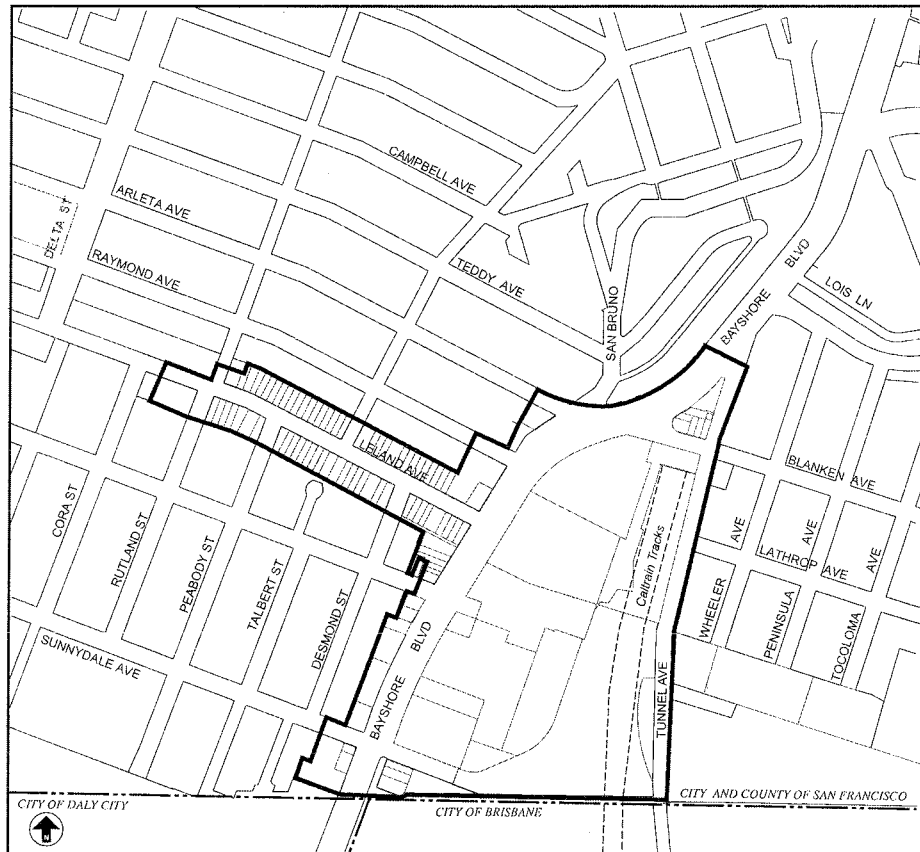


VISITACION VALLEY REDEVELOPMENT PROGRAM



DRAFT ENVIRONMENTAL IMPACT REPORT

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1. INTRODUCTION

1.1 EIR PURPOSE

The San Francisco Redevelopment Agency ("Redevelopment Agency") and City and County of San Francisco Planning Department ("Planning Department") are considering adoption and implementation of a redevelopment program for an approximately 46-acre redevelopment project area in San Francisco's Visitacion Valley neighborhood. The proposed redevelopment program includes four elements: (1) a *Visitacion Valley Redevelopment Plan* (the "Redevelopment Plan"); (2) a community-derived *Visitacion Valley/Schlage Lock Design for Development* document (the "Design for Development"); (3) associated San Francisco General Plan amendments; and (4) related San Francisco Planning Code changes.

The proposed redevelopment program is intended to overcome adverse physical and economic conditions, foster revitalization and increased private economic investment, facilitate housing development opportunities near transit, and improve neighborhood-serving commercial development in the proposed redevelopment project area. The proposed redevelopment project area includes the vacant Schlage Lock property and adjacent underutilized industrial properties on the east side of Bayshore Boulevard, properties fronting on the west side of Bayshore Boulevard opposite the Schlage Lock property, and properties along the adjacent Leland Avenue commercial corridor.

This environmental impact report ("EIR") has been prepared by the Redevelopment Agency and Planning Department as co-Lead Agencies,¹ pursuant to all relevant sections of the California Environmental Quality Act ("CEQA") and California Community Redevelopment Law. The EIR is intended to serve as a public disclosure document that informs the San Francisco Board of Supervisors ("Board of Supervisors"), Redevelopment Agency, Planning Commission, other Responsible Agencies,² Trustee Agencies,³ affected taxing entities,⁴ and the general public of

¹CEQA Guidelines define the "Lead Agency" as the public agency that has the principal responsibility for carrying out or approving a project. The Redevelopment Agency and Planning Department would each be responsible for carrying out components of the proposed redevelopment program, including making various specific future implementation decisions.

²Under CEQA Guidelines, the term "Responsible Agency" includes all public agencies, other than the Lead Agency, which have discretionary approval power over aspects of the project for which the Lead Agency has prepared an EIR.

³Under CEQA Guidelines, the term "Trustee Agency" means a state agency having jurisdiction by law over natural resources affected by the project that are held in trust by the people of California, such as the State Department of Fish and Game.

⁴Pursuant to Health and Safety Code section 33333.3, this DEIR will be distributed to each affected taxing entity. "Affected taxing entities" are defined in Health and Safety Code section 33353.2 as those governmental taxing agencies that levy a property tax on all or any portion of the proposed Redevelopment Plan project area.

the proposed redevelopment program and the potential environmental consequences of its approval.

1.2 EIR DEFINITIONS

Certain key terminology used in this EIR is listed and defined below and in Table 1.1.

1.2.1 Visitacion Valley Redevelopment Program Terms

(a) Project. The term "Visitacion Valley redevelopment program" and the CEQA term "Project" are used interchangeably in this EIR, and are defined to mean the proposed overall redevelopment program, including the proposed Redevelopment Plan, Design for Development, General Plan amendments, Planning Code changes, other redevelopment actions, and all associated approvals, entitlements, and permits that may be required to implement the redevelopment program.

(b) Project Area. The term "Project Area" as used in this EIR is defined to mean the approximately 46-acre area within which the overall "Project" under CEQA would occur, which is the Visitacion Valley Survey Area boundary designated by the Board of Supervisors on June 7, 2005, and the proposed redevelopment project area to be established through Redevelopment Agency and Board of Supervisors adoption of the Redevelopment Plan.

(c) Redevelopment Plan. The term "Redevelopment Plan" as used in this EIR is defined to mean the proposed *Visitacion Valley Redevelopment Plan* which, pursuant to California Community Redevelopment Law, is intended to designate the Project Area as a redevelopment project area, and establish an associated redevelopment policy framework, state-authorized financial mechanisms, and land use and development regulations necessary to implement proposed economic and physical revitalization activities within the redevelopment project area.

(d) Redevelopment Zone 1 and 2. The largest consolidated portion of the Project Area consists of approximately 20 acres located east of Bayshore Boulevard encompassing the vacant Schlage Lock property, former Southern Pacific property, and other underutilized industrial properties. This primary opportunity area is referred to in the proposed Redevelopment Plan, Design for Development and this EIR as "Redevelopment Zone 1" (Zone 1). The remaining portion of the Project Area, located primarily on the west side of Bayshore Boulevard and comprised of commercial, light industrial, residential, and mixed use (commercial-residential) parcels fronting on the west side of Bayshore Boulevard and both sides of Leland Avenue, is referred to in the Redevelopment Plan, Design for Development and this EIR as "Redevelopment Zone 2" (Zone 2).

1.2.2 CEQA Terms

As stipulated by the state's *Guidelines for the California Environmental Quality Act* ("CEQA Guidelines"), this EIR identifies those adverse project environmental impacts that are expected to be "significant," and corresponding mitigation measures warranted to eliminate or reduce those impacts to less-than-significant levels. Where it is determined in this EIR that a particular impact cannot be mitigated to a less-than-significant level, the EIR identifies that impact as "unavoidable." Section 16.2 of this EIR (Unavoidable Significant Adverse Impacts) includes a summary list of all significant project impacts identified as "unavoidable." Identified significant

Table 1.1

| DEFINITIONS OF KEY EIR TERMINOLOGY | |
|-------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| VISITACION VALLEY REDEVELOPMENT PROGRAM TERMS: | |
| Project (Redevelopment Program) | The CEQA term "Project" and the term "redevelopment program" are used interchangeably in this EIR, and are defined to mean the proposed overall redevelopment program, including the proposed Redevelopment Plan as well as the proposed Design for Development document, General Plan amendments, Planning Code changes, other redevelopment actions, and all associated approvals, entitlements, and permits that may be required to implement the redevelopment program. |
| Project Area | The term "Project Area" as used in this EIR is defined to mean both the approximately 46-acre area within which the overall "Project" under CEQA would occur, and the associated redevelopment project area to be established within the same boundary through Redevelopment Agency and Board of Supervisors adoption of the Redevelopment Plan. The Project Area boundary (see Figure 3.2) coincides with the Visitacion Valley Survey Area boundary designated by the Board of Supervisors on June 7, 2005 (Resolution 425-05). |
| Redevelopment Plan | The term "Redevelopment Plan" as used in this EIR is defined to mean the proposed Visitacion Valley Redevelopment Plan which, pursuant to State Community Redevelopment Law, is intended to designate the current Visitacion Valley Survey Area as a redevelopment project area, and establish an associated redevelopment policy framework and state-authorized financial mechanisms to implement economic revitalization activities within the redevelopment project area. |
| Design for Development | The term "Design for Development" as used in this EIR is defined to mean the January 2008 draft <i>Visitacion Valley/Schlage Lock Design for Development</i> document, containing proposed specific development controls and design guidelines which are intended to build upon the 2002 <i>Visitacion Valley Schlage Lock Concept Plan</i> and, in combination with underlying San Francisco Planning Code requirements, regulate development within the Project Area. |
| Redevelopment Zone 1 or "Zone 1" | <p>The term "Redevelopment Zone 1" or "Zone 1" as used in this EIR is defined to mean the approximately 20-acre subarea of the Project Area located on the east side of Bayshore Boulevard (see Figure 3.4), designated as "Redevelopment Zone 1" or "Zone 1" in the Design for Development, and containing the vacant Schlage Lock facility grounds and adjacent previous Southern Pacific Railroad property.</p> <p>Zone 1 is the anticipated primary development subarea within the Project Area, and was formerly referred to as "the Concept Plan subarea" in the January 2007 NOP for this EIR and in the January 2008 <i>Preliminary Report</i>, before the 2002 <i>Visitacion Valley Schlage Lock Strategic Concept Plan</i> was incorporated into the 2008 Design for Development.</p> |
| Redevelopment Zone 2 or "Zone 2" | The term "Redevelopment Zone 2" or "Zone 2" as used in this EIR is defined to mean the approximately 26-acre portion of the Project Area primarily on the west side of Bayshore Boulevard (see Figure 3.4), designated as "Redevelopment Zone 2" or "Zone 2" in the Design for |
| (continued) | |

Table 1.1 (continued)

| DEFINITIONS OF KEY EIR TERMINOLOGY (continued) | |
|-------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | Development, and containing the properties fronting on Bayshore Boulevard opposite the former Schlage Lock property and properties fronting on both sides of Leland Avenue extending generally to and partially beyond Rutland Street. |
| CEQA TERMS: | |
| Significant Effect on the Environment | <i>"Significant effect on the environment" means a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project, including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. "An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant. (CEQA Guidelines, section 15382.)"</i> |
| Cumulative Impacts | <i>"Cumulative impacts" are defined as "two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts." (CEQA Guidelines, section 15355.)</i> |
| Unavoidable Significant Impact | <i>"Unavoidable significant impacts" are defined as significant environmental impacts which cannot be avoided if the proposed project is implemented. "Unavoidable significant impacts" include those which can be mitigated but not reduced to a level of insignificance-- i.e., for which either no mitigation or only partial mitigation is feasible. (CEQA Guidelines, section 15126(b).) When the lead agency approves a project which will result in the occurrence of significant effect which is identified in the final EIR but is not avoided or substantially lessened, the lead agency shall state in writing the specific reasons to support its action based on the final EIR and/or other information in the record--i.e., a "statement of overriding considerations." The statement of overriding considerations shall be supported by substantial evidence in the record. (CEQA Guidelines, section 15093(b).)</i> |
| Significance Criteria | <i>CEQA requires that an EIR identify the significant environmental effects of the project (CEQA Guidelines section 15126), but does not provide thresholds for significance. Instead, CEQA Guidelines section 15064(b) states that "the determination...calls for careful judgment on the part of the public agency involved..." and that "an ironclad definition of significant effect is not possible because the significance of an activity may vary with the setting." The criteria formulated for use in this EIR to determine whether an impact is or is not "significant" are described for each environmental impact category based on: (a) CEQA-stipulated "mandatory findings of significance"--i.e., where any of the specific conditions occur which the Legislature and the Secretary of Resources have determined constitute a potentially significant effect on the environment, which are listed in CEQA Guidelines section 15065; (b) specific criteria that a Resources Agency has determined are "normally"</i> |
| <i>(continued)</i> | |

Table 1.1 (continued)

| DEFINITIONS OF KEY EIR TERMINOLOGY (continued) | |
|-------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | considered to constitute a "significant effect on the environment;" (c) the relationship of the project effect to any applicable plan, policy or regulation adopted by the lead agency or responsible agencies for the purpose of avoiding or mitigating an environmental effect; and/or (d) commonly accepted practice and the professional judgment of the EIR authors and lead agency staff. |
| Mitigation Measures | For each significant impact, the EIR must identify a specific "mitigation" measure or set of measures capable of <i>"(a) avoiding the impact altogether by not taking a certain action or parts of an action; (b) minimizing impacts by limiting the degree or magnitude of the action and its implementation; (c) rectifying the impact by repairing, rehabilitating, or restoring the impacted environment; (d) reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action; or (e) compensating for the impact by replacing or providing substitute resources or environments."</i> (CEQA Guidelines, section 15370.) |
| SOURCE: Wagstaff and Associates, 2008. | |

impacts that are not listed in section 16.2 as "unavoidable" are capable of being reduced to a less-than-significant level by implementing the associated mitigation measure or measures identified in this EIR.

1.3 PROJECT BACKGROUND

1.3.1 Schlage Lock Closure and Home Depot Proposal

In 1999, the Ingersoll-Rand Company, the parent of the Schlage Lock Company, decided to close its longstanding Schlage Lock manufacturing operation on the east side of Bayshore Boulevard in Visitacion Valley. 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 store on the vacant Schlage Lock property. The Home Depot application was subject to substantial opposition by local residents and business owners, who cited associated traffic impact and other concerns, as well as the question of the proposed "big box" use compatibility with the transit proximity advantages of the Schlage Lock property.

In February 2001, the Board of Supervisors imposed interim zoning controls on the Schlage Lock property which had the effect of changing the property's existing "M-1" Light Industrial District zoning to "NC" Neighborhood Commercial District and limiting the property's maximum use size (floor area) to 50,000 square feet. Interim zoning controls in San Francisco by definition expire within a specified period of time. The February 2001 Schlage Lock property

interim zoning controls expired in March 2003, but in its February 2001 interim zoning resolution, the Board of Supervisors also expressed its broader desire that the City complete a process to identify and implement appropriate new permanent controls for the Schlage Lock property.¹

Since early 2000, the Board of Supervisors and Planning Department have been conducting a major community-based planning effort to re-examine land use controls and consider other means of revitalizing the City's eastern neighborhoods. Residents, business and property owners, and other stakeholders in five eastern neighborhood districts where housing and industry co-mingle--Mission, South of Market, Showplace Square-Potrero-Central Waterfront, South Bayshore, and Visitacion Valley--have been taking part in Planning Department-conducted community workshops to determine the future character of their neighborhoods. This broad neighborhood planning process is described in detail in a separate report issued by the Planning Department in February 2002 entitled *Profiles in Community Planning Areas: San Francisco's Eastern Neighborhoods*.

1.3.2 Visitacion Valley Schlage Lock Strategic Concept Plan

In 2002, within the context of its eastern neighborhoods planning effort, the Board of Supervisors directed the Planning Department to engage in a community-based planning process to formulate a vision for the future re-use of the vacant Schlage Lock property and other adjacent underutilized industrial lands on the east side of Bayshore Boulevard, including parcels owned by Universal Paragon Corporation and the Union Pacific Railroad. On some of these properties, identified concentrations of soil and groundwater contamination from previous industrial activities are currently undergoing remediation.

In the Spring of 2002, after an intensive series of community workshops, the Planning Department released the *Visitacion Valley Schlage Lock Strategic Concept Plan* (the "Concept Plan").² The Concept Plan called for the redevelopment of an approximately 20-acre Concept Plan area on the east side of Bayshore Boulevard, including the Schlage Lock property, with a mix of residential, neighborhood-serving commercial, mixed use commercial/residential, public open space uses, and a supermarket, organized around a new, pedestrian-friendly internal circulation system connecting the subarea to the adjacent Visitacion Valley street grid. The Concept Plan assumed that development phasing would be governed by soil and groundwater contaminant patterns and remediation status. The Concept Plan also called for improvements to frontages on the opposite, west side of Bayshore Boulevard, and revitalization of the adjacent Leland Avenue corridor generally between Bayshore Boulevard and Rutland Avenue.

In order to advance the Concept Plan and other Visitacion Valley revitalization goals, the Board of Supervisors, on June 7, 2005, passed Resolutions 424-05 and 425-05, both sponsored by

¹EDAW, San Francisco Planning Department, et al., *Visitacion Valley Schlage Lock Strategic Concept Plan and Workshop Summary*, July 2002; page 5.

²EDAW, *Visitacion Valley/Schlage Lock Community Planning Workshop--Strategic Concept Plan and Workshop Summary*, prepared for the San Francisco Planning Department, July 2002.

Supervisor Sophie Maxwell, designating the Visitacion Valley "Survey Area,"¹ which included the Concept Plan area plus properties fronting on the opposite side of Bayshore Boulevard and properties along the adjacent Leland Avenue commercial corridor (see Figure 3.2 herein), and endorsing the Concept Plan. Resolution 424-05 urged the San Francisco Redevelopment Agency to carry out the studies and other actions required under California Community Redevelopment Law to determine the appropriateness of adopting a Redevelopment Plan which would establish the Survey Area as a redevelopment project area. The Redevelopment Agency is now in the process of drafting the necessary plans, financial assessments, legal documents, reports to the Agency, implementation program and this EIR in order to enact the Redevelopment Plan.

1.3.3 Leland/Bayshore Commercial District Revitalization Recommendations

The Leland Avenue and Bayshore Boulevard commercial corridors have been a focus of local community-driven revitalization activity. In 2004, the Mayor's Office of Workforce and Economic Development, in cooperation with local organizations and interest groups including Urban Solutions, the Bay Area Local Initiatives Support Corporation and Asian Neighborhood Design, and various neighborhood-based groups, conducted a series of four community workshops to discuss and "establish an identify and vision for the commercial district."² The workshops were held in the summer and fall of 2004, were attended by approximately 30 to 50 people, including local merchants, residents, community advocates and City officials,³ and resulted in documentation⁴ of a series of specific recommendations for enhancing the Leland Avenue and Bayshore Boulevard business corridor and promoting corridor business. The recommendations included using City funding for a storefront and graffiti abatement program; carrying out a façade improvement program to improve the appearance of businesses with new paint, signage and awnings; and completing streetscape improvements such as tree planting and pedestrian-scale lighting.

The workshop participants also suggested ways to improve pedestrian safety through use of bulb-outs and textured crosswalks, especially at the intersection of Leland Avenue and Bayshore Boulevard. Workshop participants also recommended that business constituents work closely with the Planning Department to ensure that Leland Avenue is well-connected to any future development in the Schlage Lock site subarea (Zone 1). Other workshop recommendations included the creation of a merchants' association, completion of a parking demand study, and a possible rerouting of bus lines so that they run on rather than parallel to Leland Avenue.

¹Under state law, before a redevelopment effort can be initiated within an area, the Board of Supervisors must adopt a resolution designating the area as a "Survey Area." This action provides a legal framework by which the Redevelopment Agency can determine and document the nature of the economic and physical problems in the area, work with the community to develop a plan aimed at eliminating these problems, and determine whether adoption of a redevelopment plan should be one of the methods of addressing such problems.

²Urban Solutions, Local Initiatives Support Corporation, Asian Neighborhood Design, *Leland/Bayshore Commercial Revitalization*, 2005.

³Ibid.

⁴Ibid.

1.3.4 Leland Avenue Street Design Project

Following three more community workshops conducted between October 2005 and February 2006, the Planning Department and local community formulated a *Leland Avenue Street Design Project*, including a detailed streetscape improvement design for the Leland Avenue commercial district portion of the Project Area, which stretches approximately four blocks from Bayshore Boulevard to Cora Street and is the neighborhood "main street" of Visitacion Valley.

1.3.5 Visitacion Valley/Schlage Lock Design for Development

Between August 2006 and August 2007, an additional series of community workshops was conducted for the Schlage site to finalize the vision for the property and to establish permanent controls for its redevelopment. Based on this community workshop input, the Planning Department in January 2008 released a draft set of development controls and design guidelines for the Project Area, entitled *Draft Visitacion Valley/Schlage Lock Design for Development* ("Design for Development"). The Design for Development is intended to be a companion document to the proposed Redevelopment Plan. The Design for Development builds upon the 2002 Concept Plan and 2006 Leland Avenue Street Design project, and contains specific development controls and design guidelines which, in combination with underlying Planning Code requirements, are intended to regulate development within the Project Area.

1.4 ENVIRONMENTAL DOCUMENTATION APPROACH

1.4.1 Authorized EIR Types for Redevelopment Programs

Public Resources Code section 21090 (Redevelopment Plan Deemed a Single Project), subsection (a), states that *"An environmental impact report for a redevelopment plan may be a master environmental impact report, program environmental impact report, or a project environmental impact report. Any environmental impact report for a redevelopment plan shall specify the type of environmental impact report that is prepared for the redevelopment plan."* These three possible redevelopment plan EIR types are further described below:

(a) Master EIR Option. As indicated above, Public Resources Code section 21090 states that one of the three possible redevelopment plan EIR types is a "master EIR." CEQA Guidelines section 15175 (Master EIR) explains that a "master environmental impact report" is a type of first-tier environmental document that may be prepared for general plans, specific plans, projects consisting of smaller individual projects to be implemented in phases, regulations to be implemented by subsequent projects, state highway or transit projects subject to multiple reviews or approvals, regional transportation plans, congestion management plans, and federal military base reuse plans. The "master EIR" procedure is intended to be an alternative to preparing a program EIR or project EIR for certain projects, forming the basis for later decision making.

(b) Program EIR Option. As indicated above, Public Resources section 21090 states that the second of three possible redevelopment plan EIR types is a "program EIR." CEQA Guidelines section 15168 (Program EIR) explains that a "program EIR" is a type of first-tier environmental document prepared for an agency program or series of actions that can be characterized as one large project. Program EIRs are typically prepared for agency plans, policies or regulatory programs, and generally analyze broad environmental effects of the program with the acknowledgement that site-specific environmental review may be required for particular aspects

of the program when those aspects are proposed for implementation. CEQA Guidelines section 15168, subsection (a), states that a state or local agency should prepare a program EIR, rather than a project EIR, when the agency proposes a program or series of related actions that are linked geographically, are logical parts of a chain of contemplated events, rules, regulations, or plans that govern the conduct of a continuing program, or are individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects that can be mitigated in similar ways.

(c) Project EIR Option. As indicated above, Public Resources Code section 21090 states that the third of three possible redevelopment plan EIR types is a "project EIR." CEQA Guidelines section 15161 (Project EIR) explains that the "project EIR" is the most common type of EIR, examining in detail the site-specific and cumulative environmental impacts of a specific development project.

1.4.2 Program EIR for the Proposed Redevelopment Plan

To meet CEQA requirements, this EIR has been prepared as a program EIR for the proposed Redevelopment Plan and associated actions under authority of section 21090 of the Public Resources Code and sections 15168 (Program EIR) and 15180 (Redevelopment Plans) of the CEQA Guidelines. As explained above, CEQA Guidelines section 15168 stipulates that a program EIR may be prepared on a series of actions that can be characterized as one large project and are related either: (1) geographically; (2) as logical parts in the chain of contemplated actions; (3) in connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program; or (4) as individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways. The proposed Visitacion Valley redevelopment program, and the series of actions required for its implementation, are characterized by all four of these relationships.

CEQA Guidelines section 15180 (Redevelopment Projects), which specifically addresses the environmental documentation requirements for redevelopment plans and future redevelopment actions undertaken pursuant to any redevelopment plan, includes the following three subsections, pursuant to Public Resources section 21090:

(a) An EIR for a redevelopment plan may be a Master EIR, a program EIR, or a project EIR. An EIR for a redevelopment plan must specify whether it is a Master EIR, a program EIR, or a project EIR.

(b) If the EIR for a redevelopment plan is a project EIR, all public and private activities or undertakings pursuant to or in furtherance of the redevelopment plan shall constitute a single project, which shall be deemed approved at the time of adoption of the redevelopment plan by the legislative body. The EIR in connection with the redevelopment plan shall be submitted in accordance with Section 33352 of the Health and Safety Code.

If a project EIR has been certified for the redevelopment plan, no subsequent EIRs are required for individual components of the redevelopment plan unless a subsequent EIR or a supplement to an EIR would be required by Section 15162 or 15163.

(c) If the EIR for a redevelopment plan is a Master EIR, subsequent projects which the lead agency determines as being within the scope of the Master EIR will be subject to the review

required by Section 15177. If the EIR for a redevelopment plan is a program EIR, subsequent activities in the program will be subject to the review required by Section 15168.

Pursuant to the CEQA guidelines cited above, this EIR has been prepared as a program EIR for the proposed redevelopment program. As a program EIR, this EIR addresses the aggregate, area-wide, cumulative impacts of the entire "series of related actions" (all of the various redevelopment activities) anticipated with adoption of the proposed Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes (CEQA Guidelines section 15168). The entire series of related redevelopment program actions is treated as a single "project." The EIR describes the anticipated "future growth scenario" that could foreseeably occur in the Project Area, and the associated area-wide environmental impacts, if all of the proposed individual redevelopment program actions are adopted and implemented.

1.4.3 Project EIR for Zone 1

The Redevelopment Plan and Design for Development describe a specific development program for Zone 1, including a specific land use and circulation layout and associated specific development controls and design guidelines. This EIR is therefore also intended to serve as a project EIR for Zone 1, examining in detail the site-specific and cumulative impacts of the proposed Redevelopment Plan, Design for Development, and associated General Plan and Planning Code provisions for that portion of the Project Area. The degree of specificity included in the EIR for these more site-specific actions corresponds to the degree of specificity found in the Redevelopment Plan and Design for Development.

1.4.4 Additional CEQA Requirements for Certain Subsequent Actions in Zone 2

As set forth under CEQA, the scope of this EIR is limited to description of those Project-related environmental impacts and mitigation measures that can be identified at this time, without being highly speculative. The more detailed impacts of future individual infrastructure, residential, commercial and cultural development actions in Zone 2 that are not yet specifically known are not described in this program EIR; rather, the CEQA-required environmental review of such subsequent individual actions will be undertaken at a later time, if and when such actions come before the Planning Department or Redevelopment Agency in the form of a specific development application or public improvement project. At that time, when the details of the individual action are sufficiently defined, the action will be subject to its own, site-specific, environmental determination by the Planning Department or Redevelopment Agency that the action is either: (1) fully covered within the scope of this EIR (in which case no new environmental document would be required), (2) exempt from CEQA under section 15061 (Review for Exemption) of the CEQA Guidelines, (3) warrants preparation of a Negative Declaration or Mitigated Negative Declaration under section 15070 (Decision to Prepare a Negative or Mitigated Negative Declaration) of the CEQA Guidelines, or (4) warrants preparation of a Subsequent EIR or Supplemental EIR limited to certain site-specific issues under sections 15162 (Subsequent EIRs and Negative Declarations) or 15163 (Supplement to an EIR) of the CEQA Guidelines.

CEQA Guidelines section 15162 indicates that a future public or private action pursuant to the redevelopment program addressed in this EIR (the "previous EIR") would require preparation of a Subsequent EIR under one or more of the following conditions: (1) substantial changes are proposed in the Project (the redevelopment program actions) that will require major revisions to the previous EIR due to the involvement of new significant environmental effects or a substantial

increase in the severity of previously identified effects; (2) substantial changes occur with respect to the *circumstances* under which the Project (the proposed redevelopment program) is undertaken that will require important revisions to the previous EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified impacts; or (3) new information of substantial importance shows that either: (a) the redevelopment program will have one or more significant impacts not previously discussed in the EIR, (b) significant effects previously examined will be substantially more severe than shown in the previous EIR, or (c) mitigation measures or alternatives previously found not to be feasible would be feasible, or measures that are considerably different from those analyzed in the previous EIR have been identified that would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the measure or alternative.

1.4.5 Future Development Assumptions

The purpose of this EIR is to evaluate the likely cumulative environmental consequences with full realization of the Project Area build-out potential anticipated with adoption and implementation of all of the proposed redevelopment program components and actions. The EIR impact analysis is based on the conservative (most intensive development) assumption that the proposed redevelopment program will be fully successful in meeting its objectives to eliminate blight, stimulate housing opportunities, improve neighborhood-serving commercial provisions, and increase overall economic development in the Project Area.

The Project Area build-out assumptions used as the basis for this environmental analysis are described in section 3.11 of this EIR (Project-Facilitated Growth Assumptions). As explained in section 3.11, the Project Area build-out assumptions have been derived by the Redevelopment Agency and Planning Department based on consideration of San Francisco County Transportation Agency (SFCTA) Traffic Model growth projections, pending development application data, and the Project Area development parameters proposed in the draft Redevelopment Plan, draft Design for Development, and associated General Plan map amendments and Planning Code changes.

The proposed Redevelopment Plan component of the project establishes a maximum time limit for undertaking redevelopment activities in the Project Area of 30 years (2038), as explained in section 3.6.3 (Redevelopment Plan parameters) of this EIR. However, for purposes of conservative (most intensive development) environmental impact analysis, it is assumed in this EIR that the major portion of the actual physical redevelopment activities associated with the redevelopment program would be successfully completed over the next approximately 20 years, or by the year 2025. Also, it is assumed that all Redevelopment Plan facilitated actions, as required by California Community Redevelopment Law, will conform to the existing and future local development policies established in the San Francisco General Plan and Planning Code, as amended.

Given the anticipated length of the redevelopment program primary activity period (approximately 20 years), there could be future deviations in the timing, order, or magnitude of the various anticipated individual redevelopment program actions from what is anticipated in this program EIR. The actual increment of growth in the Project Area between now and the year 2025 with the proposed redevelopment program may also eventually prove to be less than what has been conservatively assumed in this EIR. Such deviations are not expected to significantly change the impact and mitigation findings of this EIR.

1.4.5 Impact Assessment Baseline

CEQA Guidelines section 15125 (Environmental Setting), subsection (a), stipulates that the existing environmental setting (the environmental conditions in the project vicinity at the time the environmental analysis is commenced) should constitute the baseline physical conditions by which it is determined whether an impact is significant. Pursuant to this guideline, all impact assessments in this EIR are based on comparison of the projected future "with Project" condition with the existing environmental setting, rather than on comparison of the projected future "with Project" condition with the future "without Project" condition. Chapter 17 of this EIR, "Alternatives to the Proposed Project," includes a more generalized environmental comparison of anticipated "with project" conditions with what would be expected to occur in the foreseeable future if one or more of the various redevelopment program components (Redevelopment Plan, Design for Development, General Plan amendments, Planning Code changes, etc.) were not approved.

1.5 EIR SCOPE: POSSIBLE SIGNIFICANT ENVIRONMENTAL EFFECTS

As provided for in the CEQA Guidelines, the scope of this EIR includes all environmental issues to be resolved that are currently known to the Co-Lead Agencies (the Redevelopment Agency and Planning Department), including those issues and concerns identified as possibly significant in the Initial Study of the proposed Project, and by other interested agencies and individuals in response to the Notice of Preparation (NOP).¹ These identified issues and concerns are:

- (1) the relationship of the proposed Project components and actions to ***adopted plans and policies***, including the San Francisco General Plan and Planning Code and applicable regional plans;
- (2) the ***land use*** implications of the Project, including the proposed Redevelopment Plan, Design for Development, General Plan amendments and Planning Code change actions necessary to carry out the redevelopment program, and the potential impacts of these anticipated redevelopment actions on land use characteristics and compatibilities in the Project Area;
- (3) the potential effects of the Project on ***population and housing*** characteristics and needs in the Project Area;
- (4) the potential beneficial and adverse ***visual impacts*** of the Project, including anticipated areawide and site-specific rehabilitation actions as well as the 2025 build-out scenario under the anticipated Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes, on the visual character of the Project Area and on views from adjacent neighborhoods and public vantage points;
- (5) the ***transportation and circulation*** impacts of the Project-facilitated 2025 growth scenario and of Project-related, site-specific roadway modifications, including impacts on the future street network serving the Project Area (peak-period roadway system traffic volumes, operation and safety), on transit (Muni and Caltrain) services, and on pedestrian and bicycle provisions;

¹A Notice of Preparation (NOP) of a Draft EIR and companion Initial Study Checklist, dated January 31, 2007, were issued to interested and responsible agencies for a state-mandated 30-day review period (see EIR appendix 20.1).

- (6) the potential local and regional **air quality** impacts associated with Project-facilitated construction activities and the Project-facilitated 2025 build-out scenario, based on the impact assessment guidelines and modeling requirements of the Bay Area Air Quality Management District;
- (7) the potential beneficial and adverse impacts of the Project on identified or possible **cultural and historical resources** in the Project Area, including the Schlage Lock property and other potentially significant properties;
- (8) the potential **hazards and hazardous materials** exposure impacts of the Project, including possible construction period or long-term exposures to soil, groundwater and other contamination from past industrial activities, the status of current remediation efforts in the Project Area, and remaining mitigation (remediation) needs;
- (9) the **hydrology and water quality** implications of the Project, including the capacity of the existing Project Area and off-site combined storm water/sanitary sewer system to handle Project-related increases in runoff rates and volumes, and the possible need for associated infrastructure improvements; and the potential for construction period and long-term impacts on water quality;
- (10) the **noise** implications of Project-facilitated development, including construction noise impacts, the compatibility of anticipated new residential and other noise-sensitive development with existing Project vicinity noise sources (e.g., vehicular traffic on Bayshore Boulevard, transit activity, adjacent CalTrain line activity), and the noise impacts of Project-related traffic increases;
- (11) the impacts of the Project on **public services**, including police and fire protection, schools, parks and recreation, and library services; and
- (12) the impacts of the Project on **utilities and service systems**, including water service, sewer service, and solid waste disposal/recycling.

1.6 EIR ORGANIZATION AND CONTENT

The information in this EIR is generally organized under the headings listed above (Project Consistency with Local and Regional Plans, Land Use, Population and Housing, Visual Factors, etc.). For each of these environmental issues, the report describes:

- (1) the existing setting;
- (2) adopted plans, policies, and regulations ("regulatory framework") pertinent to the environmental topic;
- (3) significant impacts anticipated with adoption and successful implementation of the proposed Project actions, and
- (4) mitigation measures recommended to reduce or eliminate the anticipated significant impacts.

In addition, in keeping with CEQA Guidelines, the EIR also includes an Executive Summary (chapter 2) that provides a brief summary of the proposed Project and its potential environmental consequences; a chapter summarizing the EIR information in terms of various CEQA-required categories (chapter 16) including Project growth-inducing impacts, unavoidable significant adverse impacts, irreversible environmental changes, cumulative impacts, and effects found not to be significant; and a chapter evaluating various alternatives to the proposed project (chapter 17).

This EIR also includes a consistent system of impact and mitigation statement coding and highlighting. All significant impact and associated mitigation statements are identified by a **bold** code and heading. Each significant impact and mitigation statement is also highlighted by a "box" enclosure and increased font size (e.g., see page 7-19).

1.7 FISCAL IMPACTS

The fiscal impacts of the proposed Project are non-environmental effects and, pursuant to CEQA, are not identified in this EIR. The fiscal impacts of the proposed Redevelopment Plan component are being evaluated under a separate redevelopment plan adoption procedure being completed concurrently with, but independently of, the EIR process. Section 15131 of the CEQA Guidelines allows the Lead Agency to present economic or social information on a project in whatever form the Lead Agency desires to allow such factors to be considered in reaching a decision on a project, but also stipulates that *"Economic or social effects of a project shall not be treated as significant effects on the environment."*

In accordance with the California Community Redevelopment Law, economic and social information on the Project has been provided in the January 9, 2008 *Preliminary Report* prepared by Seifel Consulting, Inc. for the Redevelopment Agency, pursuant to Health and Safety Code sections 33344.5 and 33352. This information will be expanded upon within the Report to the Board, to be prepared separately by the Agency pursuant to Health and Safety Code section 33352, including a "Neighborhood Impact Report" as outlined in subsection (m) of section 33352.

2. EXECUTIVE SUMMARY

This EIR chapter provides a brief summary of the proposed Visitacion Valley redevelopment program ("the Project") and its potential environmental consequences. The chapter includes a summary description of the proposed redevelopment program, a summary list of related environmental issues to be resolved, a summary identification of the associated significant environmental impact and mitigation findings of this EIR, and a summary of EIR-identified alternatives to the proposed Project and their comparative environmental effects.

This summary should not be relied upon for a thorough understanding of the Project and its individual impacts and mitigation needs. Please refer to chapter 3 of this EIR for a more complete description of the proposed Project, chapters 4 through 16 for a more complete description of associated impacts and mitigation needs, and chapter 17 for a more complete description of identified alternatives to the proposed Project and their comparative impacts.

2.1 PROPOSED PROJECT

The San Francisco Redevelopment Agency and City and County of San Francisco Planning Department are proposing to adopt and implement a redevelopment program, referred to in this EIR as the "Project," for an approximately 46-acre Project Area extending on both sides of Bayshore Boulevard roughly between Sunnysdale Avenue and Blanken Avenue in the center of San Francisco's Visitacion Valley neighborhood. The Project is intended to facilitate re-use of the vacant Schlage Lock property along the east side of Bayshore Boulevard, revitalize other properties along both (east and west) sides of Bayshore Boulevard, and help revitalize the Leland Avenue commercial corridor.

Regional vehicular access to the Project Area is provided by U.S. Highway 101 (U.S. 101) via Bayshore Boulevard (the Bayshore Boulevard-Jamestown Avenue-3rd Street interchange). The Project Area is directly served by the recently completed Muni Third Street Light Rail (Muni Metro T line) system extension along the Bayshore Boulevard median, and by the recently relocated Caltrain Bayshore multi-modal transit station at the southeast corner of the area.

The largest consolidated portion of the Project Area, referred to in this EIR as "Redevelopment Zone 1," consists of approximately 20 acres located east of Bayshore Boulevard, bounded on the east by Tunnel Avenue and on the south by the city/county line, and encompassing the vacant Schlage Lock property, adjacent former Southern Pacific property, and other underutilized industrial properties. The remaining portion of the Project Area primarily on the west side of Bayshore Boulevard is referred to in this EIR as "Redevelopment Zone 2" and is comprised primarily of general commercial, 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 proposed Project objective is to adopt and carry out a set of long-term revitalization actions within the Project Area aimed at reducing blight, facilitating housing development, providing improved neighborhood-serving commercial facilities, facilitating increased private economic investment, capitalizing upon recent subregional (Muni Metro T line) and regional (Caltrain Bayshore station) transit improvements in the area, and generally improving physical and economic conditions that cannot reasonably be expected to be alleviated without redevelopment assistance.

The proposed Project is comprised of the following interrelated actions:

- (1) Redevelopment Agency and Board of Supervisors adoption and implementation of a *Visitacion Valley Redevelopment Plan* (Redevelopment Plan) and companion redevelopment documents which would establish a Visitacion Valley Redevelopment Project Area and authorize the Redevelopment Agency to engage in and finance a range of redevelopment assistance activities in the Project Area aimed at reducing obstacles to and facilitating increased private investment and development; and
- (2) Planning Commission and Board of Supervisors adoption of amendments to San Francisco General Plan and San Francisco Planning Code text and map provisions as necessary to incorporate and implement associated development controls and design guidelines for the Project Area described in the community-derived, Planning Department-prepared draft *Visitacion Valley/Schlage Lock Design for Development* document (Design for Development).

2.2 ENVIRONMENTAL ISSUES

As provided for in the California Environmental Quality Act (CEQA) statutes and guidelines, the environmental focus of this EIR is limited to those environmental issues known to the Redevelopment Agency and Planning Department (the Co-Lead Agencies under CEQA), including those concerns identified as possibly significant in their preliminary review of the proposed Project (Initial Study) and Notice of Preparation (NOP),¹ and by other interested agencies and individuals in response to the NOP. These identified areas of environmental concern include possible project impacts on:

1. Land use,
2. Population, and housing, employment,
3. Visual factors,
4. Transportation and circulation,
5. Air quality,
6. Cultural and historic resources,
7. Hazards and hazardous materials,
8. Hydrology and water quality,
9. Noise,
10. Public Services, and
11. Utilities and service systems.

¹ See related footnote at bottom of page 1-7 of this Draft EIR.

2.3 SUMMARY OF IMPACTS AND MITIGATION MEASURES

Each significant Project impact and associated mitigation measure or measures identified in this Draft EIR is summarized in Table 2.1, the SUMMARY OF IMPACTS AND MITIGATIONS chart, that follows. The summary chart has been organized to correspond with the more detailed impact and mitigation discussions in chapters 5 through 15 of this EIR. The chart is arranged in five columns: (1) environmental impacts, (2) level of impact significance prior to implementation of recommended mitigation measures, (3) recommended impact mitigation measures, (4) entity responsible for implementing each mitigation measure, and (5) level of impact significance after implementation of the mitigation measures. In those instances where more than one measure would be required to mitigate an impact, a series of mitigation measures is listed.

2.4 UNAVOIDABLE SIGNIFICANT IMPACTS

CEQA Guidelines section 15126.2(b) requires that the EIR discuss "significant environmental effects which cannot be avoided if the proposed project is implemented." Significant unavoidable impacts are those that would not be reduced to less-than-significant levels by the mitigation measures recommended in the EIR (see definition in Table 1.1).

Mitigation measures have been identified in this EIR sufficient to reduce identified significant and potentially significant effects associated with the proposed redevelopment program to less-than-significant levels, with the exception of the following significant impacts which have been identified as unavoidable (see Table 2.1):

- **Impact 8-1: Existing Plus Project Impacts on Intersection Operation** (see chapter 8--Transportation and Circulation--of this EIR);
- **Impact 8-2: Existing Plus Project Impacts on U.S. 101 Freeway Segment Operation** (see chapter 8--Transportation and Circulation--of this EIR);
- **Impact 8-3: Project Queuing Impacts at Redevelopment Zone 1 Access Points** (see chapter 8--Transportation and Circulation--of this EIR);
- **Impact 8-4: 2025 Cumulative Impacts on Intersection Operation** (see chapter 8--Transportation and Circulation--of this EIR);
- **Impact 8-5: 2025 Cumulative Impacts on U.S. 101 Freeway Segment Operation** (see chapter 8--Transportation and Circulation--of this EIR);
- **Impact 8-7: 2025 Cumulative Impacts on Intersection Operation with Planned Regional Roadway Improvements** (see chapter 8--Transportation and Circulation--of this EIR);
- **Impact 8-8: 2025 Cumulative Impacts on U.S. 101 Freeway Segment Operation with Planned Regional Roadway Improvements** (see chapter 8--Transportation and Circulation--of this EIR);
- **Impact 8-9: Project Impacts on Transit Service** (see chapter 8--Transportation and Circulation--of this EIR);

- **Impact 9-2: Long-Term Regional Emissions Impacts** (see chapter 9--Air Quality--of this EIR); and
- **Impact 10-1: Destruction or Degradation of Historical Resources** (see chapter 10--Cultural and Historical Resources--of this EIR).

Table 2.1

SUMMARY OF IMPACTS AND MITIGATION MEASURES

| Impacts | Potential Significance Without Mitigation | Mitigation Measures | Mitigation Responsibility | Potential Significance With Mitigation |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------|-------------------------------------------------|
| | | | City and/or Agency | |
| VISUAL FACTORS | | | | |
| Impact 7-1: Potential Location-Specific Building Scale Compatibility Impacts (West Side of Bayshore Boulevard). The San Francisco General Plan contains an <i>Urban Design Guidelines for Height of Buildings</i> map that designates the entire Project Area for a height range of 0 to 40 feet (4 stories). Under the proposed Design for Development and associated General Plan and Planning Code changes, the maximum permitted building height for new infill development along the east and west frontage of Bayshore Boulevard would increase to 55 feet (five stories). This permitted infill building height increase could have a potentially significant adverse visual impact on existing "finer grained" residential properties along the west edge of Zone 2. The proposed Design for Development design guidelines do state that "building heights should be varied within and across blocks to create visual interest and avoid the appearance of monolithic developments;" however, specific "stepback" requirements for application at the rear of these west-side Bayshore Boulevard frontage properties sufficient to substantially reduce scale incompatibility and light and shadow impacts on abutting (rear) residential | S | Mitigation 7-1. Add to the Design for Development additional building bulk and/or building articulation controls specifically tailored to reduce the potential visual effects of permitted greater building height and mass on the west edge of Zone 2 on abutting residential properties to the west. The amended controls could include, for example, a 10-to-15-foot building "stepback" and or "relational height limit" requirement at the third or fourth story along the west edges of Zone 2 that abut existing residential properties, for purposes of avoiding incongruous building height and scale relationships and associated light and shadow impacts. Formulation of these or similar measures by a qualified urban design professional and their incorporation into the Design for Development would reduce this potential for building scale and mass compatibility impacts to a <i>less-than-significant level</i> . | City and/or Agency | LS |

S = Significant
LS = Less than significant
SU = Significant unavoidable impact

NA = Not applicable
City = City and County of San Francisco
Agency = San Francisco Redevelopment Agency

| Impacts | Potential Significance Without Mitigation | Mitigation Measures | Mitigation Responsibility | Potential Significance With Mitigation |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------|-------------------------------------------------|
| properties along the west edge of Zone 2 are not included in the draft Design for Development. These possible visual effects along the Zone 2 west edge represent a <i>potentially significant impact</i> . | | | | |
| <p>Impact 7-2: Potential Nighttime Light and Glare Impacts. Although the Visitacion Valley community is an already urbanized area with a myriad of exterior lighting and nighttime illumination sources, nighttime lighting associated with new, Project-facilitated development in Zone 1 could have adverse effects on nighttime views of and within the Project Area from surrounding and internal neighborhood vantage points. Lighting of new outdoor spaces and recreation areas and interior lighting emanating from new four-to-eight-story residential structures in Zone 1 could be substantially more prominent in the nighttime viewshed than the vacant one- and two-story industrial, warehouse and office structures that exist there now, and could create significant new light and glare impacts on views from adjacent neighborhood areas and surrounding hillside neighborhood and recreation area vantage points. These possible light and glare effects represent a <i>potentially significant impact</i>.</p> | S | <p>Mitigation 7-2: Add to the Design for Development a set of Development Controls and Design Guidelines for "Lighting," focusing on nighttime internal and exterior lighting of multi-story buildings and nighttime lighting of new outdoor spaces, including the following or similar measures:</p> <ul style="list-style-type: none"> prohibit exterior illumination of any new building elements above 40 feet; require tinting of outward-oriented glazing above 40 feet sufficient to reduce the nighttime visual impacts of internal lighting; and to minimize glare and "sky glow" from new outdoor area lighting, require adequate shielding of light sources, use of fixtures that direct light downward, light sources that provide more natural color rendition, possible use of multiple light level switching (for reducing light intensity after 10 PM), non-reflective hardscapes, and avoidance of light source reflection off surrounding exterior walls. | City and/or Agency | LS |

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| Impact 8-1: Existing Plus Project Impacts on Intersection Operation. Projected intersection turning movement volumes under Existing plus Project conditions would cause significant deterioration in levels of service at the following local intersections during typical weekday peak hours: | S | <p>Mitigation 8-1A: Incorporate the following intersection improvement measures into the Project to reduce impacts on vehicular movement:</p> <ul style="list-style-type: none"> ▪ <i>Bayshore Boulevard/Blanken Avenue:</i> Restripe the westbound approach to create two additional lanes: an added exclusive left-turn and an added right-turn lane. Coordinate associated traffic-light phasing, signage, pedestrian crosswalk lights, and/or other traffic calming means to assist pedestrians using the Muni T platform on Bayshore Boulevard near Blanken Avenue. <p>Currently, Blanken Avenue is approximately 40 feet wide at the westbound approach, with one travel lane in each direction and no on-street parking. It would therefore be possible to restripe the westbound approach as proposed to provide three lanes, one eastbound and two westbound.</p> | City and/or Agency, and individual development applicants | LS/SU |
| Weekday AM peak hour: | | | | |
| ▪ Bayshore Boulevard/Blanken Avenue (LOS B to LOS F), | | | | |
| ▪ Bayshore Boulevard/Leland Avenue (LOS C to LOS F), | | | | |
| ▪ Bayshore Boulevard/Visitacion Avenue (LOS C to LOS F), | | | | |
| ▪ Bayshore Boulevard/Sunnydale Avenue (LOS C to LOS F), and | | | | |
| ▪ Tunnel Avenue/Blanken Avenue (LOS B to LOS F). | | | | |
| Weekday PM peak hour: | | | | |
| ▪ Bayshore Boulevard/Arleta Avenue/San Bruno (LOS C to LOS F), and | | | | |
| <p>S = Significant LS = Less than significant SU = Significant unavoidable impact</p> <p>NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency</p> | | | | |

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| <ul style="list-style-type: none"> Bayshore Boulevard/Leland Avenue (LOS C to LOS F). <p>These intersection LOS changes would represent a <i>potentially significant impact</i>.</p> | | <ul style="list-style-type: none"> Bayshore Boulevard/Arleta Avenue/San Bruno Avenue: Modify signal timing by shifting 6 seconds of green time from the northbound left-turn movement to the southbound through movement as the delays associated with the southbound through movement are considerably higher than the delay associated with northbound left-turn movement. <p>This change could add delays to the 9 – San Bruno bus line, which turns from northbound Bayshore Boulevard to San Bruno Avenue.</p> | | |
| | | <ul style="list-style-type: none"> Bayshore Boulevard/Leland Avenue: Restripe the existing Leland Avenue connection to the west side of Bayshore Boulevard (now two travel lanes--one eastbound and one westbound) to create three lanes--one shared left-through eastbound lane, one exclusive right-turn eastbound lane, and one westbound through lane. <p>The existing Leland Avenue connection to the west side of Bayshore Boulevard is approximately 40 feet wide curb-to-curb, with one travel lane in each direction and on-street parking on both sides of the street. It would therefore be <i>possible</i> to restripe the connection to provide three travel lanes--two eastbound and one westbound, with the</p> | | |
| <p>S = Significant</p> <p>LS = Less than significant</p> <p>SU = Significant unavoidable impact</p> | <p>NA = Not applicable</p> <p>City = City and County of San Francisco</p> <p>Agency = San Francisco Redevelopment Agency</p> | | | |

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| | | removal of two on-street parking spaces on both sides of the street. This change may conflict with the <i>Leland Avenue Street Design Project</i> , which proposes to remove parking on the north side of the street and shift the travel lanes to the south. | | |
| | | A new Leland Avenue connection to the east side of Bayshore, creating a four-way intersection, would be implemented with the proposed Design for Development. | | |
| | | <ul style="list-style-type: none"> <i>Bayshore Boulevard/Visitacion Avenue:</i> Restripe the existing Visitacion Avenue connection to the west side of Bayshore Boulevard (now two travel lanes--one eastbound and one westbound) to create three lanes--one shared left-through eastbound lane, one exclusive right-turn eastbound lane, and one westbound through lane. | | |
| | | The existing Visitacion Avenue connection to the west side of Bayshore Boulevard is approximately 40 feet wide curb-to-curb, with one travel lane in each direction and on-street parking on both sides of the street. It is possible to restripe the connection to provide three travel lanes--two eastbound and one westbound, by shifting the Muni bus stop farther down and removing two on-street parking spaces on the south side. | | |
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| | | <p>This change may result in safety concerns for through vehicular traffic (turning lane queue interference), as well as conflicts with operation of the Muni 9X and 9AX bus lines. Buses need to make wide turns from southbound Bayshore Boulevard to westbound Visitacion Avenue, and therefore, with the restriping, buses would need to cross the relocated center line of the street. If queues were present at the eastbound approach to Bayshore Boulevard, buses making this right-turn would be delayed, and the configuration would result in safety concerns for vehicles. These secondary impacts associated with these striping changes and associated additional secondary mitigation needs are addressed herein under <i>Impact 8-3 (Project Queuing Impacts on Redevelopment Zone 1 Access Points)</i> and <i>Impact 8-9 (Project Impacts on Transit Service)</i>.</p> <p>A new Visitacion Avenue connection to the eastside of Bayshore, creating a four-way intersection, would be implemented with the proposed Design for Development.</p> <ul style="list-style-type: none"> ▪ <i>Bayshore Boulevard/Sunnydale Avenue:</i> Restripe the existing Sunnydale Avenue connection to the west side of Bayshore Boulevard (now two travel lanes--one eastbound and one westbound) to create | | |
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| | | three lanes--one shared left-through eastbound lane, one exclusive right-turn eastbound lane, and one westbound through lane. | | |
| | | <p>The existing Sunnydale Avenue connection to the west side of Bayshore Boulevard is approximately 40 feet wide curb-to-curb, with one travel lane in each direction and on-street parking on both sides of the street. It would therefore be possible to restripe the connection to provide three travel lanes--two eastbound and one westbound, by removal of two on-street parking spaces on both sides of the street. This change may conflict with operations of the Muni 9 bus line.</p> <p>Buses need to make wide turns from southbound Bayshore Boulevard to westbound Sunnydale Avenue, and therefore with the restriping, buses would need to cross the relocated center line of the street. If queues were present at the eastbound approach to Bayshore Boulevard, buses making this right-turn would be delayed, and the configuration would result in safety concerns for vehicles. These secondary impacts associated with these striping changes and associated additional secondary mitigation needs are addressed herein under <i>Impact 8-3 (Project Queuing Impacts on Redevelopment Zone 1 Access</i></p> | | |

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SU = Significant unavoidable impact

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Agency = San Francisco Redevelopment Agency

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| | | <i>Points) and Impact 8-9 (Project Impacts on Transit Service).</i> | | |
| | | A new Sunnysdale Avenue connection to the east side of Bayshore, creating a four-way intersection, would be implemented with the proposed Design for Development. | | |
| | | <ul style="list-style-type: none"> <i>Tunnel Avenue/Blanken Avenue:</i> Signalize this intersection. As indicated in Table 8.11, this intersection meets the criteria for the Caltrans peak hour signal warrant under Existing plus Project conditions. | | |
| | | Implementation of the mitigation measures listed above, if they were feasible, would reduce the seven listed weekday peak hour Project impacts on intersection operations to less-than-significant levels, with the exception of the following four impacts which would remain at LOS F: | | |
| | | <ul style="list-style-type: none"> Bayshore Boulevard/Blanken Avenue (weekday AM peak hour), Bayshore Boulevard/Arleta Avenue/San Bruno Avenue (weekday PM peak hour), and Bayshore Boulevard/Leland Avenue (weekday AM and PM peak hours). | | |
| | | For these four remaining impacts, the following two additional more substantial mitigation alternatives have been investigated: (1) | | |
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| SU = Significant unavoidable impact | Agency = San Francisco Redevelopment Agency | | | |

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| S = Significant LS = Less than significant SU = Significant unavoidable impact | | establishment of an internal connection from Redevelopment Zone 1 to the east side of the Bayshore Boulevard/ Geneva Avenue intersection; or (2) construction of a bridge from Zone 1 over the Caltrain right-of-way to Tunnel Avenue. Without one of these connections, all vehicles traveling between Zone 1 and the nearby U.S. 101 ramps at Harney Way and Beatty Avenue/Alana Way would need to travel through the intersections of Alana/Beatty, Bayshore/Blanken, Bayshore/Arleta/San Bruno, and Bayshore/Leland. Either connection would serve to reduce the amount of Project traffic on Bayshore Boulevard by providing more direct access for vehicles destined to and from Redevelopment Zone 1. Nevertheless, these four remaining weekday peak hour LOS impacts would remain unacceptable (i.e., at LOS F) with either of these additional connections. Therefore, with or without these added measures, the Project is considered to have a <i>significant unavoidable impact</i> at these three Bayshore Boulevard intersections. | | |
| | | In addition, as discussed above, implementation of the mitigation measures at Bayshore Boulevard/Arleta Avenue/San Bruno Avenue, Bayshore Boulevard/Leland Avenue, Bayshore Boulevard/Visitacion Avenue, and Bayshore Boulevard/Sunnydale Avenue, would result in potential significant secondary impacts to traffic operations, transit operations, on-street parking | | |
| | | NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency | | |

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| | | supply, and pedestrian conditions. Also, these mitigations conflict with General Plan objectives and policies and Project goals discussed in section 8.2 (Regulatory Framework) of this EIR chapter. Therefore, the Project impacts at two additional Bayshore Boulevard intersections, Bayshore Boulevard/Visitacion Avenue and Bayshore Boulevard/Sunnydale Avenue, are also considered to be <i>significant and unavoidable</i> . | | |
| | | In conclusion, only the Project impact at the intersection of Tunnel Avenue/Blanken Avenue would be reduced to a <i>less-than-significant level</i> with implementation of the associated mitigation described above (sixth "bullet"). | | |
| | | Mitigation 8-1B: As an alternative measure to reduce the Project impact listed above on the Bayshore Boulevard/Leland Avenue intersection (weekday AM and PM peak hours), incorporate the following changes into the Project: | | |
| | | <ul style="list-style-type: none"> ▪ Bayshore Boulevard/Leland Avenue southbound left-turn: Eliminate the proposed left-turn from southbound Bayshore Boulevard into Redevelopment Zone 1 at Leland Avenue. | | |
| | | Implementation of this measure would eliminate the identified potential significant impacts at this intersection to traffic, transit and bicycle | | |
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| SU = Significant unavoidable impact | Agency = San Francisco Redevelopment Agency | | | |

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| | | <p>conditions (see associated <i>Impact 8-10, Project Impacts on Bicycle Conditions</i>, herein)--i.e., would reduce the Project impact at <i>this location</i> to a <i>less-than-significant level</i>. However, removal of this left-turn location would have a <i>significant secondary impact</i>, forcing Project vehicular traffic to utilize the left-turn locations at Visitacion and Sunnysdale Avenues, which would exacerbate anticipated queuing impacts at these two remaining left-turn locations (see <i>Impact 8-3, Project Queuing Impacts</i>, herein).</p> <p>Mitigation 8-1C: In addition to Mitigation 8-1A or 8-1B, incorporate the following improvements into the Project to reduce all of the Project impacts listed above:</p> <p><i>Implement a Transportation Management Plan for Redevelopment Zone 1.</i> To reduce the amount of auto use and auto ownership rates, and thereby reduce the traffic impacts of Zone 1 development, future applicants for developments in Zone 1 shall prepare, fund, and implement project-specific Transportation Management Plans (TMP). The TMPs could include the following elements:</p> <ul style="list-style-type: none"> ▪ Identification of a transportation coordinator, ▪ Establishment of a resident website, ▪ Carpool match services, | | |
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| | | <ul style="list-style-type: none"> Carshare hubs, Real-time transit information, Reduced fee transit pass program, Parking supply reductions, Unbundled parking supply, and/or Metered/paid parking. | | |
| | | <p>Also see similar measures in <i>Mitigation 9-2</i> (chapter 9, Air Quality) of this EIR.</p> <p>After the first phase of Zone 1 development of 450 residential units, the Project will conduct a follow-up analysis of the Bayshore Boulevard corridor and the Tunnel/Blanken intersection. This analysis will revisit the status of neighboring projects, account for any shifts in travel patterns, mode share, and transit service (as described in subsection 8.2.4) within the Project Area, and reconsider the range of mitigations available for travel on Bayshore Boulevard, Tunnel Avenue, Blanken Avenue, and affected intersections-- including revised signal phasing, pedestrian improvements, and/or traffic calming measures. This future study may provide opportunities to revise TMP elements and explore additional mitigation options based on revised information regarding Cumulative conditions.</p> | | |

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| | | While implementation of this measure would reduce Project impacts on the adjacent intersections and roadways to an unspecified but limited degree, the Project impacts listed above as significant and unavoidable would remain <i>significant and unavoidable</i> . | | |
| <p>Impact 8-2: Existing Plus Project Impacts on Freeway Segment Operation. Projected Existing plus Project traffic volume increases in the weekday peak hours would result in significant deterioration in levels of service on the following two freeway segments:</p> <p><i>Weekday AM peak hour:</i></p> <ul style="list-style-type: none"> U.S. 101 between I-280 and Third/ Bayshore--northbound (LOS D to LOS E); and U.S. 101 between Sierra Point Parkway and I-380--northbound (LOS D to LOS E). <p>These weekday peak hour freeway segment LOS changes would represent a <i>potentially significant impact</i>.</p> | S | <p>Mitigation 8-2: Due to freeway geometry and space constraints at these two locations, there are no feasible mitigation measures that could be implemented to reduce the Project's LOS impacts to less-than-significant levels. Implementation of <i>Mitigation 8-1C (individual project Transportation Management Plans)</i> would decrease the number of vehicle trips generated by the Project and reduce the impacts to the study freeway segments, but not to a less-than-significant level. Therefore, the Project would have a <i>significant unavoidable impact</i> on these two freeway segments.</p> | NA | SU |
| <p>Impact 8-3: Project Queuing Impacts at Redevelopment Zone 1 Access Points. Under the proposed Design for Development, access to Redevelopment Zone 1 would be provided from Bayshore Boulevard via the</p> | S | <p>Mitigation 8-3: Implementation of <i>Mitigation 8-1C (Transportation Management Plan)</i> would help decrease the number of vehicle trips generated by the Project and reduce the potential for queuing at these Bayshore</p> | City and/or Agency, and individual development applicants | SU |
| <p>S = Significant LS = Less than significant SU = Significant unavoidable impact</p> <p>NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency</p> | | | | |

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| <p>three intersections at Leland Avenue, Visitacion Avenue, and Sunnydale Avenue. The existing southbound left-turn pocket length at the Bayshore Boulevard/Visitacion Avenue and Bayshore Boulevard/Sunnydale Avenue intersections is 100 feet. The Design for Development proposes introduction of a similar southbound left-turn pocket of 100 feet at the Bayshore Boulevard/Leland Avenue intersection. A queuing analysis performed for this EIR to evaluate the adequacy of these existing and added southbound left-turn pocket lengths indicates that:</p> <ul style="list-style-type: none"> ▪ AM Peak Hour: The average southbound left-turn queue that would occur at each intersection could be accommodated within the 100-foot left-turn pocket lengths, but the <u>maximum</u> queue length could not be accommodated at the Bayshore Boulevard/Visitacion Avenue or Bayshore Boulevard/Sunnydale Avenue intersections. ▪ PM Peak Hour: The <u>average</u> southbound left-turn queue could not be accommodated within the Bayshore Boulevard/Visitacion Avenue or Bayshore Boulevard/Sunnydale Avenue left-turn pockets, and the <u>maximum</u> queue length could not be accommodated within the left-turn pockets at all three intersections. | | <p>Boulevard left-turn pockets, but not to a less-than-significant level.</p> <p>Extend the southbound left-turn pocket lengths at all three Redevelopment Zone 1 access intersections along Bayshore Boulevard. At Sunnydale Avenue, the southbound Bayshore Boulevard left-turn pocket could be extended an additional 100 feet through removal of the existing bicycle lane. At Visitacion Avenue, the southbound Bayshore Boulevard left-turn pocket could be extended by an additional 80 feet by relocating the Muni bus stop currently located at the south side of the Bayshore Boulevard/Leland Avenue intersection to a new location one block south on the south side of the Bayshore Boulevard/Visitacion Avenue intersection. At Leland Avenue, the southbound Bayshore Boulevard left-turn pocket could be extended by an additional 40 feet through elimination of existing on-street parking spaces and removal of portions of the bicycle lane.</p> <p>Although these 100-foot left-turn pocket extensions could accommodate projected with-Project <u>average</u> queues that could develop during the weekday AM and PM peak hours and with-Project <u>maximum</u> queues that could develop in the weekday AM peak hour, they would not be sufficient to accommodate maximum queues in the weekday PM peak hour. During the weekday PM peak hour, projected</p> | | |
| <p>S = Significant LS = Less than significant SU = Significant unavoidable impact</p> | | <p>NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency</p> | | |

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| Under these with-Project AM peak hour maximum queue length conditions and PM peak hour average and maximum queue length conditions, queues waiting to turn left might not be fully contained within the existing and proposed left-turn pockets. These queues would extend into the adjacent southbound travel lane, affecting through-traffic operations along southbound Bayshore Boulevard, and resulting in significant delays to vehicular and transit traffic. These possible Project-related queuing effects on local roadway and transit operations would represent a <i>potentially significant impact</i> . | | with-Project maximum queue lengths would still spill into the southbound Bayshore Boulevard regular travel lanes. In addition, full implementation of each of these left-turn pocket extension measures could potentially result in significant secondary impacts to Muni bus operations (with the relocation of the bus stop), bicycle operations (with the elimination of portions of the southbound bicycle lane, which directly conflicts with the San Francisco Bicycle Plan and <i>Mitigation 8-1C</i> discussed in this chapter; also see <i>Impact 8-10</i> herein), and parking (with the elimination of on-street parking spaces on Bayshore Boulevard). Therefore, these left-turn pocket extension measures are considered infeasible as they would create their own potentially significant impacts, and the Project's Bayshore Boulevard southbound access queuing impacts are considered to be <i>significant and unavoidable</i> . | | |
| Impact 8-4: 2025 Cumulative Impacts on Intersection Operation. Projected 2025 Cumulative conditions (background traffic growth plus buildout of the Project Area, Executive Park, Candlestick Point, India Basin Shoreline, Hunters Point Shipyard Phase 2, Brisbane Baylands Phases 1 and 2, and Daly City [Cow Palace] developments) would cause significant deterioration in levels of service at a | S | Mitigation 8-4: In addition to the Existing plus Project measures identified under Mitigations 8-1A and 8-1B above, incorporate the following measures into the Project: <ul style="list-style-type: none">Bayshore Boulevard/Tunnel Avenue: Modify signal timing by shifting one second from the southbound left-turn movement to the northbound/southbound through movements. Prior to implementation of this | City and/or Agency, and individual development applicants | SU |
| S = Significant LS = Less than significant SU = Significant unavoidable impact | NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency | | | |

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| <p>number of local intersections during weekday peak hours. The Project would generate between approximately 8 and 28 percent of the projected cumulative growth in traffic volumes between Existing and 2025 Cumulative conditions in the weekday AM peak hour, and between 10 and 33 percent in the weekday PM peak hour, at the following intersections:</p> <p><i>Weekday AM peak hour:</i></p> <ul style="list-style-type: none"> Bayshore Boulevard/Tunnel Avenue (LOS B to LOS E); <p><i>Weekday PM peak hour:</i></p> <ul style="list-style-type: none"> Bayshore Boulevard/Blanken Avenue (LOS B to LOS F), Bayshore Boulevard/Arleta Avenue/San Bruno (LOS C to LOS F), Bayshore Boulevard/Leland Avenue (LOS C to LOS F), Bayshore Boulevard/Visitacion Avenue (LOS B to LOS F), Bayshore Boulevard/Sunnydale Avenue (LOS C to LOS F), Tunnel Avenue/Blanken Avenue (LOS A to LOS F), and Alana Way/Beatty Avenue (LOS B to LOS F). | | <p>mitigation measure, assess transit and traffic coordination along Bayshore Boulevard to ensure that the changes would not substantially affect Muni transit operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals (see <i>Mitigation 8-1C</i>).</p> <ul style="list-style-type: none"> Alana Way/Beatty Avenue: As indicated in Table 8.16, this intersection meets accepted criteria for peak hour signal warrant. Signalize the intersection, restripe the southbound Alana Way approach to create exclusive left-, through and right-turn lanes; and restripe the eastbound Beatty Avenue approach to create two lanes: an exclusive left-turn lane (northbound) and a shared through-right turn lane (eastbound and southbound). The existing Alana Way connection is approximately 40 feet wide, with one travel lane in each direction and no parking available on the street. It would therefore be possible to restripe the existing Alana Way connection to provide three lanes--one right-turn (westbound), one through (southbound), and one left-turn (eastbound). <p>Since the Project would have significant contributions to the future impacts at these locations, establish a mechanism for Project fair</p> | | |
| <p>S = Significant LS = Less than significant SU = Significant unavoidable impact</p> | <p>NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency</p> | | | |

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| <p>These anticipated Project contributions to projected cumulative intersection operational impacts would be considerable and would represent a <i>significant impact</i>.</p> | | <p>share contribution to the implementation of these mitigation measures.</p> <p>These two study intersections would continue to operate with unacceptable conditions (LOS E or F) during the weekday AM peak hour with these mitigations. Implementation of <i>Mitigation 8-1C (Transportation Management Plan)</i> would decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these locations, but not to a less-than-significant level. No feasible additional mitigation measure has been identified that would sufficiently improve 2025 Cumulative intersection operating conditions to LOS D or better conditions, except implementation of the Regional Transportation Improvements (see <i>Impact 8-7</i>), which has not been funded. The Project contributions to this cumulative effect would therefore be considered <i>significant unavoidable impacts</i>.</p> | | |
| <p>Impact 8-5: 2025 Cumulative Impacts on Freeway Segment Operation. Study freeway segments north and south of the Project Area would operate at unacceptable levels of service in both directions during both the AM and PM peak hours under projected 2025 Cumulative conditions. Traffic volumes on U.S. 101 are anticipated to substantially increase due to the combination of general background growth and the anticipated major new development</p> | S | <p>Mitigation 8-5: To improve the affected freeway segment conditions, additional mainline capacity would be needed, which would require land acquisition and involve substantial costs and jurisdictional issues. Mitigation of this impact is therefore considered to be infeasible and the Project-related contribution to 2025 cumulative freeway segment congestion represents a <i>significant unavoidable impact</i>. Implementation of <i>Mitigation 8-1C</i></p> | NA | SU |
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| <p>projects in the Project Area vicinity (i.e., buildout of the Project Area plus the planned Executive Park, Candlestick Point, India Basin Shoreline, Hunters Point Shipyard Phase 2, Brisbane Baylands Phases 1 and 2, and Daly City [Cow Palace] developments), causing significant cumulative deterioration in levels of service at the following freeway segments during both the weekday AM and PM peak hours:</p> <p><i>Weekday AM peak hour:</i></p> <ul style="list-style-type: none"> U.S. 101 between I-280 and Third/Bayshore -- northbound (LOS D to LOS F); U.S. 101 between I-280 and Third/Bayshore -- southbound (LOS E to LOS F); U.S. 101 between Sierra Point Parkway and I-380 -- northbound (LOS D to LOS F); and U.S. 101 between Sierra Point Parkway and I-380 -- southbound (LOS F to LOS F). <p><i>Weekday PM peak hour:</i></p> <ul style="list-style-type: none"> U.S. 101 between I-280 and Third/Bayshore -- northbound (LOS E to LOS F); U.S. 101 between I-280 and Third/Bayshore -- southbound (LOS D to LOS F); | | <p>(<i>Transportation Management Plan</i>) would decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these locations, but not to a less-than-significant level.</p> | | |
| <p>S = Significant LS = Less than significant SU = Significant unavoidable impact</p> | <p>NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency</p> | | | |

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| <ul style="list-style-type: none"> U.S. 101 between Sierra Point Parkway and I-380 -- northbound (LOS F to LOS F); and U.S. 101 between Sierra Point Parkway and I-380 -- southbound (LOS E to LOS F). <p>The Project would generate about 14 percent of the projected cumulative growth in traffic volumes on the affected freeway segments in the AM peak hour, and between 9 and 14 percent in the PM peak hour (see Tables 8.17 and 8.18 herein). These anticipated Project contributions to projected cumulative freeway segment operational impacts would be considerable and would represent a <i>significant impact</i>.</p> | | | | |
| <p>Impact 8-6: 2025 Cumulative Impacts on Freeway On-Ramp Operation. The following local freeway on-ramps are projected to operate at unacceptable levels of service during weekday peak hours under 2025 Cumulative conditions:</p> <p><i>Weekday AM peak hour:</i></p> <ul style="list-style-type: none"> U.S. 101 northbound on-ramp from Bayshore Boulevard/Third Street (LOS C to LOS F); and U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way (LOS F to LOS F). | S | <p>Mitigation 8-6: These projected 2025 cumulative freeway on-ramp operating condition impacts are anticipated to be resolved by the construction of the proposed new ramps at Geneva Avenue, a planned regional transportation improvement measure. Project fair-share contribution to these planned regional improvements would therefore be required, and would reduce the anticipated 2025 cumulative freeway on-ramp impacts to a <i>less-than-significant level</i>.</p> | City and/or Agency, and individual development applicants | LS |
| <p>S = Significant LS = Less than significant SU = Significant unavoidable impact</p> | <p>NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency</p> | | | |

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| <p><i>Weekday PM peak hour:</i></p> <ul style="list-style-type: none"> U.S. 101 northbound on-ramp from Harney Way (LOS D to LOS F); and U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way (LOS C to LOS F). <p>The Project would generate between approximately 20 and 34 percent of the projected cumulative growth in traffic on the two affected on-ramps in the weekday AM peak hour and between approximately 0 and 15 percent to the two affected on-ramps in the weekday PM peak hour. The anticipated Project contributions of 15 percent or greater to projected cumulative freeway on-ramp operational impacts would be considerable and would represent a <i>potentially significant impact</i>.</p> | | | | |
| <p>Impact 8-7: 2025 Cumulative Impacts on Intersection Operation with Planned Regional Roadway Improvements. The following three regional roadway system improvements are currently in the planning stages to help accommodate forecasted cumulative traffic increases:</p> <ul style="list-style-type: none"> an extension of Geneva Avenue from its current terminus at Bayshore Boulevard to a new interchange with U.S. 101; | S | <p>Mitigation 8-7: Although the planned Regional Transportation Improvements listed above would substantially improve projected 2025 cumulative operational conditions at the five study intersections listed in <i>Impact 8-7</i>, unacceptable operating conditions (LOS E or F) would remain at these five locations. To mitigate these remaining impacts, implement <i>Mitigation 8-1</i> plus the following additional measures:</p> <ul style="list-style-type: none"> <i>Bayshore Boulevard/Leland Avenue:</i> Modify signal timing by shifting 6 seconds from the northbound/southbound left-turn movements | City and/or Agency, and individual development applicants | SU/LS |
| <p>S = Significant LS = Less than significant SU = Significant unavoidable impact</p> | <p>NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency</p> | | | |

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| <ul style="list-style-type: none"> a new U.S. 101 interchange at Geneva Avenue/Harney Way; and widening of Harney Way between U.S. 101 and Jamestown Avenue. <p>Because funding for these improvements has not been identified, they have not been assumed as part of the 2025 Cumulative scenario described in this EIR under Impacts 8-4 through 8-6. Instead, this "with Planned Regional Improvements" scenario has been analyzed separately to isolate the effects of these planned improvements, if they were to occur.</p> <p>Assuming implementation of these three planned future regional roadway network changes, projected (redistributed) intersection turning movement volumes under 2025 Cumulative conditions would cause significant deterioration in levels of service at a number of local intersections during typical weekday peak hours. The Project would generate between approximately 52 and 87 percent of the projected cumulative traffic growth in the AM peak hour, and over 100 percent in the PM peak hour (the Project contribution would be greater than 100 percent where background volumes would decrease due to the rerouting of traffic due to regional roadway network changes), at the following intersections:</p> | | <p>to the through movements and also restripe the eastbound and westbound approaches to create two lanes at the intersection: a left-through lane and an exclusive right-turn lane. Implementation of this proposed signal timing modification mitigation measure would be dependent upon an assessment of transit and traffic coordination along Bayshore Boulevard to ensure that the changes would not substantially affect Muni transit operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Because this finding cannot be assured, and because the mitigation could potentially impact transit operations and conflict with General Plan objectives and policies (see section 8.2), this 2025 cumulative intersection impact is considered to be <i>significant and unavoidable</i>.</p> <ul style="list-style-type: none"> <i>Bayshore Boulevard/Sunnydale Avenue:</i> Modify signal timing by shifting 4 seconds from the northbound/southbound left-turn movements to the eastbound/westbound movements and restripe the eastbound and westbound approaches to create two lanes at the intersection: a shared left-through lane and exclusive right-turn lane. Implementation of this proposed signal timing modification mitigation measure would be dependent upon an assessment of | | |
| <p>S = Significant LS = Less than significant SU = Significant unavoidable impact</p> | NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency | | | |

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| <p><i>Weekday AM peak hour only:</i></p> <ul style="list-style-type: none"> Bayshore Boulevard/Visitacion Avenue (LOS E), Bayshore Boulevard/Sunnydale Avenue (LOS F), and Tunnel Avenue/Blanken Avenue (LOS E); <p><i>Weekday PM peak hour only:</i></p> <ul style="list-style-type: none"> Bayshore Boulevard/Arieta Avenue/San Bruno (LOS E); and <p><i>Weekday AM and PM peak hours:</i></p> <ul style="list-style-type: none"> Bayshore Boulevard/Leland Avenue (LOS F in the AM and LOS E in the PM). <p>These anticipated Project contributions to projected cumulative intersection operational impacts would be considerable and would represent a <i>significant impact</i>.</p> | | <p>transit and traffic coordination along Bayshore Boulevard to ensure that the changes would not substantially affect Muni transit operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Because this finding cannot be assured, and because the mitigation could potentially impact transit operations and conflict with General Plan objectives and policies (see section 8.2), this 2025 cumulative intersection impact is considered to be <i>significant and unavoidable</i>.</p> <ul style="list-style-type: none"> Tunnel Avenue/Blanken Avenue: Signalize the intersection. As indicated in Table 8.22, this intersection meets the criteria for peak hour signal warrant. It would be possible to modify this intersection from an all-way stop to a signalized intersection under the 2025 Cumulative condition. Implementation of this measure would reduce this impact to a <i>less-than-significant</i> level. <p>Since the Project would have significant contributions to the future impacts at these locations, establish a mechanism for Project fair share contribution to the implementation of these mitigation measures.</p> <p>Implementation of <i>Mitigation 8-1C (Transportation Management Plan)</i> would</p> | | |
| <p>S = Significant</p> <p>LS = Less than significant</p> <p>SU = Significant unavoidable impact</p> | <p>NA = Not applicable</p> <p>City = City and County of San Francisco</p> <p>Agency = San Francisco Redevelopment Agency</p> | | | |

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| <p>Impact 8-8: 2025 Cumulative Impacts on Freeway Segment Operation with Planned Regional Roadway Improvements.</p> <p>Assuming implementation of the planned future regional roadway network changes, listed under Impact 8-7 above, the projected 2025 Cumulative impacts on study freeway segments identified under Impact 8-5 above would still occur. The Project would generate between approximately 14 percent of the projected cumulative growth in traffic on these freeway segments in the AM peak hour, and between 11 and 15 percent in the PM peak hour. These anticipated Project contributions would be considerable and would represent a <i>significant impact</i>.</p> | S | <p>decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these three locations, but the two significant unavoidable impacts described above would remain.</p> <p>Mitigation 8-8: The projected poor 2025 cumulative conditions on these freeway segments could only be improved by creating additional mainline capacity, which is not feasible. These freeway segment impacts would therefore be considered <i>significant and unavoidable</i>. Implementation of <i>Mitigation 8-1C (Transportation Management Plan)</i> would help decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these locations, but not to a less-than-significant level.</p> | NA | SU |
| <p>Impact 8-9: Project Impacts on Transit Service.</p> <p>The projected Project growth increment would generate about 433 additional transit trips in the weekday AM peak hour and 440 additional transit trips in the weekday PM peak hour. The additional transit trips to and from the Project Area would use the Muni T line (light rail) that runs along Bayshore Boulevard, other local Muni bus lines serving</p> | S | <p>Mitigation 8-9: The addition of Project-related transit trips would not result in a significant impact to transit capacity (existing transit services currently have capacity to accommodate the new trips). As a result, no transit service capacity mitigation measures would be required. However, the new <u>vehicle-trips</u> generated by the Project would result in long delays at several Bayshore Boulevard</p> | City and/or Agency | SU |
| <p>S = Significant LS = Less than significant SU = Significant unavoidable impact</p> | <p>NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency</p> | | | |

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| <p>the Project Area vicinity, and nearby Caltrain service. The various existing Muni lines serving the Project Area currently operate at substantially less than capacity during both the weekday AM and PM peak hours. The additional Project-generated transit trips would therefore not be expected to significantly impact peak period transit capacity. However, several of the bus lines serving the Project Area operate along Bayshore Boulevard, including the Muni 9, 9X, 9AX, 9BX, 15, and 56 lines and the SamTrans 34, 292, and 397 routes. As indicated under Impacts 8-1, 8-3 and 8-4 above, the Project would result in or contribute substantially to congestion and delay along Bayshore Boulevard (as indicated by the projected LOS E and F operational conditions at Bayshore Boulevard study intersections). These Project-related conditions would negatively effect operations of the various Bayshore Boulevard transit lines (including the associated mitigation involving possible relocation of a Muni bus stop--see <i>Mitigation 8-1A</i>), resulting in a <i>significant environmental impact</i>.</p> | | <p>intersections, as indicated above under Impacts 8-1, 8-3 and 8-4. Related intersection improvement and left-turn pocket extension measures have been identified under Mitigations 8-1, 8-3 and 8-4 to mitigate these traffic impacts. Because these measures would not fully mitigate the associated traffic impacts, and could result in additional impacts associated with the relocation of a Muni bus stop, this Project-related local transit service delay impact would be considered <i>significant and unavoidable</i>.</p> <p>Implementation of <i>Mitigation 8-1C (Transportation Management Plan)</i> would help decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's impact on transit operations at these locations, but not to a less-than-significant level.</p> <p>In addition, to encourage additional transit riders (thereby further reducing the amount of vehicular activity), the Project could implement the following measures:</p> <ul style="list-style-type: none"> Consistent with the Design for Development, implement building design features that promote the primary access to new Project Area buildings from transit stops and pedestrian areas, and discourage the location of primary access points to new Project Area buildings through parking lots and other auto-oriented entryways. | | |
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| | | <ul style="list-style-type: none"> Implement recommendations of the <i>San Francisco Better Streets Plan</i> in the Project Area, which are designed to make the pedestrian environment safer and more comfortable for pedestrians, including traffic calming strategies, sidewalk corner bulbs, and other features. <p>Provide transit amenities at key light rail and bus stops in the Project Area, including "Next Bus" passenger information, accurate and usable passenger information and maps, and adequate light, shelter, and sitting areas.</p> | | |
| Impact 8-10: Project Impacts on Bicycle Conditions. Implementation of the Project-proposed new southbound Bayshore Boulevard left-turn pocket into Redevelopment Zone 1 at Leland Avenue (see associated <i>Mitigation 8-3</i>) would necessitate the elimination of the existing southbound bicycle lane segment between Leland Avenue and Raymond Avenue. This would result in a gap in the bicycle lane network, which would result in a <i>potentially significant impact</i> . | S | Mitigation 8-10. To mitigate this potential impact to the Bayshore Boulevard bicycle lane, do not provide the proposed new southbound left-turn into Redevelopment Zone 1 at Leland Avenue (see associated <i>Mitigation 8-1B</i>). This would reduce the Project's impact on bicycle conditions to a <i>less-than-significant</i> level. | City and/or Agency | LS |
| AIR QUALITY | | | | |
| Impact 9-1: Remediation- and Construction-Related Air Quality Impacts. Remediation, demolition, and construction | S | Mitigation 9-1A. For all discretionary demolition activity in the Project Area, require implementation of the following dust control | City and/or Agency, and individual | LS |
| S = Significant LS = Less than significant SU = Significant unavoidable impact NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency | | | | |

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| activities permitted and/or facilitated by the proposed redevelopment program may generate exhaust emissions and fugitive dust that could temporarily but noticeably affect local air quality. This would represent a <i>potentially significant impact</i> . | | <p>measures by demolition contractors, where applicable:</p> <ul style="list-style-type: none"> Water active demolition areas to control dust generation during demolition of structures and break-up of pavement. Cover all trucks hauling demolition debris from the site. Use dust-proof chutes to load debris into trucks whenever feasible. <p>The above measures may be revised or supplemented over time by new BAAQMD regulations. Implementation of these measures would reduce the demolition-related air quality impacts of the redevelopment program to a <i>less-than-significant level</i>. [Additional, mandatory procedures for soil excavation and handling during remediation are described in EIR chapter 11, Hazards and Hazardous Materials.]</p> <p>Mitigation 9-1B. For all discretionary remediation, grading, or construction activity in the Project Area, require implementation of the following dust control measures by construction (also remediation) contractors, where applicable:</p> | development applicants | |
| | | | City and/or Agency, and individual development applicants | LS |
| <p>S = Significant</p> <p>LS = Less than significant</p> <p>SU = Significant unavoidable impact</p> | <p>NA = Not applicable</p> <p>City = City and County of San Francisco</p> <p>Agency = San Francisco Redevelopment Agency</p> | | | |

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| | | <ul style="list-style-type: none"> Water all active remediation and construction areas at least twice daily, or as needed to prevent visible dust plumes from blowing off-site. Cover all trucks hauling soil, sand, and other loose materials. Pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas, and staging areas at construction sites. Sweep daily (with water sweepers) all paved access roads, parking areas, and staging areas at construction sites. Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets. Hydroseed or apply (non-toxic) soil stabilizers to inactive construction areas (previously graded areas inactive for ten days or more). Limit the area subject to excavation, grading, and other construction activity at any one time. <p>The above measures may be revised or supplemented over time by new BAAQMD</p> | | |
| <div> <div>S = Significant</div> <div>LS = Less than significant</div> <div>SU = Significant unavoidable impact</div> </div> <div> NA = Not applicable City = City and County of San Francisco Agency = San Francisco Redevelopment Agency </div> | | | | |

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| | | <p>regulations. Implementation of these measures would reduce the remediation-, grading-, and construction-related dust impacts of the redevelopment program to a <i>less-than-significant level</i>. [Additional, mandatory procedures for soil excavation and handling during remediation are described in EIR chapter 11, Hazards and Hazardous Materials.]</p> <p>Mitigation 9-1C. The following are measures to control emissions by diesel-powered construction (including remediation and demolition) equipment used by contractors, where applicable:</p> <ul style="list-style-type: none"> ▪ Ensure that emissions from all on-site, diesel-powered construction equipment do not exceed 40 percent opacity for more than three minutes in any one hour. Any equipment found to exceed 40 percent opacity (or Ringelmann 2.0) shall be repaired or replaced immediately. ▪ The contractor shall install temporary electrical service whenever possible to avoid the need for independently powered equipment (e.g., compressors). ▪ Diesel equipment standing idle for more than three minutes shall be turned off. This would include trucks waiting to deliver or receive soil, aggregate, or other bulk materials. Rotating drum concrete trucks | City and/or Agency, and individual development applicants | LS |
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| | | could keep their engines running continuously as long as they were on-site and away from residences. | | |
| | | <ul style="list-style-type: none"> Properly tune and maintain equipment for low emissions. Use late model heavy-duty diesel-powered equipment at each construction site to the extent that the equipment is readily available in the San Francisco Bay Area. Use diesel-powered equipment that has been retrofitted with after-treatment products (e.g., engine catalysts) to the extent that it is readily available in the San Francisco Bay Area. Enclose, cover, water twice daily, or apply (non-toxic) soil binders to exposed stockpiles (dirt, sand, etc.). Limit traffic speeds on unpaved roads to 15 miles per hour. Install sandbags or other erosion control measures to prevent silt runoff to public roadways. Replant vegetation in disturbed areas as quickly as possible. | | |
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| | | <ul style="list-style-type: none"> Install wheel washers for all exiting trucks, or wash off the tires or tracks of all trucks and equipment leaving the site. Install wind breaks, or plant trees/vegetation wind breaks at windward side(s) of construction sites. Suspend excavation and grading where winds (instantaneous gusts) exceed 25 miles per hour. Use low-emission diesel fuel and/or biodiesel for all heavy-duty diesel-powered equipment operating and refueling at each construction site to the extent that the fuel is readily available and cost effective in the San Francisco Bay Area (this does not apply to diesel-powered trucks traveling to and from the site). Utilize alternative fuel construction equipment (i.e., compressed natural gas, liquid petroleum gas, and unleaded gasoline) to the extent that the equipment is readily available and cost effective in the San Francisco Bay Area. <p>The above measures may be revised or supplemented over time by new BAAQMD regulations. Implementation of these measures would reduce the remediation-, demolition-,</p> | | |
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| Impact 9-2: Long-Term Regional Emissions Impacts. Development in accordance with the proposed redevelopment program would generate traffic-related regional air pollutant emission increases that would exceed the applicable thresholds of significance for particulate matter (PM ₁₀). This Project-related effect is considered a <i>significant project and cumulative impact</i> . | S | and construction-related air quality impacts of diesel-powered equipment to a <i>less-than-significant level</i> . [Additional, mandatory procedures for soil excavation and handling during remediation are described in EIR chapter 11, Hazards and Hazardous Materials.] | City and/or Agency, and individual development applicants | SU |
| <p>Transportation:</p> <ul style="list-style-type: none"> ▪ New or modified roadways should include bicycle lanes where reasonable and feasible. ▪ Provide transit information kiosks. ▪ Where practical, employment-intensive development proposals (e.g., retail) shall include measures to encourage use of public transit, ridesharing, van pooling, use of bicycles, and walking, as well as to minimize single passenger motor vehicle use. | | | | |

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| | | <ul style="list-style-type: none"> Develop parking enforcement and fee strategies that encourage alternative modes of transportation. Parking lots or facilities should provide preferential parking for electric or alternatively fueled vehicles. Implement and enforce truck idling restrictions of three minutes. Require large commercial land uses (e.g., 10,000 square feet or 25 employees) that would generate home-to-work commute trips to implement Transportation Demand Management (TDM) programs. Components of these programs should include the following (also see similar measures in <i>Mitigation 8-1C</i> [chapter 8, Transportation and Circulation] of this EIR): <ul style="list-style-type: none"> a carpool/vanpool program, e.g., carpool ride-matching for employees, assistance with vanpool formation, provision of vanpool vehicles, etc.; a transit use incentive program for employees, such as on-site distribution of passes and/or subsidized transit passes for local transit systems; | | |

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| | | <ul style="list-style-type: none"> - a guaranteed ride home program; and/or - a parking cash-out program for employees (where non-driving employees receive transportation allowance equivalent to the value of subsidized parking). | | |
| | | <i>Building and Maintenance:</i> | | |
| | | <ul style="list-style-type: none"> ▪ Require energy efficient building designs that exceed State Title 24 building code requirements. ▪ Discourage use of gasoline-powered landscape equipment, especially two-stroke engines and motors (which burn and leak oil), for public park maintenance. ▪ Allow only low-emitting fireplaces for residential uses, such as those that burn only natural gas (standard City requirement for multi-family residences). | | |
| | | Implementation of these measures would assist in reducing identified Project-related and cumulative impacts on long-term regional PM ₁₀ emission levels by perhaps 10 to 20 percent; however, since a reduction of over 60 percent would be required to bring Project-related regional PM ₁₀ emission increases to below | | |

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| CULTURAL AND HISTORICAL RESOURCES | | | | |
| Impact 10-1: Destruction or Degradation of Historical Resources. The Visitation Valley redevelopment program may cause substantial adverse changes in the significance of one or more identified potential historical resources if future individual development projects do not incorporate measures that ensure project-related changes to historical resources are in accordance with either of the following publications: | S | | | |
| <ul style="list-style-type: none"> Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings; or Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings. | | | | |
| Substantial adverse changes that may occur include demolition, destruction, relocation, or alteration of one or more resources, such that | | | | |
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| the resource is "materially impaired." The significance of a historical resource is considered to be "materially impaired" when a project demolishes or materially alters the physical characteristics that justify the determination of a historical resource's significance (CEQA Guidelines section 15064.5[b]). Such an adverse change to a CEQA-defined historical resource would constitute a <i>potentially significant impact</i> . | | <p>The agreed-upon documentation shall be filed with the San Francisco History Center at the Main Library, as well as with other local libraries and historical societies, as appropriate.</p> <p>(b) <i>Oral Histories</i>. The individual project applicant shall undertake an oral history project that includes interviews of several long-time residents of Visitacion Valley and former employees of the Schlage Lock Factory. This program shall be conducted by a professional historian in conformance with the Oral History Association's <i>Principles and Standards</i> (http://alpha.dickinson.edu/oha/pub_eg.html). In addition to transcripts of the interviews, the oral history project shall include a narrative project summary report containing an introduction to the project, a methodology description, and brief summaries of each conducted interview. Copies of the completed oral history project shall be submitted to the San Francisco History Room of the Main Library.</p> <p>(c) <i>Relocation</i>. If preservation of the affected historical resource at the current site is determined to be impossible, the building shall, if feasible, be stabilized and relocated to another nearby site appropriate to its historic setting and general environment. A moved building or structure that is otherwise eligible may be listed in the California Register if it was</p> | | |
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| | | moved to prevent its demolition at its former location and if the new location is compatible with the original character and use of the historical resource. After relocation, the building's preservation, rehabilitation, and restoration, as appropriate, shall follow the Secretary of the Interior's standards to ensure that the building retains its integrity and historical significance. | | |
| | | (d) <i>Salvage</i> . If the affected historical resource can neither be preserved at its current site nor moved to an alternative site and is to be demolished, the individual project applicant shall consult with a San Francisco Planning Department Preservation Technical Specialist and other local historical societies regarding salvage of materials from the affected historic resource for public information or reuse in other locations. Demolition may proceed only after any significant historic features or materials have been identified and their removal completed. | | |
| | | (e) <i>Commemoration</i> . If the affected historical resource can neither be preserved at its current site nor moved to an alternative site and is to be demolished, the individual project applicant shall, with the assistance of a Planning Department Preservation Technical Specialist or other professionals experienced in creating historical exhibits, incorporate a display | | |
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| SU = Significant unavoidable impact | Agency = San Francisco Redevelopment Agency | | | |

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| | | featuring historic photos of the affected resource and a description of its historical significance into the publicly accessible portion of any subsequent development on the site. In addition, the factory machinery in Schlage Plants 1 and 2 should be cleaned and moved to a public space (such as a park or plaza on-site) for public viewing. | | |
| | | (f) <i>Contribution to a Historic Preservation Fund.</i> If an affected historical resource can neither be preserved at its current site nor moved to an alternative site and is demolished, the project applicant may be eligible to mitigate project-related impacts by contributing funds to the City to be applied to future historic preservation activities, including survey work, research and evaluation, and rehabilitation of historical resources within Visitacion Valley in accordance with the Secretary's Standards. Contribution to the preservation fund would be made only after the documentation, oral history, salvage, and commemoration mitigations specified above had been completed. The details of such an arrangement would be formulated on a case-by-case basis. As part of any such arrangement, the project applicant shall clearly demonstrate the economic infeasibility of other mitigation measures that would mitigate impacts to historical resources, including | | |
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| | | preservation, relocation, and project modification. | | |
| | | While implementation of this mitigation program would reduce the associated impact on historical resources, the impact would remain <i>significant and unavoidable</i> . | | |
| | | (NOTE: Relocation is a possible exception. If a historical resource were relocated to a site sufficiently in keeping with its original context, the impact on that resource may be deemed less-than-significant.) | | |
| Impact 10-2: Disturbance of Known Archaeological Resources. New development facilitated by the redevelopment program could disturb the one Native American habitation site (CA-SFR-35) recorded to be in or immediately adjacent to the Project Area. In addition, two other potential archaeological resources may be affected by development of the Schlage Lock site (i.e., Redevelopment Zone 1): the Ralston Shellmound and remains associated with the Union Pacific Silk Manufacturing Company. These possibilities represent a <i>potentially significant impact</i> . | S | Mitigation 10-2. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archeology. The archaeological consultant shall consult with the Major Environmental Analysis archaeologist at the San Francisco Planning Department to determine project locations and activities that may affect archaeological deposits/features associated with known archaeological resource sites. Project activities determined to potentially affect these resources shall be subject to an archaeological testing program (ATP) as specified under this mitigation heading in chapter 10 of this EIR. In addition, the consultant shall be available to conduct an archaeological monitoring program (AMP) and/or archaeological data recovery program | Individual development applicants | LS |
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| Impact 10-3: Disturbance of Unknown Archaeological Resources. New development facilitated by the redevelopment program in Redevelopment Zone 1 could disturb unrecorded archaeological resources. This possibility represents a <i>potentially significant impact</i> . | S | (ADRP) and, if necessary, a human remains treatment program and final archaeological resources report (FARR) as specific under this mitigation heading in chapter 10 of this EIR. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the City's Environmental Review Officer (ERO). | Individual development applicants | LS |
| | | Implementation of the measures listed above would reduce this impact to a <i>less-than-significant level</i> . | | |
| | | <p>Mitigation 10-3. The project applicant shall consult with the Major Environmental Analysis archaeologist at the San Francisco Planning Department prior to any development activity on the Schlage Lock site (i.e., Redevelopment Zone 1) and, at the direction of the Planning Department, shall undertake the following measures to avoid any potentially significant adverse impact on possible buried or submerged cultural resources.</p> <p>The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall undertake an archaeological monitoring program (AMP), and if triggered by the AMP, an archaeological data recovery program (ADRP), human remains treatment program, and/or final archaeological resources</p> | | |
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| Impact 10-4: Accidental Discovery. New development facilitated by the redevelopment program in Redevelopment Zone 2 could disturb unrecorded archaeological resources. This possibility represents a <i>potentially significant impact</i> . | S | report (FARR), as specified under this mitigation heading in chapter 10 of this EIR. The archaeological consultants work shall be conducted in accordance with this measure at the direction of the City's Environmental Review Officer (ERO). | Individual development applicants | LS |
| | | Mitigation 10-4. For individual development projects in Redevelopment Zone 2, the project applicant shall consult with the Major Environmental Analysis archaeologist at the San Francisco Planning Department prior to any development activity and, at the direction of the Planning Department, shall undertake the following measures to avoid any potentially significant adverse impact on possible buried or submerged cultural resources. | | |
| | | The project sponsor shall distribute the San Francisco Planning Department archaeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc., firms); and utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the "ALERT" sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the City's Environmental Review Officer (ERO) with a | | |
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| | | signed affidavit from the responsible parties (prime contractor, subcontractors, and utilities firm) to the ERO confirming that all field personnel have received copies of the "ALERT" Sheet. | | |
| | | Should any indication of an archaeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken. | | |
| | | If the ERO determines that an archaeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archaeological consultant. The archaeological consultant shall advise the ERO as to whether the discovery is an archaeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archaeological resource is present, the archaeological consultant shall identify and evaluate the archaeological resource. The archaeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, | | |
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| | | specific additional measures to be implemented by the project sponsor. | | |
| | | Measures might include: preservation in situ (in place) of the archaeological resource; an archaeological monitoring program; or an archaeological testing program. If an archaeological monitoring program or archaeological testing program is required, it shall be consistent with the City's Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archaeological resource is at risk from vandalism, looting, or other damaging actions. | | |
| | | The project archaeological consultant shall submit a Final Archaeological Resources Report (FARR) to the ERO pursuant to the FARR content and distribution requirements described under this mitigation measure in chapter 10 of this EIR. | | |
| | | Implementation of this measure would reduce the impact to a <i>less-than-significant level</i> . | | |
| Impact 10-5: Disturbance of Paleontological Resources. Although the potential for encountering paleontological resources in the Project Area is considered low, any destruction of existing, unrecorded, unique paleontological resources during | S | Mitigation 10-5. If any paleontological resources are encountered during site grading or other construction activities, all ground disturbances shall be halted until the services of a qualified paleontologist can be retained to identify and evaluate the resource(s) and, if | City and/or Agency, and individual development applicants | LS |
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| earthmoving activities would be a <i>potentially significant impact</i> . | | necessary, recommend mitigation measures to document and prevent any significant adverse effects on the resource(s), in accordance with standard professional practice. Implementation of this measure would reduce the impact to a <i>less-than-significant level</i> . | | |
| HAZARDS AND HAZARDOUS MATERIALS | | | | |
| Impact 11-1: Potential Impacts Due to Exposure to Existing Soil or Groundwater Contamination--Redevelopment Zone 2. Redevelopment Zone 2 (west of East Bayshore Boulevard) does not have the history of hazardous materials use and related soil and groundwater contamination, investigation, and remediation activity associated with Redevelopment Zone 1. Nevertheless, there is a possibility that Project-facilitated demolition, renovation, and new construction activity in Zone 2 could encounter and expose workers to existing spilled, leaked, or otherwise discharged hazardous materials or wastes. This possibility represents a <i>potentially significant impact</i> . | S | Mitigation 11-1. Each developer of a site in Redevelopment Zone 2 shall be required to comply with all applicable existing local-, state-, and federal-mandated site assessment, remediation, and disposal requirements for soil, surface water, and/or groundwater contamination. In particular, these include the requirements of the City and County of San Francisco, RWQCB, and DTSC. Previous subsections 11.2.2 (City of San Francisco Hazardous Materials Regulations) and 11.2.3 (Environmental Site Assessment Procedures) herein summarize these requirements. Compliance with these existing local-, state-, and federal-mandated site assessment, remediation, and disposal requirements would be accomplished through the following steps: (a) <i>Soil Contamination.</i> In order to mitigate potential health hazards related to construction personnel or future occupant exposure to soil contamination, developers would complete the following steps for each site proposed for | Individual development applicants | LS |

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| | | disturbance as part of a Project-facilitated construction activity in Redevelopment Zone 2: | | |
| | | Step 1. Investigate the site to determine whether it has a record of hazardous material discharge (Phase I environmental site assessment), and if so, characterize the site according to the nature and extent of soil contamination that is present (Phase 2) before development activities proceed at that site. | | |
| | | Step 2. Based on the proposed activities associated with the future project proposed, determine the need for further investigation and/or remediation of the soils conditions on the contaminated site. For example, if the location is slated for commercial land use, such as a retail center, the majority of the site will be paved and there will be little or no contact with contaminated soil. Industrial clean-up levels would likely be applicable. If the slated development activity could involve human contact with soils, such as may be the case with residential use, then Step 3 should be completed. If no human contact | | |

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| | | is anticipated, then no further mitigation is necessary. | | |
| | | <p>Step 3.</p> <p>Should the Phase 2 investigation reveal high levels of hazardous materials in the site soils, mitigate health and safety risks according to City of San Francisco, RWQCB, and DTSC regulations. This would include site-specific health and safety plans prepared prior to undertaking any building or utility construction. Also, if buildings are situated over soils that are significantly contaminated, undertake measures to either remove the chemicals or prevent contaminants from entering and collecting within the building. If remediation of contaminated soil is infeasible, a deed restriction would be necessary to limit site use and eliminate unacceptable risks to health or the environment.</p> <p>(b) <i>Surface or Groundwater Contamination.</i> In order to reduce potential health hazards due to construction personnel or future occupant exposure to surface water or groundwater contamination, developers would complete the following steps for each site proposed for</p> | | |
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| | | disturbance as part of a Project-facilitated construction activity in Redevelopment Zone 2: | | |
| | | Step 1. Investigate the site to determine whether it has a record of hazardous material discharge into surface or groundwater, and if so, characterize the site according to the nature and extent of contamination that is present before development activities proceed at that site. | | |
| | | Step 2. Install drainage improvements in order to prevent transport and spreading of hazardous materials that may spill or accumulate on-site. | | |
| | | Step 3. If investigations indicate evidence of chemical/environmental hazards in site surface water and/or groundwater, then mitigation measures acceptable to the RWQCB and DTSC would be required to remediate the site <u>prior</u> to development activity. | | |
| | | Step 4. Inform construction personnel of the proximity to recognized contaminated sites and advise them of health and safety procedures to prevent exposure to hazardous | | |
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| | | chemicals in surface water/groundwater. | | |
| | | Compliance by future, individual, site-specific developments in Redevelopment Zone 2 with established regulations (accomplished through the steps outlined above) would adequately assure that associated potential health and safety impacts due to exposure to existing soil and groundwater contamination would be <i>less-than-significant</i> . | | |
| HYDROLOGY AND WATER QUALITY | | | | |
| Impact 12-1: Potential Water Quality Impact Due to Increased Stormwater Runoff. | S | Runoff resulting from redevelopment program-facilitated development would contribute to existing combined sewer overflows from the City's sewer system, particularly into Candlestick Cove from the Harney Way box culvert. Although the City is currently in compliance with the EPA's National Pollution Discharge Elimination System (NPDES) Combined Sewer Overflow (CSO) Policy, these overflows have the potential to degrade water quality within San Francisco Bay. In addition, since the redevelopment program would result in more traffic in the Project Area and vicinity, the deposition of vehicle-generated urban pollutants that could be washed into storm drains and eventually the Bay would likely | Individual development applicants | LS |
| | | Mitigation 12-1A. To comply with anticipated SFPUC regulations regarding stormwater runoff from Redevelopment Zone 1, the developer(s) shall refine the individual development design(s) for Zone 1 as necessary to: (1) provide retention storage facilities and/or detention treatment facilities as needed to ensure that at least 80 percent of total annual runoff either remains on-site or receives an approved level of water quality treatment before discharge into the combined sewer system; and (2) provide a minimum of 25 percent of the surface of setbacks to be pervious. Implementation of these measures would reduce the water quality impact associated with future development of Zone 1 to a <i>less-than-significant level</i> . | | |
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| increase. These potential adverse water quality effects represent a <i>potentially significant impact</i> . | | | | |
| Impact 12-2: Increased Risk of Soil Erosion and Contaminant Spills During Project Remediation and Construction. Excavation required for remediation and construction in the Project Area would create a potential for individual on-site soil erosion, which could lead to increased sediment accumulation in downstream sewer lines and, in the event of a combined discharge (CSO), potentially higher turbidity levels in San Francisco Bay. In addition, remediation and construction activities would introduce the potential for fuel or hazardous material spills. If these materials are washed into the sewer system, they could upset the treatment process at the SEWPCP and, if they are part of a CSO, contribute to pollution in the Bay. This increased risk of soil erosion and contaminant spills represents a <i>potentially significant impact</i> . | S | <p>Mitigation 12-1B. Stormwater design requirements similar to those described above for the Zone 1 development shall also be applied to individual infill developments in Zone 2 that meet the proposed SFPUC minimum size criteria. Implementation of these measures would reduce the water quality impact associated with future development of these parcels to a <i>less-than-significant level</i>.</p> <p>Mitigation 12-2. For future development within Zone 1, design requirements and implementation measures for minimizing Project-generated erosion and for controlling fuel/hazardous material spills would be set forth in the Zone 1 SWPPP, in accordance with SWRCB and RWQCB design standards. During construction, the SFDPW would monitor implementation of the approved SWPPP. This plan shall include, at a minimum, the following or similar actions:</p> <ul style="list-style-type: none"> Following demolition of existing improvements, stabilize areas not scheduled for immediate construction with planted vegetation or erosion control blankets; | City and/or Agency, and individual development applicants | LS |
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| | | <ul style="list-style-type: none"> Collect stormwater runoff into stable drainage channels from small drainage basins, to prevent the buildup of large, potentially erosive stormwater flows; Direct runoff away from all areas disturbed by construction; Use sediment ponds or siltation basins to trap eroded soils before runoff is discharged into on-site channels or the combined sewer system; To the extent possible, schedule major site development work involving excavation and earthmoving activities during the dry season (May through September); Develop and implement a program for the handling, storage, use, and disposal of fuels and hazardous materials. The program should also include a contingency plan covering accidental hazardous material spills; Restrict vehicle cleaning, fueling, and maintenance to designated areas for containment and treatment of runoff; and | | |

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| NOISE | Impact 13-1: Project-Facilitated Remediation-, Demolition-, and Construction-Period Noise. Remediation, demolition, and construction activities facilitated by the Project (redevelopment program) could temporarily elevate noise levels at nearby residential and commercial receptors during individual, site-specific project remediation and construction periods. Noise levels at 50 feet from the remediation, demolition, or construction equipment source could reach approximately 105 dBA, resulting in intermittent interference with typical existing residential and business activities, and exceeding the allowable construction and fixed-source noise limits established in the San Francisco Municipal Code (Article 29). This possibility represents a <i>potentially significant intermittent and short-term noise impact</i> . | <ul style="list-style-type: none">▪ After construction is completed, inspect all on-site drainage facilities for accumulated sediment, and clear these facilities of debris and sediment as necessary. <p>Implementation of these measures would reduce the risk of soil erosion and contaminant spills during Project remediation and construction to a <i>less-than-significant level</i>.</p> | City and/or Agency, and individual development applicants | LS |
| | | <p>Mitigation 13-1. Reduce redevelopment program-related individual project remediation-, demolition-, and construction-period noise impacts on nearby residences and businesses by requiring as a condition of demolition and construction permit issuance the incorporation of the conventional noise abatement measures listed under this mitigation in chapter 13 of this EIR into individual contractor agreements. Implementation of these measures would reduce this intermittent, short-term, Project remediation- and construction-period noise impact to a <i>less-than-significant level</i>.</p> | | |
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| <p>Impact 13-2: Project-Facilitated Groundborne Vibration Levels. The Project (redevelopment program) would not introduce any sources of groundborne vibration. However, the Project would introduce new development along the Caltrain rail line and along the Muni light rail line. Railroad operations would introduce potential groundborne vibration issues if vibration-sensitive development, such as residences, were proposed close to these operations. Both local and through trains were observed to travel relatively slowly along the segment of the Caltrain/UPRR tracks in the Project Area (through trains were estimated at less than 20 mph). Based on vibration levels measured as a part of the EIR noise analysis, groundborne vibration levels are typically less than the FTA criteria for frequent events (72 VdB) at a distance of approximately 110 feet from the centerline of the nearest railroad tracks. With respect to light rail operations of the Muni T line, which incorporates features such as modified suspensions on the trains and vibration-control track systems, the impact threshold distance for the FTA criteria for frequent events would be 55 feet from the light rail tracks. Therefore, where residential buildings are proposed <i>within</i> 110 feet or less of the railroad tracks, or <i>within</i> 55 feet or less of the light rail tracks, a <i>potentially significant intermittent vibration impact</i></p> | S | <p>Mitigation 13-2. Prior to the development of habitable buildings within 110 feet of the centerline of the nearest railroad tracks, or within 55 feet of the light rail tracks, a site-specific vibration study shall be required demonstrating that groundborne vibrations associated with rail operations either (1) would not exceed the applicable FTA groundborne vibration impact assessment criteria (see Table 13.5 of this EIR), or (2) can be reduced to below the applicable FTA criteria thresholds through building design and construction measures (e.g., stiffened floors). Implementation of this measure would reduce this potential intermittent vibration impact to a <i>less-than-significant level</i>.</p> | City and/or Agency, and individual development applicants | LS |
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| <p>Impact 13-3: Potential Exposure of New, Project-Facilitated Noise-Sensitive Development to Ambient Noise Levels Exceeding Standards. The San Francisco General Plan <i>Environmental Protection Element/Transportation Noise</i> section Land Use Compatibility Chart for Community Noise (see EIR chapter 13) indicates that new residential development is considered "normally acceptable" in noise environments of less than 60 dBA L_{dn}, and new retail, open space, and cultural development is considered "normally acceptable" in noise environments of less than 70 dBA L_{dn}.</p> <p>Future noise levels throughout much of the Project Area, especially in the vicinity of the existing Caltrain line and Bayshore Boulevard, would exceed 60 dBA L_{dn}. Residential uses proposed within 75 feet of the Caltrain line and along Bayshore Boulevard would be exposed to noise levels of 70 dBA L_{dn} or higher, exceeding the "normally acceptable" threshold.</p> <p>These possible long-term adverse noise effects would represent a <i>potentially significant impact</i>.</p> | S | <p>Mitigation 13-3. Site-specific noise studies consistent with the requirements of the State Building Code (SBC) shall be conducted for all new Project-facilitated residential uses within 75 feet of the Caltrain line and along the Bayshore Boulevard frontage to identify appropriate noise reduction measures to be included in project final design. Each noise study must be submitted to and approved by the San Francisco Planning Department and/or the San Francisco Redevelopment Agency prior to City issuance of a residential building permit. Identified noise reduction measures may include:</p> <ul style="list-style-type: none"> Site planning techniques to minimize noise in shared residential outdoor activity areas by locating such noise-sensitive areas behind buildings or in courtyards, or by orienting residential terraces to alleyways rather than streets, whenever possible; Incorporation of an air circulation system in all affected units so that windows can remain closed to maintain interior noise levels below 45 dBA L_{dn}; and Incorporation of sound-rated windows and construction methods in residential units proposed along streets or the Caltrain line where noise levels would exceed 70 dB L_{dn}. | Individual development applicants | LS |
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| | | Noise levels at multi-family residential property lines around Project-facilitated development should be maintained at an L_{eq} not in excess of 60 dBA during the daytime hours and 50 dBA during nighttime hours (10:00 PM to 7:00 AM), unless ambient noise levels are higher. In those cases, the existing ambient noise level would be the noise level standard. | | |
| | | Implementation of these measures to the satisfaction of the San Francisco Planning Department and/or the San Francisco Redevelopment Agency would reduce potential Project-related noise impacts on new residential uses to a <i>less-than-significant level</i> . | | |
| UTILITIES AND SERVICE SYSTEMS | | | | |
| Impact 15-1: Solid Waste Diversion Impacts. Due to the proposed mid-rise design of many of the Redevelopment Zone 1 buildings and possibly some of the west-side Bayshore Boulevard buildings (e.g., see figures in chapter 3 of this EIR), the Project has the potential to conflict with state-mandated requirements for 50 percent solid waste diversion if residents/tenants find the locations of recycling carts to be too distant or inconvenient. Site and conceptual design plans at this time do not provide enough detail to determine if adequate provisions for recycling will be included in the designs of future buildings associated with the Project- | S | | City and/or Agency, and individual development applicants | LS |
| | | Mitigation 15-1. The City and/or Agency shall require that final architectural designs for individual developments permitted in the Project Area indicate adequate space in buildings to accommodate three-bin recycling containers, as detailed under this mitigation in section 15.3 (Solid Waste Disposal/Recycling) of this EIR. The City shall ensure that these provisions are included in Project-facilitated building construction prior to issuance of a Certificate of Occupancy. Implementation of this measure would reduce this impact to a <i>less-than-significant level</i> . | | |
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facilitated growth increment. If adequate recycling provisions are not specifically required, the Project could conflict with state-mandated waste diversion requirements, representing a *potentially significant impact*.

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2.5 SUMMARY OF ALTERNATIVES

2.5.1 Identified Alternatives

To provide a basis for further understanding of the environmental effects of the proposed Project and possible approaches to reducing identified significant impacts, and to comply with section 15126.6 of the CEQA Guidelines (Consideration and Discussion of Alternatives to the Proposed Project), chapter 17 of this EIR identifies and discusses six alternatives to the proposed action. The six identified alternatives are summarized below:

- **Alternative 1: No Project--Expected Growth Without the Project.** This alternative is based on San Francisco Planning Department projections of anticipated net new development in the Project Area *without implementation of the proposed redevelopment program*.¹ Under this alternative, no Redevelopment Plan, Design for Development or associated General Plan amendments or Planning Code changes described in EIR chapter 3 (Project Description) would be adopted. Compared to the proposed Project, this alternative is projected to result in approximately 1,577 fewer net residential units, 130,300 fewer net square feet of retail space, 17,000 fewer net square feet of cultural space, and 45,280 *more* net square feet of other commercial space.

The No Project--Expected Growth Without the Project alternative is consistent with CEQA Guidelines section 15126.6(e)(1), which states, in part, "The purpose of describing and analyzing a no project alternative is to allow decision-makers to compare the impacts of approving the proposed project with the impacts of not approving the proposed project." Section 15126.6(e)(2) explains, in part, "The 'no project' analysis shall discuss the existing conditions at the time the notice of preparation is published...as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services." In addition, CEQA Guidelines section 15126.6(e)(3)(C) concludes, "[T]he [no project] analysis should identify the practical result of the project's non-approval and not create and analyze a set of artificial assumptions that would be required to preserve the existing environment."

For this EIR, the "existing conditions" referred to in the CEQA Guidelines are the "Setting" sections of each environmental topic chapter (5.1--Land Use Setting, 8.1--Transportation and Circulation Setting, etc.). These "Setting" sections are hereby incorporated into the No Project alternative as the description of existing environmental conditions.

Pursuant to CEQA Guidelines section 15126.6(e)(2), the No Project alternative in this EIR focuses on "what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services."

- **Alternative 2: Reduced Housing Development in Redevelopment Zone 1.** Primarily as a means of reducing peak-period vehicular trip generation, this alternative would include only 400 residential units and a stand-alone grocery store and retail center in

¹From the San Francisco Redevelopment Agency and Planning Department's Growth Allocation Data--Option C, October 2006, which predicted the net new development increments that could be expected in the Project Area if no redevelopment program were implemented.

Redevelopment Zone 1. The result would be approximately 850 fewer net residential units. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

- **Alternative 3: Stand-Alone Grocery Store/Retail Along Bayshore Boulevard South of Visitacion Avenue.** Similar to Alternative 2, Alternative 3 is intended primarily to reduce peak-period vehicular trip generation and would include a stand-alone grocery store and retail center of approximately 70,000 square feet in Redevelopment Zone 1 along Bayshore Boulevard south of Visitacion Avenue. Different from Alternative 2, this alternative would provide approximately 950 (instead of 400) residential units in Redevelopment Zone 1. *Unlike the proposed Project, no housing would be provided on the upper floors of the grocery store and retail center;* the result would be approximately 300 fewer net residential units. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.
- **Alternative 4: Preservation and Re-use of All Schlage Lock Plant 1 Buildings.** The proposed Project proposes the preservation and re-use of Schlage Lock Plant 1 Building A, known as the "Old Schlage Administration Building," as a community center. Consistent with a suggestion of the San Francisco Landmarks Preservation Advisory Board (LPAB), this alternative would preserve and re-use the other two Schlage Lock Plant 1 buildings, known as Building B (Sawtooth Building, 188,050 square feet) and Building C (Ancillary Building, approximately 1,500 square feet), both of which are considered "contributing" to a potential "Schlage Lock Factory Historic Site" (see detailed descriptions in EIR chapter 10, Cultural and Historical Resources). The buildings are located directly south of the Old Office Building (Building A).

Figure 17.1 identifies the Plant 1 buildings. As suggested by the LPAB, this alternative would preserve and re-use the Sawtooth Building and Ancillary Building as additional community space adjacent to the proposed Old Office Building community center.¹ This alternative would result in roughly 200 (13 percent) fewer net residential units compared to the proposed Project.

- **Alternative 5: No Rezoning on Bayshore Boulevard in Redevelopment Zone 2.** This alternative would implement the proposed redevelopment program as described in the draft Redevelopment Plan and Design for Development, *except the west side of Bayshore Boulevard in Redevelopment Zone 2 would not be rezoned.* The Planning Code designation for these properties would remain "NC-3" Neighborhood Commercial and not be changed to "NC-T" Neighborhood Commercial Transit. Consequently, the building height limit would be 40 feet and not the Project-proposed 55 feet along this portion of Bayshore Boulevard. The result would be approximately 90 fewer net residential units in the Project Area. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.
- **Alternative 6: Planning Code Changes But No Redevelopment Plan.** This alternative would implement the Design for Development and associated General Plan amendments and Planning Code changes described in EIR chapter 3, but no Visitacion Valley Redevelopment Plan would be adopted. The Redevelopment Agency would not participate in the Project and would not implement the following proposed redevelopment actions in the

¹ Sarah Dennis, San Francisco Planning Department, Citywide Policy; written communication, September 11, 2007.

Project Area: (1) housing improvement actions, including facilitation of affordable housing units and programs; (2) business revitalization actions, including promotion of existing businesses, attraction of new businesses, and assistance to the private sector (e.g., financing of insurance premiums); and (3) blight elimination actions, including acquisition and/or demolition of blighted properties, rehabilitation of existing structures and improvements, disposal (sale, lease, etc.) of properties to public or private entities, and clean-up of existing hazardous materials.

Because no redevelopment actions would be implemented and all future development and improvements would be undertaken by the private sector alone, this alternative assumes that the Project-facilitated growth described in this EIR (see chapter 3, Project Description) would not occur at an accelerated rate--i.e., would not be completed by the year 2025, but rather would occur at a slower rate, with build-out reached at a later, unspecified time.

For comparison with the proposed Project, it is assumed that, by the year 2025, this alternative would result in approximately 75 percent of the net new residential units and new retail square footage anticipated under the redevelopment program (1,190 vs. 1,585 residential units, and 98,625 vs. 131,500 square feet of retail space). Also, considering that the Redevelopment Agency intends to be the primary catalyst for creating a community center in the vacant "Old Schlage Administration Building" (15,000 square feet), Alternative 6 assumes that this particular project component would not be implemented.

Table 2.2 summarizes the estimated net new development anticipated in the Project Area under each of the six identified alternatives in comparison to the proposed Project.

Table 2.2
SUMMARY OF POTENTIAL NET NEW DEVELOPMENT UNDER THE PROJECT
ALTERNATIVES VS. THE PROPOSED PROJECT

| | Residential (units) | Retail (s.f.) | Other Commercial (s.f.) ¹ | Cultural/Instit./ Educ. (s.f.) ² |
|----------------------------------------------------|------------------------|---------------|-----------------------------------------|------------------------------------------------|
| Proposed Project | 1,585 | 131,500 | (39,377) ³ | 25,000 |
| Alternative: | | | | |
| 1. No Project--Expected Growth | 8 | 1,200 | 5,908 | 8,000 |
| 2. Reduced Housing in Redevelopment Zone 1 | 735 | 131,500 | (39,377) | 25,000 |
| 3. Stand-Alone Grocery Store/Retail | 1,285 | 131,500 | (39,377) | 25,000 |
| 4. Add'l Bldg. Preserv. and Re-use | 1,385 | 131,500 | (39,377) | 214,550 |
| 5. No Rezoning on Bayshore in Redevelopment Zone 2 | 1,495 | 131,500 | (39,377) | 25,000 |
| 6. No Redevelopment Plan | 1,190 | 98,625 | (39,377) | 10,000 |

SOURCE: San Francisco Redevelopment Agency, San Francisco Planning Department, Wagstaff and Associates; January and May, 2008.

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

² "Cultural/Institutional/Educational" includes community centers and libraries.

³ Projected reduction in "Other Commercial" floor area reflects Project intent to facilitate a transition in Project Area commercial use from general commercial to neighborhood-serving retail.

2.5.2 Conclusions Environmentally Superior Alternative

CEQA Guidelines (section 15126[e][2]) stipulates, "If the environmentally superior alternative is the 'no project' alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives." The comparison of alternatives in chapter 17 of this EIR indicates that, of the various alternatives evaluated in this EIR other than the No Project--Expected Growth Without the Project alternative, **Alternative 2: Reduced Housing Development in Redevelopment Zone 1**, would result in the least adverse combination of environmental impacts. This conclusion is based on the following information:

(1) Alternative 2 would result in substantially reduced **quantitative impacts** in comparison to the Proposed Project and the other alternatives (other than "No Project") (e.g., traffic generation, air pollution emissions, traffic noise) due to its reduced potential residential development;

(2) Alternative 2 would not result in any additional significant unavoidable environmental impacts compared to the other alternatives; and

(3) Alternative 2 would be substantially consistent with local and regional plans.

2.6 MITIGATION IMPLEMENTATION

For those mitigation measures identified in this EIR that are adopted by the Co-Lead Agencies, a mitigation monitoring program will be undertaken to verify mitigation implementation pursuant to CEQA Guidelines section 15097 (Mitigation Monitoring and Reporting). Implementation of most of the mitigation measures recommended in this EIR could be effectively monitored through normal Redevelopment Agency and City/County development review procedures. However, to satisfy CEQA, a documented record of mitigation implementation will be necessary. Chapter 18 of this EIR includes a suggested Mitigation Monitoring Checklist form for City use in meeting the requirements of CEQA; i.e., in establishing the "who, what, when, and how" aspects for each mitigation measure from this EIR that is ultimately adopted as a condition of project approval.

3. PROJECT DESCRIPTION

This EIR chapter describes the proposed actions or "Project" addressed in this EIR. As stipulated by the CEQA Guidelines, the project description has been detailed to the extent needed for evaluation and review of environmental impacts. In accordance with section 15124 (Project Description) of the CEQA Guidelines, this chapter describes (a) the location and boundaries of the proposed Visitacion Valley redevelopment project area, (b) the basic objectives sought by the proposed redevelopment program, (c) the redevelopment program components and actions proposed to achieve these objectives, (d) the Project-related "future growth scenario" and environmental assessment time frame assumed throughout this EIR, (e) the official approvals required to implement the Project, and (f) the intended uses of this EIR.

Please refer to Table 1.1, Definitions of Key EIR terminology, in chapter 1 (Introduction) of this EIR for definitions of certain key terminology used in this and other chapters of this EIR.

3.1 PROJECT OVERVIEW

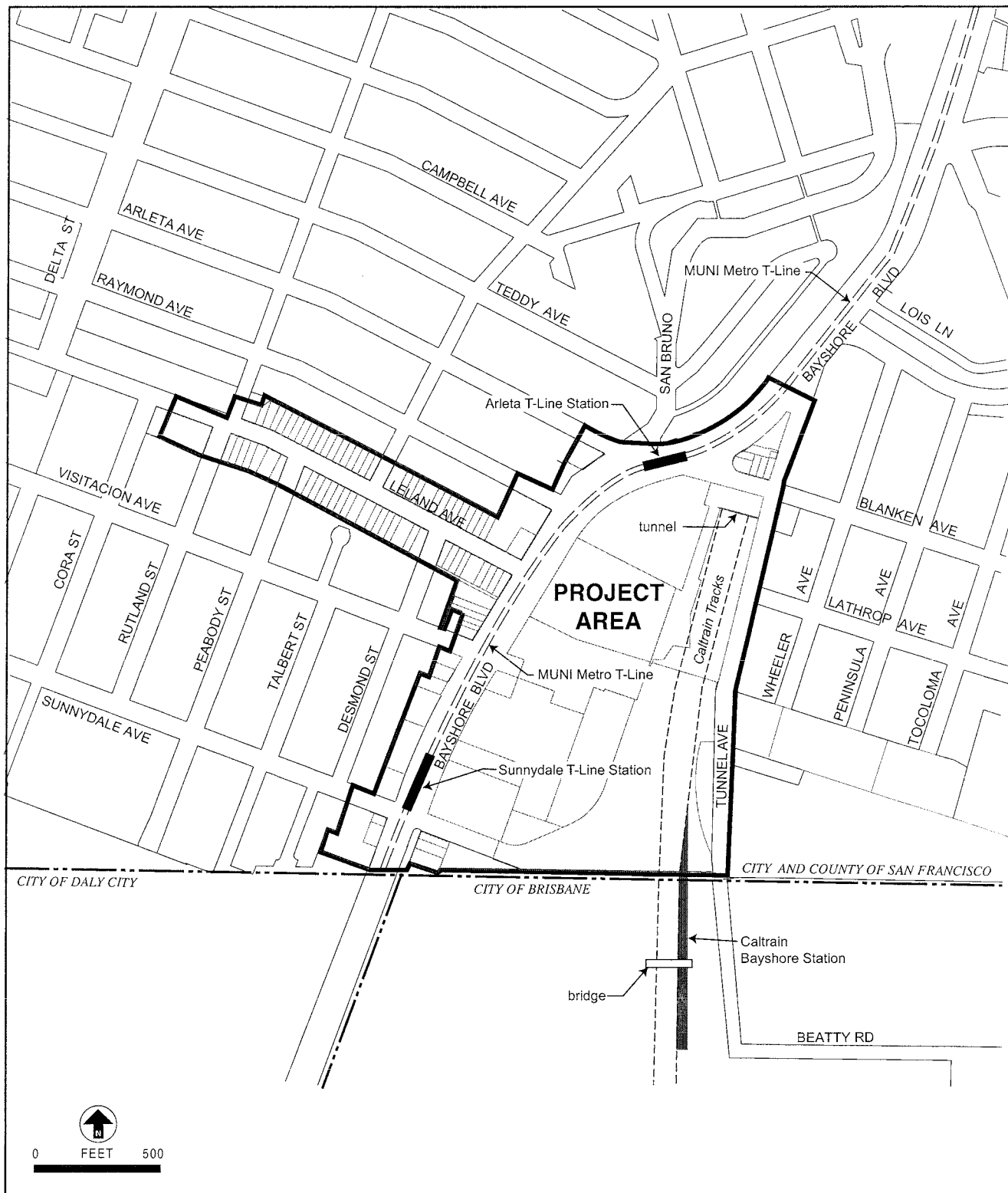
The Redevelopment Agency and Planning Department are proposing to adopt and implement a redevelopment program for San Francisco's Visitacion Valley neighborhood to overcome adverse blighting influences, clean-up and re-use vacant industrial parcels, facilitate housing development near transit, and provide improved neighborhood-serving commercial facilities in Visitacion Valley. The proposed redevelopment program--i.e., the "Project"--includes adoption and implementation of the proposed Redevelopment Plan, Design for Development, General Plan Planning Code map amendments, and other actions to facilitate re-use of the vacant Schlage Lock property and adjacent underutilized industrial properties on the east side of Bayshore Boulevard, and revitalization of properties fronting on the west side of Bayshore Boulevard opposite the Schlage Lock property and properties along the adjacent Leland Avenue commercial corridor. Other Project implementation documents anticipated for Zone 1 in conformity with the Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes include a streetscape and open space plan, infrastructure plan, and master Owner Participation Agreement(s).

3.2 PROJECT LOCATION

3.2.1 Regional and Local Setting

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

Regional vehicular access to the Project Area is provided by U.S. Highway 101 (U.S. 101) via Bayshore Boulevard (the Bayshore Boulevard-Jamestown Avenue-3rd Street interchange). U.S. 101 extends generally in a north-south direction through the eastern part of the City, linking



SOURCE: Wagstaff and Associates

Figure 3.2

PROJECT AREA AND VICINITY



SOURCE: Wagstaff and Associates, TerraServer

Figure 3.3

AERIAL OF PROJECT AREA AND VICINITY

with the Golden Gate Bridge and Marin County to the north, San Mateo and Santa Clara Counties to the south, and Interstate Highway 80 (I-80), the San Francisco-Oakland Bay Bridge and Alameda County to the east.

Regional access to the Project Area is also provided by the Caltrain Bayshore multi-modal transit station, which has recently been relocated to its current location at the southeast corner of the Project Area (400 Tunnel Avenue).

As illustrated by Figures 3.1 through 3.3, 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 the City 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 Recreation Area via 3rd Street, Jamestown Avenue, and Gilman Avenue.

An extension of the Muni Third Street Light Rail system (Muni Metro T line) along the Bayshore Boulevard median has been recently completed and is now operational, with local stops at Arleta Avenue and Sunnydale Avenue, and terminating at the city/county line and southern boundary of the Project Area. The multi-track Caltrain/Union Pacific railroad system traverses the eastern edge of the Project Area. A railroad tunnel beneath Bayshore Boulevard exists at the north portion of the Project Area, with a southern opening at (below) Blanken Avenue. The recently relocated Caltrain Bayshore station includes a pedestrian bridge over the tracks with stair/elevator towers on either side designed to ultimately serve the Project Area.

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

3.2.2 Project Area Boundaries

Figures 3.1 through 3.3 illustrate the location and boundaries of the Project Area. The Project Area encompasses the Visitacion Valley Survey Area boundary designated by the Board of Supervisors in June 2005 (Resolution 424-05) to initiate the necessary studies and actions required under California Community Redevelopment Law to determine the appropriateness of adopting an associated Redevelopment Plan. The Project Area is comprised of approximately 46 acres extending on both sides of Bayshore Boulevard roughly between Sunnydale Avenue and Blanken Avenue.

The largest consolidated portion of the Project Area includes approximately 20 acres located east of Bayshore Boulevard, bounded on the east by Tunnel Avenue and on the south by the county line. This subarea is illustrated on Figure 3.2 and includes the vacant former Schlage Lock property and other underutilized industrial lands.

The portion of the Project Area on the west side of Bayshore Boulevard is comprised primarily of neighborhood commercial, 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.

3.3 PROJECT AREA ENVIRONMENTAL CLEAN-UP STATUS

Within the Project Area on the east side of Bayshore Boulevard, the former Schlage Lock property and adjacent former Southern Pacific property are currently undergoing an environmental clean-up (remediation) process. The process for the two properties, including remedial investigation and clean-up, has been ongoing since the mid-1990s and is continuing. The remedial investigation findings to date indicate that historic uses of the two properties have resulted in soil and groundwater contamination, primarily in the southern portion of the Project Area east of Bayshore Boulevard. The primary identified on-site soil and groundwater contaminants of concern on the two properties are volatile organic compounds (VOC) and metals. The on-going clean-up processes is not the result of the proposed Project (redevelopment program), but the implementation timing for Project-related development plans is dependent upon clean-up of these properties.

The State of California Department of Toxic Substances Control (DTSC) is the designated lead agency for determination and oversight of soil and groundwater clean-up requirements and permissible types of new development on these two Project Area properties. Because there is a commingling of groundwater between the two properties, the two current owners (Ingersoll-Rand and Universal Paragon Corporation) have been conducting required investigation and remedial actions jointly, under DTSC oversight.

The proposed clean-up remedy for the two properties involves a combination of soil and groundwater remediation. The proposed remedy for contaminated soil is excavation, with either on-site treatment or off-site disposal, depending on the measured concentrations of VOCs. It is proposed that soils with high levels of VOCs will be transported off-site for disposal, and soils with low levels of VOCs will be excavated, treated off-site by aeration, and reused on-site. The proposed remedy for contaminated groundwater is on-site treatment of VOCs by injection of a combination of oxidizing and reducing substrates. The substrates would be mixed with water and either directly injected into the groundwater, or applied through trenches constructed specifically for purposes of groundwater treatment.

It is anticipated that all remedial activities, whether for soil or groundwater, will continue to be conducted in accordance with applicable laws and regulations, and in conformance with a remedial design and associated work plans approved by the DTSC.

3.4 PROJECT OBJECTIVES

Since early 2000, the Board of Supervisors, Planning Department and Redevelopment Agency have been conducting a major community-based planning effort to re-examine land use controls and consider other means of revitalizing the City's eastern neighborhoods. The proposed Visitacion Valley redevelopment program objective is to formulate and carry out a set of long-term Project Area revitalization actions aimed at:

- reducing blight;
- facilitating increased private economic investment;
- facilitating re-use of the vacant Schlage Lock property and adjacent underutilized industrial properties;

- facilitating housing development near transit;
- providing improved neighborhood-serving commercial facilities;
- capitalizing upon recent subregional (Muni Metro T line) and regional (Caltrain Bayshore station) transit improvements; and
- generally improving physical and economic conditions that cannot reasonably be expected to be alleviated without redevelopment assistance.

3.5 PROJECT COMPONENTS

The proposed Project--the Visitacion Valley redevelopment program--is comprised of the following interrelated components (actions):

- (1) Redevelopment Agency and Board of Supervisors adoption and implementation of the proposed Redevelopment Plan which would establish the redevelopment project area and authorize the Redevelopment Agency to engage in a range of Redevelopment Plan identified redevelopment assistance activities in the redevelopment project area aimed at facilitating increased private investment and development, and identify a new set of land use, circulation, and development controls for the redevelopment project area;
- (2) Redevelopment Agency and Planning Commission adoption of the associated, community-derived, Design for Development identifying more detailed development controls and design guidelines for the Project Area;
- (3) Planning Commission and Board of Supervisors adoption of amendments to certain *San Francisco General Plan* maps to reflect the Redevelopment Plan and Design for Development proposed land use and development control changes in the Project Area, and a Planning Commission finding that the Redevelopment Plan is in conformity with the General Plan, as revised; and
- (4) Planning Commission and Board of Supervisors adoption of related changes to the *San Francisco Planning Code* necessary to facilitate the planned revitalization activity in the Project Area, including changes to permitted land use and building height for parts of the Project Area as identified in the Redevelopment Plan and Design for Development.

These four project components are described in more detail in section 3.6 (Proposed Redevelopment Plan), 3.7 (Proposed Design for Development), 3.8 (Proposed General Plan Amendments), and 3.9 (Proposed Planning Code Changes) which follow. The actual sequence of specific Planning Commission, Redevelopment Agency and Board of Supervisors approval requirements, actions and documents necessary to implement these four Project components is described in section 3.12 (Project Approval Requirements) herein.

3.6 PROPOSED REDEVELOPMENT PLAN

3.6.1 Redevelopment Plan Authorization and Limitations

The proposed Redevelopment Plan would designate the current Survey Area as a redevelopment project area and establish a policy framework and associated financial mechanism to implement blight elimination and economic revitalization activities within the proposed redevelopment project area through use of authority granted by California Community Redevelopment Law (Part 1 of Division 24 of the State Health and Safety Code).

California Community Redevelopment Law powers may be used only in generally urbanized areas where blighted conditions exist which "cannot reasonably be expected to be reversed or alleviated by private enterprise or governmental action, or both, without redevelopment."

California Community Redevelopment Law authorizes the use of tax increment financing as a primary funding mechanism for redevelopment. Tax increment financing allows a redevelopment agency to designate redevelopment project areas which meet specific "blight" and other economic and physical criteria, and to then receive a portion of future property tax revenue growth (or "tax increment") that arises from future development and associated increases in property value within the designated redevelopment project area boundaries.¹ A portion of the property tax revenue growth is also forwarded in the form of state-mandated "pass-throughs" to various other taxing entities, such as local school and community college districts, which continue to accrue property taxes within the redevelopment project area.

After the pass-through revenues are forwarded to these other taxing entities, the remainder of the property tax revenue increment may be allocated to the redevelopment agency to support the costs of implementing the redevelopment program. The redevelopment agency may use these remaining future tax increments to pay costs directly, or it may borrow funds or issue bonds that are supported by these future tax increment revenues.

3.6.2 Redevelopment Plan Goals and Objectives for the Project Area

The proposed Redevelopment Plan component of the Project is designed to achieve the following more specific goals and objectives for the Project Area formulated in conjunction with the Visitacion Valley Citizen's Advisory Committee ("CAC") and members of the community at large in the Spring of 2007²:

- Goal 1: Create a livable, mixed urban community that serves the diverse needs of the community and includes access to public resources and amenities.

¹ Adoption of a redevelopment plan or plan amendment, and establishment of the tax increment funding mechanism, do not change the property tax rate payable by project area property owners, but instead reallocate to the agency a portion of the property taxes arising from future growth in project area property values.

² *Redevelopment Plan for the Visitacion Valley Redevelopment Project*, Draft for Public Review, ("Draft Redevelopment Plan") prepared by the San Francisco Redevelopment Agency, May 12, 2008; pages 9 through 12; and *Visitacion Valley Redevelopment Plan Adoption Preliminary Report* ("Preliminary Report"), prepared by Seifel Consulting, Inc., for the San Francisco Redevelopment Agency; January 9, 2008; pages VI-1 through VI-4.

Objectives:

- Attract a grocery store and provide a variety of retail options to serve a multi-cultural, multi-generational community at a range of incomes.
 - Provide for the expansion of local public services such as a new library, police sub-station, and fire department facilities.
 - Provide high quality public infrastructure that serves as a model of sustainable design.
 - Create opportunities for the old Schlage Office Building to serve in the Project Area as a landmark that can be used for a variety of civic purposes.
 - Attract educational facilities including job training, English as a Second Language classes, City College extension, arts programs, and multi-cultural resources.
 - Promote neighborhood-serving retail to provide residents and workers with immediate walking access to daily shopping needs.
- Goal 2: Encourage, enhance, preserve, and promote the community and City's long term environmental sustainability.

Objectives:

- Facilitate the clean-up, redesign, and development of vacant and underutilized properties in the Project Area.
 - Protect human health by ensuring that toxics clean up be the primary consideration in the planning and phasing of new development.
 - Promote environmentally sustainable building practices in the Project Area so that the people, the community and ecosystems can thrive and prosper.
 - Promote, encourage, and adopt design and construction practices to ensure durable, healthier, energy and resource efficient, and/or higher performance buildings and infrastructure that help to regenerate the degraded urban environment.
 - Design Green streets and sidewalks to contribute to the sustainability of the Project Area.
 - Ensure that development balances economics, equity, and environmental impacts and has a synergistic relationship with the natural and built environments.
- Goal 3: Create [a] pedestrian-oriented environment that encourages walking as the primary transportation mode within the Project Area.

Objectives:

- Connect the neighborhood through the creation of new streets and multi-use paths throughout the Schlage site linking Visitacion Valley to Little Hollywood.
- Access into the Schlage site shall be fully public accessible and designed as an extension of the block pattern of the surrounding community.
- Construct pedestrian-friendly streets throughout the Project Area to promote and facilitate easy pedestrian travel.

- Ensure [that] new buildings have multiple residential entrances and/or retail at the street level to contribute to sidewalk activity.
- Improve pedestrian safety along Bayshore Boulevard with intersection improvements and traffic calming.
- Goal 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.

Objectives:

- Encourage development that promotes the use of public transit, car pooling, shuttles, bikes, walking, and other alternatives to the privately-owned automobile.
- Contribute to regional connectivity of the greater Visitacion Valley area, particularly with the Baylands of Brisbane.
- 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.
- Encourage new buildings on adjacent parcels to include safe pedestrian connections to the Caltrain facility.
- Minimize the number of curb cuts in new developments, and encourage common parking access where feasible.
- Goal 5: Create well-designed open spaces that enhance the existing community and new development.

Objectives:

- Create new parks, greenways, boulevards, and plazas which contribute to the existing open space network and serve the diverse needs of a mixed-use community.
- Publicly accessible open spaces should incorporate design elements of the Visitacion Valley Greenway in order to express a cohesive, creative and unique neighborhood character.
- Design new open spaces and streets to contribute to the sustainability of the infrastructure serving the Project Area, including treatment of stormwater, and the creation and maintenance of urban habitat.
- Provide opportunities for ongoing community involvement in the parks through environmental education, interpretation and other active programming.
- Include pedestrian walkways and destination points such as small plazas that create a sense of place.
- Incorporate local art by local artists in the design of public places.
- Create [a] financing mechanism to ensure the long-term maintenance of parks and streetscapes.

- Goal 6: Develop new housing to help address the City's and the region's housing shortfall, and to support regional transit use.

Objectives:

- Avoid the 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.
 - Increase the local supply of well-designed affordable housing for low-income and moderate-income working individuals, families, and seniors.
 - Develop housing to capitalize on transit-oriented opportunities within the Project Area.
- Goal 7: Establish the Project Area and surrounding neighborhoods as a gateway to the City of San Francisco.

Objectives:

- Use thoughtful design that complements and integrates the existing architectural character and natural context of Visitacion Valley.
 - Ensure that buildings reflect high-quality architectural, environmentally sustainable building and urban design standards.
 - Incorporate local historical, ecological, cultural and artistic elements in the designs of buildings, streetscapes, and parks.
 - Improve the district's identity and appearance through streetscape design.
 - Increase the economic viability of small businesses in the Project Area by providing an attractive, pedestrian-friendly street environment.
 - Design housing and public spaces to be family- and multi-generational oriented.
 - Facilitate the preservation, rehabilitation, and seismic retrofitting of historic buildings and landmarks.
 - Design streets, parks, and building facades to provide adequate lighting and visual connectivity to promote public safety.
- Goal 8: Encourage private investment by eliminating blighting influences and correcting environmental deficiencies.

Objectives:

- Assemble and re-subdivide vacant industrial parcels in order to create buildable parcels and provide block patterns that integrate with the architectural character of the existing community.
- Incorporate a mix of uses into the new development within the Project Area, particularly the Schlage site, including different types of housing, retail and community services.

- New development should take advantage of the transit proximity and be designed as a compact, walkable, mixed use community.
- Provide economic opportunities for current Visitacion Valley residents and businesses to take part in the rebuilding and revitalization of the community.
- Provide opportunities for participation of property owners in the redevelopment of their own properties.
- Strengthen the economic base of the community through commercial functions in the Project Area, and attract citywide attention to the district through events, media campaigns, and district-wide advertising.
- New development should relate to Leland Avenue and help revitalize the neighborhood's traditional main street with local business development.
- New retail is a critical component of the Project on the Schlage site, and should also support and contribute to the existing retail corridors on Leland Avenue and Bayshore Boulevard.

3.6.3 Redevelopment Plan Parameters

Adoption of the proposed Redevelopment Plan would authorize the Redevelopment Agency to: (1) establish the approximately 46-acre Project Area as a redevelopment project area; (2) incur debt for purposes of financing its activities in the Project Area for a period of 20 years from Redevelopment Plan adoption; (3) apply eminent domain in the Project Area (for non-residential property only) for a period of 12 years from Plan adoption; (4) implement redevelopment actions in the Project Area for a period of 30 years from Plan adoption; and (5) receive a portion of future property tax revenue growth ("tax increment") from the Project Area for a period of 45 years. The proposed Redevelopment Plan time and financial limits are listed below, assuming Redevelopment Plan adoption in 2008:

Anticipated Redevelopment Project Area: 46 acres (approximately)

Anticipated Redevelopment Plan Adoption Date: 2008

Anticipated Time Limits:

| | |
|----------------------------------------------------------------------------------|------|
| Incurring Debt | 2028 |
| Eminent Domain authority (for non-residential property only) in the Project Area | 2020 |
| Project Activities (redevelopment actions) | 2038 |
| Tax Increment Receipt | 2053 |

3.6.4 Redevelopment Plan Proposed Actions

Adoption of the proposed Redevelopment Plan would authorize the Agency to use powers available under Community Redevelopment Law and other law to implement actions such as, but not limited to, the following:¹

- Providing very low-, low- and moderate-income housing, including supportive housing for the homeless;
- Preserving the availability of affordable housing units assisted or subsidized by public entities, which are threatened with conversion to market rates;
- Requiring the integration of affordable housing sites with sites developed for market rate housing;
- Assisting the development of affordable and supportive housing by developers;
- Promoting the retention, improvement, and expansion of existing businesses and attraction of new businesses and the provision of assistance to the private sector, if necessary;
- Providing relocation assistance to residents and/or eligible business occupants displaced from property in the Project Area by Agency actions;
- Providing for participation in redevelopment by owners presently located in the Project Area and extending preferences to business occupants and other tenants within the Project Area;
- Acquiring land or building sites;
- Demolishing or removing certain dilapidated or otherwise blighted buildings and improvements;
- Constructing buildings or structures;
- Improving land or building sites with on-site or off-site improvements;
- Encouraging the rehabilitation of structures and improvements by present owners or their successors;
- Disposing of property by sale, lease, donation or other means to public entities or private developers for uses in accordance with this Redevelopment Plan;
- Financing insurance premiums pursuant to CRL Section 33136;
- Developing plans, paying principal and interest on bonds, loans, advances or other indebtedness or paying financing or carrying charges; and
- Remedying or removing a release of hazardous substances on, under, or from property within the Project Area.

¹ Preliminary Report, pages VI-8, VI-10 and VI-14.

3.6.5 Redevelopment Plan Proposed Land Use and Development Controls

The adopted Redevelopment Plan would be the primary controlling document with regard to future land use and development in the Project Area. Draft Redevelopment Plan section 5, Land Use and Development Controls, stipulates that all real property in the Project Area would be subject to the requirements of the proposed Redevelopment Plan and the proposed Design for Development (as adopted pursuant to the Redevelopment Plan).

For land use and development control purposes, the Redevelopment Plan divides the Project Area into two redevelopment districts: "Redevelopment Zone 1" or "Zone 1" located east of Bayshore Boulevard, and "Redevelopment Zone 2" or "Zone 2" located primarily west of Bayshore Boulevard. The two zones are illustrated on Figure 3.4.

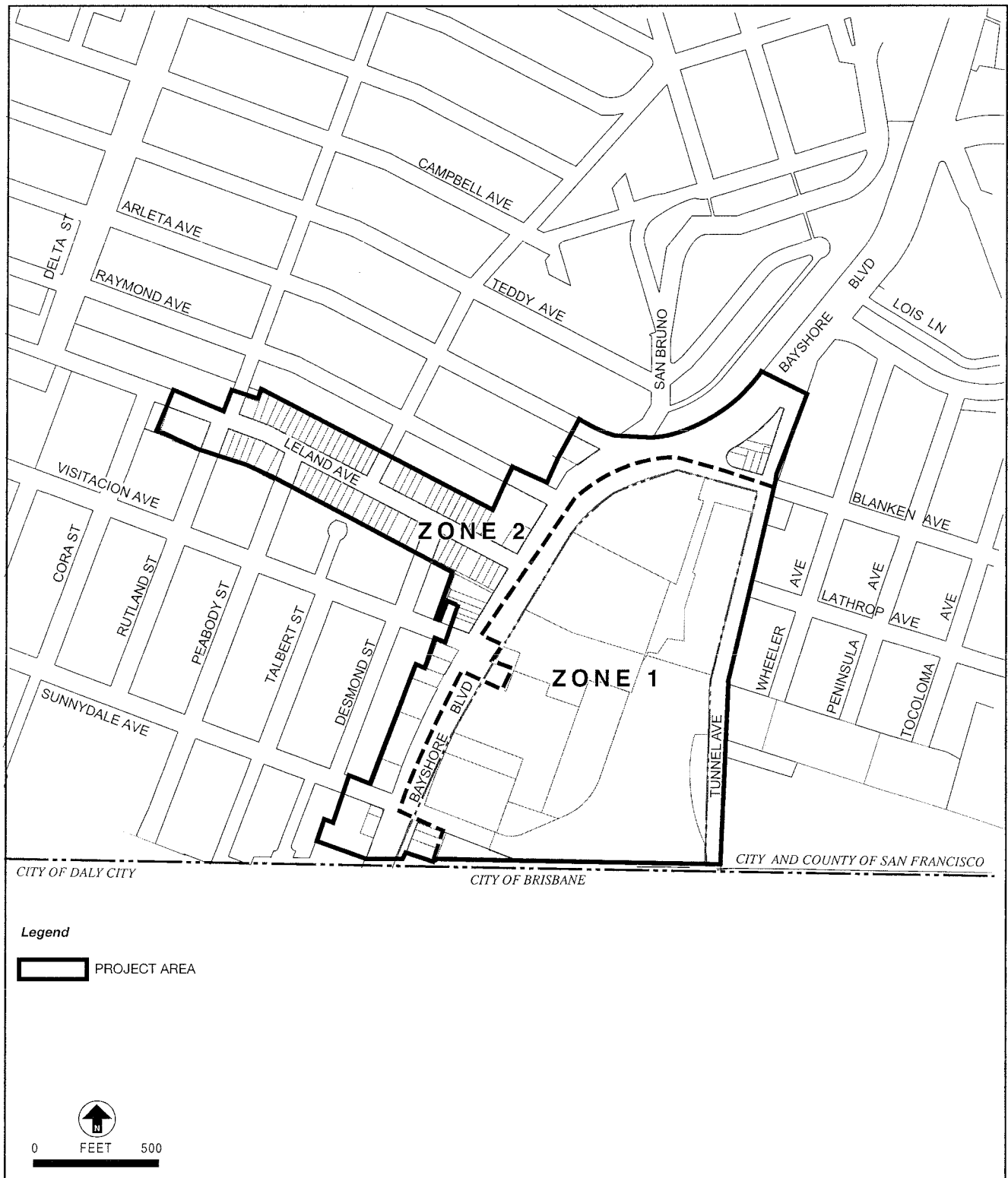
Zone 1 represents the portion of the Project Area considered for significant reuse. Zone 1 also corresponds to the primary planning area of the 2002 Concept Plan and is referred to as the "Concept Plan subarea" in the 2007 NOP and 2008 Preliminary Report. The approximately 20-acre Zone 1 area includes the vacant Schlage Lock property and the adjacent former Southern Pacific Railroad property, lands now owned by the Ingersoll Rand Company, Universal Paragon Company and Union Pacific Railroad.

Zone 2, totaling approximately 26 acres includes existing commercial, light industrial, residential and mixed use (commercial-residential) properties fronting on Bayshore Boulevard opposite the former Schlage Lock property, and the Leland Avenue commercial corridor, comprised of neighborhood commercial, residential and mixed use (commercial-residential) properties fronting on both sides of Leland Avenue extending to and partially beyond Rutland Street.

The Redevelopment Plan includes a detailed set of new land use and development controls for Zone 1, to be clarified under the City's Planning Code, and delegates entitlement authority for Zone 2 to the Planning Department, deferring to existing Planning Code land use controls.

Redevelopment Plan section 5 describes the following:

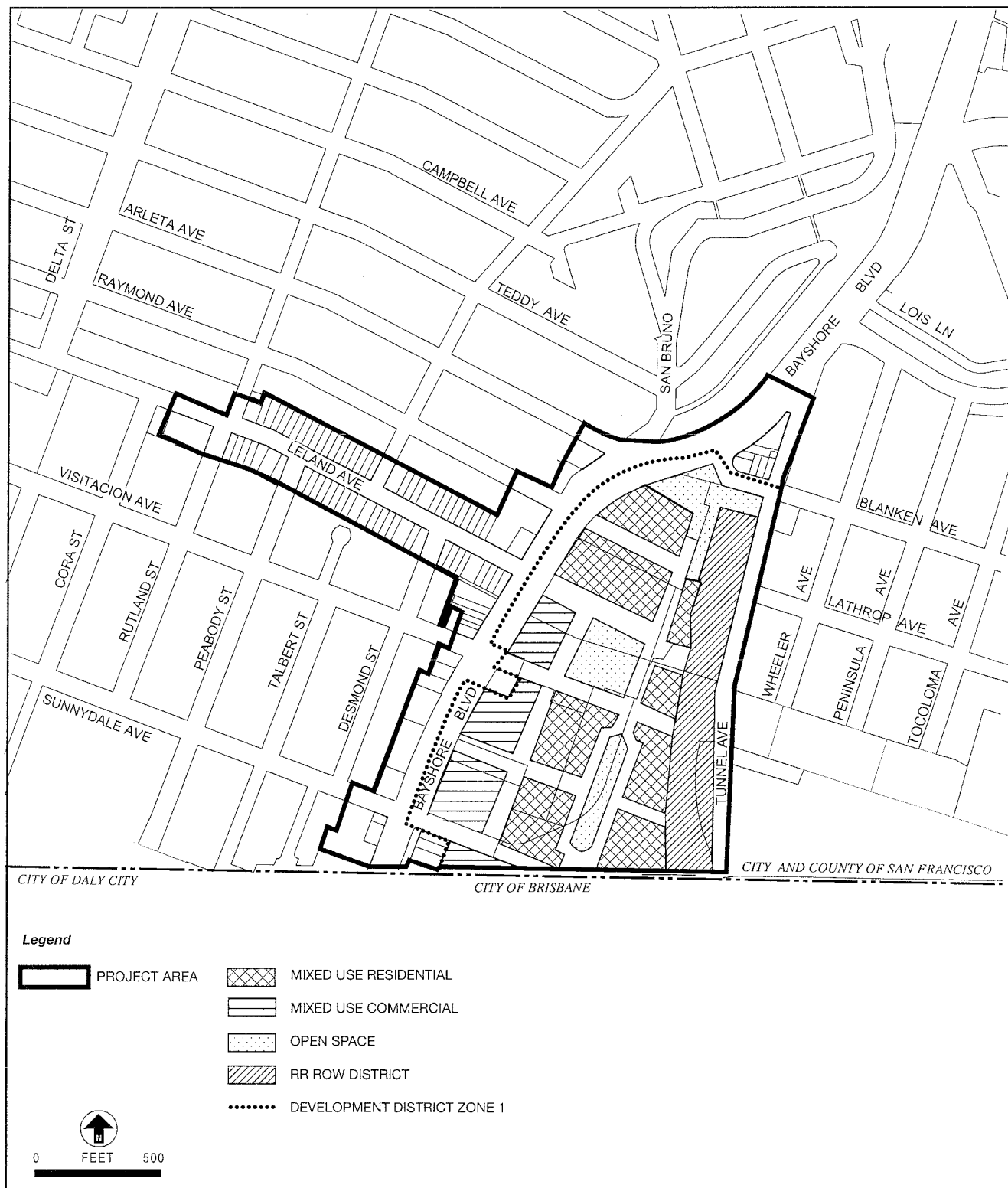
- **permitted land uses for Zone 1**, which are illustrated on Figure 3.5 (Proposed Redevelopment Plan Land Use Districts), and include Mixed Use Residential, Mixed Use Commercial, Open Space and Railroad Right-of-Way districts);
- **permitted land uses for Zone 2**, which are as permitted by the General Plan and Planning Code as they now exist or as they "may be amended from time to time in the future";
- **public facilities improvements** in the Project Area, referring to the Design for Development provisions for open space and public and semi-public uses, street layout, and other common improvement requirements to be imposed on future development;
- **standards and procedures for development in the Project Area**, again referring to the Design for Development, including the Design for Development controls on the type, height, size and use of buildings in Zone 1 and Zone 2, maximum number of buildings in the Project Area (approximately 500), maximum number of dwelling units in the Project Area (approximately 1,800), parking requirements, land coverage, and signage; and



SOURCE: Redevelopment Agency

Figure 3.4

PROPOSED "REDEVELOPMENT ZONES"



SOURCE: Redevelopment Agency

Figure 3.5

PROPOSED REDEVELOPMENT PLAN LAND USE DISTRICTS

- **environmental sustainability** requirements, referring to the Design for Development specific standards for sustainable building design and construction.

3.6.6 Proposed Redevelopment Strategy

The draft Redevelopment Plan also describes an overall "redevelopment strategy" to be authorized with Plan adoption in order to eliminate blight, facilitate and construct affordable housing, provide community enhancements, and support local economic development in the Project Area.¹ The proposed redevelopment strategy includes the following categories of economic development projects and activities:

- **affordable housing production**, which is a fundamental purpose of redevelopment under California Community Redevelopment Law (CRL), through dedication of redevelopment funds for the production (facilitation and construction) of affordable housing within and outside the Project Area "consistent with the City's Consolidated Housing Plan and General Plan," to meet specific CRL-specified housing affordability goals, housing affordability levels, affordable housing participation policies, inclusionary housing policies, tax increment commitment requirements, and replacement housing requirements, as well as the Agency's own occupancy preference criteria (affordable housing availability order of priority);
- **economic development and community enhancement programs** (non-housing) to promote business and job growth within the Project Area, to be carried out by the Agency in conjunction with other community-based organizations and City agencies; and
- **community enhancement programs** (non-housing) to promote revitalization of the Project Area, to be carried out by the Agency and, as appropriate, other City, regional and state agencies.

The types of specific redevelopment activities anticipated by the Agency to carry out each of these three programs are described in sections 3.6.7 (Anticipated Affordable Housing Production Activities), 3.6.8 (Anticipated Non-Housing Economic Development Program Activities) and 3.6.8 (Anticipated Community Enhancement Program Activities) of this EIR, which follow.

3.6.7 Anticipated Affordable Housing Production Activities

The January 2008 Preliminary Report describes the following types of specific **affordable housing production** activities anticipated by the Agency with adoption of the Redevelopment Plan to carry out the affordable housing goals and objectives of the plan²:

General:

- Ensure that affordable housing production in the Project Area exceed Community Redevelopment Law mandates by requiring that 25% of all units produced within the Project Area be affordable to, and occupied by, persons or families of extremely low-, very low-,

¹Draft Redevelopment Plan; May 12, 2008; page 27.

²Preliminary Report, pages VI-8, VI-10, and VI-14.

low-, or moderate-income, utilizing the San Francisco Median Income as the point of reference.

- Encourage mixed-use development that incorporates mixed-income residential development in the Project Area, including the production of approximately 400 affordable housing units.
- Promote the improvement, increase, and preservation of affordable housing, both rental and ownership, in the Project Area and surrounding community.
- Require the construction of inclusionary housing units on-site, at affordability levels below the City maximums set by Planning Code section 315.
- Commit at least 50% of tax increment revenue to affordable housing programs over the life of the Redevelopment Plan.
- Encourage energy conservation measures in the development of new housing units.
- Conduct local marketing and outreach for affordable rental and home ownership opportunities within the Project Area.

Rental/Multi-Family Housing:

- Require that the maximum income eligibility for rental housing to 50% of AMI¹ in order to make these units available to extremely low- through low-income households.
- Provide financial assistance to private developers constructing affordable housing in the Project Area. Facilitate the construction of affordable housing projects through land acquisition and disposal to developers.
- Focus new development efforts on transit-oriented mixed-income projects.
- Provide planning and financial assistance for a range of supportive housing options for the community's low-income aging population.
- Establish occupancy preference prioritizing persons and households of high need for Agency assisted housing opportunities.
- Provide assistance for supportive housing programs for lower and moderate income special needs populations in the community.
- Provide planning and financial assistance for the development of lower income family housing with affordable large multi-bedroom units.

Homeownership Programs:

- Require that the maximum income eligibility for ownership housing units to 100% of AMI in order to make these units available to low- and moderate-income households, with a goal of achieving an average affordability level of 85% of AMI for owner occupied units.

¹AMI = San Francisco Area median income, based on a HUD formula--see section 6.2.1, Regional Housing Needs Determination) in chapter 6 (Population and Housing) of this EIR.

- Provide technical assistance to low- and moderate-income homeowner households purchasing new ownership units within Project Area.
- Facilitate the provision of homeownership opportunities to moderate-income residents with an emphasis on first time homeowners.

3.6.8 Anticipated Economic Development Program Activities

The January 2008 Preliminary Report also describes the following types of ***economic development program*** implementation activities anticipated by the Agency with adoption of the Redevelopment Plan to carry out the associated goals and objectives of the plan:

Planning and Development:

- Develop design guidelines to promote improved retail spaces and provide positive contributions to the Project Area. Facilitate design guideline implementation by the San Francisco Planning Department.

Site Preparation and Development:

- Provide assistance to land owners in assessing potential hazardous materials on brownfield sites, particularly the Concept Plan Sub-area site [Zone 1]. Assist in mapping and subdivision as well as planning and/or remediation of hazardous materials and contaminants.
- Provide assistance in the removal of unsafe, hazardous buildings or other unsafe, hazardous structures, such as those at the Schlage Lock facility.

Economic Revitalization:

- Encourage revitalization of existing businesses and vacant commercial space by providing technical assistance in collaboration with other City agencies and community-based organizations.
- Develop a program to link business tenants with available space and facilitate the flow of information on leasable space to merchants, property owners and residents in order to encourage business attraction and expansion.
- Develop a façade design and tenant improvement program for existing businesses along Leland Avenue and Bayshore Boulevard.
- Support the efforts of organizations such as the Visitacion Valley Business Outreach & Opportunity Merchants (VVBOOM) to revitalize the village center (Leland Ave and Bayshore Blvd) through street festivals, community marketing campaigns, and neighborhood safety initiatives.
- Develop local hiring and equal opportunity programs, particularly focusing on new construction, professional services and retail jobs.

- Facilitate community efforts to increase the availability of neighborhood serving retail, particularly the attraction of a full-service grocery store.
- Provide assistance for preservation of historic structures and lead abatement.
- Ensure a relationship between new stores in the Concept Plan Sub-area [Zone 1] and the existing retail corridor on Leland Avenue in order to revitalize the central shopping area.
- Investigate options for funding merchant efforts and physical improvements, such as stronger merchants associations and the creation of a Community Benefits District and/or an assessment district. Provide assistance with implementation of the selected option(s).

3.6.9 Anticipated Community Enhancement Program Activities

The January 2008 Preliminary Report also describes the following types of **community enhancement program** implementation activities with adoption of the Redevelopment Plan to carry out the associated goals and objectives of the plan:

Public Infrastructure and Facilities:

- Carry out streetscape improvements for Leland Avenue, Bayshore Boulevard, and Tunnel Avenue including enhanced landscaping, lighting signage and traffic calming where needed.
- Facilitate the development of cultural, educational, and/or community facilities such as classroom space, library, daycare, job training centers, and community meeting rooms, particularly taking advantage of the old Schlage Office Building.
- Provide assistance to community and public art programs.
- Initiate a graffiti abatement, trash removal, and street and sidewalk cleaning program in the Program Area.
- Create space for street amenities such as pedestrian-scale lighting and trees by undergrounding power and telephone lines along Leland Avenue.
- Provide assistance for preservation of historic buildings and structures, including their rehabilitation and seismic strengthening.
- Assist community efforts to remove unsightly billboards in the Project Area.
- Assist in constructing new infrastructure in the Concept Plan Sub-area, emphasizing sustainable design.

Circulation:

- Provide new streets and pedestrian pathways to serve new development parcels in the Project Area.
- Develop pedestrian-oriented Streetscape Plans for new roadways on the Concept Plan Sub-area site [Zone 1] and facilitate improvements to existing streets.

- Assist City departments in implementing pedestrian and bicycle safety programs including street and sidewalk improvements, traffic calming projects and expansion or improvement of the local bicycle network.
- Identify the level of need, appropriate locations and key opportunities for innovative parking strategies.
- Improve the safety, pedestrian-orientation and look of Bayshore Boulevard through traffic calming and enhanced sidewalks.
- Develop and install signs and public art displays at the Leland/Bayshore intersection in order to establish it as a "gateway" to the neighborhood.
- Install "bulb-outs" at certain street corners to improve pedestrian safety and create space for sidewalk amenities such as plants, bicycle racks, and public art.

Public Open Space:

- Assist with the construction of three new public parks on the Schlage Lock site.
- Provide assistance to the Department of Public Works in the construction of improved, landscaped street corridors.
- Develop family-oriented, pedestrian-friendly destinations for leisure and shopping, such as small plazas.
- Facilitate community efforts to extend the Leland Avenue-McLaren Park greenway through the Concept Plan Sub-area [Zone 1] to the Caltrain Station.

3.7 PROPOSED DESIGN FOR DEVELOPMENT

In January of 2008, following a series of community workshops conducted between August 2006 and August 2007, the Redevelopment Agency and Planning Department released a comprehensive draft set of proposed development controls and design guidelines for the Project Area, entitled *Visitacion Valley/Schlage Lock Design for Development*¹ ("Design for Development"). The Design for Development is intended to be a companion document to the proposed Redevelopment Plan. The Design for Development contains specific development controls and design guidelines which incorporate, expand upon and refine the land use circulation and urban design concepts identified in the draft Redevelopment Plan, 2002 Concept Plan and 2006 *Leland Avenue Street Design Project*. The development controls and design concepts described in the Design for Development, in combination with the proposed underlying General Plan amendments and Planning Code changes, are intended to regulate future land use and development within the Project Area.

¹San Francisco Planning Department and San Francisco Redevelopment Agency, *Visitacion Valley/Schlage Lock Design for Development, Draft for Public Review*, January 2008 ("Design for Development").

3.7.1 Design for Development "Urban Design Framework"

The Design for Development first describes an urban design framework for Redevelopment Zones 1 and 2, upon which the Plan's more detailed development controls and design guidelines are based. The overall vision for redevelopment of the two Redevelopment Zones calls for creation of a "vibrant, mixed use community including new retail, residential uses and open space areas integrated with the existing community, and designed to the highest levels of design and environmental quality."¹ The Design for Development states that "new mixed use development will continue Leland Avenue's retail energy into the Schlage site, and a range of housing opportunities will bring new residents to the neighborhood, increasing safety and activity."² Similar to the 2002 Concept 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."³

The Design for Development "Urban Design Concept Plan," incorporating these themes, is illustrated on Figure 3.6. Similar to the 2002 Concept Plan, development within the Zone 1 (the Schlage Lock site and adjacent properties) would contain a mid-sized grocery store, ground floor retail at specific locations, and housing of various sizes and affordability levels throughout the zone, as well as new parks and preservation and conversion of the "Old Schlage Lock Administration Building" on Blanken Avenue as a new community center.

Land uses along Bayshore Boulevard and Leland Avenue in Zone 2 would generally be ground floor commercial with residential uses above the first story consistent with the current development pattern.

The Design for Development also describes a proposed "ideal building form that ranges in height from three to eight stories throughout the site,"⁴ with "frequent breaks in [building] facades to reduce apparent building mass and bulk."⁵ Three residential building types are envisioned:

- mid-rise podium buildings providing higher density multi-family units at limited locations;
- courtyard podium buildings where housing units encircle a common open space; and
- attached row house units.

The existing building height limitations for the Project Area under current zoning (San Francisco Planning Code, Zoning Map of the City and County of San Francisco, Sheet HT10, Height and Bulk Restrictions) are illustrated on Figure 3.7. The building height limitations ("height zones") proposed for the Project Area in the draft Design for Development are illustrated on Figure 3.8

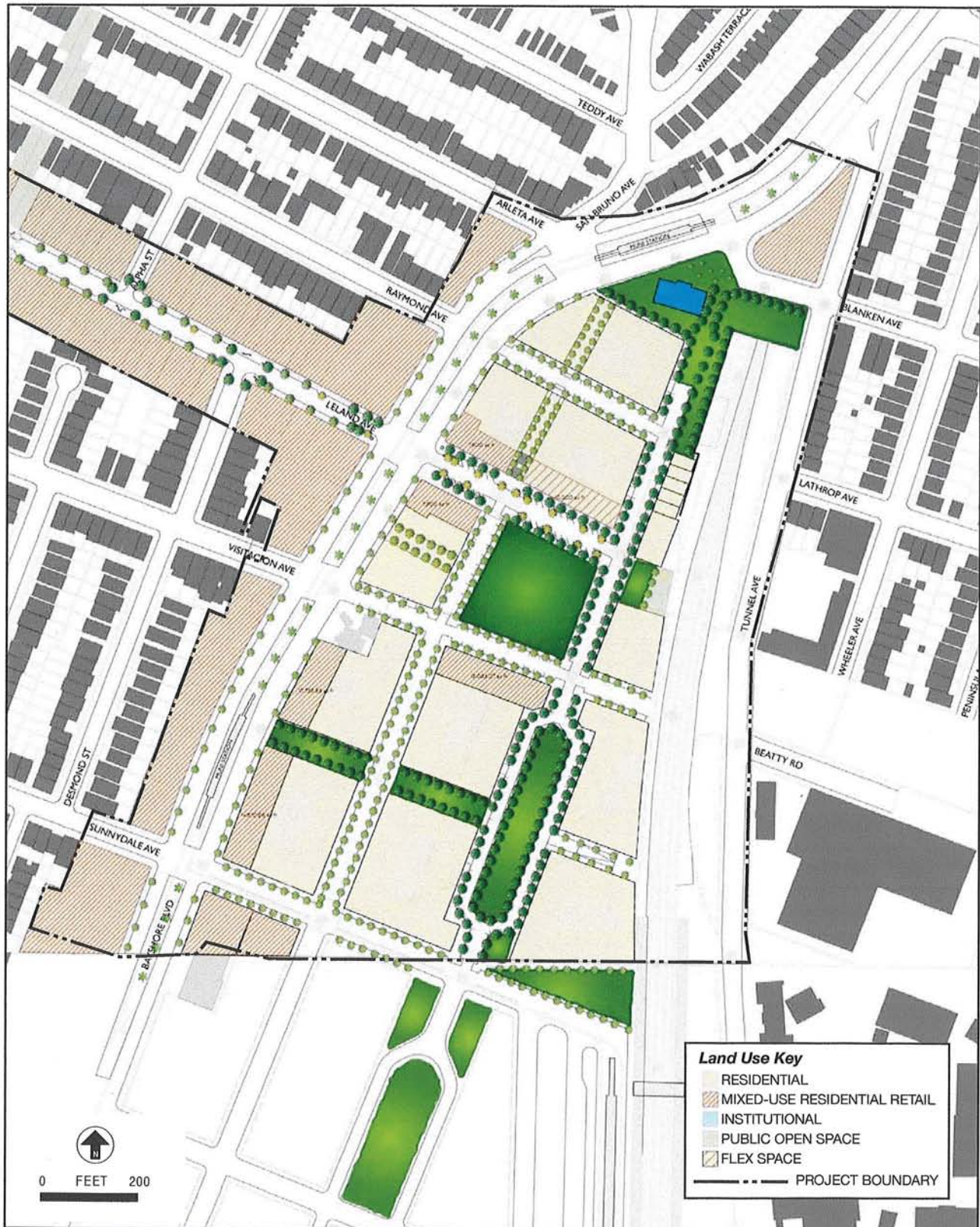
¹Draft Design for Development, page 16.

²Design for Development, page 16.

³Design for Development, page 16.

⁴Design for Development, page 20.

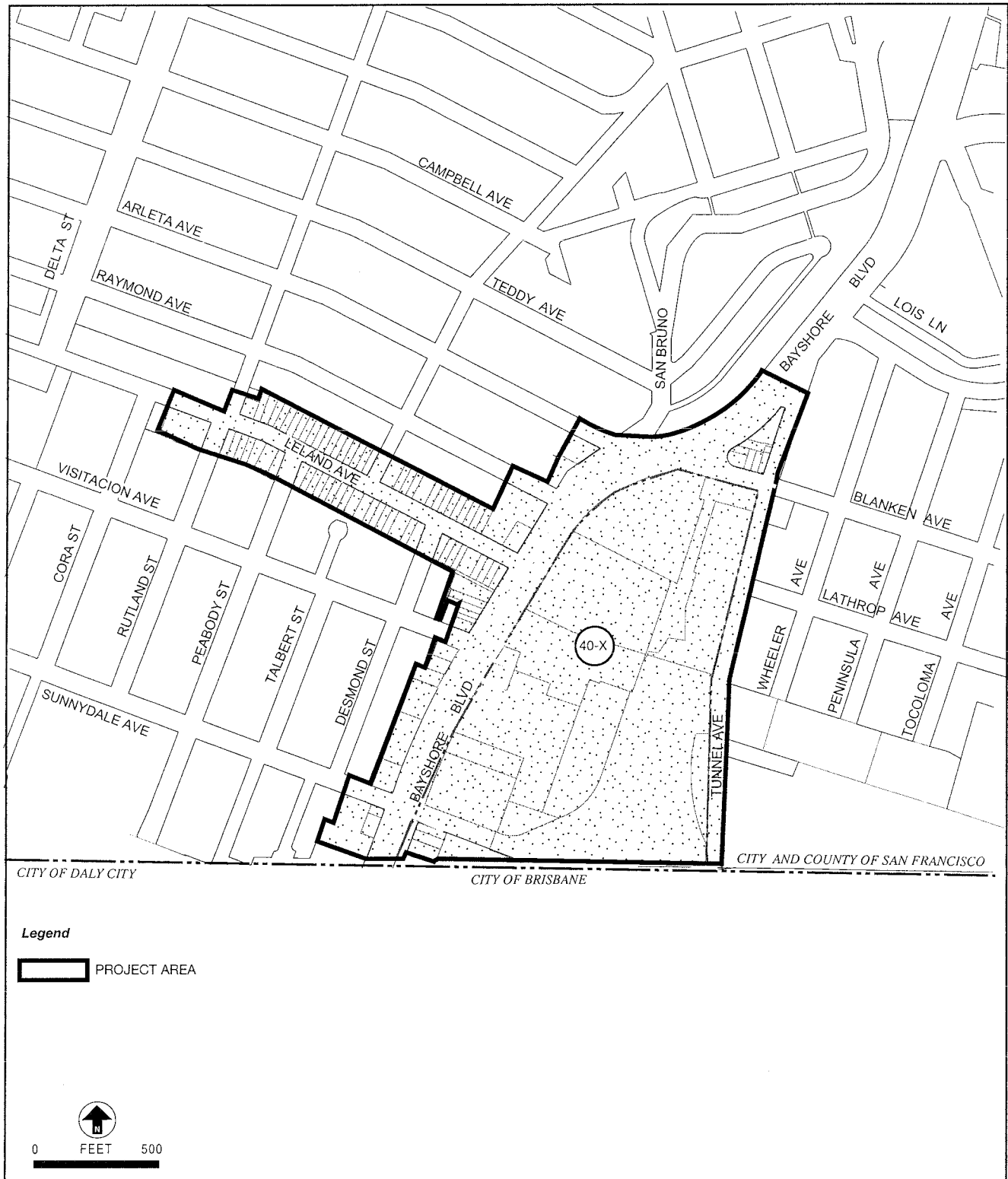
⁵Design for Development, page 20.



SOURCE: Van Meter Williams Pollack

Figure 3.6

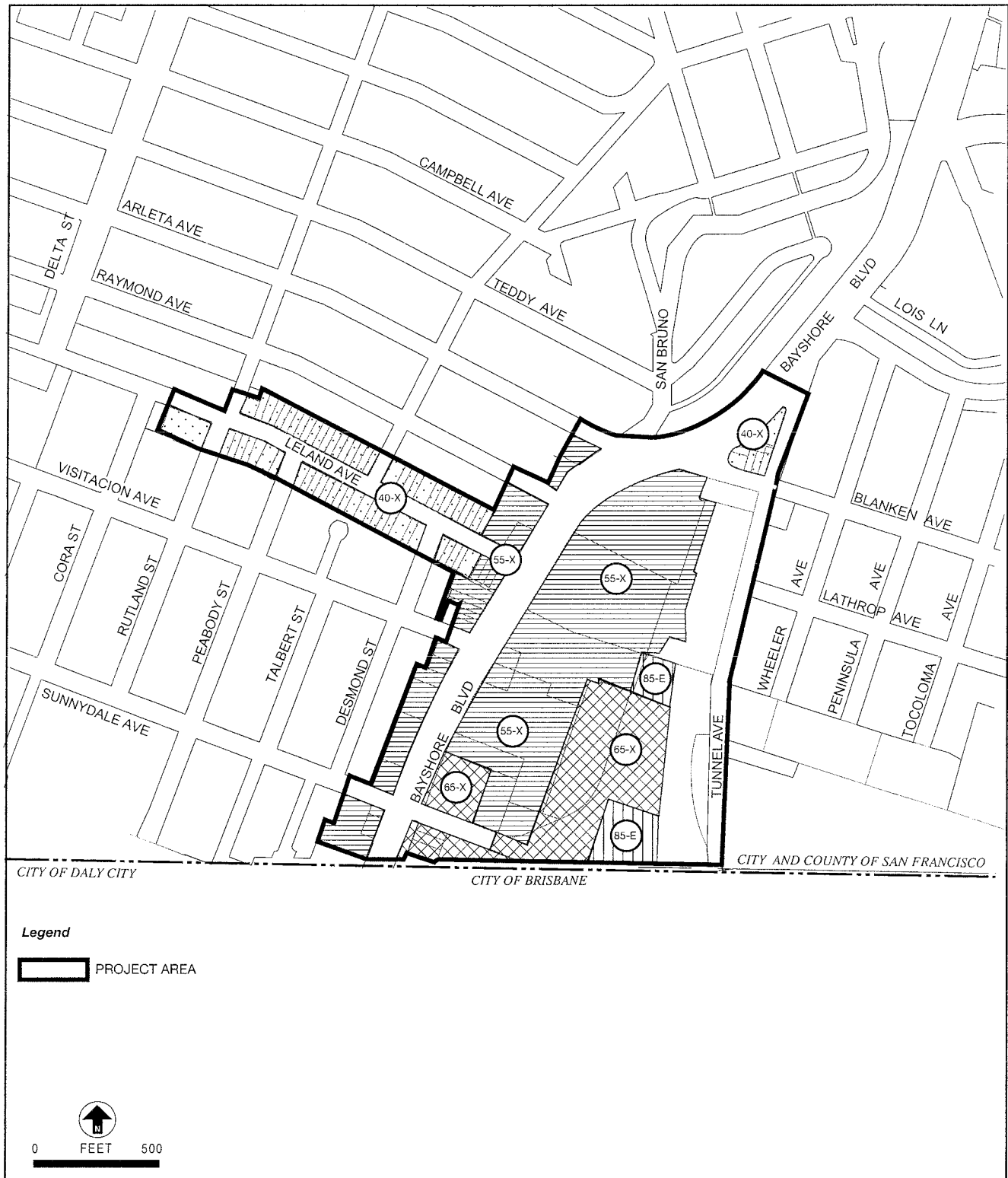
PROPOSED DESIGN FOR DEVELOPMENT "URBAN CONCEPT PLAN"



SOURCE: Redevelopment Agency

Figure 3.7

EXISTING BUILDING HEIGHT LIMITATIONS



SOURCE: Redevelopment Agency

Figure 3.8

PROPOSED BUILDING HEIGHT LIMITATIONS

(Proposed Design for Development Building Height Limitations). The Design for Development states that the proposed building height control revisions would permit:¹

- 3-4 story buildings in Zone 1 north of Visitacion Avenue and in Zone 2 along Leland Avenue and within the Blanken Triangle;
- 3-5 story commercial (mixed use) buildings along both sides of Bayshore Boulevard in Zones 1 and 2, and in the southwest corner of Zone 1, with residential above ground-floor retail;
- 5-6 story podium buildings in the southeast residential portion of Zone 1; and
- 8-story mid-rise building locations at two sites in Zone 1 along the adjacent railroad tracks, one fronting on a proposed new "Leland Park" immediately west of the tracks on the north side of the Visitacion Avenue extension, and a second immediately west of the tracks on the north side of the Sunnydale Avenue extension.

3.7.2 Design for Development "Development Controls and Design Guidelines"

The Design for Development contains a comprehensive set of proposed specific Development Controls and Design Guidelines (DCDG's) for Zones 1 and 2 which, in combination with underlying General Plan policies and Planning Code requirements as revised, are intended to regulate future development within the Project Area. The DCDG's have been formulated to implement the "urban design framework" and "building form" concepts described above.

The proposed "Development Controls" are intended to be mandatory building requirements that are measurable and quantifiable. The proposed "Design Guidelines" are intended to be qualitative regulations requiring more subjective review of individual project designs. The DCDG's are intended to direct building and site design to be of the character and quality specified by the community through the workshop process.

The Design for Development includes particularly detailed DCDG's for Zone 1 which build upon the Redevelopment Plan controls to specifically address permitted land use, building height, building massing, building setbacks, retail entrance characteristics, residential entrance characteristics, façade design, roof design, private open space, construction period site remediation, green building design (LEED²) standards, green neighborhood design (LEED-ND³) standards, street grid and block layout characteristics, street design, public open space, public pathways, parking, loading and access, and signage.

The Design for Development DCDG's for Zone 2 are limited to a few additional development controls and additional design guidelines to complement well-established existing General Plan and Planning Code provisions for Bayshore Boulevard and Leland Avenue.

¹Design for Development, pages 20 and 21.

²LEED: Leadership in Energy and Environment Design green buildings standards established by the United State Green Building Council (USGBC).

³LEED-ND: Leadership in Energy and Environmental Design for Neighborhood Development established by the USGBC.

3.7.3 Design for Development "Green" Strategies

LEED ("Leadership in Energy and Environmental Design") is a certification program established by the United States Green Building Council (USGBC) that has become the nationally accepted measuring system for the design, construction, and operation of "green" buildings. LEED promotes a whole-systems approach to building sustainability by recognizing performance in five key areas: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality. The LEED certification scoring targets for buildings range from 40 points ("Certified") to 106 points ("Platinum").

The USGBC has also established a LEED-Neighborhood Development (LEED-ND) Pilot Program for neighborhoods. Similar to the LEED building certification program, the goal of the LEED-ND Pilot Program is to establish a rating system that can be used to determine whether a neighborhood development (rather than an individual building), is sustainable. Once established, the LEED-ND Pilot Program will provide a LEED-ND rating system as a practical application and effective tool for introducing smart growth, new urbanist, and green building practices to local planners and developers.¹

The proposed 2002 Schlage Lock Concept Plan, and by association the 2008 Design for Development, have been accepted into the LEED-Neighborhood Developments (LEED-ND) Pilot Program, administered locally by SF Environment (the City's Department of the Environment). The LEED-ND Pilot Program has also been adopted by the Redevelopment Agency, Planning Department, Public Utilities Commission, and Municipal Transportation Agency (Muni), as well as Pacific Gas & Electric and other entities.

Based on a preliminary LEED-ND (Neighborhood Developments) analysis, the Zone 1 development program as described in the Concept Plan and Design for Development would score approximately 58 points (out of a possible 106), achieving a high LEED Silver "pre-review" certification. If the currently proposed sustainability strategies for Zone 1 are implemented, and associated green building standards and energy efficient systems are substantially deployed in the future Zone 1 built environment, there is a high likelihood that the future Zone 1 built environment could ultimately achieve LEED Gold or Platinum certifications (the highest levels).²

3.8 PROPOSED GENERAL PLAN AMENDMENTS

The General Plan amendment aspects of the Project are map revisions intended to: (1) implement the housing, neighborhood-serving commercial, mixed use, cultural/educational and open space concepts, and associated urban design framework, development controls and guidelines, described for Zone 1 in the Redevelopment Plan and Design for Development; and (2) provide for the revitalization of underutilized properties in Zone 2 where future housing, commercial, mixed use, or cultural/ educational development may be appropriate based on location, size, shape, adjacent land uses, transit convenience, and other factors.

¹Rich Chien, Residential Green Building Coordinator, SF Environment; written communication; July 26, 2007.

²Chien; July 26, 2007.

3.8.1 Existing General Plan Designations

(a) Zone 1. 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

Map 4 of the *Urban Design Element* of the General Plan, 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).

3.8.2 Proposed General Plan Amendments

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 changes to General Plan *Commerce and Industry Element* Map 2, "Generalized Commercial and Industrial Density Plan," and Map 5, "Generalized Neighborhood Land Use and Density Plan."

(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.

Map 4 of the *Urban Design Element* entitled *Urban Design Guidelines for Height of Buildings*, would need to 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).

(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) General Plan Maps to Be Amended. In summary, the changes to Zone 1 and Zone 2 "General Plan Land Use Designations" illustrated on Figure 3.8 and Figure 3.10 would need to be reflected where appropriate as revisions to the following existing General Plan maps:

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

- *Commerce and Industry Element* Map 2 ("Generalized Commercial and Industrial Density Plan"), Map 4 ("Residential Service Areas of Neighborhood Commercial Districts and Uses") and Map 5 ("Generalized Neighborhood Commercial Land Use and Density Plan");
- *Housing Element (Residence Element)* Map 1-2 ("Generalized Housing Densities Allowed by Zoning") and Map 1-4 ("Predominant Housing Unit Size");
- *Recreation and Open Space Element* Map 4 ("Citywide Recreation and Open Space Plan"), Map 9 ("Neighborhood Recreation and Open Space Improvement Priority Plan");
- *Transportation Element* Map 6 ("Vehicular Street Map"); and
- *Urban Design Element* Map 4 ("Urban Design Guidelines for Height of Buildings") and Map 5 ("Urban Design Guidelines for Bulk of Buildings").

Also, if the proposed conversion of the "Old Schlage Lock Administration Building" on Blanken Avenue into a community center (as described in section 3.7.1 herein) is implemented, and the new community center is to be owned and managed by the City's Recreation and Park Department, *Recreation and Open Space Element* Figure 2 ("Location of Public Gyms and Recreation Centers") would need to be changed to add the new facility.

In addition, existing maps in the General Plan *Land Use Index* would need to be reviewed and revised where appropriate to add similar referrals to the newly adopted Design for Development.

3.9 PROPOSED PLANNING CODE CHANGES

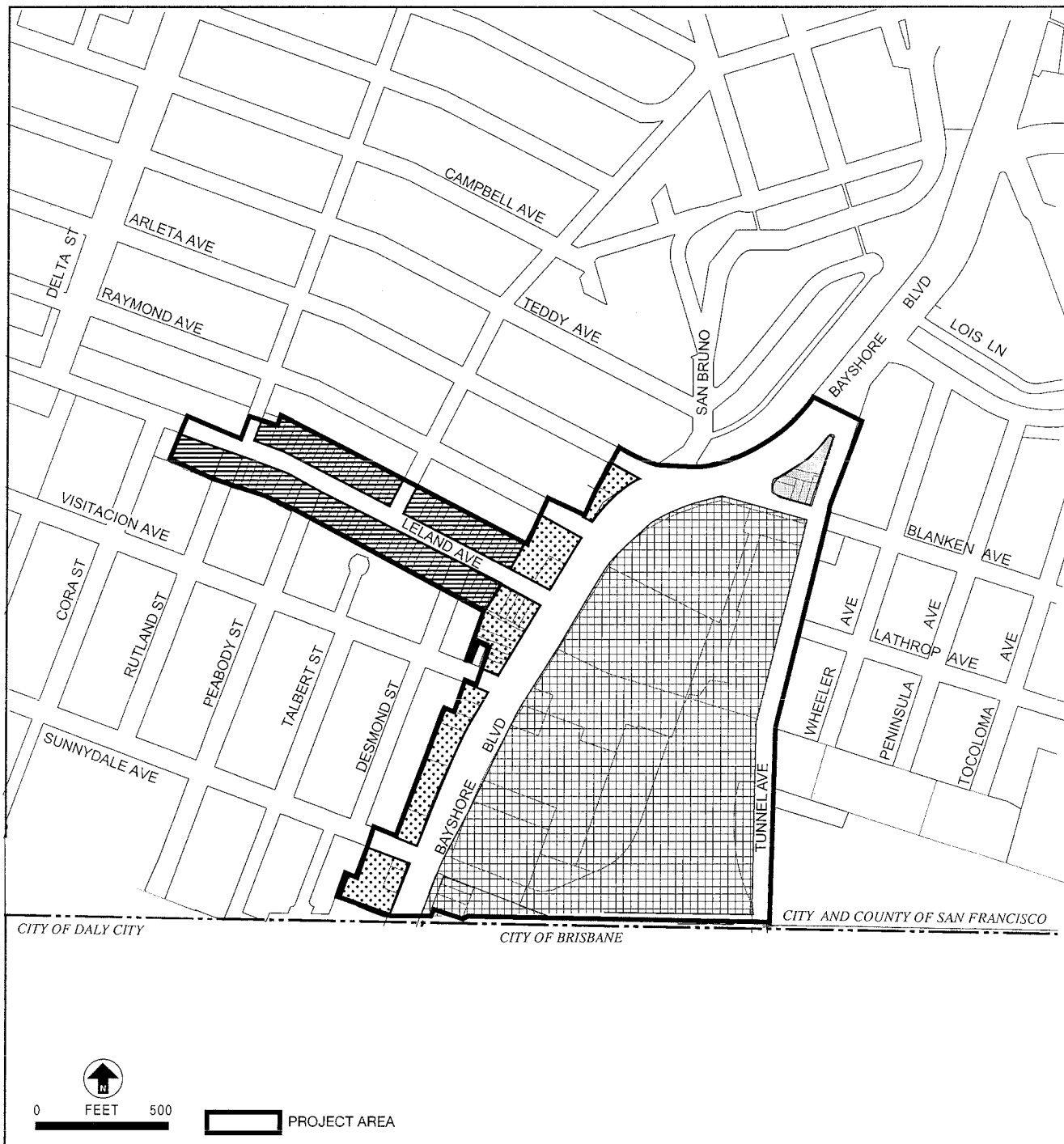
Similar to the Project-proposed General Plan amendments, the Project-proposed changes to existing Planning Code provisions for the Project Area are intended to provide the underlying regulatory framework which, in combination with the more detailed development controls and design guidelines established in the Redevelopment Plan and Design for Development, will achieve Redevelopment Plan land use and development goals for the Project Area. The Design for Development draft states that the "Design for Development would take precedent over the Planning Code; however, "where the Design for Development is silent, the underlying Planning Code [designations] will regulate development."¹

3.9.1 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 District (the former Schlage Lock property) and "M-2" Heavy Industrial District (the 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

¹San Francisco Redevelopment Agency and Planning Department, *Draft Visitacion Valley/Schlage Lock Design for Development*, January 2008; page 3.



Legend

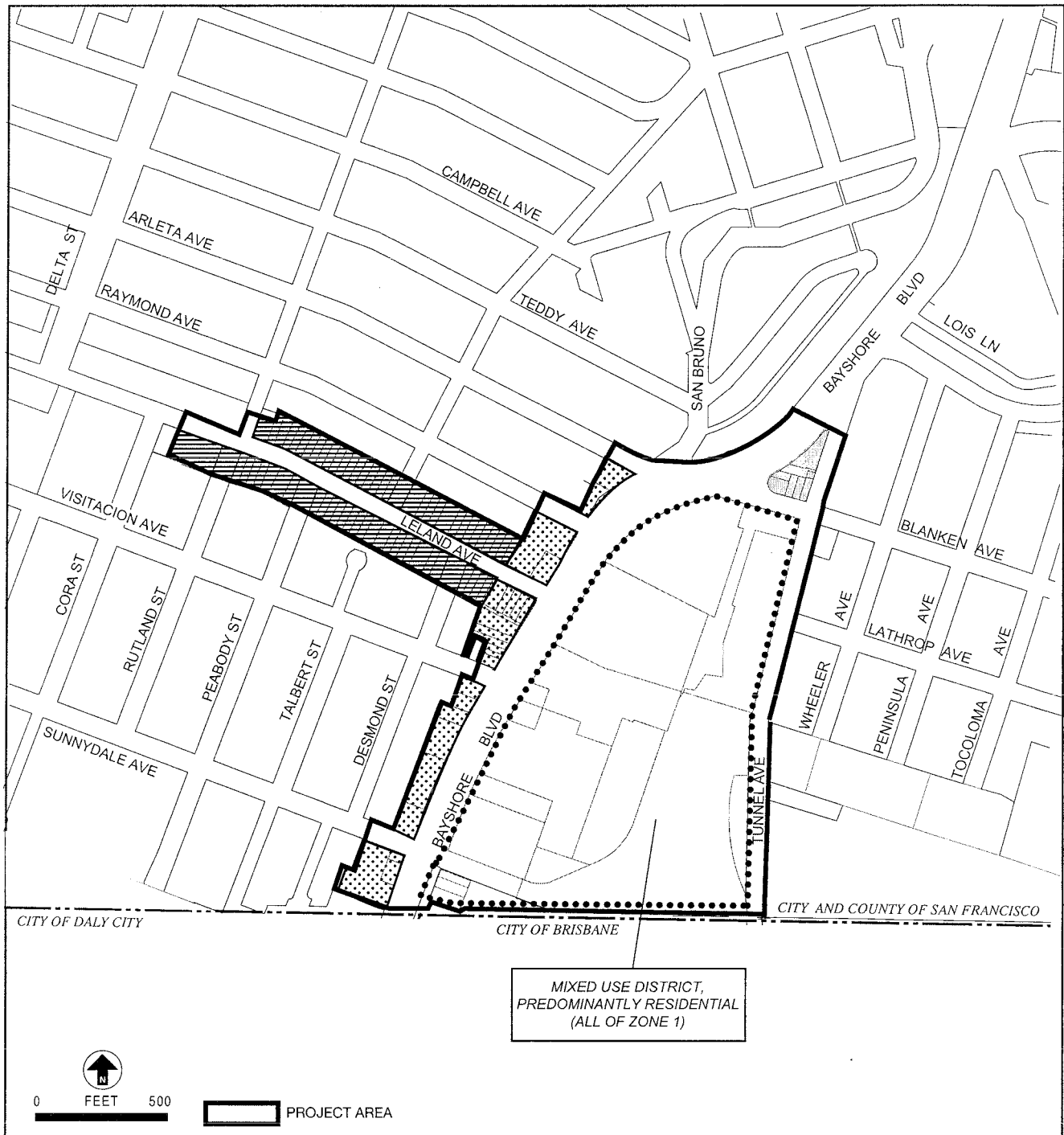
-  SMALL SCALE NEIGHBORHOOD DISTRICT
-  MODERATE SCALE NEIGHBORHOOD DISTRICT
-  NEIGHBORHOOD CLUSTER
-  INDUSTRIAL - 5.0 : 1 FAR

Note: The mapped land use designations shown on this figure are derived from General Plan Commerce and Industry Element Map 2 entitled, "Generalized Commercial and Industrial Land Use Plan" and Map 5 entitled "Generalized Neighborhood Commercial Land Use and Density Plan."




SOURCE: City of San Francisco Planning Department

Figure 3.9

EXISTING GENERAL PLAN LAND USE DESIGNATIONS



Legend

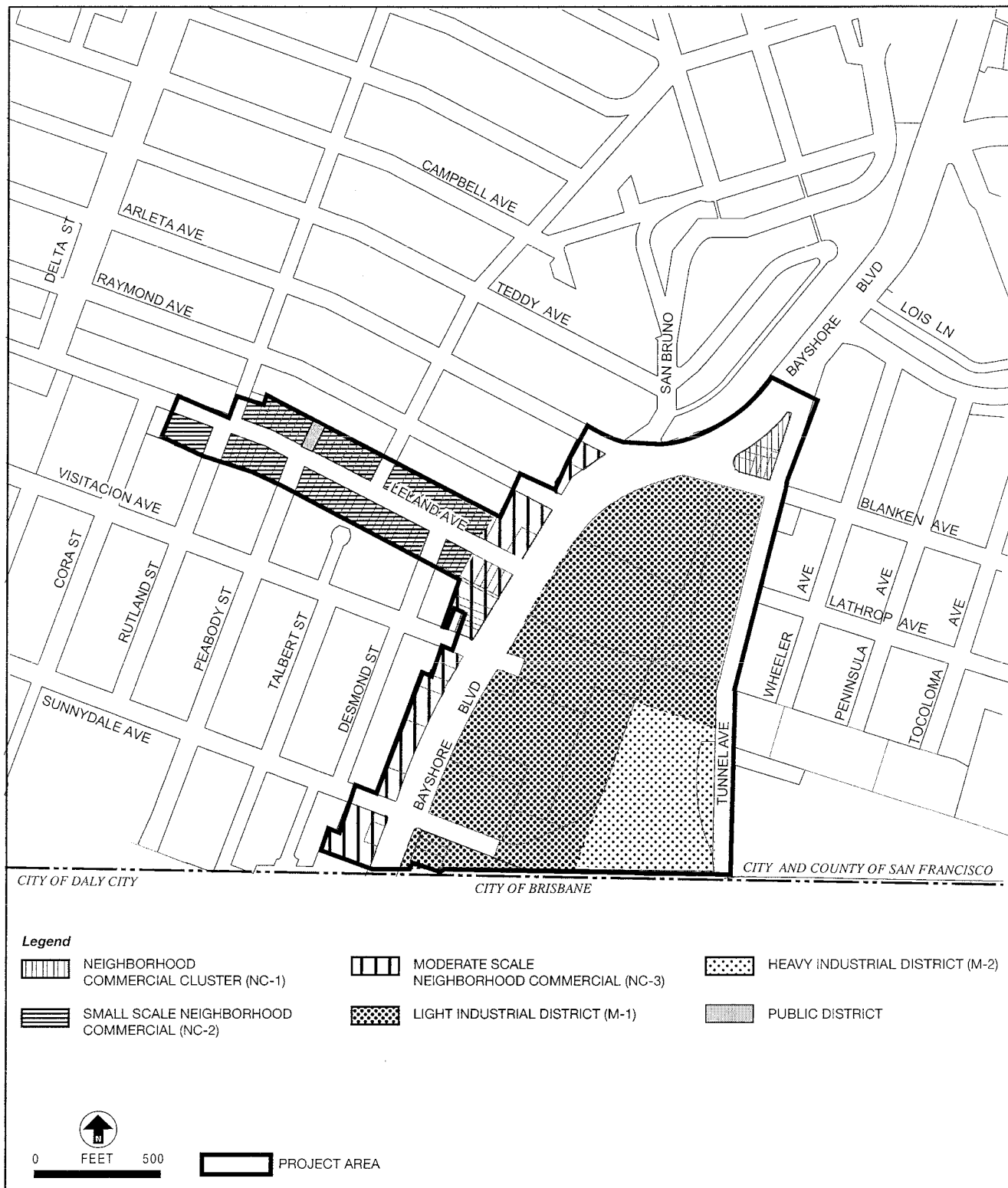
-  SMALL SCALE NEIGHBORHOOD DISTRICT
-  MODERATE SCALE NEIGHBORHOOD DISTRICT
-  NEIGHBORHOOD CLUSTER

Note: This figure shows generalized changes that would need to be reflected on a number of General Plan maps, including maps in the Commerce and Industry Element, Housing Element, Recreation and Open Space Element, Transportation Element, and Urban Design Element. See section 3.8.2(c) in the EIR text for more explanation.

SOURCE: City of San Francisco Planning Department and
San Francisco Redevelopment Agency

Figure 3.10

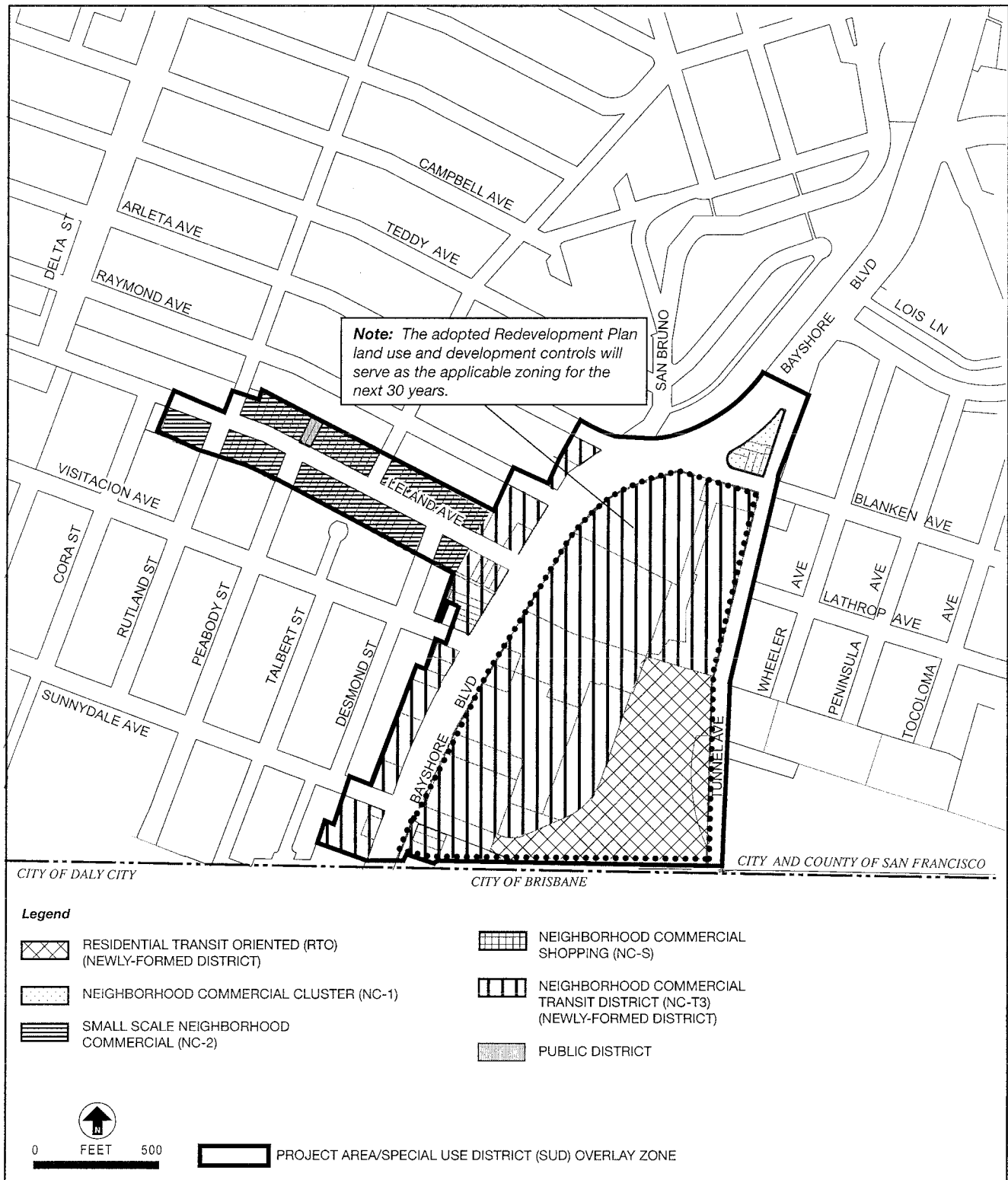
PROPOSED GENERAL PLAN LAND USE DESIGNATIONS



SOURCE: City of San Francisco Planning Department

Figure 3.11

EXISTING PLANNING CODE DESIGNATIONS



SOURCE: City of San Francisco Planning Department and San Francisco Redevelopment Agency

Figure 3.12

PROPOSED PLANNING CODE DESIGNATIONS

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 District.

3.9.2 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 "RTO" Residential-Transit Oriented district would allow generally moderate-scale buildings, but would not have a maximum permitted residential density. Instead, densities would be limited only by height and bulk controls. The RTO district would also have a reduced parking requirement in recognition of transit proximity. Small commercial uses would be permitted, on corner lots only.

The "NC-T" Neighborhood Commercial Transit district is a mixed-use designation that would promote high-density housing and a flexible mix of smaller neighborhood-serving retail and commercial uses, to take advantage of major transit investments. Restrictions on the size of non-residential uses would prohibit the development of certain types of large-scale retail uses.

Both designations would prohibit industrial uses.

In addition to these zoning changes, 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 Bayshore in Zone 2 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.

3.10 PROJECT ENVIRONMENTAL ASSESSMENT TIME FRAME

Although the proposed Redevelopment Plan component of the Project would authorize the Redevelopment Agency to undertake redevelopment activities in the Project Area for up to 30 years, or until 2038 (assuming Plan adoption in 2008), it has been assumed in this EIR for purposes of conservative environmental analysis (most intensive development) that the major portion of the new redevelopment activities authorized by the Redevelopment Plan would be successfully completed over approximately the next 15-to-20 years, or by approximately 2025, stimulating increased economic development and an increased rate of General Plan- and

Planning Code-permitted growth within the Project Area over that period. The impact analyses in chapters 5 through 15 of this EIR are therefore based on the assumption that, with adoption of the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, the full development capacity of the Project Area under these revised development controls and design guidelines, and associated environmental effects, would be mostly realized by the year 2025.

3.11 PROJECT-FACILITATED GROWTH ASSUMPTIONS

3.11.1 General Growth-Inducing Effects of the Project

The proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes 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 opportunities, and other actions designed to increase the overall feasibility and desirability of development. For purposes of conservative environmental impact assessment, it is assumed in this EIR that the proposed Redevelopment Plan, Design for Development, and associated changes in General Plan and Planning Code land use controls would be successful in achieving their goal of alleviating land use deficiencies, reversing existing land underutilization, increasing housing opportunities, and stimulating private investment towards a cohesive pattern of future development and general improvement of conditions within the Project Area.

3.11.2 Resulting Growth Projections

The estimated net increase in Project Area development between now and the year 2025 due to the Project catalytic effects described above--the "Project-facilitated growth increment"--is summarized in Table 3.1.¹ These projections of Project-facilitated growth have been developed by Redevelopment Agency and Planning Department staff based on the general assumptions described in subsection 3.11.1 above and consideration of existing land use characteristics and potential. The projections are intended to reflect the conservative assumption that the redevelopment program will be successful in stimulating, directly and indirectly, a substantially greater amount of additional residential, neighborhood-serving retail, and cultural/institutional/ educational development than would occur under a future without-project scenario.

As shown in Table 3.1, it is estimated that the proposed combination of Redevelopment Plan activities, Design for Development provisions, and associated General Plan amendments and Planning Code changes in the Project Area would facilitate a net housing increase of up to approximately 1,600 new units, a net retail commercial increase of up to approximately 132,000 square feet, a net decrease in office and production/distribution/ repair uses of up to approximately 39,000 square feet, and a net increase in cultural/institutional/ educational uses (community centers and library) of up to approximately 25,000 square feet.

¹Please note that the year 2025 development scenario used in this EIR for "worst-case" 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 "worst-case" economic scenario with a smaller rate of revitalization and growth, and corresponding slower rate of tax increment growth).

Table 3.1
VISITACION VALLEY PROJECT AREA GROWTH PROJECTIONS WITH PROJECT

| | <u>Redevelopment Zone 1</u> | <u>Redevelopment Zone 2</u> | <u>Totals</u> |
|------------------------------------------------------------|---------------------------------|---------------------------------|-----------------|
| Residential (units) | | | |
| Existing | 3 | 173 | 176 |
| New (net growth) | <u>1,250</u> | <u>335</u> | <u>1,585</u> |
| Total | 1,253 | 508 | 1,761 |
| Retail Commercial (sq. ft.) | | | |
| Existing | 0 | 86,933 | 86,933 |
| New (net growth) | <u>105,000</u> | <u>26,500</u> | <u>131,500</u> |
| Total | 105,000 | 113,433 | 218,433 |
| Other Commercial (sq. ft.)¹ | | | |
| Existing | 5,500 | 95,341 | 100,841 |
| New (net growth) ² | <u>(5,500)</u> | <u>(33,877)</u> | <u>(39,377)</u> |
| Total | -- | 61,464 | 61,464 |
| Cultural/Institutional/ Educational³ | | | |
| Existing | 0 | 17,300 | 17,300 |
| New (net growth) | <u>15,000</u> | <u>10,000</u> | <u>25,000</u> |
| Total | 15,000 | 27,300 | 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.

The Redevelopment Agency and Planning Department formulated these year 2025 growth projections based on field survey and the background assumptions summarized below.

(a) Redevelopment Zone 1. The Table 3.1 total of approximately 1,250 new residential units, approximately 105,000 square feet of new neighborhood-serving commercial development, and approximately 15,000 square feet of new cultural/institutional/education development is based on (1) 2002 Concept Plan information, (2) land use, site plan, height zone and other development controls described in the 2008 Design for Development for Zone 1, (3) estimates of the amount of developable land in Zone 1, and (4) the following assumptions:

- 20 percent of the new retail space anticipated in Zone 1 is assumed to be restaurants (as per the *Leland/Bayshore Commercial District Revitalization* study).
- a concentration of new neighborhood-serving retail development would occur along the proposed extension of Leland Avenue in Zone 1;
- a new 50,000-square-foot grocery store with housing above would be developed at the northeast corner of Bayshore Boulevard and Sunnydale Avenue; and
- the vacant "Old Schlage Lock Office Administration Building" on Blanken Avenue at Bayshore Boulevard would be rehabilitated and converted to become a new 15,000-square-foot community center.

(b) Redevelopment Zone 2. The Table 3.1 total of approximately 335 new residential units, approximately 26,000 square feet of new neighborhood-serving retail development, and approximately 10,000 square feet of new cultural/institutional/educational development in Redevelopment Zone 2 is based on the following assumptions:

Bayshore Boulevard frontage:

- 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 be converted 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; and
- the estimated number of new residential units anticipated with development of existing vacant and underutilized land along the west side of Bayshore Boulevard is based on an

estimated number of units that could be built within the Planning Code dimensional limitation and result in approximately one (1) residential unit per 400 square feet of lot area.

Leland Avenue frontage:

- 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 grocery store at the southwest corner of Leland Avenue and Rutland Street which would be replaced by the recently approved new 10,000-square-foot Visitacion Valley community library;
- all new commercial uses would be retail;
- approximately 20 percent of the anticipated 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 by the Planning Code in the "NC-2" Small-Scale Neighborhood Commercial district: one (1) residential unit per 800 square feet of lot area.

3.12 PROJECT APPROVAL REQUIREMENTS

3.12.1 Proposed General Plan and Planning Code Change Approval Sequence

California Redevelopment Law stipulates that any redevelopment plan-facilitated development must conform to local development policies established in the community's adopted General Plan. The land use and urban design revitalization concepts envisioned for the Project Area in the proposed Redevelopment Plan and Design for Development, including the residential, neighborhood-serving commercial, mixed use (residential-commercial), cultural/educational, and public open space designations, and associated development and urban design controls, are consistent with General Plan objectives and policies, but inconsistent with certain existing General Plan maps and certain existing Planning Code text and maps, and will therefore require adoption of the proposed General Plan amendments and Planning Code changes described in sections 3.8 and 3.9 herein. These changes will facilitate a proposed Planning Commission determination that the proposed Redevelopment Plan is in conformity with the San Francisco General Plan and Planning Code, as revised, prior to adoption of the proposed Redevelopment

Plan. (Although the City can consider approving a proposed Redevelopment Plan without considering related changes to the Planning Code, the Planning Commission is nevertheless expected to consider adopting the Project-proposed changes to the Planning Code prior to the Redevelopment Plan, so that the Planning Code regulations and controls are consistent with the General Plan changes.)

3.12.2 Required Documentation for General Plan Amendments and Planning Code Changes

Adoption of the General Plan amendment and Planning Code change components of the Project will require Planning Department preparation, presentation, and Planning Commission, Redevelopment Agency, and/or Board of Supervisors certification or adoption of the following documents describing the proposed land use changes and their effects:

- (a) Environmental Impact Report, including this Draft EIR as well as a Final EIR and associated statement of CEQA findings, which describes the environmental consequences of adoption of the proposed Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes and the mitigation measures necessary to reduce any potentially significant environmental impacts to less-than-significant levels;
- (b) Resolutions and Motions to the Planning Commission, prepared by the Planning Department, that (1) describe and certify the Environmental Impact Report, (2) adopt CEQA Findings, (3) describe and adopt a proposed General Plan amendments described in an associated ordinance; (4) describe and adopt a proposed Planning Code changes described in an associated ordinance; (5) find the proposed Redevelopment Plan and associated Design for Development document on balance in conformity with the General Plan, as proposed to be revised; and (6) recommend that the Board of Supervisors approve the General Plan amendments and Planning Code changes; and
- (c) Ordinances, prepared by the Planning Department and approved as to form by the City Attorney, that describe the proposed General Plan amendments and Planning Code changes, and describe the purpose, scope, justification, environmental consequences and approval processes.

3.13.3 Required Documentation for Redevelopment Plan Approval

A Preliminary Plan, a required document that describes the purpose and scope of the proposed Redevelopment Plan and forms the basis for the taxing entity consultation, environmental review, and community participation process leading to adoption of the Redevelopment Plan, has been adopted by the Planning Commission on November 6, 2006--Motion No. 17340. Adoption and implementation of the Redevelopment Plan component of the Project will also require preparation, presentation, and official acceptance of all of the following four additional documents describing the proposed Redevelopment Plan and its effects:

- (a) an Environmental Impact Report, including this Draft EIR as well as a Final EIR and associated statement of findings, which describes the environmental consequences of the proposed Redevelopment Plan adoption and the associated mitigation measures necessary to reduce any potentially significant environmental impacts to less-than-significant levels;

(b) a Redevelopment Plan, a legal document that sets forth the Redevelopment Agency's powers and authorities in the Project Area and describes the goals and objectives of the Redevelopment Agency and the policy frameworks to implement these goals; and

(c) a Report to the Board of Supervisors, which describes the need to establish the redevelopment program, the Project Area boundary, the redevelopment activities proposed, the eligibility of the Project Area for redevelopment, the anticipated effect of the proposed Project Area boundary and activities in alleviating blight and related economic problems in the Project Area, an assessment of financing methods for the proposed activities, and the process followed by the Redevelopment Agency toward adoption of the program; and also includes an *Implementation Plan* which describes the specific redevelopment projects and programs proposed by the Redevelopment Agency, including the program of actions and expenditures proposed for the first five years of Plan implementation. The *Implementation Plan* will also describe how these actions will alleviate the documented blighted conditions in the Project Area, and indicate how the Redevelopment Agency will expend its housing set-aside fund. The *Implementation Plan* must be updated every five years.

3.12.4 Anticipated Project Approval and Public Review Procedures

The Planning Commission and Board of Supervisors will hold public hearings on the proposed General Plan, Planning Code, and other development control components of the redevelopment program. The Redevelopment Agency and Board of Supervisors will hold public hearings on the proposed Redevelopment Plan component of the redevelopment program. The results of this public review process will be considered by the Planning Commission, the Redevelopment Agency, and the Board of Supervisors before taking actions on either of these project components.

Adoption of the Redevelopment Plan, General Plan amendments, and Planning Code changes is expected to require completion of the following sequence of specific public reviews and jurisdictional approvals:

- (a) Distribution of the Preliminary Report,¹ Draft Redevelopment Plan, and Draft Environmental Impact Report to all taxing agencies affected by the Project, and to concerned individuals and organizations, for review;
- (b) Preparation, presentation of, and public hearing on, the proposed General Plan amendments and Planning Code changes, including associated Staff Reports by the Planning Department, before the Planning Commission and Board of Supervisors;
- (c) Preparation, presentation of, and public hearing on, the proposed Final EIR, Report to the Board of Supervisors and proposed Final Redevelopment Plan, before the Planning Commission, Redevelopment Agency, and Board of Supervisors;
- (d) Certification of the Final EIR by the Planning Commission and Board of Supervisors;
- (e) Adoption of the proposed General Plan amendments and Planning Code changes by the Planning Commission and Board of Supervisors, based on consideration of the information

¹A Preliminary Report public review draft, dated January 9, 2008, which describes the need for the Redevelopment Plan, was distributed in mid-January 2008.

contained in the Final EIR and associated Planning Department-prepared Staff Reports to the Planning Commission and Board of Supervisors; and

(f) Adoption of the Redevelopment Plan by the Redevelopment Agency and Board of Supervisors, based on consideration of the information contained in the certified Final EIR, Final Report to the Board of Supervisors, related written comments and oral testimony received from concerned individuals and organizations, and all other evidence for and against the proposed action.

3.13 INTENDED USES OF THE EIR

The Redevelopment Agency and Planning Department are acting as the CEQA Co-Lead Agencies¹ for all environmental documentation and procedural requirements for the proposed redevelopment program. The Planning Department would be responsible for carrying out the proposed General Plan amendments and Planning Code changes. The Redevelopment Agency would be responsible for carrying out the proposed Redevelopment Plan. This EIR is an informational document designed to inform the Board of Supervisors, the Redevelopment Agency, the Planning Commission, and the general public of the environmental consequences of the proposed Project--i.e., the Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes. This EIR has been prepared to serve as the CEQA-required environmental documentation for use by the Board of Supervisors, Redevelopment Agency, and Planning Commission in their consideration of the proposed Redevelopment Plan, Design for Development, General Plan amendments and Planning Code changes, and various other actions necessary to implement the program (e.g., consideration of future, individual public and private development projects proposed within the Project Area boundaries).

Pursuant to CEQA Guidelines sections 15168 (Program EIR) and 15180 (Redevelopment Projects) and CEQA Statute 21090 (Redevelopment Plans Deemed a Single Project with Certain Exceptions), the Redevelopment Agency and Planning Department intend this EIR to address the potential impacts of the proposed future redevelopment program actions, particularly within the Redevelopment Zone 1, as specifically and comprehensively as possible; hence, this EIR serves as a project EIR for the proposed redevelopment program within Zone 1.

This EIR is intended to be used as the baseline CEQA document for environmental review of subsequent public and private improvements in the entire Project Area, including those assisted by the Redevelopment Agency. As explained in sections 1.1 and 1.4.4 of this Draft EIR, these subsequent future activities would be examined in the context of the baseline documentation contained in this program EIR to determine whether additional, more focused environmental documentation would be required. If a later activity would have environmental effects that were not identified in this EIR, a new Initial Study would need to be prepared, leading to either an EIR or a Negative Declaration. However, if the Redevelopment Agency or Planning Department (whichever would be the Lead Agency for the specific proposal) finds that no new effects would occur or no new mitigation measures would be required, the Redevelopment Agency or Planning Department can approve the activity as being within the scope of the Project covered by this EIR, and no new environmental document would be required.

¹ See footnotes in chapter 1 (Introduction) for definitions of "Lead Agency" and "Responsible Agency."

