (HUD) formula, San Francisco's Area Median Income (AMI) in 2006 was estimated to be approximately \$72,950 for a two-person household and approximately \$82,100 for a three-person household.

Based on the HUD formula, San Francisco is estimated to have the following distribution (by percentage) of income levels:¹

<u>Income Group</u>	<u>Income Level</u>	<u>Income Range</u>	<u>Percentage of SF Households</u>
Very Low	≤ 50% of AMI	≤ \$36,475	26.3%
Low	50% - 80% of AMI	\$36,475 - \$58,360	14.1%
Moderate	80% - 120% of AMI	\$58,360 - \$87,540	15.7%
Above moderate	> 120% of AMI	> \$87,540	43.9%

The ABAG Policy Board established housing needs for all jurisdictions within its boundaries for the 2001-2006 planning period by using a "fair share" approach, based on household and job growth of the region as well as regional income level percentages. Each jurisdiction is required by State law to incorporate its housing need numbers into an updated version of its general plan housing element. According to ABAG's RHND, the Bay Area's overall housing need would total about 230,743 new residential units by June 2006.² The jurisdictional need of the City for 2001-2006 is estimated to be 20,372 dwelling units,³ or an average yearly need of 2,717 net new dwelling units.⁴

In terms of affordability, the distribution of housing units needed between 2001 and 2006 by income level for San Francisco is as follows:⁵

¹ *Balboa Park Station Draft EIR*, page 144, and *San Francisco General Plan*, Housing Element, May 2004, Data and Needs Analysis, Table I-23; Household Income Standards by Household Size, 2001 and Table I-24: Income Distribution, p. 30. The "Income Range" shown above is the average income range for two to three-person households in the City.

² Sources: http://www.abag.ca.gov/planning/housingneeds/pdf/RHND_Plan/RHND_Plan_2001-2006.pdf, pp. 33 and 36.

³ http://www.abag.ca.gov/planning/housingneeds/pdf/RHND_Plan/RHND_Plan-Chapter_2A2.pdf, Table 5.

⁴ *San Francisco General Plan*, Housing Element, May 2004, Table I-45: ABAG Housing Needs Assessment, p. 655, available online at: http://www.sfgov.org/site/uploadedfiles/planning/projects_reports/adoptedpart1.pdf

⁵ *Ibid.*, Table I-66, p. 121.

Very Low Income ($\leq 50\%$ of median income):	5,244 units
Low Income (50-80% of median income):	2,126 units
Moderate Income (80-120% of median income):	5,639 units
<u>Above Moderate Income ($> 120\%$ of median income):</u>	<u>7,363 units</u>
Total	20,372 units

During the period of 1990-2000, the number of new housing units completed citywide ranged from a low of about 380 units (1993) to a high of about 2,065 units (1990) per year. The citywide annual average over that 11-year period (1990-2000) was about 1,130 units.¹ The California Department of Finance estimates that San Francisco gained another approximately 10,460 new housing units between 2000-2006.² The citywide annual average over this six-year period (2000-2006) was about 1,745 units. Thus, San Francisco has not met its share of the regional housing allocation for the 2001-2006 planning period.³

6.2.2 General Plan Housing Element

As indicated in subsection 4.1.2 (Housing Element) of chapter 4 (Project Consistency With Local and Regional Plans) herein, the 1990 and 2004 update versions of the General Plan *Housing Element* seek to ensure adequate housing for current and future San Francisco residents. The San Francisco Planning Commission adopted an updated *Housing Element* for the General Plan in May 2004.⁴ The San Francisco Board of Supervisors approved the updated *Housing Element* in September 2004, and the State Department of Housing and Community Development certified the Housing Element in October 2004. In June 2007, however, the California Court of Appeals, First Appellate District, ruled that adoption of portions of the updated *Housing Element* violated the requirements of CEQA. The California Department of Housing and Community Development, which is responsible for administering State housing law (Article 10.6 of the State Government Code) and reviewing local housing elements for compliance with the law, reviewed the updated *Housing Element* adopted by the Board of Supervisors in September 2004 and found the Element in compliance with State housing element law on October 28, 2004. Therefore, this EIR section refers to relevant policies of both the 2004 Housing Element and the 1990 Residence Element (the previous most recent

¹San Francisco Planning Department, *Data and Needs Analysis - Part 1 of the 2004 Housing Element*, May 13, 2004, p. 33.

²The California Department of Finance (DOF) estimates that the City had 356,985 housing units on 1/1/06 and about 346,525 units on 4/1/00 (2000 U.S. Census date), which means that the City gained about 10,460 units between those two dates. Source: <http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimate/E5/E5-06/E-5text2.asp>. (E-5 *Population and Housing Estimates*)

³Source: http://www.abag.ca.gov/planning/housingneeds/pdf/RHND_Plan/RHND_Plan_2001-2006.pdf, pp. 33 and 36.

⁴City and County of San Francisco, Planning Department, *Housing Element of the General Plan*, adopted May 13, 2004.

version).¹ Both versions seek to ensure adequate housing for current and future San Francisco residents.

(a) 2004 Housing Element Update. The specific 2004 *Housing Element* update goals and objectives that are relevant to consideration of the proposed Visitacion Valley redevelopment program are listed below.

Housing Supply:

- *To provide new housing, especially permanently affordable housing, in appropriate locations which meet identified housing needs and takes into account the demand created by employment demand. (Objective 1)*
- *Encourage higher residential density...in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to low income households. Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character where there is neighborhood support. (Policy 1.1)*
- *Encourage housing development, particularly affordable housing, in neighborhood commercial areas without displacing existing jobs, particularly blue-collar jobs, or discouraging new employment opportunities. (Policy 1.2)*
- *Locate in-fill housing on appropriate sites in established residential neighborhoods. (Policy 1.4)*

Housing Retention:

- *Retain the existing housing supply. (Objective 2)*
- *Discourage the demolition of sound existing housing. (Policy 2.1)*
- *Control the merger of residential units to retain existing housing. (Policy 2.2)*
- *Retain sound existing housing in commercial and industrial areas. (Policy 2.4)*

Housing Conditions:

- *Ensure that existing housing is maintained in a decent, safe, and sanitary condition, without increasing rents or displacing low-income households. (Policy 3.1)*

Housing Affordability:

- *Support affordable housing production by increasing site availability and capacity. (Objective 4)*
- *Actively identify and pursue opportunity sites for permanently affordable housing. (Policy 4.1)*

¹City and County of San Francisco, Planning Department, *San Francisco General Plan*, Residence Element, adopted September 13, 1990.

- *Include affordable units in large housing projects. (Policy 4.2)*
- *Protect the affordability of existing housing. (Objective 6)*

Housing Choice:

- *Ensure equal access to housing opportunities. (Objective 8)*
- *Encourage greater economic integration within housing projects throughout San Francisco. (Policy 8.4)*

Housing Density, Design, and Quality of Life:

- *In increasing the supply of housing, pursue place making and neighborhood building principles and practices to maintain San Francisco's desirable urban fabric and enhance livability in all neighborhoods. (Objective 11)*
- *Ensure housing is provided with adequate public improvements, services, and amenities. (Policy 11.2)*
- *Encourage appropriate neighborhood-serving commercial activities in residential areas, without causing affordable housing displacement. (Policy 11.3)*
- *Avoid or minimize disruption caused by expansion of institutions, large-scale uses, and auto-oriented development into residential areas. (Policy 11.4)*

(b) 1990 Residence Element. Goals and objectives of the 1990 *Residence Element* that are pertinent to the consideration of the proposed Visitacion Valley redevelopment program are listed below:

Supply of New Housing:

- *To provide New Housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment growth. (Objective 1)*
- *Facilitate the conversion of underused industrial and commercial areas to residential use, giving preference to permanently affordable housing uses. (Policy 2)*
- *Locate infill housing on appropriate sites in established neighborhoods. (Policy 4)*

Housing Density:

- *To increase the supply of housing without overcrowding or adversely affecting the prevailing character of existing neighborhoods. (Objective 2)*
- *Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character. (Policy 1)*

- *Allow flexibility in the number and size of units within permitted volume of larger multi-unit structures, especially if the flexibility results in creation of a significant number of dwelling units that are permanently affordable to lower income households. (Policy 3)*

Retention of Existing Housing:

- *To retain the existing supply of housing. (Objective 3)*
- *Discourage the demolition of sound existing housing. (Policy 1)*

Seismic Safety:

- *To reduce the risk of bodily harm and loss of housing in an earthquake. (Objective 4)*
- *Improve the seismic stability of existing housing. (Policy 3)*

Housing Condition:

- *To maintain and improve the physical condition of housing while maintaining existing affordability levels. (Objective 6)*
- *Promote and support voluntary housing rehabilitation which does not result in the displacement of lower income occupants. (Policy 2)*

Affordability:

- *To increase land and improve building resources for permanently affordable housing. (Objective 7)*
- *Create more housing opportunity sites for permanently affordable housing. (Policy 1)*
- *Include affordable units in larger housing projects. (Policy 2)*
- *Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs. (Policy 3)*
- *To expand financial resources for permanently affordable housing. (Objective 8)*
- *Enhance existing revenue sources for permanently affordable housing. (Policy 1)*
- *Create new sources of revenue for permanently affordable housing. (Policy 2)*
- *To improve the focus of affordable housing programs. (Objective 9)*
- *Establish affordable housing priorities which emphasize the needs for very low income housing. (Policy 3)*
- *To achieve affordability through various forms of ownership. (Objective 11)*
- *Encourage non-profit and limited equity ownership and management of housing. (Policy 1)*

- *Support new affordable ownership programs. (Policy 2)*

Accessibility:

- *To provide maximum housing choice. (Objective 13)*
- *Increase the availability of units suitable for special user groups with special housing needs including large families, the elderly, and the homeless. (Policy 3)*
- *Encourage economic integration in housing by ensuring that new permanently affordable housing is located in all of the City's neighborhoods, and by requiring that all new large market rate residential development includes affordable units. (Policy 5)*

Displacement:

- *To avoid or mitigate hardships imposed by displacement. (Objective 14)*
- *Minimize relocation hardship and displacement cause by the public or private demolition or conversion of housing. (Policy 1)*

(c) Project Consistency. Project consistency with these pertinent goals and policies of the 1990 *Residence Element* and 2004 *Housing Element* is discussed in section 6.3.2 (Project General Plan Consistency) of this EIR chapter.

6.3 IMPACTS AND MITIGATION MEASURES

6.3.1 Significance Criteria

Based on the CEQA Guidelines, the Project would be considered in this EIR to have a significant impact on population or housing conditions if it would:¹

- (1) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure); or
- (2) Displace substantial numbers of existing housing or people, necessitating the construction of replacement housing elsewhere.

CEQA Guidelines Section 15064(e) notes that an economic or social change by itself would not be considered a significant effect on the environment. Generally, a project that induces substantial growth or concentration of population is not viewed as having a significant impact on the environment, unless this growth results in significant physical impacts on the environment.

The growth and changes in population and housing that would occur with implementation of the Project are not adverse physical impacts in themselves. However, the physical changes needed to accommodate project-generated population and housing growth and change may have physical impacts on the environment. These Project-related physical changes and their potential environmental effects are evaluated in other topic chapters of this EIR. Specifically,

¹CEQA Guidelines, Appendix G, items IX(b) and XII (a-c).

the physical environmental effects of the anticipated Project-facilitated growth assumptions (see section 3.11 [Project-Related Growth Assumptions] in chapter 3 [Project Description], and Tables 6.3 [Projected Population and Housing Growth in the Project Area Without Redevelopment Plan] and Table 6.4 [Comparison of Anticipated Population and Housing Growth in Project Area Without and With Project] in this chapter) are evaluated in this EIR under environmental topics such as transportation and traffic (chapter 8), air quality (chapter 9), noise (chapter 13), public services (chapter 14) and utilities and service systems (chapter 15).

6.3.2 Project General Plan Consistency

The proposed Project, including the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, has been formulated to further the goals of both the San Francisco General Plan 2004 *Housing Element* update and 1990 *Residence Element* by facilitating improved housing opportunities in Visitacion Valley. As explained in subsection 4.1.1 (Priority Policies) of chapter 4 herein, redevelopment program set-aside funding obligations for affordable housing assistance are mandated by State Community Redevelopment Law. The proposed Redevelopment Plan component of the Project includes a stated key goal (Goal 6) to develop new housing to help address the City and regional housing needs shortfall. Associated Redevelopment Plan objectives call for assistance with affordable housing preservation and rehabilitation; facilitation of new housing construction for a range of income levels and household sizes; increasing local supply of well-designed affordable housing for low-income and working individuals, families, and seniors; and development of housing to capitalize on transit-oriented opportunities in the Visitacion Valley area.

Similarly, the proposed Project is intended to implement the housing and mixed use development goals set forth in both the 1990 and 2004 versions of the *Housing Element* by providing for the revitalization of underutilized properties in the Project Area where future housing and mixed use development may be appropriate based on location, size, shape, adjacent uses, transit convenience and other factors.

6.3.3 Impacts and Mitigation Measures

Project Population and Housing Growth Impacts. Previous Tables 6.2 and 6.3, and Table 6.4 which follows, summarize existing Project Area population and housing totals, anticipated future population and housing growth in the Project Area without and with the Project. As shown, the projected 2025 population total within the Project Area would increase from about 415 without the Project to 6,286 with the Project, a net increase of about 5,871 residents. This anticipated Project-facilitated population growth increment (5,871 residents) would account for roughly 7.4 percent of ABAG-projected citywide population growth between 2010 and 2025 (79,700, from Table 6.1).

Although the projected 2025 Project Area population total with implementation of the Project (6,286) would be substantially greater than the Project Area population growth total anticipated in the Planning Department's baseline without the Project (415), a substantial portion of the Project Area is under-developed and has the potential to absorb substantially more household population growth than anticipated in the without-Project baseline projection. Zone 1 on the east side of Bayshore (approximately 20 acres), which constitutes approximately 43 percent of the overall Project Area (approximately 46 acres), contains the vacant Schlage Lock facility and other underutilized industrial lands. A primary objective of the proposed Project is to facilitate revitalization of these underutilized properties. As shown in Table 6.3, approximately 79 percent

**Table 6.4
COMPARISON OF ANTICIPATED POPULATION AND HOUSING GROWTH IN PROJECT AREA WITHOUT AND WITH
THE PROJECT (VISITACION VALLEY REDEVELOPMENT PROGRAM)**

	Existing Project Area	Projected Growth Increment in Project Area (2010-2025)		Projected Growth Increment in Project Area With Project (2010-2025)		Projected Totals in Project Area Without Project (2025)		Projected Totals in Project Area With Project (2025)		Projected Growth Increment in Project Area Due to Project
		Without Project (2010-2025)	With Project (2010-2025)	Without Project (2010-2025)	With Project (2010-2025)	Without Project (2025)	With Project (2025)	Without Project (2025)	With Project (2025)	
Population	390	25	5,896	415	6,286					5,871
Households	168	8	1,585	176	1,753					1,577
Housing Units	176	8	1,585	184	1,761					1,577
Vacancy Rate	4.9%	0%	0%	4.3%	0.5%					--

SOURCE: San Francisco Redevelopment Agency and Planning Department; Wagstaff and Associates; October 2006; derived from Tables 6.2 and 6.3 herein.

(4,650 people) of the projected Project Area growth increment with the Project would occur within Zone 1.

The projected Project-facilitated population and household growth increases shown in Tables 6.3 and 6.4 would also occur in an established urban area with a high level of local and regional transit service and with a potentially high level of neighborhood commercial facilities, as well as other neighborhood amenities and services that could accommodate this substantial increase in residents.

These projected Project-related population and housing increases would not in themselves constitute a significant adverse environmental impact. However, the added population and housing increments could in turn cause significant project-related physical environmental impacts and/or contribute to significant cumulative physical environmental impacts, related to transportation and traffic, air quality, noise, infrastructure, and utilities and service systems impacts that are described in corresponding chapters 8 (Transportation and Circulation), 9 (Air Quality), 13 (Noise), 14 (Public Services) and 15 (Utilities and Service Systems) of this EIR.

Mitigation. Implementation of the mitigation measures identified in the chapters referenced above related to Project population- and housing-induced physical environmental impacts (e.g., transportation and traffic--chapter 8, air quality--chapter 9, noise--chapter 13, public services--chapter 14, and utilities and service systems--chapter 15), would reduce these Project-related impacts to a **less-than-significant level**, with the exception of Project and Project-plus-cumulative transportation impacts (see chapter 8) and associated long-term regional air emissions impacts (see chapter 9), which after implementation of the associated mitigation measures identified in this EIR, would remain **significant and unavoidable**.

Project Housing Supply Benefit. The Project-facilitated housing growth increment would help the City meet its fair share of regional housing needs. The proposed Project would create the potential for development of approximately 1,577 net additional residential units in the Project Area. The Project would thereby increase the Citywide housing supply, accounting for up to approximately 5.5 percent of the City's anticipated housing production total (28,720) between 2010 and 2025. The projected net additional new housing units in the Project Area by 2025 with the Project would not result in a net increase in City household growth that is not generally accounted for in the ABAG Citywide projections. The net increase in household growth attributable to the proposed Project (1,577) would represent less than 0.5 percent of the ABAG-projected San Francisco household total by 2025 (377,050, from Table 6.1), and approximately 4.2 percent of the ABAG-projected total 2005-to-2025 household growth increment (38,130, from Table 6.1).

The proposed Visitacion Valley redevelopment program has been formulated to facilitate improved housing opportunities in the Visitacion Valley neighborhood. As explained above, housing set-aside (funding) obligations for affordable housing assistance are mandated by State Community Redevelopment Law. The proposed Redevelopment Plan component of the Project includes a stated key goal (Goal 6) to develop new housing to help address City and regional housing shortfalls. Associated Redevelopment Plan objectives call for assistance with affordable housing preservation and rehabilitation; facilitation of new housing construction for a range of income levels and household sizes; increasing the local supply of well-designed affordable housing for low-income and working individuals, families, and seniors; and

development of housing to capitalize on transit-oriented opportunities in the Visitacion Valley area.

Similarly, the proposed General Plan amendments and Planning Code changes are intended to implement the housing and mixed use development goals set forth in both the 1990 and 2004 versions of the *Housing Element* by providing for the revitalization of underutilized properties in the Project Area where future housing and mixed use development may be appropriate based on location, size, shape, adjacent uses, transit convenience and other factors.

These Project characteristics would have a generally **beneficial impact** on the local housing supply.

Mitigation. The proposed Project would have an overall beneficial impact on local and city-wide housing needs. No Project-related conflict with an applicable housing goal or regulation of the City has been identified. No mitigation is necessary.

Housing Displacement or Loss. No demolitions, removal, or large-scale clearing of residential property are proposed with implementation of the proposed Project. Most Project-facilitated new development would be expected to occur on vacant or under-developed infill sites that would not cause displacement of existing residential uses. The City's 2004 *Housing Element* version includes goals and policies calling for retaining the existing housing supply (Objective 2), discouraging demolition of sound existing housing (Policy 2.1), and controlling the merger of existing residential units (Policy 2.2). The City's 1990 *Residence Element* also includes objectives and policies calling for retaining the existing housing supply (Objective 2) and discouraging demolition of existing housing (Policy 1). The potential for Project-related housing displacement or loss would therefore be **less-than-significant** (see criterion 2 in subsection 6.3.1, "Significance Criteria") above.

Mitigation. No significant environmental impact associated with housing loss has been identified; no mitigation is required.

Cumulative Population and Housing Impacts. The increase in population attributable to the proposed Project (5,871) would represent less than one percent of the ABAG-projected San Francisco population total by 2025 (888,400), and approximately 6.3 percent of the ABAG-projected total 2005-to-2025 population growth increment (92,600). Although Project Area population and housing growth with implementation of the Project (5,896) would be substantially greater than the growth anticipated in the Planning Department's baseline population and housing projections for the Project Area without the Project (25), substantial portions of the Project Area are under-developed and could potentially absorb substantially more household and population growth than anticipated in the City's baseline growth projections without the Project. The Project would increase housing development and population in an established urban area with a particularly high level of local and interregional transit service and a potentially high level of neighborhood commercial facilities, as well as other neighborhood amenities and services that could accommodate this increase.

Overall, the anticipated Project-facilitated development increment is not expected to result in significant cumulative environmental impacts directly related to population or housing. Cumulative impacts related to other environmental (physical) topics are discussed in the

following chapters of this EIR: 3--Transportation and Traffic, 9--Air Quality, 13--Noise, 14--Public Services, and 15--Utilities and Service Systems.

