



# SAN FRANCISCO PLANNING DEPARTMENT

## DRAFT Planning Commission Resolution Planning Code Text Amendment, Zoning Map Amendments, and General Plan Amendments HEARING DATE: JUNE 5, 2014

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

*Project Name:* Schlage Lock Development Project  
T Case: Amend Section 249.45  
Z Case: Rezone some Parcels within Zone 1 of the SUD  
M Case: Amend various Maps of the General Plan

*Case Number:* 2006.1308EMTZW

*Staff Contact:* Claudia Flores  
[Claudia.Flores@sfgov.org](mailto:Claudia.Flores@sfgov.org), 415-558-6473

*Reviewed By:* Joshua Switzky  
[Joshua.Switzky@sfgov.org](mailto:Joshua.Switzky@sfgov.org), 415-575-6815

*Recommendation:* **Approval with Modifications**

RECOMMENDING THAT THE BOARD OF SUPERVISORS ADOPT AN ORDINANCE THAT WOULD (1) AMEND THE SAN FRANCISCO PLANNING CODE SECTION 249.45, THE "VISITACION VALLEY/SCHLAGE LOCK" SPECIAL USE DISTRICT"; (2) AMEND THE PLANNING CODE ZONING MAP SHEETS ZN10 AND HT10 TO RECLASSIFY ASSESSOR'S BLOCKS 5107-001, 50870-03A, 5100-002, 5102-009, 5087-003, 5101-006, 5100-003, 5099-014, 5101-007, AND 5100-010 FROM M-1 (LIGHT INDUSTRIAL) AND M-2 (HEAVY INDUSTRIAL), TO MUG (MIXED-USE GENERAL), AND TO MAKE CONFORMING HEIGHT MAP AMENDMENTS TO FACILITATE THE LONG-RANGE DEVELOPMENT PLANS OUTLINED IN THE VISITACION VALLEY/SCHLAGE LOCK DESIGN FOR DEVELOPMENT DOCUMENT; (3) AMEND THE SAN FRANCISCO GENERAL PLAN URBAN DESIGN ELEMENT MAPS 4 & 5, THE COMMERCE & INDUSTRY ELEMENT MAPS 1-2 & 4-5, THE TRANSPORTATION ELEMENT MAP 6, AND THE LAND USE INDEX TO MAKE CONFORMING MAP AMENDMENTS; (4) APPROVE THE VISITACION VALLEY/SCHLAGE LOCK DESIGN FOR DEVELOPMENT AND THE VISITACION VALLEY/SCHLAGE LOCK OPEN SPACE & STREETScape MASTER PLAN; AND (5) MAKE AND ADOPT FINDINGS, INCLUDING ENVIRONMENTAL FINDINGS AND FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN AND THE EIGHT PRIORITY POLICIES OF PLANNING CODE SECTION 101.1.

### PREAMBLE

WHEREAS, Section 4.105 of the Charter of the City and County of San Francisco provides to the Planning Commission the opportunity to periodically recommend to the Board of Supervisors for approval or rejection of proposed amendments to the General Plan.

The Planning Department ("Department"), the Office of Economic and Workforce Development (OEWD), the Board of Supervisors, the Mayor's Office, and other City Departments have been working on

a plan to transform the vacant Schlage Lock site and support revitalization of the Visitacion Valley neighborhood and transform the vacant Schlage Lock site into a Transit-Oriented Development (TOD) to take advantage of existing public transit resources and encourage infill development and improvements in the Visitacion Valley neighborhood, via the *Visitacion Valley/Schlage Lock Development Project*.

The Schlage Lock Company began operations in the Visitacion Valley neighborhood in the 1920s, and was one of the City's largest industrial employers until 1999, when the plant closed down and manufacturing operations were relocated. The site has been vacant since 1999. After Home Depot proposed to develop a retail store on the vacant Schlage site in 2000— a proposal that met with community opposition - the Board of Supervisors imposed interim zoning controls, sponsored by then Supervisor Sophie Maxwell, on the site to encourage the long-term planning of the site. Residents of Visitacion Valley then partnered with City agencies and the Universal Paragon Corporation to develop a plan for the reuse and revitalization of this critical site in their community. Several years of analysis and an extensive community planning process concluded in 2009 with the adoption of a Redevelopment Plan, zoning changes and a detailed Design for Development to guide change on the site. Since City adoption of the Plan, the former Visitacion Valley Citizens Advisory Committee (CAC) had continued to meet to discuss and comment on various aspects of the Plan's implementation and to provide comments to the project sponsor as it continued to implement the plans for the Schlage Lock site.

However, the demise of Redevelopment Agency in early 2012, and the loss of public funding that accompanied it, required reopening the plans for the site. City staff, along with the project sponsor, re-initiated efforts to move transformation of Schlage forward beginning with a community meeting on October 13<sup>th</sup> 2012. The Planning Department partnered with the Mayor's Office of Economic and Workforce Development and the community to evaluate the project's feasibility, to look at tools which can help move the project forward, and to make the necessary legislative changes to foster the site's transformation. The proposed amendments to the 2009 documents and the new Development Agreement are the results of that effort.

Building upon all of these efforts, and with extensive consultation with the Visitacion Valley community, the *Visitacion Valley / Schlage Lock Project* includes the *Visitacion Valley/Schlage Lock Design for Development* document, the *Visitacion Valley/Schlage Lock Open Space and Streetscape Master Plan*, a Development Agreement and associated amendments to the General Plan, Zoning Map and Planning Code. This represents the culmination of many years of community participation from Visitacion Valley residents, business owners, workers and stakeholders, towards a plan for reuse of the long-vacant Schlage Lock site into a true part of its larger neighborhood, as a vibrant, transit-oriented mixed use development that will meet the community's goals and objectives for the project. The plan calls for the creation of new residential units, a grocery store, and other neighborhood commercial ground floor retail on the Schlage site. It also includes three new interconnected neighborhood parks of different sizes, requires the extension of the Visitacion Valley street grid throughout the Schlage Lock property, and integrates the commercial backbone of the community, Leland Avenue, into the site.

The planning goals for the project are to:

1. Create a livable, mixed use urban community that serves the diverse needs of the

- community and includes access to public resources and amenities.
2. Encourage, enhance, preserve and promote the community and city's long term environmental sustainability.
  3. Create pedestrian-oriented environment that encourages walking as the primary transportation mode within the Project.
  4. Encourage the use of alternative modes of transportation by future area residents, workers and visitors and support the development of the Caltrain Station as a major multi-modal transit facility.
  5. Create well designed open spaces that enhance the existing community and new development.
  6. Develop new housing to help address the City's and the region's housing shortfall, and support regional transit use.
  7. Establish the project area and surrounding neighborhoods as a gateway to the City of San Francisco.
  8. Encourage private investment by eliminating blighting influences and correcting environmental deficiencies.

The property encompassing the Schlage Lock Development Project includes approximately 20 acres of privately-owned land at the southeastern corner of San Francisco, generally bounded to the north by Blanken Avenue, to the east by Tunnel Avenue, to the west by Bayshore Boulevard, and to the south by the San Francisco / San Mateo County line, and the city of Brisbane; and

The Project Sponsor (Visitacion Development, LLC) seeks to transform the existing vacant site of the former Schlage Lock factory into a pedestrian-focused, vibrant mixed-use residential development; and

The Project Sponsor is seeking to build up to 1,679 dwelling-units, up from 1,250 under the 2009 plan; and up to 46,700 square feet of new retail, which is 58,300 square feet less than under the 2009 plan; and

The Schlage Lock Development Project seeks to create new neighborhood-serving amenities such as a grocery store, additional retail, new streets, pedestrian improvements and infrastructure; provide new parks/open space; and incorporate sustainable and green features throughout the site; and

Other key changes to the approved project in 2009 include an increase in heights to accommodate the additional units; a reconfiguration of the location of the parks; a change to the underlying zoning; updates to controls and design guidelines to address site changes; and sun setting the 2009 Redevelopment Plan; and

The goals of the *Visitacion Valley/Schlage Lock Project* are, on the whole, consistent with San Francisco General Plan Objectives and Policies. However, the General Plan contains a number of maps that reflect the *Redevelopment Plan*, which will sunset, and the current zoning does not accommodate the site-specific goals of the Schlage Lock Development Project, a master-plan now under single ownership, specifically the changes to permitted heights, and density; and

The proposed Ordinances are intended to implement the Schlage Lock Development Project by modifying General Plan maps, contained in the Commerce and Industry, Transportation, Urban Design Elements, and the Land Use Index; the Zoning Map and the Planning Code to reflect the amended project; and

The Visitacion Valley/Schlage Lock Development Project is also being considered for approval by Planning Commission and the Board of Supervisors through a Development Agreement by and between the City and County of San Francisco and Visitacion Development LLC; and

The Planning Commission (hereinafter "Commission") recommended approval of the 2009 Visitacion Valley/Schlage Lock Redevelopment Plan, Design for Development and related project documents at a regularly scheduled hearing on December 18, 2008 to the Board of Supervisors; and

The former San Francisco Redevelopment Agency ("SFRA") Commission and this Commission certified a final environmental impact report ("FEIR") for the Visitacion Valley Redevelopment Program, Planning Department File No. 2006.1308E, on, respectively, December 16, 2008 and December 18, 2008. The project analyzed in the FEIR was for redevelopment of an approximately 46-acre project area in San Francisco's Visitacion Valley neighborhood, extending on both sides of Bayshore Boulevard roughly between Sunnydale Avenue and Blanken Avenue and along the Leland Avenue commercial corridor. The project was intended to facilitate re-use of the Project site, revitalize other properties along both (east and west) sides of Bayshore Boulevard, and help revitalize the Leland Avenue commercial corridor; and

After certification of the FEIR, both the SFRA Commission and this Commission took certain approval actions, including approving the Redevelopment Plan and amendments to the General Plan, the Planning Code, and the Zoning Maps, among other actions, and in so doing, adopted findings under the California Environmental Quality Act ("CEQA"), including findings rejecting proposed project alternatives and certain mitigation measures as infeasible and adopting a statement of overriding consideration, and adopted a mitigation monitoring and reporting program. These findings were made in SFRA Commission Resolution No. 1-2009, adopted on February 3, 2009, and Planning Commission Motion No. 17790, adopted on December 18, 2008 ("CEQA Findings"). This Commission hereby incorporates by reference as though fully set forth herein these findings, copies of which are on file with the Commission Secretary; and

Since California eliminated its Redevelopment Agencies, the proposed project design was revised with respect to the Project Site, and these modifications were analyzed in an Addendum to the FEIR prepared by the Planning Department and are now before this Commission for approval; and

On May 8<sup>th</sup> 2014, the Planning Commission (hereinafter "Commission") passed Resolution No.19140, initiating amendments to the General Plan related to the proposed Project; and

On June 5<sup>th</sup> 2014, the Commission conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed Ordinances; and

The Commission has heard and considered the testimony presented to it at the public hearing and has further considered written materials and oral testimony presented by Department staff, and other interested parties; and

All pertinent documents associated with Case No. 2006.1308EMTZW may be found in the files of the Department, as the custodian of records, at 1650 Mission Street, Fourth Floor, San Francisco, California; and

The Commission has reviewed the proposed Ordinances; and

**MOVED**, that the Commission hereby adopts the *Visitacion Valley/Schlage Lock Design for Development* and the *Visitacion Valley Schlage Lock Open Space & Streetscape Master Plan*, including all the proposed modifications and recommends that the Board of Supervisors *approve with modifications* the proposed documents and adopts the Draft Resolution to that effect, and;

**MOVED**, that the Commission hereby adopts the Mitigation Monitoring and Reporting Program (MMRP), attached hereto as Exhibit A, which includes all proposed modifications and recommends that the Board of Supervisors *approve with modifications* the proposed Ordinances and related documents following execution of the Development Agreement, and adopts the Draft Resolution to that effect, and;

**The Commission’s recommended modifications would include the appropriate parcels to be rezoned; clarify the public participation review process in design review of buildings and parks; and make changes to the *Design for Development* and the *Open Space & Streetscape Master Plan* documents to clarify various issues, make them consistent, and specify terms and obligations that were previously missing or unclear.**

**Specifically, the Commission recommends the following substantive changes and updates to the Ordinance Amending the Planning Code and the Zoning Map, to the Design for Development document, and to the Open Space and Streetscape Master Plan document:**

Issue	Document	Change
Zoning and height changes	Ordinance Amending the Planning Code and Zoning Map	<ul style="list-style-type: none"> <li>Remove 2 parcels - The ordinance erroneously included 2 parcels owned by two property owners, other than the project sponsor, (specifically, Assessor’s Blocks and Lots 5087-004 and 5087005) for rezoning to MUG and for height reclassification. Rezoning of those two parcels will trail, if appropriate, after discussions with the property owners. These properties are already located within the existing Special Use District.</li> </ul>

Issue	Document	Change
Post-application meeting requirement for parks	Ordinance Amending the Planning Code and Zoning Map	<ul style="list-style-type: none"> <li>Correct language: This is to be a required meeting not an optional one.</li> </ul>
Post-application meeting requirement for buildings/site permits	Ordinance Amending the Planning Code and Zoning Map	<ul style="list-style-type: none"> <li>Add language: Post-application meetings will also be required for building/site permit applications, not just Phase Applications.</li> </ul>
Design guideline for commercial signs	Design for Development (D4D)	<ul style="list-style-type: none"> <li>Add a design guideline for retail signage to minimize size and number of signs and place them in locations that are compatible with the surrounding aesthetic and architecture.</li> </ul>
Accessibility of sidewalks	Open Space and Streetscape Master Plan (OSSMP)	<ul style="list-style-type: none"> <li>Add language that design of sidewalks may be adjusted and will comply with City and ADA policy.</li> </ul>
Zoning & uses in parcels not owned by Universal Paragon Corporation	Design for Development (D4D)	<ul style="list-style-type: none"> <li>Maintain the existing zoning and uses for sites not controlled by the Project Sponsor, including the inclusion of potential housing development in all of the document's maps for parcel 5087-004. Add explanatory language in the D4D that uses in that parcel are conceptual and will be refined following further planning &amp; conversations with the property owner.</li> </ul>
Zoning & uses in parcels not owned by Universal Paragon Corporation	Open Space and Streetscape Master Plan (OSSMP)	<ul style="list-style-type: none"> <li>Maintain the existing zoning and uses for sites not controlled by the Project Sponsor, including the inclusion of potential housing development in all of the document's maps for parcel 5087-004. Add explanatory language in the OSSMP that uses in that parcel are conceptual and will be refined following further planning &amp; conversations with the property owner.</li> </ul>

## FINDINGS

Having reviewed the materials identified in the preamble above, which preamble shall also be considered findings of this Commission, and having heard all testimony and arguments, this Commission finds, concludes, and determines as follows:

The Commission finds the Schlage Lock Development Project to be a beneficial development to the City that could not be accommodated without the actions requested.

1. The Department finds the requested actions to be necessary to implement the Visitacion Valley/Schlage Lock Project.
2. The Department finds the Project to be a beneficial development to the City - it would transform the site into a sustainable, transit-oriented development and include transportation improvements and new opens spaces among other community amenities.
3. The Department finds that continuing to have a long-vacant site is not beneficial to the community. The project would contribute to the strengthening the existing Leland Avenue Neighborhood Commercial Corridor by adding more residents and bringing additional investment into the community and.
4. The proposed project would result in increased rental and for-sale housing of various sizes and income levels.
5. The proposed project establishes a detailed design review process for buildings and community improvements.

**General Plan Compliance.** Analysis of applicable General Plan Objectives and Policies has determined that the proposed action is, on balance, consistent with the General Plan as it is proposed to be amended. Below are specific policies and objectives that support the proposed actions.

## HOUSING ELEMENT (2009 PER WRIT)

### HOUSING ELEMENT

#### Objectives and Policies

**OBJECTIVE 1:** IDENTIFY AND MAKE AVAILABLE FOR DEVELOPMENT ADEQUATE SITES TO MEET THE CITY'S HOUSING NEEDS, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING.

**POLICY 1.1** Plan for the full range of housing needs in the City and County of San Francisco, especially affordable housing.

OBJECTIVE 4 FOSTER A HOUSING STOCK THAT MEETS THE NEEDS OF ALL RESIDENTS ACROSS LIFECYCLES.

POLICY 4.1 Develop new housing, and encourage the remodeling of existing housing, for families with children.

POLICY 4.5 Ensure that new permanently affordable housing is located in all of the City’s neighborhoods, and encourage integrated neighborhoods, with a diversity of unit types provided at a range of income levels.

POLICY 11.1 Promote the construction and rehabilitation of well-designed housing that emphasizes beauty, flexibility, and innovative design, and respects existing neighborhood character.

*The Project will provide approximately 1679 units of market rate and affordable housing, with 15% affordable units, and minimum 20% of 2 or more bedrooms as a unit-mix. The units will be built according to the required design standards and controls in the Visitacion/Valley Schlage Lock Design for Development and will be a mix of rental and ownership.*

**AIR QUALITY ELEMENT**

**Objectives and Policies**

**OBJECTIVE 3:** DECREASE THE AIR QUALITY IMPACTS OF DEVELOPMENT BY COORDINATION OF LAND USE AND TRANSPORTATION DECISIONS.

**Policy 3.2** Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.

*The Project establishes a mixed-use housing development including neighborhood commercial development near existing transit lines, including MUNI Metro and MUNI coach service providing service to a number of city neighborhoods, as well as Caltrain, providing service to the San Mateo, the Peninsula and San Jose.*

**COMMERCE AND INDUSTRY ELEMENT**

**Objectives and Policies**

**OBJECTIVE 1:** MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

**Policy 1.1** Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development that has substantial undesirable consequences that cannot be mitigated.

**Policy 1.3** Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

*Reuse of the site as a mixed-use residential area with supportive commercial, open space and institutional uses will provide substantial benefits to the Visitacion Valley neighborhood and the City as a whole.*

**OBJECTIVE 6: MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.**

**Policy 6.1** 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.

**Policy 6.2** Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to the economic and technological innovation in the marketplace and society.

**Policy 6.4** Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

*Leland Avenue is Visitacion Valley's existing commercial center. As part of the project, the sponsor will extend the Visitacion Valley street grid east across Bayshore Boulevard. Neighborhood commercial uses are planned for the new Leland Avenue extension, and the Project also includes a site that will accommodate a super market, desired by the community.*

**Policy 6.6** Adopt specific zoning districts, which conform to a generalized neighborhood commercial land use and density plan.

*As part of the Project, the Planning Commission will consider rezoning the site to ensure the land use, density and building height are consistent with the plans contained in the "Visitacion Valley/Schlage Lock Design for Development" document.*

**POLICY 6.7 Promote** high quality urban design on commercial streets.

*The Project will enhance Visitacion Valley's existing neighborhood commercial core by extending Leland Avenue east of Bayshore Boulevard to the Schlage site, and incorporating retail uses along part of the street frontage. Design guidelines will guide new development to achieve a positive pedestrian experience and good design. New streets will incorporate streetscape features that will encourage active street life throughout by incorporating well designed street furniture and other features.*

**Policy 6.10** Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

*The Project will help to revitalize the Visitacion Valley neighborhood by redeveloping the former Schlage Lock Company site - vacant since 1999. The Project will restore the site to active use and will help to revitalize the neighborhood, with new neighborhood commercial activity both in the Schlage site and in surrounding areas, with infill development along Leland Avenue and Bayshore Boulevard. The new activity will generate new customers and more vibrant round-the-clock activity, which will benefit existing neighborhood commercial establishments as well. Neighborhood commercial uses in the area will also benefit from streetscape improvements to Leland Avenue.*

## COMMUNITY FACILITIES ELEMENT

**OBJECTIVE 3** ASSURE THAT NEIGHBORHOOD RESIDENTS HAVE ACCESS TO NEEDED SERVICES AND A FOCUS FOR NEIGHBORHOOD ACTIVITIES.

**Policy 3.1** Provide neighborhood centers in areas lacking adequate community facilities.

**Policy 3.4** Locate neighborhood centers so they are easily accessible and near the natural center of activity.

**Policy 3.5** Develop neighborhood centers that are multipurpose in character, attractive in design, secure and comfortable, and inherently flexible in meeting the current and changing needs of the neighborhood served.

*The Project will retain the existing Schlage Office Building and renovate the building and will require a portion of it be used for community uses. Programming of the facility will allow for a number of uses that may change over time, based on community interests and input. The site is easily accessible to the Visitacion Valley community by transit, bicycle; pedestrian access will be facilitated by access from the new surrounding streets.*

## THE ENVIRONMENTAL PROTECTION ELEMENT

**Objective 13:** ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

**Policy 13.1:** Improve the energy efficiency of existing homes and apartment buildings.

**OBJECTIVE 15:** INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

**Policy 15.1** Increase the use of transportation alternatives to the automobile.

**Policy 15.2** Provide incentives to increase the energy efficiency of automobile travel.

**Policy 15.3** Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

**OBJECTIVE 16: PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.**

**Policy 16.1** Develop land use policies that will encourage the use of renewable energy sources.

The Project calls for reducing energy demand by site design,

*The Project will encourage compact moderate density residential development with good access to transit facilities. All of the new development will be within walking distance of a mix of commercial, institutional and open space. The project planning and design would promote reduced car use; there is no required parking only parking maximums. The Project will meet all required Green Building Codes and standards. In addition, the Project establishes streets and a public realm amenities that will encourage walking, bicycling, and incorporates traffic-calming measures.*

**COMMERCE AND INDUSTRY ELEMENT****Objectives and Policies**

**OBJECTIVE 1: MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.**

**Policy 1.3** Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

*The Project will reutilize a former industrial site that has been vacant since 1999. The project calls for the extension of Leland Avenue, Visitacion Valley's commercial core, east of Bayshore Boulevard, and the provision of new ground floor retail space along the street extension should help to encourage increased pedestrian traffic. The Visitacion Valley/Schlage Lock Design for Development also designates a site for a market and retail at other ground-floor locations.*

**OBJECTIVE 2: MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.**

**Policy 2.1** Seek to retain existing commercial and industrial activity and to attract new such activity to the City.

**OBJECTIVE 6: MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.**

**Policy 6.1** 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.

*The project will help to retain existing retail and neighborhood-commercial uses on Leland Avenue and Bayshore Boulevard in part by providing additional sites for new retail uses, including a mid-sized market, long-desired by area residents. By increasing space available for new neighborhood-commercial uses, the Project will provide opportunities for small business ownership and employment. The additional residential density will increase the demand for neighborhood-commercial services and will help the neighborhood as a whole.*

**Policy 6.2** Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to the economic and technological innovation in the marketplace and society.

*The Project will help to retain existing retail and neighborhood-commercial uses on Leland Avenue and Bayshore Boulevard in part by providing additional sites for new retail uses, including a mid-sized grocery, long-desired by area residents. By increasing space available for new neighborhood-commercial uses, the Project will provide opportunities for small business ownership and employment. The Project will increase the supply of housing, including low-cost housing. This in turn will increase the demand for neighborhood-commercial services and will help the neighborhood as a whole.*

**OBJECTIVE 4: IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.**

**Policy 4.3** Carefully consider public actions that displace existing viable industrial firms.

*The Project incorporates the former Schlage Lock Company site, acquired by Ingersoll Rand Corporation in the 1920's. Ingersoll Rand closed the industrial facility in 1999 and the site has been vacant since that time. The Project will not displace an existing industrial use, but converts it into a mixed-use development with housing, commercial, institutional and open space uses, consistent with the surrounding neighborhood. The Project will also take advantage of excellent public transit immediately adjacent to the site to establish a Transportation-Oriented Development (TOD).*

**OBJECTIVE 6 MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.**

**Policy 6.1** 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.

**Policy 6.3** 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.

**Policy 6.4** Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

**POLICY 6.7** Promote high quality urban design on commercial streets.

*The Project will enhance Visitacion Valley's existing neighborhood commercial core by extending Leland Avenue east of Bayshore Boulevard to the Schlage site, and incorporating retail uses along much of the street frontage. Additional neighborhood-commercial uses will be developed along Bayshore Boulevard and at other Project areas. Existing residential uses will not be lost to commercial development; infill development will include primarily retail and small office uses on the ground level with residential uses above the ground story. New streets will incorporate streetscape features that will encourage active street life throughout the Project area, by incorporating well designed street furniture, and improvements will be made to increase safety for pedestrians crossing Bayshore Boulevard.*

**Policy 6.6** Adopt specific zoning districts, which conform to a generalized neighborhood commercial land use and density plan.

*As part of the Project, The Planning Commission will consider amending the Planning Code to establish the Visitacion Valley Special Use District (SUD). The SUD will call for a distribution of land use, density and building height consistent with plans contained in the "Visitacion Valley/Schlage Lock Design for Development" document.*

**Policy 6.10** Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

*The Project will help to revitalize the Visitacion Valley neighborhood by redeveloping the former Schlage Lock Company site - vacant since 1999. The Project will restore the site to active use and will help to revitalize the neighborhood, with new neighborhood commercial activity both in the Schlage site and in surrounding areas, with infill development along Leland Avenue and Bayshore Boulevard. The new activity will generate new customers and more vibrant round-the-clock activity, which will benefit existing neighborhood commercial establishments as well. Neighborhood commercial uses in the area will also benefit from streetscape improvements to Leland Avenue.*

## COMMUNITY FACILITIES ELEMENT

### OBJECTIVE 3

ASSURE THAT NEIGHBORHOOD RESIDENTS HAVE ACCESS TO NEEDED SERVICES AND A FOCUS FOR NEIGHBORHOOD ACTIVITIES.

**Policy 3.1** Provide neighborhood centers in areas lacking adequate community facilities.

**Policy 3.4** Locate neighborhood centers so they are easily accessible and near the natural center of activity.

**Policy 3.5** Develop neighborhood centers that are multipurpose in character, attractive in design, secure and comfortable, and inherently flexible in meeting the current and changing needs of the neighborhood served.

*The Project will retain the existing Schlage Office Building and renovate the building for use as a community facility. Programming of the facility will allow for a number of uses that may change over time, based on community interests and input. The site for the community facility is easily accessible to the Visitacion Valley community by transit, bicycle; pedestrian access will be facilitated by access from surrounding streets as well as via a mid-block pedestrian walkway from the south.*

## RECREATION AND OPEN SPACE ELEMENT

### Objectives and Policies

#### **OBJECTIVE 2: INCREASE RECREATION AND OPEN SPACE TO MEET THE LONG-TERM NEEDS OF THE OF THE CITY AND BAY REGION**

#### **OBJECTIVE 4: PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.**

POLICY 2.1 Prioritize acquisition of open space in high needs areas.

POLICY 2.7 Expand partnerships among open space agencies, transit agencies, private sector and nonprofit institutions to acquire, develop and/or manage existing open spaces.

#### **OBJECTIVE 3: IMPROVE ACCESS AND CONNECTIVITY TO OPEN SPACE**

*The Project will result in development of high quality open spaces, including three new parks. The Project will also establish a public plaza at the northeast corner of Bayshore Boulevard and Leland Avenue (extension), establishing a connection and meeting place at the intersection of the existing Visitacion Valley neighborhood and the new residential and mixed-use development at the Schlage Lock site. Public Open Space, whether managed and maintained by the City or the Project sponsor, will be accessible to members of the public 24 hours a day. The Project will also provide common or private open space, in the form of rooftop common open space, interior block courtyards and open space, terraces and balconies that will be directly accessible to dwelling units. New residential development will be required to provide private open space accessible from each unit and/or common open space available to building residents. In addition, the Project will establish pedestrian walkways or mews that will connect neighborhood commercial development throughout the Schlage Lock site.*

## TRANSPORTATION ELEMENT

### Objectives and Policies

#### **OBJECTIVE 2: USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.**

**Policy 2.1** 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.

**Policy 2.4** Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

*The Schlage site is a former industrial site with no internal roadways. The Project will extend the Visitacion Valley east/west street grid to the Schlage site, strengthening the connection between the existing community and the mixed-use development at the Schlage site. Careful attention will be given to the design of the new streetscapes. The Project will also encourage bicycle use and reduced use of the private automobile.*

**POLICY 2.5** Provide incentives for the use of transit, carpools, vanpools, walking and bicycling and reduce the need for new or expanded automobile and automobile parking facilities.

*The Project takes advantage of its location well served by transit services, including the MUNI Metro T-Third light rail line providing service between Visitacion Valley, the Eastern Neighborhoods and downtown San Francisco, the Caltrain Bayshore Station, immediately adjacent to the Project Area, which provides service between downtown San Jose and downtown San Francisco, as well as a number of bus lines. The Project will provide incentives for use of transit by area residents, and will also encourage bicycle use and alternative transportation modes, including car share and will establish a streetscape system that will encourage residents and visitors to walk to desired services.*

**OBJECTIVE 11:** 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.

**Policy 11.3** Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.

*The Project supports the City's Transit First Policy. The Project will establish a mixed-use residential development well served by neighborhood commercial uses in an area that is well served by transit including regional transit, citywide and local transit services.*

**Policy 18.2** 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. New streets will be designed to accommodate neighborhood traffic and incorporate traffic calming measures such as corner sidewalk bulbs to reduce the distance pedestrians have to cross the street, and incorporation of street trees and street furniture that will encourage an active pedestrian life.

**Policy 21.1** Provide transit service from residential areas to major employment centers outside the downtown area.

**Policy 21.3 Make** future rail transit extensions in the city compatible with existing BART, CalTrain or Muni rail lines.

*The Project location adjacent to the MUNI Metro T-Third Street line and Caltrain Bayshore station provides transit service to major employment centers in the City, on the Peninsula (including SFO) and in the South Bay. It will also enable future plans for extension of the MUNI Metro line to the Caltrain station, to create a multi-modal center with convenient multimodal service connections.*

**OBJECTIVE 23:** IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.

**Policy 23.6** Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.

**OBJECTIVE 24:** IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.

**Policy 24.2** Maintain and expand the planting of street trees and the infrastructure to support them.

**Policy 24.3 Install pedestrian-serving street furniture where appropriate.**

*The Project will establish new streets and sidewalks on the Schlage Site that will be designed to accommodate and encourage pedestrian use through incorporation of street trees pedestrian-scale street lights and street furniture, and include sidewalk and corner bulbs to provide additional space for pedestrians to cue and reduce the distance pedestrians must travel when crossing a street.*

**OBJECTIVE 27:** ENSURE THAT BICYCLES CAN BE USED SAFELY AND CONVENIENTLY AS A PRIMARY MEANS OF TRANSPORTATION, AS WELL AS FOR RECREATIONAL PURPOSES.

**OBJECTIVE 28:** PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

**POLICY 28.1** Provide secure bicycle parking in new governmental, commercial, and residential developments.

*The Project encourages bicycle use. New development will be required to provide secure bicycle parking, including new residential development and commercial uses.*

**OBJECTIVE 34:** 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.

**Policy 34.4** 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.

**Policy 34.3** Permit minimal or reduced off-street parking supply for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

*The Project will establish and design a new street grid system that will serve the former Schlage site and be consistent with Visitacion Valley's existing east/west street grid and block size pattern. The Project will also redesign some of the existing street intersections to improve circulation and to improve bicycle and pedestrian facilities, thereby improving safety conditions.*

*The Project will also assure that any new parking facilities provided for the residential uses meet design criteria. The Project will take into account issues such as parking needs, design and access. The amount of parking on the site will relate to the capacity of the City's street system and land use patterns.*

## URBAN DESIGN ELEMENT

### Objectives and Policies

**OBJECTIVE 1:** EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE AND A MEANS OF ORIENTATION.

**Policy 1** Promote harmony in the visual relationships and transitions between new and older buildings.

**Policy 3** Recognize that buildings, when seen together, produce a total effect that characterizes the City and its districts.

**Policy 6** Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

**OBJECTIVE 3** MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

**POLICY 3.1** Promote harmony in the visual relationships and transitions between new and older buildings.

**Policy 5** Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

**Policy 6** Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

*The Project specifies Development Controls and Design Guidelines to ensure continuation of the existing fabric of the Visitacion Valley and adjacent Little Hollywood neighborhoods. The Project will respect the area's characteristic pattern by establishing new blocks and a street grid consistent with the neighborhood pattern, by extending existing Visitacion Valley streets onto the Schlage Lock site, and by enforcing Design Guidelines based on the historic nature and unique aesthetic of the area. While some portions of buildings will be permitted to exceed existing building heights, those heights have been carefully located so as not to affect views or aesthetics of the overall environment, and have also been designed to include features like setbacks and other moderating elements development. Development controls and design guidelines call for building facades to be modulated to establish building scale similar to surrounding development, by incorporating façade articulation, maximum building lengths and bulk controls.*

1. The proposed long-range mixed-use development project is generally consistent with the eight General Plan priority policies set forth in Section 101.1 in that:
  1. The project will not negatively affect existing, neighborhood-serving retail. The Project will provide space for additional neighborhood-serving retail uses that will complement the existing neighborhood commercial corridor, and include development of up to 1,679 new residential units that will increase the demand for neighborhood commercial services.
  2. The project will not affect existing housing or neighborhood character. The project provides opportunities to construct additional housing on the vacant Schlage Lock site, which currently has no residential uses, and includes design guidelines and a design review process to achieve high-quality design which respects the existing, surrounding neighborhood.
  3. The project will not decrease the City's supply of affordable housing because it will facilitate the building of up to 1,679 new dwelling units, of which of 15% will be affordable.
  4. The Project has been planned to reduce impacts to MUNI, to improve the pedestrian qualities of streets and to reduce neighborhood parking needs. Because of the existing and numerous transit routes serving the area, residents and visitors will be encouraged to utilize transit and alternate modes of transportation for trips, increasing transit ridership. Numerous pedestrian improvements, such as new interconnected streets, signalized intersections with timed traffic lights, raised or specially paved crosswalks and sidewalk bulb-outs will promote walking as a mode of transportation. The project also requires a Transportation Demand Management Plan.

5. The project will not result in displacement of the City's industrial and service sectors due to new commercial office development because the Schlage Factory site, which formerly supported industrial use, has been vacant since 1999.
  6. The project will improve the City's preparedness for an earthquake since all new buildings will be constructed to meet all applicable building codes and seismic-safety regulations.
  7. A Historic Structures Technical Report for the existing and former structures on the Schlage Lock site concluded that a number of the structures may be eligible for historic status. However, given the overriding concerns for public health and safety, most buildings cannot be preserved. The California Department of Toxic Substances Control (DTSC) requires the property owner to remediate soils and ground water on the site contaminated with Volatile Organic Compounds (VOC's), and has dictated the Project sponsor to remove most of the structures on the site to do so. In order to mitigate impacts to historic structures, the Project sponsor will preserve the Schlage Old Office Building and rehabilitate it according to the Secretary of the Interior Standards. The Project Sponsor is also required to document all buildings on site through architectural drawings and/or photographs, salvage and reuse recyclable materials onsite, and commemorate the site's industrial history by retaining some of the remaining industrial machinery and installing it in public spaces throughout site, wherever feasible. Taken together, these actions will memorialize the site's industrial past while enabling site remediation to proceed and utilizing the site to revitalize the Visitacion Valley neighborhood with a variety of residential, commercial, open space and community land uses.
  8. The project will not affect any existing City parks or open spaces nor their access to sunlight. The project will provide at least three new public open spaces for public use, setbacks will be employed to ensure maximum sunlight on the new parks.
2. The proposed development project is consistent with the requirements set forth in Planning Code Section 302, in that:
    - a. The Project is necessary and desirable because it would enhance the lives of existing and future residents, and the City as a whole, by converting a vacant, formerly-industrial site into a high-quality, mixed-use development that includes neighborhood-serving retail, open space and housing. The Project would also construct a significant amount of new housing units at an in-fill location within an existing urban environment. For the reasons set forth above, the Commission finds the requested amendments to the Planning Code, Zoning Maps, and General Plan to be required by public necessity, convenience and general welfare.
  3. Findings under the California Environmental Quality Act (CEQA):
    - a. This Commission has reviewed the FEIR and the Addendum and hereby finds that since certification of the FEIR, no substantial changes have occurred in the proposed project or

in the circumstances under which the project would be implemented that would cause new significant impacts or a substantial increase in the severity of impacts previously identified and analyzed in the FEIR, and that no new information of substantial importance has emerged that would materially change the analyses or conclusions set forth in the FEIR. The Project would not necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR. Accordingly, the Addendum was properly prepared; and

- b. Since certification of the FEIR, the San Francisco Municipal Transportation Agency ("SFMTA") has determined that certain mitigation measures identified in the FEIR are not feasible as proposed and that no other feasible mitigation measures are available to address certain identified significant impacts. This determination is set forth in a letter from Frank Markowitz, SFMTA, to Andrea Contreras, Planning Department, dated March 28, 2014. This document is available for review in Case File No. 2006.1308E at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, and is hereby incorporated by reference. The mitigation measures the SFMTA found to be infeasible as proposed in the FEIR are: Mitigation Measure 8-1A as it applies to the intersections of Bayshore/Blanken, Bayshore/Arleta/San Bruno, and Tunnel/Blanken; Mitigation Measure 8-3 as it applies to the intersection of Bayshore/Visitacion; and Mitigation Measure 8-7 as it applies to Bayshore/Sunnydale in the eastbound direction; and
- c. As described in Chapter 8 of the FEIR, Impact 8-1A at Bayshore/Blanken and Bayshore/Arleta/San Bruno, Impact 8-3 at Bayshore/Visitacion, and Impact 8-7 at Bayshore/Sunnydale were found to be significant and unavoidable, even with implementation of Mitigation Measures 8-1A, 8-3, and 8-7 as proposed in the FEIR. For the reasons set forth in the March 28, 2014 letter, SFMTA would not implement Mitigation 8-1A at Bayshore/Blanken and Bayshore/Arleta/San Bruno, nor would it implement Measure 8-3 at the intersection of Bayshore/Visitacion. No other feasible mitigation measures exist that would reduce the impacts at these intersections to less than significant levels. SFMTA additionally proposes to modify Mitigation 8-7 to remove the requirement for an additional eastbound lane at the intersection of Bayshore/Sunnydale because it has determined this requirement is not feasible. This Commission finds that, because these impacts were identified in the FEIR as significant and unavoidable, even with implementation of the mitigation measures that the SFMTA has now determined are infeasible, elimination and modification of these mitigation measures as described here and in more detail in the March 28, 2014 letter would not result in any new significant impacts or in a substantial increase in severity of the impacts as already identified in the FEIR; and
- d. SFMTA has additionally recommended that Mitigation Measure 8-1A at the intersection of Tunnel/Blanken be modified to include intersection monitoring. The FEIR identified the impact at this intersection as less than significant with mitigation, and implementation of Mitigation 8-1A with this proposed modification would continue to reduce that intersection impact to less than significant. Thus, this Commission finds that, modification

of Mitigation Measure 8-1A as recommended by SFMTA staff would not result in any new significant impacts or in a substantial increase in severity of the impacts as already identified in the FEIR; and

- e. With these proposed modifications to the mitigation measures as well as the modifications previously made by the SFRA Commission and Planning Commission when they rejected certain other mitigation measures as infeasible in their CEQA Findings, this Commission finds that the impacts of the project would be substantially the same as identified in the FEIR.

I hereby certify that the Planning Commission ADOPTED the foregoing Resolution on \_\_\_\_\_.

Jonas P. Ionin  
Commission Secretary

AYES:

NAYS:

ABSENT:

ADOPTED: