

CHAPTER IV

Environmental Setting and Impacts

Analysis Assumptions

This EIR analyzes the potential environmental effects of the proposed amendments to the Planning Code and Zoning Maps in four subareas referred to collectively and interchangeably as the “Eastern Neighborhoods” or the “project area.” The proposal would cover all or part of three “Eastern Neighborhoods” included in the Department’s February 2003 draft *Rezoning Options Workbook*: the eastern portion of the South of Market (“East SoMa”), the Mission, and Showplace Square/Potrero Hill. It would also include the Central Waterfront, which was the subject of the draft Central Waterfront Neighborhood Plan, published in December 2002 as part of the Better Neighborhoods planning process, because the Central Waterfront is adjacent to the Eastern Neighborhoods planning area and shares similar land use issues.

Analysis of physical impacts of the proposed rezoning project will be based upon assumptions regarding the portions of the study area where the greatest change would occur and upon growth projections developed as part of the rezoning study. The areas of anticipated change are determined by an examination of where use districts and height limits could be expected to foster new development, particularly residential construction. The resulting conclusions will inform the qualitative analysis of changing neighborhoods, while the quantitative analysis of, for example, changes in traffic patterns and transit ridership will be based on projected growth in population and employment.

Areas of Greatest Change

Within the study area, new residential development can reasonably be anticipated in certain areas, based on where the zoning would change to allow and/or encourage residential development that is currently discouraged or, in some cases, not allowed. Increases in height limits also would be expected to encourage development. For example, where the zoning designation of an area is proposed to change from M-1 (Heavy Industry) to MUR (Mixed-Use Residential), and especially if the height limit were to increase, the likelihood of new residential development would be relatively greater than elsewhere in the project area where these conditions are not present.

Using the above approach to identify likely clusters of future development under the proposed rezoning and area plans, the areas of greatest change are anticipated to be within the seven-block area of the Seventh Street corridor, immediately to the east of Showplace Square and in a two- to

three-block-wide strip along Illinois, Third, Tennessee, and Minnesota Streets, between Mariposa and 25th Streets in the Central Waterfront, where new residential and mixed-use development would be permitted under all three options (as noted, the draft Central Waterfront Plan proposes a single rezoning scheme that is applicable to all three options). New residential and mixed-use development could also be anticipated in much of East SoMa under all three options, with the greatest change under Option C. Also under Option C, new residential and mixed-use development would be anticipated in the heart of Showplace Square itself and in the Northeast Mission.

In East SoMa, existing zoning is currently mixed-use and residential use is permitted in most districts except for within the Service/Light Industrial (SLI) District, where only affordable housing is permitted.²⁵ Therefore, the area in East SoMa of greatest change would be the blocks south, southwest, west, and northwest of the block that contains South Park, where Options B and C would result in the rezoning of most of the land from SLI to mixed-use; height limits would increase the most under Option C. Also, in the existing Residential/Service Mixed-Use (RSD) district, between Fourth and Sixth Streets north of Harrison Street, where height limits would be increased on the major streets (Fifth, Sixth, Seventh, Harrison, Folsom, Howard, and Mission [between Sixth & Seventh Streets only] Streets), the result would likely be more residential development on those arterials. In contrast, minimal change in zoning is proposed in most of the Mission (other than in the NEMIZ and along the primary transit corridors such as Mission and Valencia Streets) and on Potrero Hill (from approximately Mariposa Street south), except along the former railroad right of way between Carolina and Arkansas streets and at the base of the hill at the southeast corner of that portion of the study area.

Forecast Growth

The Planning Department forecasts that San Francisco's household population²⁶ will reach approximately 835,000 by 2025, an increase of some 78,000 residents from the 2000 total of 757,000.²⁷ Employment in 2000 totaled approximately 635,000. The Department forecasts employment growth of between 125,000 and 132,000 additional jobs by 2025. Of this potential increase in employment, the Planning Department estimates that the citywide increase in PDR jobs could be from less than 1,000 to just under 11,000, depending on how much land to accommodate PDR uses is created and/or retained by the project's range of proposed rezoning options analyzed in this EIR.

²⁵ Housing is allowed by Conditional Use authorization in the Service/Secondary Office (SSO) district.

²⁶ Household population excludes about 2.5 percent of the City's total population that lives in what the U.S. Census calls "group quarters," including institutions (jails, nursing homes, etc.), college dormitories, group homes, religious quarters, and the like.

²⁷ Consistent with recent trends, this incremental growth is anticipated to occur in relatively smaller households; that is, growth would occur in households that would be smaller than the average household size in 2000 of 2.3 persons per household.

As shown in **Table 2**, the Planning Department has developed three rezoning options for accommodating the projected population and job growth. Projections were made by traffic analysis zone (TAZ), and are aggregated by neighborhood for the purposes of impact analysis. In the case of employment projections, these were broken down by major land use category: cultural, institutional, and educational; medical; management, information and professional services (“MIPS”—which is office-based employment); production, distribution, and repair (PDR); retail and entertainment; and visitor-serving uses. Employment projections were originally based on building floor area and converted to employment forecasts by using a conversion of 300 square feet per employee for non-PDR uses and 521 square feet for PDR uses. (The Land Use analysis in Section IV.A presents building square footage by use by converting the employment projections back to floor area estimates.)

Of the three rezoning options, Option A would retain the largest amount of existing land that accommodates PDR uses in East SoMa, Mission, and Showplace Square/Potrero Hill and would also convert the least amount of industrially zoned land to residential use. Under this scenario, it is assumed that a larger share of the estimated population and job growth would occur elsewhere in the City, including within the “Better Neighborhoods” planning areas (Market-Octavia and Balboa Park, along with the Central Waterfront analyzed herein), Visitacion Valley, Downtown, Mission Bay, and elsewhere.^{28,29}

Conversely, under Option C, which would convert the most existing land accommodating PDR uses to residential and mixed uses, the Eastern Neighborhoods (excluding the Central Waterfront) would experience greater residential growth, compared to Option A. Correspondingly, the rest of the City would experience less residential and job growth under Option C, compared to Option A. With respect to Option B, population and job growth within the Eastern Neighborhoods is forecast to fall between Options A and C.

All three options would result in a decline in PDR employment in the study area, based on Department forecasts: the loss of PDR jobs would be greatest under Option C because the most land currently occupied by PDR uses would be converted to residential and mixed uses.

The options analyzed in this Eastern Neighborhoods EIR are based on Planning Department forecasts that project a larger population growth in San Francisco than would occur under the 2025 No-Project³⁰ condition. Additional housing growth compared to the No-Project forecast is

²⁸ The growth forecasts for the “Better Neighborhoods” include the Central Waterfront, originally part of the Better Neighborhoods rezoning and now being analyzed as part of the Eastern Neighborhoods project.

²⁹ Because Option A assumes potential future reuse of the Potrero Power Plant site for housing, the number of residential units forecast under this option is greater than under Option B, despite the fact that Option A would result in the least extensive rezoning of industrial lands to residential and mixed-use residential districts of the three options. Without residential use assumed at the power plant site, Option A would result in a net addition of 6,515 new housing units, rather than the 9,105 new units shown in Table 1.

³⁰ The (future) 2025 No Project Scenario assumes citywide growth of about 19,000 housing units (about 42,000 population) and approximately 130,000 jobs between 2000 and 2025, if no rezoning or other actions were to take place.

anticipated due to implementation not only of the Eastern Neighborhood rezoning project, but also as a result of other aspects of the Department's Citywide Action Plan, including the Better Neighborhoods planning process (the Market Octavia Plan and the Balboa Park Plan), the Downtown Neighborhoods Initiative (including the Transbay and Rincon Hill planning areas), and other programs to encourage housing citywide. Compared to the 2025 No-Project scenario, which is based on forecasts by the Association of Bay Area Governments (ABAG) in its *Projections 2002*, the Planning Department forecasts assume more than 17,000 additional housing units would be developed citywide by 2025, corresponding to an additional citywide population increase of more than 35,000 new residents.

The 2025 No-Project estimates for employment growth is also derived from the ABAG forecasts in the *Projections 2002* as slightly modified by the San Francisco County Transit Authority. The various planning efforts aimed at increasing housing are anticipated to result in some loss of land available for commercial space and associated employment-generating business activity. Therefore, the Department forecasts up to 5,000 fewer new jobs than anticipated in the 2025 No-Project scenario, for a total of about 125,000 in Option C. In contrast, the Department's anticipated employment growth under Option A, which would result in greater maintenance of land devoted to PDR uses and smaller increases in the number of housing units, is approximately 2,000 more jobs than under the 2025 No Project scenario for a total of 132,000 additional jobs by 2025.

Table 2 presents the projections for housing units, household population, and PDR and non-PDR jobs under each rezoning option.³¹

³¹ Note that the projections in the following table differ from those presented in the March 9, 2005, Notice of Preparation (NOP). Notably, the NOP projections misstated the jobs forecasts, presenting numbers that were too low for the Eastern Neighborhoods and too high for the remainder of the City.

Table 2: Forecast Growth by Rezoning Option

2025 Totals							
	Eastern Neighborhoods						
	Mission	Showplace Sq./ Potrero Hill	Eastern SoMa	Central Waterfront	Subtotal	Rest of City	Total
<i>Baseline (2000)</i>							
Housing Units	13,309	5,539	5,818	798	25,464	304,239	329,703
Household Population	41,788	13,501	10,211	1,704	67,204	689,763	756,967
PDR Jobs	12,071	6,966	6,579	6,851	32,467	63,080	95,547
Non-PDR Jobs	11,038	13,769	11,013	4,368	40,188	498,700	538,888
Total Jobs	23,109	20,735	17,592	11,219	72,655	561,780	634,435
<i>2025 No-Project</i>							
Housing Units	13,729	6,190	7,399	1,017	28,335	320,446	348,781
Household Population	43,906	14,293	13,276	2,014	73,489	725,728	799,217
PDR Jobs	11,086	5,280	5,514	7,211	29,091	74,226	103,317
Non-PDR Jobs	13,922	19,376	15,251	4,669	53,218	607,619	660,837
Total Jobs	25,008	24,656	20,765	11,880	82,309	681,845	764,154
<i>Option A</i>							
Housing Units	14,091	7,833	8,112	4,443	34,479	332,607	367,086
Household Population	45,116	16,911	14,049	8,314	84,390	752,100	836,490
PDR Jobs	11,210	7,718	5,357	7,175	31,460	74,757	106,218
Non-PDR Jobs	13,291	18,736	14,215	4,672	50,914	609,305	660,218
Total Jobs	24,500	26,454	19,572	11,847	82,374	684,062	766,436
<i>Option B</i>							
Housing Units	14,427	8,174	8,326	1,922	32,849	333,362	366,211
Household Population	46,089	17,550	14,410	3,632	81,681	752,767	834,448
PDR Jobs	11,038	5,176	5,099	7,038	28,351	72,064	100,415
Non-PDR Jobs	14,125	19,374	15,649	4,653	53,801	606,720	660,522
Total Jobs	25,162	24,550	20,748	11,691	82,152	678,784	760,936
<i>Option C</i>							
Housing Units	15,363	9,430	8,901	1,628	35,322	330,998	366,320
Household Population	48,865	20,360	15,388	3,079	87,692	747,058	834,750
PDR Jobs	5,602	5,063	5,122	7,211	22,998	73,265	96,263
Non-PDR Jobs	22,637	18,699	16,278	4,580	62,195	600,861	663,056
Total Jobs	28,239	23,762	21,400	11,791	85,193	674,126	759,319

SOURCE: San Francisco Planning Department, 2005.

Table 2: Forecast Growth by Rezoning Option (continued)**Change: Difference between 2025 Totals and Baseline(2000) Totals**

	Eastern Neighborhoods						
	Mission	Showplace Sq./ Potrero Hill	East SoMa	Central Waterfront	Subtotal	Rest of City	Total
2025 No Project							
Housing Units	420	651	1,581	219	2,871	16,207	19,078
Household Population	2,118	792	3,065	310	6,285	35,965	42,250
PDR Jobs	-985	-1,686	-1,065	360	-3,376	11,146	7,770
Non-PDR Jobs	2,884	5,607	4,238	301	13,030	108,919	121,949
Total Jobs	1,899	3,921	3,173	661	9,654	120,065	129,719
Option A							
Housing Units	782	2,294	2,294	3,645	9,015	28,368	37,383
Household Population	3,328	3,410	3,838	6,610	17,186	62,337	79,523
PDR Jobs	-861	752	-1,222	324	-1,007	11,677	10,671
Non-PDR Jobs	2,253	4,967	3,202	304	10,726	110,605	121,330
Total Jobs	1,391	5,719	1,980	628	9,719	122,282	132,001
Option B							
Housing Units	1,118	2,635	2,508	1,124	7,385	29,123	36,508
Household Population	4,301	4,049	4,199	1,928	14,477	63,004	77,481
PDR Jobs	-1,033	-1,790	-1,480	187	-4,116	8,984	4,868
Non-PDR Jobs	3,087	5,605	4,636	285	13,613	108,020	121,634
Total Jobs	2,053	3,815	3,156	472	9,497	117,004	126,501
Option C							
Housing Units	2,054	3,891	3,083	830	9,858	26,759	36,617
Household Population	7,077	6,859	5,177	1,375	20,488	57,295	77,783
PDR Jobs	-6,469	-1,903	-1,457	360	-9,469	10,185	716
Non-PDR Jobs	11,599	4,930	5,265	212	22,007	102,161	124,168
Total Jobs	5,130	3,027	3,808	572	12,538	112,346	124,884

SOURCE: San Francisco Planning Department, 2005

A. Land Use

This section compares existing land uses to land use changes anticipated under the proposed rezoning options and describes the nature and magnitude of the potential changes.

Environmental Setting

Physical Setting

This section describes existing land uses in the Eastern Neighborhoods project area. The information on existing land uses is drawn from the San Francisco Planning Department's 2004 Land Use Database, the Socioeconomic Analysis (to the extent that that report relates to physical planning and environmental issues), as well as fieldwork. It also includes data on the development pipeline (through March 2006) of projects that are in the planning or building permit process or are under construction.

Table 3 indicates the acres of land in each major land use category in the Eastern Neighborhoods, and in the city as a whole, based on the Planning Department's 2004 Land Use Database.³² The Eastern Neighborhoods project area constitutes slightly less than 7 percent of the total land area of San Francisco, but contains approximately 36 percent of the City's land devoted to production, distribution, and repair use, 20 percent of land devoted to residential mixed-use development (with about an additional 5 percent in exclusively residential districts), 17 percent of retail and entertainment, and 12 percent of land devoted to office, or "MIPS" uses. Other uses, such as parks and open space and visitor-serving commercial uses are proportionately under-represented in the Eastern Neighborhoods, consistent with the area's history as the locus of the City's industrial and heavy commercial uses.

The following sections describe existing land uses in each of the four Eastern Neighborhoods planning areas. A general discussion of the areawide distribution of land uses is presented first followed by neighborhood-specific information.

PDR uses are the most prevalent land use in the Eastern Neighborhoods and are widely distributed throughout the project area.³³ In the Central Waterfront, they line Illinois Street, extending into Port land east of Illinois; they occupy parcels fronting Third Street, particularly south of 23rd Street, and, skirting the Dogpatch residential neighborhood, they are the predominant land use in the blocks that extend west to the freeway and the slope of Potrero Hill. In East SoMa, PDR use is concentrated in the blocks south of the freeway and north of Townsend, between Fourth Street and about mid-block between Second and Third Streets.

³² Acreages include only land in parcels, not streets. The total land in the project area is approximately 2,200 acres.

³³ As defined in Chapter III, Project Description, PDR uses are, generally, light industrial in nature. The Planning Commission, by resolution in 2004, grouped PDR uses into 11 broad categories: Publishing, Audio/Visual, Arts, Fashion, Transport, Food/Event, Interior Design, Construction, Equipment, Motor Vehicles and Other.

TABLE 3
EASTERN NEIGHBORHOODS—ACRES BY LAND USE BY PERCENT OF CITYWIDE TOTAL

Land Use Category	Eastern Neighborhoods (acres)	Citywide (acres)	Eastern Neighborhoods Percent of Citywide Total
PDR—Production, Distribution and Repair	568	1,582	36%
Residential Mixed-Use	42	222	19%
Retail/Entertainment	87	512	17%
MIPS—Management, Information, and Professional Services	42	363	12%
Vacant	47	551	9%
CIE—Cultural, Institutional, Educational and Other Public Facilities	90	1,293	7%
Mixed Uses (Non-residential)	77	1,176	7%
Residential	477	9,774	5%
Visitor-serving Retail	2	67	2%
Parks and Open Space	49	6,097	<1%
Total	1,481	21,637	7%

Note: Data and percentages rounded. Therefore, columns may not add and subarea totals differ slightly from areawide total.

SOURCE: San Francisco Planning Department Land Use 2004 database.

PDR businesses are also located north of the freeway, along Harrison and Folsom Streets and some of the alleyways that line those blocks east of Yerba Buena Gardens and Moscone Convention Center. East SoMa's broad east-west streets (Folsom, Harrison, Bryant, and Brannan) have been important locations for PDR activity.

PDR businesses are widely distributed throughout the Mission: larger traditional facilities and new digital production establishments in the Northeast Mission Industrial Zone (NEMIZ) and smaller garages, workshops, arts-related, and other production operations in the commercial and residential blocks that make up the rest of the neighborhood. In the Showplace Square/Potrero Hill neighborhood, PDR businesses are more concentrated in the design and wholesale showroom district south of Division Street and the large adjacent blocks that front on 7th Street, bordering Mission Bay. The blocks of industrial zoning south of 16th Street also support a variety of manufacturing, distribution, design-related, and other PDR businesses. Some PDR uses also operate in the residential and neighborhood commercial parts of Potrero Hill, but not to the same extent as is found in the Mission.

Not all PDR business are located on land zoned for PDR use.³⁴ Under Baseline (2000) conditions, almost 40 percent of the land area zoned for industrial, heavy commercial, and home and business services is occupied by other uses— primarily office and retail— with the remaining 60 percent

³⁴ Under existing zoning in these Eastern Neighborhoods, zoning categories that allow PDR activities include: C-1, C-M, M-1, M-2, RSD, SLI, SLR, SPD, and SSO.

in PDR use.³⁵ Additionally, as described in Chapter IV.D, Population and Housing, roughly 20 percent of PDR employment is located outside of the heavy commercial, industrial, and service districts where they are permitted uses.

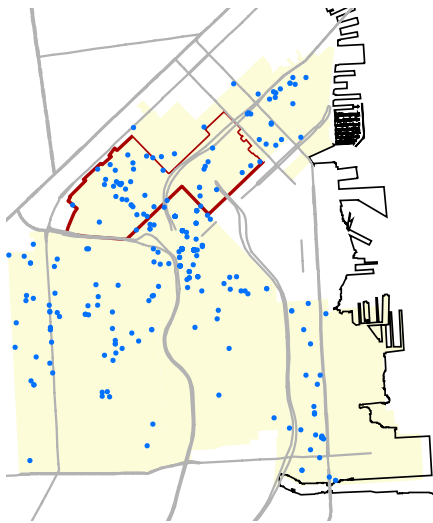
The Eastern Neighborhoods include several clusters of PDR uses, where similar types of businesses are located near each other to take advantage of factors such as building characteristics, proximity to transportation and/or customer base, and access to a particular labor pool. Locating in proximity to one another also allows like businesses to share information and resources. Among the business clusters in East SoMa are printing and publishing (including paper products manufacturing and distribution and graphic design), auto and auto body repair, broadcasting and telecommunications, sound recording and film production. The Mission includes clusters of printing services, food processing, auto and auto body repair, photography services, broadcasting, sound recording/film production, garment and accessories manufacturing, wholesale apparel, import/export trading, utilities, animal services, landscape maintenance services, and arts activities. Showplace Square has concentrations in wholesale furniture, appliances, and jewelry, import/export trading, auto parts, graphic design, small scale manufacturing, garment manufacturing, arts activities, animal services, shipping and delivery services, construction services and materials wholesale, and heavy equipment wholesale. And the Central Waterfront has groups of businesses engaged in food and beverage distribution, printing and publishing (including paper products manufacturing and distribution and graphic design), transportation services (including vehicle and equipment rental), garment manufacturing, appliance repair and distribution, other repair and maintenance services, and construction services and materials wholesale. **Figure 6** illustrates some of the PDR clusters in the Eastern Neighborhoods, as well as the adjacent Western SoMa neighborhood.

East SoMa

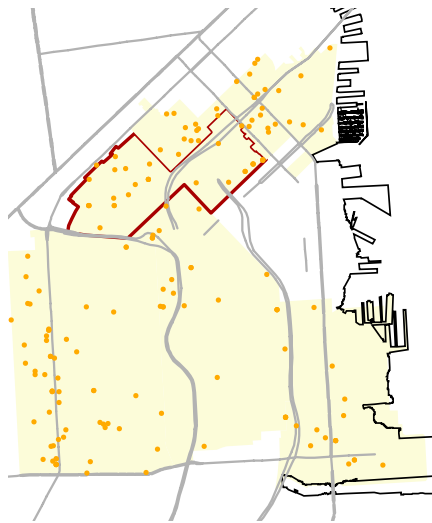
East SoMa, as defined in the Eastern Neighborhoods analysis, is irregularly shaped, with most of the area generally bounded by Folsom Street, Essex Street and the Bay Bridge, the Bay, and Fourth Street. East SoMa also encompasses the South of Market Redevelopment Area, bounded generally by Fifth and Seventh Streets and Mission and Harrison Streets. A small corridor between Fourth and Fifth Streets south of Folsom Street links these two separate areas.

Figure 7 shows existing land uses in East SoMa based on the San Francisco Planning Department's 2004 Land Use Database. **Table 4** summarizes the land area in each major land use category. As indicated in the table, no single use predominates in East SoMa, though PDR uses occupy more land than any other single category (approximately 23 percent), followed by residential and residential mixed uses, which together occupy 19 percent of the area, then by

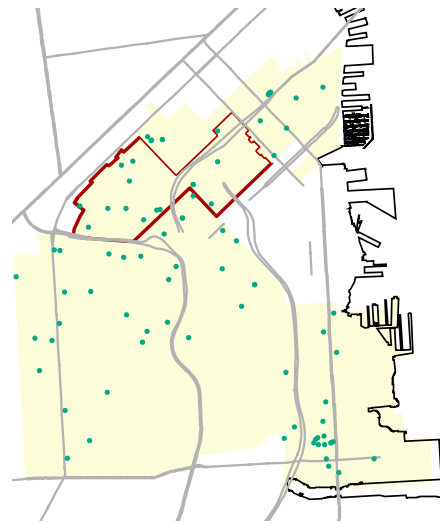
³⁵ Also noteworthy is that Planning Department estimates indicate about 10,000 PDR jobs in Western SoMa and 18,000 PDR jobs in Bayview/Hunter's Point as of 2000. Two-thirds of PDR employment in San Francisco is located in these combined areas on the east side of the City.



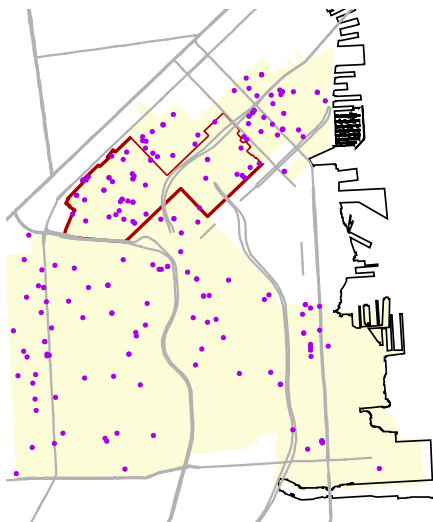
Furniture



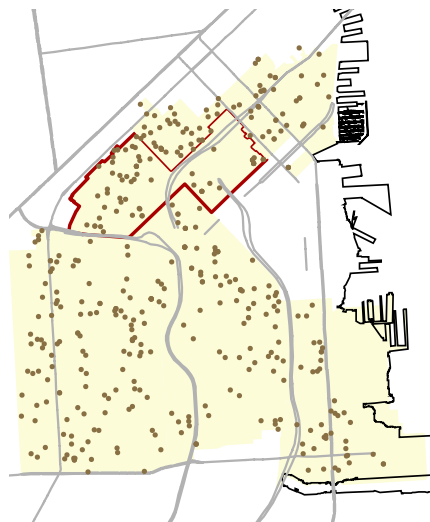
Transportation



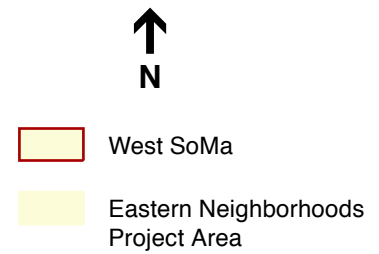
Food and Beverage



Printing and Publishing



Construction



SOURCE: Dun & Bradstreet, 2005

Case No. 2004.0160E: Eastern Neighborhoods Rezoning and Area Plans (203091)

Figure 6
Existing Concentrations
of PDR Businesses

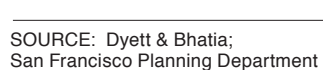


Figure 7
Existing Land Use
East SoMa

TABLE 4
EAST SOMA—ACRES BY LAND USE CATEGORY

Land Use	Acres	Percent of Total (East SoMa)
PDR—Production, Distribution and Repair	35	23%
MIPS—Management, Information, and Professional Services	23	15%
Retail and Entertainment	21	14%
Mixed Uses (non-residential)	20	13%
Residential	15	10%
Residential Mixed-Use	13	9%
Vacant	12	8%
Parks and Open Space	10	6%
CIE—Cultural, Institutional, Educational and Other Public Facilities	2	1%
Visitor-Serving Commercial	1	1%
Total	152	100%

Note: Data and percentages rounded. Therefore, columns may not add and subarea totals differ slightly from areawide total.

SOURCE: San Francisco Planning Department Land Use 2004 database.

office and retail and entertainment uses, with 15 and 14 percent, respectively. East SoMa is currently underserved by parks and open spaces, with 6 percent of its land inventory programmed for these uses, compared to 28 percent of parcelized land citywide (see Table 3).

As illustrated by Figure 7, land uses in East SoMa are finely mixed, with residential, PDR, and commercial uses often located within the same block. The neighborhood's mixed-use development pattern reflects its early history as well as rapid changes that occurred during a boom in office and residential/live-work ("loft") development from the mid-1990s to early 2000s. Given the area's proximity to downtown, certain types of PDR uses have clustered in East SoMa, as noted above. PDR uses typically occupy small floor plate-buildings with garages and upper-floor lofts. One of the largest PDR clusters in East SoMa is printing and publishing. Auto repair also has a substantial presence in the neighborhood, and is concentrated west of Fifth Street. The garment industry was previously once one of the largest sectors but declined with the influx of new office and residential development that began in the mid-1990s. Other PDR clusters in East SoMa include graphic design, photography services, and sound recording/film production. East SoMa also has many office, or MIPS uses, primarily in the eastern half of the neighborhood centered on South Park, within the block bounded by Bryant Street to the north, Brannan Street to the south, Second Street to the east and Third Street to the west. The block is bisected by South Park Avenue, which circumscribes an oval park at the block's center. The area's character is defined by a fine-grained parcelization with small, mixed-use buildings surrounding the park. South Park and its immediate surroundings was the center of the dot com boom of the late 1990s, with some of these office uses providing internet-related or other high-tech businesses.

Housing has been part of the land use mix in SoMa since the turn of the 20th century, when worker housing developed, mostly on back streets and alleys, in proximity to the industry located in SoMa and the nearby waterfront.³⁶ These areas, commonly referred to as residential enclaves, are located within the blocks between Fifth and Seventh Streets and Mission and Folsom Streets. Residential uses are located along the narrower side streets and alleyways (typically 30 to 35 feet wide) that transect the blocks. In the main, block interiors contain narrow lots (generally 25-by-75 feet in dimension), with modestly scaled residences of two to three stories. More recently, new housing, mostly in the form of live/work-style lofts, was developed in the 1990s and first part of the 2000s in response to the market created by the high-tech workforce. The other major housing type built in SoMa has been affordable housing. Specifically, single-room occupancy (SRO) hotels were historically clustered in the Sixth Street corridor, Mission and Howard Streets, some of which continue to serve as important affordable housing resources to this day, including some SRO buildings that have been rehabilitated with assistance from the San Francisco Redevelopment Agency (within the South of Market Redevelopment Project Area), such as the Knox Hotel, Rose Hotel, and Delta Hotel. Other affordable housing resources in or near East SoMa include newer multi-family housing developments, such as the Columbia Park Apartments, Minna Park Family Housing, and the Plaza Apartments.

South Beach is a recent residential neighborhood that occupies the entirety of several blocks along the Embarcadero between Bryant and King Streets, formerly a warehouse district. This is one of the few areas of East SoMa that has a concentration of primarily residential use.

AT&T Park, a baseball stadium constructed in 2000, occupies 13 acres at the southeast corner of the neighborhood and represents a major entertainment use. New housing and retail uses have been developed in the blocks adjacent to the ballpark, particularly in the Mission Bay North Redevelopment Area. Other retail and entertainment uses, such as restaurants, bars and nighttime entertainment uses are scattered throughout East SoMa.

Pipeline Projects

A number of projects in East SoMa are in the planning or building permit process or are under construction. **Table 5** presents a summary of these “pipeline” projects through March 2006, which are at various stages in the permitting and construction process. The totals shown are net totals that account for any losses in units or floor space due to demolition or conversion of existing buildings to another land use. Where the number of square feet is negative, it represents demolition or conversion of building space in a particular land use category. Pipeline projects in East SoMa illustrate net increases in housing, medical, office, retail and visitor-serving commercial uses, and a net decrease in PDR space.

³⁶ San Francisco Planning Department, *Profiles of Community Planning Areas: San Francisco's Eastern Neighborhoods*, January 2002.

TABLE 5
PIPELINE PROJECTS—EAST SOMA

Net New Residential Units	2,296
Net New Non-Residential Development (sq. ft.)	(98,887)
Net New Cultural, Institutional, And Educational (sq. ft.)	0
Net New Medical (sq. ft.)	20,000
Net New Office (sq. ft.)	(79,404)
Net New PDR (sq. ft.)	(185,027)
Net New Retail/Entertainment (sq. ft.)	96,044
Net New Visitor (sq. ft.)	49,500

SOURCE: San Francisco Planning Department, *The Pipeline: A Quarterly Report on Proposed Development in San Francisco – 1st Quarter, 2006*.

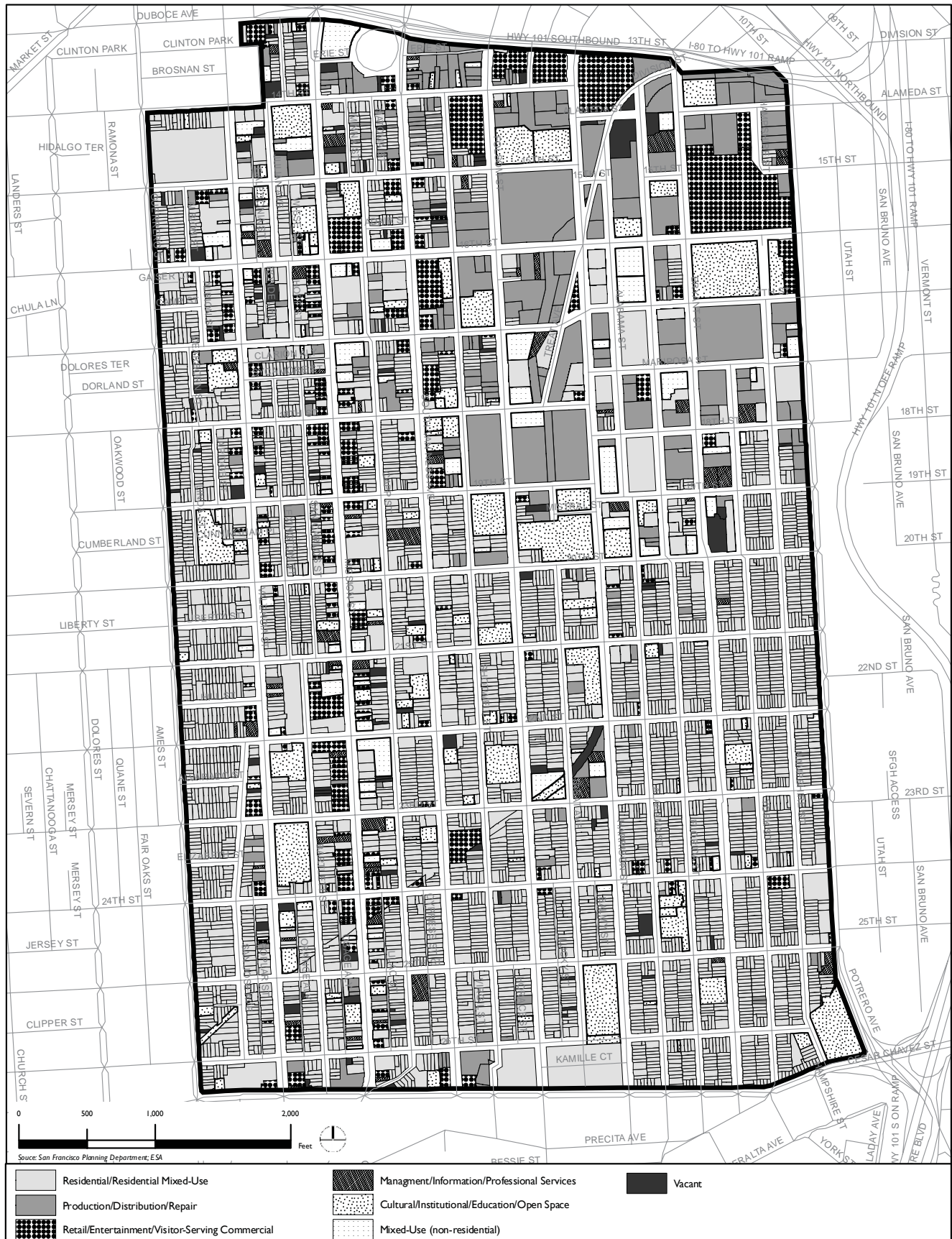
Mission

The Mission encompasses an area from Division Street on the north to César Chávez Street on the south, Guerrero Street on the west and Potrero Avenue on the east.

Figure 8 shows the existing land uses in the Mission based on the San Francisco Planning Department's 2004 Land Use Database, summarized by land area in each major land use category. As shown in **Table 6**, housing is the predominant land use in the Mission, occupying about 56 percent of its land area (including residential mixed-use areas). PDR is the second most extensive land use, occupying 16 percent of the land area. Retail and entertainment uses, as well as cultural, institutional, and educational uses, also have a strong presence in the Mission, occupying 9 and 8 percent of its land area, respectively. Only 3 percent of the Mission is in use for parks and open space, well below the citywide figure of 28 percent. The Mission has a broad geographic split between PDR and mixed uses concentrated in the northeast with housing and small-scale commercial uses distributed throughout the rest of the neighborhood.

The Mission is also known as both a residential and cultural center for the Latino community. About one-fourth the City's Latino residents live in the Mission—an established Latino cultural hub for San Francisco and the entire Bay Area. Sixty percent of the population of the Mission lives in households where English is not the primary language, and more than half of these residents do not speak English very well, according to Census data. These residents make up a large share of the City's linguistically isolated Spanish speakers, as one-third of the Mission's population qualifies as linguistically isolated.³⁷ (See also Section IV.D, Population, Housing, Business Activity, and Employment.)

³⁷ Hausrath Economics Group, *San Francisco's Eastern Neighborhoods Rezoning: Socioeconomic Analysis*, Draft for Public Review, March 2007. pp. 49, 51. This report is available for review, by appointment at the Planning Department, 1650 Mission Street, Suite 400, as part of Case File No. 2004.0160E. This report is also available on the internet at: http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/SEIA_DRAFT_for_Public_Review.pdf.



SOURCE: Dyett & Bhatia;
San Francisco Planning Department

Case No. 2004.0160E: Eastern Neighborhoods Rezoning and Area Plans (203091)

Figure 8
Existing Land Use
Mission

TABLE 6
MISSION—ACRES BY LAND USE CATEGORY

Land Use	Acres	Percent of Total (Mission)
Residential	286	52%
PDR—Production, Distribution and Repair	90	16%
Retail/Entertainment	49	9%
CIE—Cultural, Institutional, Educational and Other Public Facilities	41	8%
Residential Mixed-Use	23	4%
Mixed Uses (non-residential)	21	4%
Parks and Open Space	15	3%
Vacant	12	2%
MIPS—Management, Information, and Professional Services	10	2%
Visitor-Serving Commercial	<1	<1%
Total	547	100%

Note: Data and percentages rounded. Therefore, columns may not add and subarea totals differ slightly from areawide total.

SOURCE: San Francisco Planning Department Land Use 2004 database.

Northeast Mission Industrial Zone (NEMIZ)

The Northeast Mission Industrial Zone, or NEMIZ, occupies an area roughly north of 20th Street and east of South Van Ness Avenue, though some of the PDR uses that define it are also found farther west in a highly mixed area. The NEMIZ includes a range of PDR uses, often contained within single and multi-story buildings with medium and large floor plates, many with upper-floor lofts. Industrial buildings in the NEMIZ typically have garages and accessory yards. PDR uses in the NEMIZ are characterized by their proximity to the area's surrounding residential uses. A collection of auto repair establishments is clustered around South Van Ness Avenue. The NEMIZ is also home to many construction supply businesses. Other PDR uses in the district include food processing and catering, graphic design, printing, photographic services, and communications uses such as radio broadcasting.

The SPCA animal shelter and the City's Department of Animal Care and Control are both located near 16th and Harrison Streets. Two quasi-public agencies have open yards devoted to fleet storage—the PGE yard at 19th and Harrison Streets and Muni's Potrero Division bus yard at 17th and Bryant Streets and Flynn Division bus storage building at 15th and Harrison Streets. There is at least one large research and development use: Dolby Laboratories on Potrero Street.

Some large PDR businesses have left the neighborhood in recent years. For example, the former Wonder Bread and Hostess Bakery at Alameda and Bryant Streets closed in 2005 and the site has been converted to a truck rental operation.

The NEMIZ also has a number of cultural, institutional, and educational uses, including John O'Connell High School, a technical high school. The Mission Campus of City College of

San Francisco is temporarily located at Alabama and Florida Streets, occupying former industrial buildings, while a new Mission Campus is under construction at 22nd and Bartlett Streets. Several cultural institutions are present in the NEMIZ, including Project Artaud and the Cell Space.

The NEMIZ also contains a few large-format retail establishments. The Potrero Center is a shopping center anchored by a supermarket; it occupies a large block at 16th Street between Potrero and Bryant. A few new large-scale retail stores, selling office and electronic goods, have been constructed on the northern edge of the district along Division Street.

Residential uses have long been a presence in the NEMIZ, with enclaves of small-lot Victorian- and Edwardian-era homes mixed with non-residential uses, on the western side of the district, particularly on blocks bounded by 14th, 15th, Mission and Folsom Streets and by 17th, 18th, Mission and South Van Ness. There is also a small number of residential hotels, concentrated in the area around 16th and Mission Streets. In recent years, a number of new live/work loft-style residential buildings have been constructed in the NEMIZ. At the time this DEIR was published, a 151-unit affordable housing project was under construction at 18th and Alabama Streets.

Southern and Western Mission

The majority of the Mission is in low- to medium-density residential uses. Residential uses are generally located in the area south of 20th Street and east of Mission Street; between Mission and Valencia Streets and between Valencia and Guerrero Streets; and on upper stories along the Mission, Valencia, and 24th Street commercial corridors. There are also concentrations of residential uses between Mission Street and Shotwell Street north of 20th Street.

The Mission also includes important commercial spines; the most prominent are Mission, Valencia, 16th and 24th Streets. These streets have many retail and entertainment establishments, including small-scale retail shops and grocery stores, restaurants, bars, and art galleries. The Mission has become a nighttime dining and entertainment destination.

The Mission includes a high concentration of cultural, institutional, and educational uses (e.g., New College of California, on Valencia between 18th and 19th Streets), such as schools, churches, performing and visual arts organizations (e.g., Brava Theater on 24th Street) and public health centers.

A number of auto repair shops, building supply stores, and other PDR businesses are mixed with the commercial and residential uses in the area.

Pipeline Projects

A number of projects are in the planning or building permit process or are under construction in the Mission. The summary of these “pipeline” projects through March 2006 is shown in **Table 7**

**TABLE 7
PIPELINE PROJECTS—MISSION**

Net New Residential Units	1,869
Net New Non-Residential Development (sq. ft.)	(162,324)
Net New Cultural, Institutional, and Educational (sq. ft.)	74,287
Net New Medical (sq. ft.)	0
Net New Office (sq. ft.)	23,124
Net New PDR (sq. ft.)	(320,970)
Net New Retail/Entertainment (sq. ft.)	61,235
Net New Visitor (sq. ft.)	0

SOURCE: San Francisco Planning Department, The Pipeline: A Quarterly Report on Proposed Development in San Francisco - 1st Quarter, 2006.

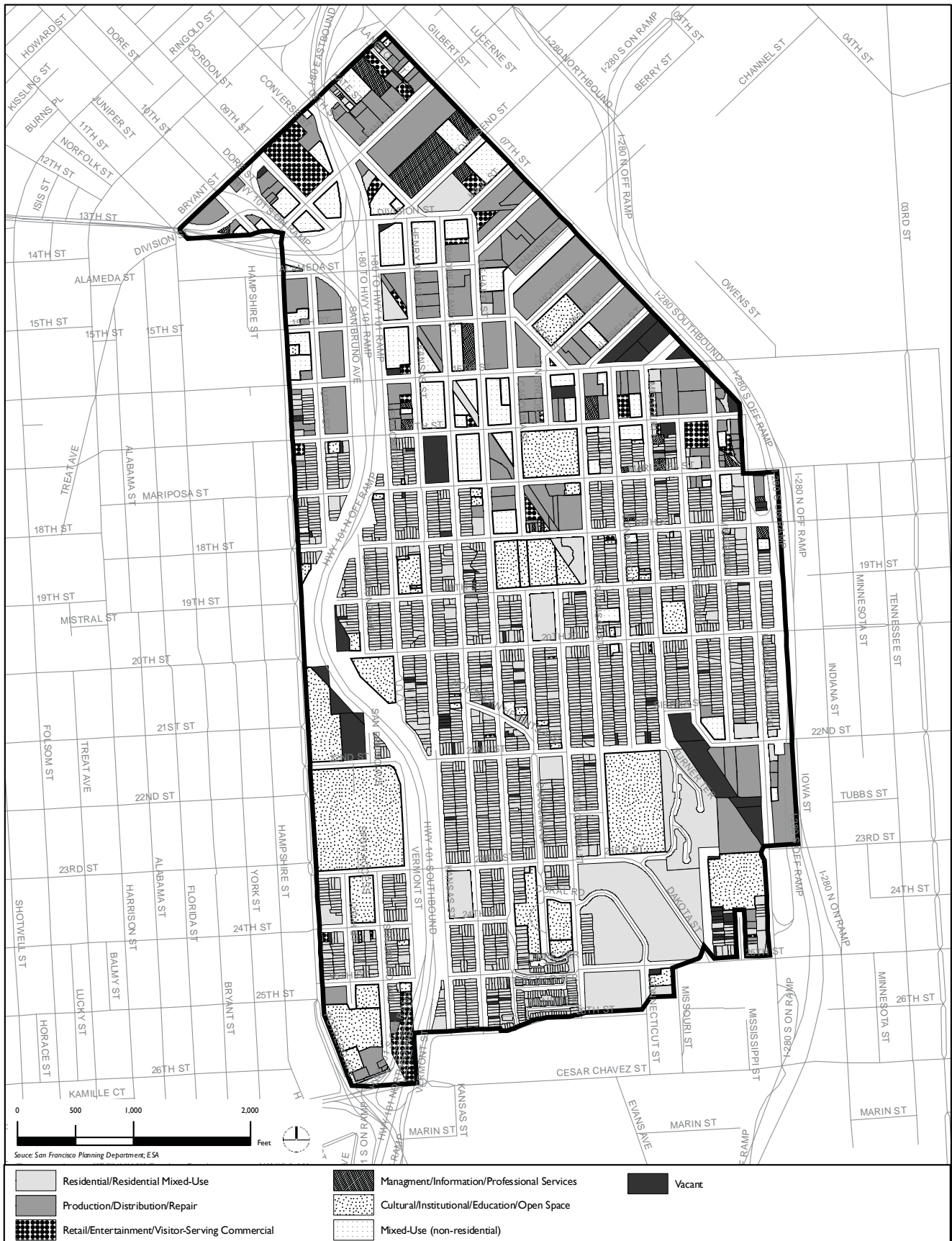
includes projects at various stages in the permitting and construction process. Pipeline projects in the Mission include net increases in housing; cultural, institutional, and educational; office, and retail uses, and a net decrease in PDR space. The projected loss in PDR space is particularly pronounced, and it is the greatest projected PDR loss among neighborhoods within the planning area.

Showplace Square/Potrero Hill

This neighborhood is bounded by Bryant and Seventh Streets on the north, the I-280 freeway on the east, 26th and César Chávez Streets to the south, and Potrero Street to the west. A number of subareas with distinct land use character can be identified.

Figure 9 shows the land uses existing in Showplace Square/Potrero Hill based on the Planning Department's 2004 Land Use Database. **Table 8** summarizes the land area in each major land use category. Housing occupies approximately 43 percent of the land in the neighborhood, and almost all of the area south of 17th Street (Potrero Hill). PDR is the second most extensive land use, occupying about 21 percent of the land area, largely concentrated in the north (Showplace Square). Cultural, institutional, and educational uses occupy the next greatest area, at 11 percent of the total, with San Francisco General Hospital's large site a major contributor. Retail, entertainment, and office uses represent a relatively small proportion of the land area in this neighborhood, and 5 percent of the land area is devoted to parks and open space.

Showplace Square centers on a group of early 20th century brick warehouse buildings located along Henry Adams (Kansas) Street that house the San Francisco Design Center, but can more broadly be considered as the northern portion of this planning area. Showplace Square was originally developed as a warehouse and industrial district. The warehouses were renovated in the 1980s to provide furniture showroom space, and Showplace Square has developed a well-defined cluster of furniture makers, interior designers and contractors, with more than 100 furniture and



SOURCE: Dyett & Bhatia;
San Francisco Planning Department

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Figure 9
Existing Land Use
Showplace Square / Potrero Hill

TABLE 8
SHOWPLACE SQUARE/POTRERO HILL—ACRES BY LAND USE CATEGORY

Land Use	Acres	Percent of Total Neighborhood
Residential	169	43%
PDR—Production, Distribution and Repair	81	21%
CIE—Cultural, Institutional, Educational and Other Public Facilities	45	11%
Mixed Uses (Non-residential)	34	9%
Parks and Open Space	21	5%
Vacant	19	5%
Retail/Entertainment	13	3%
MIPS—Management, Information, and Professional Services	9	2%
Residential Mixed-Use	5	1%
Visitor-Serving Commercial	0	0%
Total	396	100%

Note: Data and percentages rounded. Therefore, columns may not add and subarea totals differ slightly from areawide total.

SOURCE: San Francisco Planning Department Land Use 2004 database.

interior-design-related businesses in the area.³⁸ Other PDR uses in the vicinity of Showplace Square include jewelry wholesaling, parcel shipping services, graphic design, garment manufacturing, and construction. These uses typically occupy single- and multi-story buildings often with accessory yards and benefit from nearby freeway access and proximity to the area's surrounding residential uses.

The area north of Division Street is a continuation of the SoMa street grid, and to some degree, the highly varied land use pattern typical in SoMa. Brannan and Bryant between Seventh and 10th Streets have a mix of PDR, office, and retail uses. A number of wholesale and retail establishments have occupied existing commercial/industrial buildings, and there are also several large new retail buildings, such as the Costco store at 10th and Bryant Streets and the shopping center at Ninth and Bryant Streets.

The Seventh Street Corridor, between Brannan and 16th Streets, represents another distinguishable subarea of the neighborhood. Lot coverage and overall development intensity in this corridor is low, as a number of establishments have open storage and facilities; these include aggregate processing, a waste collection vehicle yard, and bus storage and maintenance. There is also at least one large vacant parcel. Other PDR uses in the corridor include wholesale restaurant supply. The California College of the Arts has occupied a large former warehouse building at Eighth and Hooper Streets to serve as its San Francisco campus. Housing recently built at Seventh and Townsend Streets is indicative of a growing residential presence in the northern part of this corridor.

³⁸ San Francisco's Planning Department, *Profiles of Community Planning Areas: San Francisco's Eastern Neighborhoods*, January 2002.

In the upper part of Showplace Square, or lower part of Potrero Hill, between approximately 16th and Mariposa Streets (but in some blocks extending as far south as 18th Street), there is an eclectic mix of land uses. Light PDR uses such as auto repair and graphic design and medium PDR warehouses are prevalent in the eastern part of this area, mixed with a few dining and entertainment establishments on 17th Street and a limited number of new residential buildings. The western part of this area includes the Anchor Steam Brewery at Mariposa and De Haro. Along 16th are light PDR uses, dining establishments, retail stores, and the new, 100,000 square-foot campus of the California Culinary Institute. This area also has a great deal of new multi-story residential construction.

The predominantly residential neighborhood of Potrero Hill has a mix of single-family residences and small multiple-family buildings. Apartments managed by the San Francisco Housing Authority (Potrero Terrace and Potrero Annex) are in the southeast part of the neighborhood. Stretches of 18th and 20th Streets function as neighborhood commercial corridors, with small-scale retail and entertainment uses. Additionally, a number of cultural, institutional, and educational uses are in the neighborhood, including schools, a neighborhood center, and a library. San Francisco General Hospital is a major employer and land use on Potrero Hill's western edge.

Pipeline Projects

A number of projects are in the planning or building permit process or are under construction in Showplace Square and Potrero Hill. The summary of these "pipeline" projects through March 2006 in **Table 9** includes projects at various stages in the permitting and construction process. Pipeline projects in the Showplace Square/Potrero Hill include net increases in housing, retail, and office uses and a net decrease in PDR space. Approximately 213,000 square feet of PDR space would be demolished or converted as a consequence of some of the projects in this development pipeline, the second largest such loss among the four Eastern Neighborhoods.

TABLE 9
PIPELINE PROJECTS: SHOWPLACE SQUARE/POTRERO HILL

Net New Residential Units	2,239
Net New Non-Residential Development (sq. ft.)	(35,084)
Net New Cultural, Institutional, And Educational (sq. ft.)	12,000
Net New Medical (sq. ft.)	0
Net New Office (sq. ft.)	(38,909)
Net New PDR (sq. ft.)	(213,008)
Net New Retail/Entertainment (sq. ft.)	204,833
Net New Visitor (sq. ft.)	0

SOURCE: San Francisco Planning Department, The Pipeline: A Quarterly Report on Proposed Development in San Francisco - 1st Quarter, 2006.

Central Waterfront

The Central Waterfront is on the eastern side of I-280 and extends from Mariposa Street on the north to the Islais Creek Channel on the south.

Figure 10 shows the land uses existing in the Central Waterfront based on the Planning Department's 2004 Land Use Database. **Table 10** summarizes the land area in each major land use category. The Central Waterfront is almost entirely devoted to light and heavy PDR uses, which together occupy 94 percent of the land area. Aside from maritime-related uses, other PDR businesses include construction, transportation, warehousing/distribution, printing and publishing. The Central Waterfront includes a small residential neighborhood, called Dogpatch, centered on 22nd and Tennessee Streets. These uses, as well as subareas and major properties in the Central Waterfront, are described in this section. Less than 1 percent of this subarea is in park and open space use, the lowest figure of any of the four neighborhoods.

Illinois Street to San Francisco Bay

East of Illinois Street, the Central Waterfront is almost exclusively in maritime and other PDR uses. Most of the land is under the jurisdiction of the Port of San Francisco, which can lease properties for non-maritime uses on an interim basis, pursuant to the Public Trust doctrine (see Chapter IV.B, Plans and Policies, p. 109).

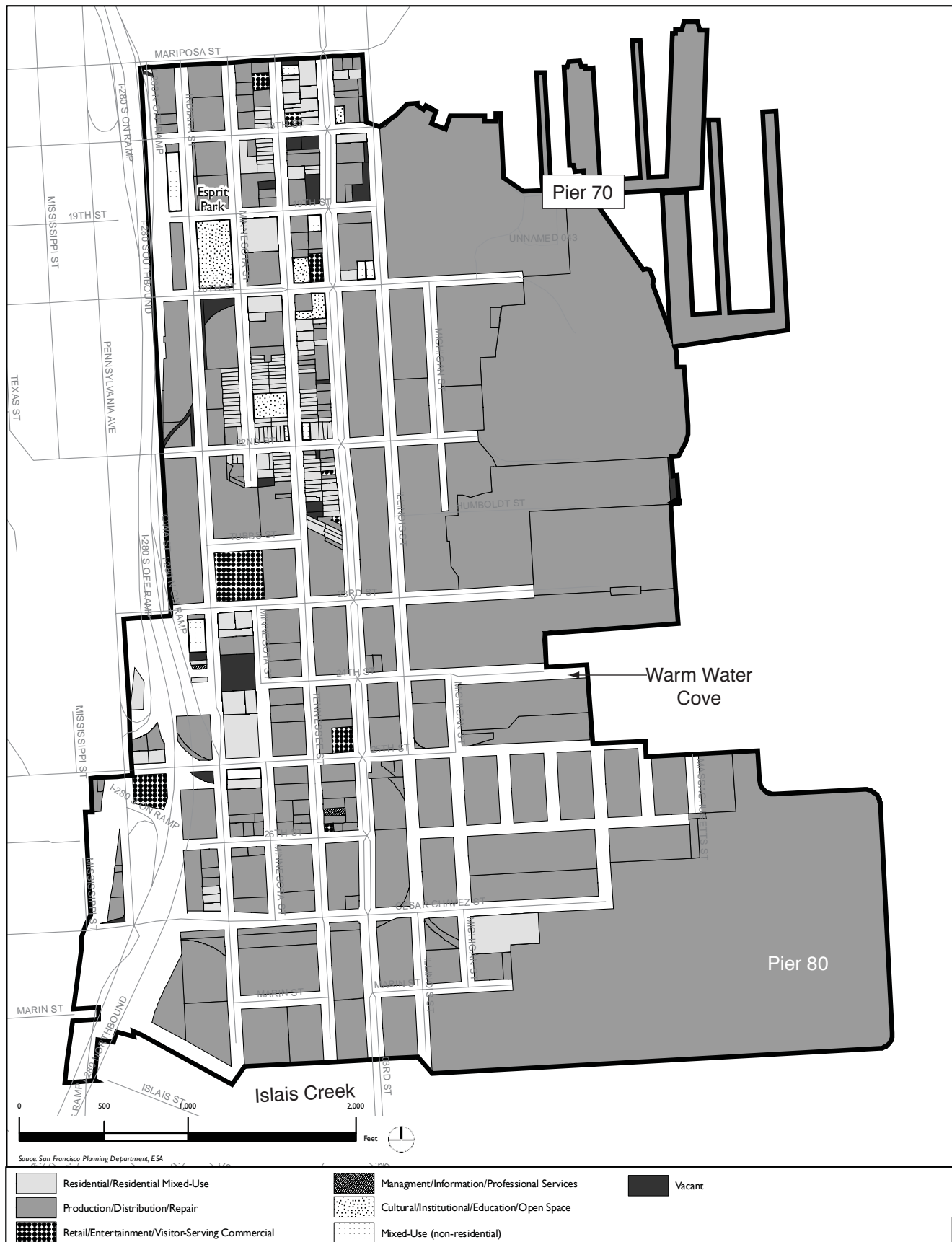
There are a number of operations in this area that occupy extensive land area, so it is useful to discuss the area in terms of major properties and facilities.

Pier 70 has been the site of a variety of industrial activities, from shipbuilding to steel production, since the late 1800s. It is currently home to San Francisco Drydock, the oldest continually operating ship repair business on the West Coast and a major employer in the Central Waterfront. Pier 70 is also used by numerous other businesses that lease buildings and outdoor areas from the Port, including a large towing and car return service, a scrap metal collection site, mini-storage, and one live-work building. Pier 70 contains a number of vacant former industrial buildings clustered around 20th Street. Many of these buildings have historic merit but are currently unoccupied because they do not meet current seismic standards.

The Mirant Potrero Power Plant is located between 22nd and 23rd Streets just south of Pier 70. The power plant is not on Port-owned land.

Pier 80 is an active container terminal, and is used primarily by smaller niche shipping operators. Pier 80 includes a large amount of "back land" acreage required for the Port's containerized shipping facility at the pier and other Port facilities.

The Muni Metro East facility, a maintenance and storage yard that will support the Third Street Light Rail, is under construction on a 13-acre site at Illinois and 25th Streets. It will include a



SOURCE: Dyett & Bhatia;
San Francisco Planning Department

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Figure 10
Existing Land Use
Central Waterfront

TABLE 10
CENTRAL WATERFRONT—ACRES BY LAND USE CATEGORY

Land Use	Acres	Percent of Land Area (Central Waterfront)
PDR—Production, Distribution and Repair	362	94%
Residential	7	2%
Retail/Entertainment	4	1%
Vacant	4	1%
Parks and Open Space	3	1%
Mixed Uses	2	<1%
Residential Mixed-Use	2	<1%
CIE—Cultural, Institutional, Educational and Other Public Facilities	1	<1%
MIPS—Management, Information, and Professional Services	<1	<1%
Visitor-Serving Commercial	<1	<1%
Total	384	100%

SOURCE: San Francisco Planning Department Land Use 2004 Database.

main shop and administration building, as well as an open paved storage yard for light rail vehicles.

Other uses in the area include parcel shipping, gas and welding supply distributors, and custom set fabrication. The area between Illinois and Third Streets is also primarily in PDR uses, and, while similar in use and character to the area east of Illinois, it is not under Port jurisdiction and has some non-PDR uses.

Northern Central Waterfront West of Illinois

This area exhibits a wide variety of uses and a finely mixed development pattern. Parcel sizes are smaller than in the area east of Illinois. PDR uses include printing and publishing, graphic design, building materials sales, light warehousing, wholesale, import/export, and auto repair. There is a small cluster of older houses on Tennessee Street. There are also several loft-style residential buildings, most of them new construction, and others in converted industrial buildings. Esprit Park occupies the entire block between 19th, 20th, Minnesota and Indiana Streets.

Dogpatch

Generally bounded by Third Street, Indiana Street, 20th Street, and a diagonal alignment between 22nd and 23rd Streets, the Dogpatch neighborhood is a primarily residential enclave dating to the late 1800s. Twenty-second Street serves as the neighborhood's commercial spine, and has a number of mixed-use buildings with ground-floor commercial space. Third Street between 22nd and 23rd Streets also has a concentration of residential and small-scale retail/entertainment uses. Third Street is developing as a rail transit corridor, with a newly operational light rail line, including a stop at 23rd Street.

Southern Central Waterfront West of Illinois

South of Dogpatch, the Central Waterfront consists largely of one- and two-story industrial buildings, and a few lots used for open storage of fleets. The Muni Woods facility occupies two blocks near Indiana and 22nd Streets for offices, and bus repair and storage. Other PDR uses in the area include warehousing, construction supply, vehicle/equipment rental, auto repair, industrial laundry, and import/export. In recent years, a number of loft-style residential buildings have also been built in the area; the new residential buildings are surrounded by PDR uses.

Pipeline Projects

A number of projects are in the planning or building permit process or are under construction in the Central Waterfront. The summary of these “pipeline” projects through March 2006 in **Table 11** includes projects at various stages in the permitting and construction process. The totals shown for each land use are net totals that account for any losses in units or floor space due to demolition or conversion of existing buildings to another land use. Pipeline projects in the Central Waterfront include small net increases in housing and retail and a small net decrease in PDR space.

TABLE 11
PIPELINE PROJECTS—CENTRAL WATERFRONT

Net New Residential Units	538
Net New Non-Residential Development (sq. ft.)	(146,085)
Net New Cultural, Institutional, And Educational (sq. ft.)	0
Net New Medical (sq. ft.)	0
Net New Office (sq. ft.)	0
Net New PDR (sq. ft.)	(196,350)
Net New Retail/Entertainment (sq. ft.)	50,265
Net New Visitor (sq. ft.)	0

SOURCE: San Francisco Planning Department, The Pipeline: A Quarterly Report on Proposed Development in San Francisco - 1st Quarter, 2006.

Regulatory Setting

General Plan

The *San Francisco General Plan* does not include an element that deals exclusively with land use. However, the Commerce and Industry, Housing, Urban Design, and Community Facilities Elements all contain policies related to land use. In addition, the *General Plan* contains a number of area plans that contain many land use objectives and policies for specific areas of the city. Some of these area plans would be modified or replaced by new area plans for each Eastern Neighborhood. *General Plan* objectives and policies applicable to land use are discussed in Section IV.B, Plans and Policies, of this EIR. Other land use policies discussed in Section IV.B include the Port of San Francisco’s Waterfront Land Use Plan and related Public Trust Doctrine, which governs Port property. The San Francisco Planning Code is also discussed.

Impact Analysis

Significance Criteria

The proposed rezoning would have a significant effect on land use if it would:

- Physically divide an established community;
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; or
- Have a substantial adverse impact on the existing character of the vicinity.

The *Analysis Assumptions* section at the beginning of Chapter IV, Environmental Setting and Impacts, provides background information on the approach to the land use analysis based on the CEQA significance criteria listed above. The project's consistency with applicable land use plans, policies, and regulations is discussed in Section IV.B, Plans and Policies.

In addition to an analysis of rezoning Options A, B, C and the future No-Project scenario, two community-based concepts for the Northeast Mission Industrial Zone, or NEMIZ, a subarea within the Mission District, were evaluated qualitatively—the *People's Plan for Jobs, Housing, and Community*, put forth by the Mission Anti-Displacement Partnership, and a plan from the Mission Coalition for Economic Justice & Jobs (MCEJJ). There are no job and employment projections specific to these community-generated subarea plans.

Proposed Zoning Districts

The proposed project would apply new residential and mixed-use zoning districts to parts of the Eastern Neighborhoods currently zoned for industrial, warehousing, and commercial service use (see Figures 3 and 4 in Chapter III, Project Description). This covers areas of the Central Waterfront, Mission, and Showplace Square/Potrero Hill neighborhoods that have C-M, M-1, or M-2 zoning and areas of East SoMa that have M-1, M-2, SSO, RSD, SLR, and, potentially, SLI zoning. About two-thirds of the existing M-1 and M-2 industrial zones are proposed to be rezoned and converted to areas where housing is encouraged and permitted by right.³⁹ In addition, existing residential zoning and neighborhood commercial zoning in the project area would be reinforced and expanded. Large areas of residential zoning in the Mission and Showplace Square/Potrero Hill would remain unchanged. Neighborhood Commercial zoning would be strengthened in East SoMa and the Mission. Proposed use districts are briefly described below.

³⁹ San Francisco Planning Department, Eastern Neighborhoods Proposed Permanent Zoning Controls: An Overview, October 2005.

Employment and Business Development (EBD) District

Employment and Business Development (EBD) district would establish more restrictive non-residential zoning to replace industrial districts where currently almost all uses are permitted as of right or conditionally. This zoning would encourage conservation of the existing building stock to retain appropriate space in appropriate locations for production, distribution, and repair business activity. There would be controls on demolition of existing industrial space, and new construction would be limited to PDR space—space suitable for a variety of types of businesses but in which large-scale office or retail uses would not be allowed. Incubator space for businesses, including PDR businesses that can afford the higher cost of new development, is envisioned. Compared to existing zoning, this designation would be more restrictive because there would be more stringent controls on office, retail, and housing development: housing would be prohibited, and only small office and retail uses would be allowed.

Under Option A, EBD districts would encompass the NEMIZ, Showplace Square, portions of the Harrison Street corridor in the southern Mission, areas of northern and southeastern Potrero Hill, and some eastern portions of East SoMa, as well as most of the Central Waterfront. Under Option B, EBD zoning would cover a portion of the NEMIZ, parts of Showplace Square and the Seventh Street corridor, part of southeastern Potrero Hill, and most of the Central Waterfront. Option C would include EBD zoning only in the Central Waterfront and a small area of southeastern Potrero Hill.

Urban Mixed-Use (UMU) Districts

Urban Mixed-Use (UMU) districts would encourage transitional development patterns between business and employment districts and predominantly residential neighborhoods, thereby buffering potentially incompatible land uses. By contrast to the other new districts, new development in these mixed-use districts would be expected to be a true mix of uses—combining new housing with smaller scale retail and commercial use and those types of PDR activities that can coexist with housing (generally, Light PDR; see footnote 8, p. 3). Retail, office, and housing uses would be allowed, but non-PDR development would be required to also provide PDR space.

UMU zoning is proposed for Showplace Square/Potrero Hill for the blocks south of 16th Street that border established residential neighborhoods and for the blocks along Seventh and Bryant Streets where Showplace Square/Potrero Hill meets Mission Bay and Western SoMa, with the least amount of area proposed as UMU under Option A and the greatest under Option C. This UMU zoning is also proposed where similar conditions prevail in the Mission—for the blocks on the edges of the current industrial district (NEMIZ), where non-residential land use transitions to residential, generally south of Mariposa and west of Shotwell under Option B, and for the NEMIZ generally under Option C. These are areas that have already evolved to a place where there is a generally compatible mix of certain types of production, distribution, and repair activity

and existing residential use or, in the case of Showplace Square/Potrero Hill adjacent to Mission Bay, have the potential to develop as that kind of district.

Mixed-Use/Residential (MUR) Districts

Mixed-Use/Residential (MUR) districts would promote high-density housing and a flexible mix of smaller neighborhood-serving retail and commercial uses, appropriate for development to take advantage of major transit investments. Restrictions on the size of non-residential uses would prohibit the development of large-scale retail and office uses. In the new area plans and implementing zoning amendments, specifics of building size and residential density controls would be tailored to existing conditions and to appropriate future development patterns in each neighborhood. A large MUR district is proposed in the Central Waterfront along Third Street and Tennessee Street under each of the three rezoning options. A majority of East SoMa would also be zoned MUR under all options, although Option A would also include areas of EBD and UMU zoning in East SoMa. The MUR district would also apply to portions of the 16th Street corridor in the Showplace/Potrero Area (Options A and B), much of the Seventh Street corridor (Option A only), areas around the fringe of the NEMIZ (Option B only). Under Option C, there would be scattered MUR zoning in the Mission.

Neighborhood Commercial-Transit (NC-T) Districts

This primarily residential district would have similar controls to the MUR district, but would not permit most PDR uses. The NC-T district would apply along Second, Third, and Sixth Streets in East SoMa (all three options), along Mission, Valencia, and 24th Streets in the Mission (all three options), along Mission Street between Sixth and Seventh Streets in East SoMa (Options B and C), and along Folsom Street in East SoMa and 16th Street and the east side of Potrero Avenue near 16th Street in Showplace Square (Option C only).

Residential, Transit-Oriented Districts

The Residential, Transit-Oriented (RTO) district would allow moderate-scale housing, with reduced parking requirements and no maximum residential density (other than as limited by height and bulk regulations) in recognition of transit proximity. In these new residential districts, the concentration of residential uses is expected to increase. This district is proposed along parts of the eastern and western edges of the Mission-Valencia Streets corridor (Option B only), west of Potrero Avenue, between 20th and 23rd Streets (Option B only), and along Seventh Street (in Option C only).

Design and Showroom

The Design and Showroom district is intended to protect the unique cluster of Showplace Square design-related PDR businesses and buildings. Intensive industrial uses and housing would be prohibited, and only small office and retail uses would be allowed. Protecting the existing

building stock for showroom and related interior design PDR uses would be a priority in this district.

Arts

The Arts district is proposed for a small area in Showplace Square/Potrero Hill to encourage uses that are compatible with and benefit from the presence of the California College of Arts. In addition to PDR uses (especially arts activities and design-related PDR), only small office and retail uses and institutional-related student housing would be allowed. Any non-student housing would be required to provide art-PDR space.⁴⁰

Potential Areawide Land Use Changes

Land use changes are expected in the Eastern Neighborhoods under all three rezoning options, as well as in the future No-Project scenario. Changes in land use would not be caused by the zoning itself, but by projects—including changes in the use of existing buildings, additions, new construction, and demolition—that could occur on individual sites within the project area after a specific zoning option is adopted. However, because zoning establishes which land uses are permitted, prohibited, or limited in each district, and also establishes maximum heights and FARs, it determines how much land and potential building space is available in the city for each type of use. **Table 12** summarizes projected changes in the number of residential units and, for non-residential uses, the floor area in each major non-residential land use category for the Eastern Neighborhoods.

The amount of PDR space is expected to decrease under each of the three rezoning options as well as a 2025 No-Project scenario, although the declines would be less under Options A and B than under projected 2025 No-Project conditions. Overall decreases are due to projected losses in East SoMa, the Mission, and Showplace Square/Potrero Hill combined with less growth of PDR space in the Central Waterfront. On a citywide basis, PDR uses are expected to concentrate in three main areas: Western SoMa, Hunters Point, and the NEMIZ.

The rezoning options would result in moderate differences from the 2025 No-Project scenario for other non-residential uses—MIPS, cultural, institutional, and educational, and retail and entertainment. The projections factor in increases in cultural, institutional, and educational uses through the 2025-planning horizon for all options, including the No-Project Alternative, in part due to the demand on public services and facilities that would be created by an increased residential population.

⁴⁰ Similar to the UMU District, the Arts District would require PDR space in all new development: the proposed ratio in the Arts District is five square feet of arts-PDR space for every one foot of new housing, although student housing in the Arts District would be exempt from this provision.

TABLE 12
EASTERN NEIGHBORHOODS:
PROJECTED RESIDENTIAL UNITS AND NON-RESIDENTIAL FLOOR AREA, 2025

	Baseline (2000)	2025 Buildout			
		Option A	Option B	Option C	No Project
Housing Units	25,464	34,479 ^a	32,849	35,322	28,335
	<i>Net change</i>	<i>9,015 ^a</i>	<i>7,385</i>	<i>9,858</i>	<i>2,871</i>
CIE: Cultural, Institutional, and Educational (sq. ft.)	1,263,600	1,779,900	1,934,100	2,398,242	2,373,180
	<i>Net change</i>	<i>516,300</i>	<i>670,500</i>	<i>1,134,642</i>	<i>1,109,580</i>
Medical (sq. ft.)	1,334,400	1,570,200	1,568,400	1,580,048	1,580,948
	<i>Net change</i>	<i>235,800</i>	<i>234,000</i>	<i>245,648</i>	<i>246,548</i>
MIPS: Management, Information, and Professional Services (sq. ft.)	6,764,700	8,658,788	9,224,494	10,803,074	10,784,411
	<i>Net change</i>	<i>1,894,088</i>	<i>2,459,794</i>	<i>4,038,374</i>	<i>4,019,711</i>
PDR: Production, Distribution, and Repair (sq. ft.)	16,915,307	16,390,689	14,770,646	11,981,957	12,299,246
	<i>Net change</i>	<i>-524,618</i>	<i>-2,144,661</i>	<i>-4,933,350</i>	<i>-4,616,061</i>
Retail and Entertainment (sq. ft.)	2,602,800	3,176,400	3,324,600	3,778,004	3,742,323
	<i>Net change</i>	<i>573,600</i>	<i>721,800</i>	<i>1,175,204</i>	<i>1,139,523</i>
Visitor-Serving Commercial (sq. ft.)	88,200	88,800	88,800	99,074	99,074
	<i>Net change</i>	<i>600</i>	<i>600</i>	<i>10,874</i>	<i>10,874</i>

^a Option A includes a scenario in which the Potrero Power Plant site ceases to operate and is replaced with 2,500 residential units; the remaining 6,515 dwellings are expected to be developed throughout the project area.

SOURCE: San Francisco Planning Department

Option A

In general, Option A would result in greater maintenance of land devoted to PDR uses and smaller increases in the number of housing units, compared to the other rezoning options. However, because Option A for the Central Waterfront includes a scenario in which the Potrero Power Plant ceases to operate and the site is redeveloped with 2,500 residential units, the projected housing units in Option A—9,015—appear greater than in Option B and comparable with Option C. Without the power plant redevelopment, a net additional 6,515 new housing units are forecast to be constructed in the Eastern Neighborhoods, an increase of 26 percent over year 2000 baseline conditions. As a result, although Option A would generally involve the least extensive rezoning of industrial lands to residential and mixed-use residential districts of the three options, the addition to Option A of the potential reuse of the power plant site for housing dramatically increases the projected number of new housing units under Option A.

A net decrease of PDR floor area would occur under Option A, but the decrease would be the least anticipated of all PDR decreases amongst the rezoning options analyzed in this EIR, including the future No-Project scenario. Under Option A, there would be a net decrease of approximately 525,000 square feet of PDR floor area, or only three percent of the 2000 total. By

comparison, under the future No-Project scenario, there PDR floor area decreases of more than 4.5 million square feet, or 27 percent of the year 2000 total, are anticipated.

Option B

Under Option B, the Eastern Neighborhoods is expected to experience a net increase of 7,385 residential units, a 29 percent increase over the period from 2000 to 2025. A net decline of more than two million square feet, or 13 percent of PDR floor space, is projected under Option B, more than under Option A but less than Option C or a future scenario with no rezoning project.

Option C

Rezoning Option C would permit the greatest potential increase in housing development in the Eastern Neighborhoods, with almost 9,900 additional units projected, an increase of 39 percent over year 2000, substantially more than the 2025 No-Project scenario. Option C would also result in the greatest decrease in PDR floor area—4.9 million square feet, or about 29 percent—from the 2000 base year.

Future No-Project Scenario

The 2025 No-Project scenario for household growth is reflective of a lower growth assumption for citywide housing growth based on ABAG's *Projections 2002*.⁴¹ Therefore, the future No-Project scenario indicates less housing growth than the rezoning options, with a net of 2,871 additional units. However, it is likely that even without the rezoning project, there would be a substantial number of new residential units developed, since the existing M zones that are designated over much of the project area allow housing and commercial as well as PDR uses. However, the land use pattern under the 2025 No-Project scenario would be less cohesive (absent controls and area plans), with scattered, *ad hoc* residential development expected to occur within areas with PDR uses, rather than concentrating in defined residential or mixed-use neighborhoods that could be expected to provide localized services to area residents.

Under a future No-Project scenario, the amount of floor space devoted to PDR uses is expected to decrease nearly as much as under Option C, with a net decline of 4.6 million square feet of floor

⁴¹ *Projections 2002* represents the last trend-based “base case” forecast for the Bay Area. Subsequent projections prepared by ABAG (*Projections 2003*, *Projections 2005*, and *Projections 2007*) reflect a “smart growth” forecast for the Bay Area that assumes changed land use policies that would lead to an emphasis on infill development in central cities, support and enhance public transit, and preserve open space and agricultural land. While overall Bay Area total growth estimates for 2025 are similar, ABAG *Projections* since 2002 forecast a greater percentage of Bay Area growth to jurisdictions, such as San Francisco, Oakland, and San Jose, that already have transit accessibility and other infrastructure that is less common or non-existent in outlying communities. In commenting on ABAG's most recent Regional Housing Needs Allocation methodology, the City of San Francisco informed ABAG that the new methodology asks the larger cities in the region to provide more than their share of affordable housing, does not provide financial resources to achieve greater housing production, and is unrealistic. (See Letter from Matthew O. Franklin, director, San Francisco Mayor's Office of Housing, and Dean Macris, director of San Francisco Planning Department, to ABAG Executive Board members and staff, January 17, 2007, available on the internet at: http://www.abag.ca.gov/planning/housingneeds/documents/01-11-07_Draft_RHNA_Methodology_-_Public_Comments_Received.pdf). This letter is available for review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, in File No. 2004.0160E.

area, or 27 percent, over the period from 2000 to 2025. Without districts that could act to stabilize land values for PDR uses by restricting higher-value uses such as office and retail, many existing PDR businesses in the project area would be subject to outbidding by these uses, thereby causing displacement either to other lower-priced areas within the city, region or elsewhere.

Impacts

The proposed Eastern Neighborhoods Rezoning and Area Plans project is a regulatory program, not a physical development project. The rezoning would not create any new physical barriers in the Eastern Neighborhoods. There are no major planned roadways, such as freeways, that would disrupt or divide the project area or individual neighborhoods or subareas. Consequently, the project would not physically disrupt or divide an established community in any direct sense. However, the project would indirectly affect established communities by altering the land use characteristics of the Eastern Neighborhoods, as discussed below.

In general, it can be anticipated that future development under project conditions would result in more cohesive neighborhood subareas that would exhibit greater consistency in land use and building types, and would include more clearly defined residential neighborhoods and commercial corridors.

By delineating EBD (PDR-focused), residential, and neighborhood commercial districts through the proposed project area, the range of rezoning options would tend to concentrate these uses in designated areas and corridors to a greater degree than under the existing M-1 and M-2 zoning, which is spread across a broad geographic area and allows all major land use categories. Transitions between residential and non-residential areas could be achieved by applying the UMU or MUR districts to serve as a transition zones between PDR and non-PDR uses.

Requirements to also construct new PDR space in mixed-use districts and prohibitions on housing development in EBD districts would discourage the type of incompatible residential development that has been the pattern throughout much of the Eastern Neighborhoods, reducing potential land use conflicts. Existing residential districts in the Mission, Showplace Square, Potrero Hill and Central Waterfront would be strengthened, with the intent to limit new supply to compatible infill.

Further, by providing definition where little or none now exists, the rezoning options would guide more intensive residential development to locations where conditions were amenable to full-scale neighborhood development, with complementary convenient retail stores and personal services. Additional population accommodated by new housing could facilitate economic development and increase demand for additional, localized retail and personal services which could contribute to a stronger and more vibrant neighborhood commercial character. As indicated in the *Socioeconomic Analysis*, “Programs to support locally-owned or operated businesses, businesses that contribute to the cultural character of the area, and organizations and businesses that serve the needs of lower-

income households may be required as part of a complementary plan— outside of land use regulations— to manage neighborhood economic development without a loss in valued neighborhood character in these transitioning Eastern Neighborhoods.”⁴²

Alternately, under a future No-Project scenario, incremental, opportunistic residential development in industrial districts would be expected to continue. More large-scale retail or office uses would be likely on the edges of existing residential neighborhoods where site conditions were advantageous. While strong contrasts in land use and building style are part of the existing character of the project area, more well-defined residential neighborhoods, commercial corridors, and areas for industry would also contribute positively to the area’s character.

Where the proposed rezoning would introduce mixed-use and residential zoning (RTO, NC-T and MUR zoning) in former industrial districts, a mix of uses would be present in the interim, but as individual development projects occur, housing would gradually become a predominant land use over time, with supporting ground-floor retail and service uses, generally at a modest scale (e.g., typically four to six stories). The character of these districts is likely to shift along with the changes in land use. Where residential and mixed-use buildings replace existing PDR uses, the activities that typically occur in the area, as well as the building styles, heights, and frontages may change.

Where employment uses would predominate, activities would be more pronounced during the daytime hours rather than in the evening. Areas with many PDR businesses also tend to have more truck or utility vehicle movement and less pedestrian activity than do residential/mixed-use areas. Where ground-floor commercial space is included in residential buildings, it is likely to include display windows and thus provide more transparency and visual interaction at the pedestrian level than is typical with buildings occupied by PDR uses, which often have solid walls and roll-up doors that accommodate vehicle rather than pedestrian access. Other changes to typical building heights and styles that are expected with the increase in residential development are described in Chapter IV.C, Urban Form and Visual Quality, and include taller buildings and features such as porches that provide some degree of building articulation. Moreover, some neighborhoods would be expected to become more active in the evening hours, with shops and restaurants activating the street past PDR business hours.

While the expected land use changes may alter the existing character of many discrete areas in the Eastern Neighborhoods, the changes would not be detrimental or adverse, and in many instances, the rezoning options could serve to enhance the pedestrian realm and the overall character of the neighborhood, by attracting services and directing public improvements to address existing deficiencies as well as new neighborhood needs.

⁴² Hausrath Economics Group, *Eastern Neighborhoods Rezoning: Socioeconomic Analysis*, March 2007 (see footnote 37, p. 42). Additionally, draft area plan policies related to land use and neighborhood character are included in Appendix B of this EIR.

In terms of population growth, each of the proposed rezoning options would result in more households in the Eastern Neighborhoods, and in San Francisco as a whole, than is forecast for the 2025 No-Project scenario that is based on ABAG *Projections 2002*. While most of this growth would occur outside of the Eastern Neighborhoods under each option, the proposed project would result in between 20 and 27 percent of the citywide increase in households occurring in the Eastern Neighborhoods, which is greater than the 15 percent under the No-Project scenario. Other areas that would accommodate population growth include Mission Bay, Market-Octavia, the former Hunters Point Naval Shipyard, Balboa Park, Glen Park, Rincon Hill, the C-3 district, Mid-Market, and on vacant or underutilized land in medium and high-density residential zones and neighborhood commercial districts. Depending on the rezoning option adopted and implemented, there would be more or less population growth in the Eastern Neighborhoods, and the opposite in the rest of the City, but the overall population growth would be similar. (See additional discussion in Section IV.D, Population, Housing, Business Activity, and Employment.)

Supply of Land for PDR Uses

A study undertaken for the Planning Department in 2005 by Economic & Planning Systems (EPS) found that, with implementation of proposed Eastern Neighborhoods rezoning Option B, adequate land would be available in 2025 to accommodate anticipated PDR employment in San Francisco, assuming that land could be made available for PDR use outside the Eastern Neighborhoods—at the former Hunters Point Shipyard, now under the jurisdiction of the Redevelopment Agency, and on land under Port of San Francisco jurisdiction. Without Shipyard or Port land, EPS found that the demand for PDR land, at approximately 27 million square feet (about 620 acres) in 2025, would exceed the available supply by about 3.7 million square feet, or nearly 85 acres.⁴³

The future demand for PDR land was based on an anticipated 13 percent increase in PDR employment by 2025, which EPS projected based on a series of internal estimates, as well as forecasts from the Association of Bay Area Governments. The future supply of PDR land included the assumptions in Option B for both Western SoMa and Bayview-Hunters Point, neither of which is part of the Eastern Neighborhoods planning process, although both were originally included. The adopted Redevelopment Plan for Bayview-Hunters Point generally mirrors the Option B land use map, meaning that inclusion by EPS of the Option B assumptions for Bayview-Hunters Point remain accurate. However, because no rezoning is currently proposed for Western SoMa, and because Option B originally assumed that Western SoMa would remain a key location for PDR businesses and employment, the EPS projections for future PDR land

⁴³ Economic & Planning Systems Inc., *Supply/Demand Study for Production, Distribution, and Repair (PDR) in San Francisco's Eastern Neighborhoods*, April 15, 2005. Available on the internet at: <http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/14158FinRpt1.pdf>. This report is also available for review by appointment at the Planning Department, 1650 Mission Street, Suite 400, in File No. 2004.0160E.

supply are contingent on future zoning ultimately being adopted for Western SoMa that retains a substantial PDR presence.

Adding to the supply approximately 63 acres at the former Shipyard that are preliminarily programmed for non-maritime industrial use would reduce the deficit to approximately 1 million square feet (about 20 acres). EPS found that the remaining shortfall could be more than made up for if some of the vacant and underutilized Port land in the Southern Waterfront area could be made available for industrial use. However, land use restrictions on Port property currently pose certain obstacles to this concept: although some 20 percent of Port land in this area is in non-maritime PDR use, the Public Trust doctrine (discussed in Section IV.B, Plans and Policies; see p. 109) restricts non-maritime uses to short-term, interim leases, which discourages major investment in buildings and infrastructure by such tenants.

Despite the potential availability of sufficient land to accommodate PDR growth, the EPS study found that there would be a shortfall in building space available to PDR businesses unless buildings were used more intensively and/or PDR land were developed at a greater floor-area ratio (i.e., with more building space per acre) than is the current pattern. A key assumption in the conversion of demand for PDR land was that the intensity of such use would continue approximately as at present in San Francisco; that is, PDR businesses would occupy and land at an average floor-area ratio (FAR) of approximately 0.6.⁴⁴ The EPS report noted, however, that the South of Market neighborhood had sustained the greatest percentage loss, among the various Eastern Neighborhoods, in building space occupied by PDR uses, and that the South of Market has the greatest FAR, on average, among PDR uses in the Eastern Neighborhoods. That is, PDR uses in the South of Market use land at a greater intensity, or more efficiently (with more multi-story buildings, for example), than PDR users elsewhere. (FAR for PDR uses in the Mission, Showplace Square/Potrero, and Central Waterfront is generally about 25 to 40 percent less than in the South of Market, while FAR in the Bayview-Hunters Point is about two-thirds less.)

Under all options, the proposed Eastern Neighborhoods Rezoning would result in less land available for PDR use than is currently the case. However, unlike current conditions, in which industrial land can be devoted to nearly any use, including housing (with Conditional Use authorization), land designated for PDR use under the proposed project would be available almost exclusively to PDR uses, with housing not permitted and only relatively small non-PDR uses (such as office or retail space accessory to the PDR use) would be permitted. Thus, the project would provide clearer definition between land uses in PDR zones where such definition does not now exist. In addition, the proposed project would include UMU districts where new PDR space would be required to be built as part of new residential projects. However, the effect of the proposed project, to a greater or lesser degree among options, would be that a greater

⁴⁴ Floor-area ratio (FAR) is the amount of building space to land space; a FAR of 3.0 is equivalent to a three-story building occupying the entirety of a lot. A FAR below 1.0 indicates that a building occupies less than the entirety of a lot, and that portions of the lot are open area (for parking, storage, outdoor production, and the like).

concentration of the City's PDR land than at present would be located in the Central Waterfront and Bayview-Hunters Point neighborhoods, because the project would convert some industrial and heavy commercial zoning districts to residential mixed-used districts in East SoMa, Showplace Square, and the Mission. As a result, the EPS study found that, under Option B, using current FAR (building density), only about 10.2 million square feet of PDR *building space* would be available, whereas the future demand for PDR *building space* would be 16.7 million square feet. Thus, to accommodate the 6.5 million square feet of PDR building space, both PDR land in the Eastern Neighborhoods and PDR land in West SoMa and Bayview-Hunters Point, as well as at the former Shipyard and, to some extent, on Port land, would have to be used more intensively, meaning that new buildings would have to be constructed, in some cases replacing existing buildings used at a lower FAR.

Because the proposed project would reduce the land supply for PDR uses in parts of the Eastern Neighborhoods, it would likely result in the eventual displacement of some existing PDR business activity and employment from those areas proposed to be rezoned Mixed-Use Residential. While some existing PDR businesses on future non-PDR land (particularly those that own their buildings) could remain, and as would some others that could pay higher rents, many existing PDR businesses on land not zoned for PDR in the future would likely leave these areas due to competition from residential, retail, and other higher-value uses. Some PDR businesses would move elsewhere in San Francisco, while others would leave or go out of business. There are more options in the City for certain other uses than for most PDR uses: for example, it is possible to create additional housing supply by developing and redeveloping at higher densities, whereas higher density development is not always an option for business activity, particularly PDR businesses that require adequate circulation space, truck parking, service/storage yards, and that depend on proximity to suppliers or customers and/or that may have some negative effects on neighboring uses (e.g., noise, fumes, dust). Once "industrial" land is given over to residential and mixed-use development, it can be very difficult to reclaim it for light industrial or some other PDR uses. Those businesses most likely to relocate outside the City include those that require large single-story warehouses or open yards, produce or distribute commodity products or provide services that have numerous low-cost substitutes, have relatively low transportation costs, serve a more regional market area, are not reliant on short delivery lead times, and those for whom proximity to customers and suppliers is not as important as other aspects of operations.

Those PDR businesses in PDR-only zones, however, could gain advantages over existing conditions, as controls on demolition of existing PDR buildings and the requirement to replace PDR space, combined with prohibitions on residential, large retail, and large office development, would raise the costs associated with non-PDR development (compared to other locations) and would result in more retention of existing space and more development of new space targeting PDR uses than would otherwise be the case.

Continuing decline in building space and land available to PDR businesses would further the loss of PDR businesses and jobs in San Francisco, contributing to what has been an ongoing trend. As noted in the draft report, *San Francisco's Eastern Neighborhoods Rezoning—Socioeconomic Impacts*, released by the Planning Department in March 2007, “Most production, distribution, and repair businesses are distinguished by their sensitivity to the costs of space. In an unconstrained real estate market, they typically locate in locations and buildings that are not attractive to other uses.”⁴⁵ Depending on the outcome of the Eastern Neighborhoods planning process, relatively more or fewer PDR businesses and jobs could be displaced from the Eastern Neighborhoods; changes in this regard in Western SoMa will hinge on the area-specific Western SoMa planning process now under way for this neighborhood. As noted in the *Socioeconomic Impacts* report, continuing loss of PDR businesses and employment “would mean some San Franciscans who have limited formal education or who are immigrants who do not speak English well would lose opportunities for local, higher wage jobs that offer good opportunities for advancement. Many of these people are existing residents of the Eastern Neighborhoods. Some workers would face a longer commute. San Francisco residents and businesses that rely on PDR services would experience longer delivery times or higher costs for PDR services. San Francisco residents and businesses would have fewer local options for PDR services and would either pay more for the local option or find an alternative provider elsewhere.”⁴⁶

As illustrated in Table 12, above, there would be losses in PDR activity under all three rezoning options, as well as under the No-Project scenario (No-Project alternative). The differences between options can be characterized as a matter of degree and location, which, in turn, would affect which PDR businesses and clusters of businesses would be subject to displacement. The following conclusions address the study area as a whole; more specific conclusions regarding each neighborhood are presented below under “Potential Neighborhood-Specific Land Use Impacts.”

In general, “Economic or social effects of a project shall not be treated as significant effects on the environment” (California CEQA Guidelines, Sec. 15131(a)). However, “Economic or social effects of a project may be used to determine the significance of physical changes caused by the project” (CEQA Guidelines, Sec. 15131(b)). That is, a physical change brought about by a project may be determined to be significant if it results in substantial adverse social or economic changes. In the case of the proposed Eastern Neighborhoods Rezoning and Area Plans project, no direct physical changes would occur with adoption of the rezoning and area plans. However, as described herein, implementation of the rezoning and area plans is anticipated to result in physical changes in the building stock in some heretofore industrial areas of San Francisco. The project would also indirectly result in changes in the potential to physically accommodate PDR

⁴⁵ Hausrath Economics Group, *San Francisco's Eastern Neighborhoods Rezoning—Socioeconomic Impacts*, March 2007 (see footnote 37, p. 42); page 81.

⁴⁶ Hausrath Economics Group, *San Francisco's Eastern Neighborhoods Rezoning—Socioeconomic Impacts*, March 2007 (see footnote 37, p. 42); pages 84 – 85.

uses, whether in existing or new buildings, in these neighborhoods because of the potential for land use conflicts due to restrictions on noise, air pollutant emissions, and truck traffic and parking that could be expected to result from development of new housing in these industrial areas. (The specific potential physical effects leading to such land use conflicts are discussed in the applicable technical sections of this EIR.) Thus, the question to be answered, with respect to PDR uses, is whether these indirect physical changes brought about by the project would result in social or economic effects that would be substantial and adverse, such that the physical changes would be considered significant effects on the environment.

Based on the analysis in the EPS report, it is evident that Option C, which would result in less PDR-only land than Options A or B and would rezone more existing PDR land and displace more existing PDR uses than the other two options, would result in a clear mismatch between the supply of and demand for PDR land and building space, with neither adequate land nor adequate building space being available without substantial changes in land use controls on Port land to allow non-maritime uses to be sited there. As indicated in Table 12, Option C would result in the loss of nearly 5 million square feet of PDR building space, compared to baseline conditions. This change would result in a decrease in PDR employment that could substantially affect, in an adverse manner, both the PDR businesses and segments of the employed population of San Francisco, and, potentially, the City's economy, as described more fully in the *Socioeconomic Impacts* report. While the displacement of PDR businesses and the loss of PDR jobs would not, in themselves, be considered significant, this loss would occur as a result of the physical changes that would indirectly result from implementation of the proposed project. Therefore, it is concluded, in the interest of a conservative assessment, that the magnitude of economic and social changes engendered by Option C would mean that the physical loss of PDR land and building space under Option C would constitute a potentially significant impact on the cumulative supply of land for PDR uses. Given the magnitude of the loss of PDR building space, this impact would not be mitigable without, as stated, substantial change in use controls on land under Port control.

As described more fully in Section IV.D, Population, Housing, Business Activity, and Employment, the more than 10,000 PDR jobs in Western SoMa represent nearly 11 percent of citywide PDR employment. Thus, Western SoMa, while not part of the proposed Eastern Neighborhoods Rezoning and Area Plans project, is a key component of existing (and future) PDR employment. Because Western SoMa is such an important component of the PDR land supply in San Francisco, the significant effect of Option C on the cumulative supply of land for PDR uses could be reduced, although not fully mitigated to a less-than-significant level, by the City developing and implementing a rezoning scheme for Western SoMa—as a separate project—that would ensure, insofar as possible, the long-term viability of PDR business in that neighborhood (see Mitigation Measure A-1, p. 501). However, because the outcome of the rezoning process for Western SoMa is not known, this EIR takes the conservative approach of

identifying the effect of Option C on the cumulative supply of land for PDR uses to be a significant, unavoidable impact.

This impact would result from the reduction in land (and, ultimately, building space) available to PDR uses. As discussed below, this significant impact could be avoided under rezoning Options A and B. Improvement Measures D-4 and D-5 (Chapter V, Mitigation Measures), while they would not avoid this significant impact, would reduce the severity of the impact to some degree.

As noted above, the EPS study found that Option B would at least potentially provide for an adequate supply of PDR land, if land at the former Hunters Point Shipyard is considered and if some increased amount of Port land could be used for non-maritime PDR uses, and assuming that both the Bayview-Hunters Point and Western SoMa neighborhoods were to remain key sources of land for PDR uses. An adequate supply of building space, however, would appear to be contingent on economic forces well beyond the control of the proposed rezoning or area plans. While Option B would result in the loss of 2.1 million square feet of PDR building space, compared to baseline conditions (see Table 12), this change would represent less than half the PDR loss of Option C. The *Socioeconomic Impacts* report—which addressed Option B only—concluded, with respect to business activity in the Eastern Neighborhoods, “Over the longer term, the stabilization of a PDR land supply would result in a more diverse economic base and potentially more job opportunities in a more diverse range of activities than otherwise expected without the rezoning.” The report found that there would be ongoing displacement of PDR uses with or without implementation of the proposed rezoning project, but that without the rezoning and its potentially stabilizing effects on PDR land use supply, “competition for land, incompatible land uses, and no regulation of demolition and displacement of PDR activity would result in an even less adequate supply of land and building space for PDR activities.”⁴⁷ Moreover, the proposed rezoning includes measures in certain proposed zones, such as requiring replacement of displaced PDR building space and inclusion of PDR space in new projects, that could potentially increase the supply of PDR building space compared to what might exist without the proposed project. Further, ongoing planning for the Bayview-Hunters Point neighborhood would provide for a substantial amount of PDR land and building space in that district. Therefore, because Option B would provide an adequate supply of land for PDR uses, and because other ongoing planning efforts would assist in ensuring an adequate supply of PDR land and building space, Option B would result in a less-than-significant impact on the cumulative supply of land for PDR uses.

Option A would retain the most existing industrial land as PDR-only land, and would appear to provide an adequate supply of PDR land, based on the EPS-reported demand, assuming the use of former Shipyard land for PDR uses. Like Option B, however, there could be a shortfall of

⁴⁷ Hausrath Economics Group, *San Francisco's Eastern Neighborhoods Rezoning—Socioeconomic Impacts*, March 2007 (see footnote 37, p. 42); pages 84 – 85.

building space for PDR use, although to a substantially lesser extent. Therefore, Option A would result in a less-than-significant impact on the cumulative supply of land for PDR uses.

The No-Project scenario (No-Project alternative) would result in a significant impact on the cumulative supply of land for PDR uses, because, while it would avoid rezoning existing industrial and heavy commercial land to zones such as MUR and RTO that would permit housing as of right, it would also not create EBD districts that would be more protective of existing PDR uses than is the case for existing M and CM zones, which allow housing with Conditional Use authorization and where encroachment by housing and other “incompatible” uses would be expected to continue to adversely affect, in economic terms, PDR businesses. As shown in Table 12, the loss of PDR building space, compared to baseline conditions, under the No-Project scenario would approach that under Option C. Moreover, the No-Project scenario would be expected to result in greater land use conflicts between PDR and some non-PDR uses due to noise, air pollutant emissions, and truck traffic and parking (discussed in the applicable technical sections of this EIR) than would the proposed project, because the No-Project scenario would not include the project’s provisions for exclusive use districts to accommodate PDR uses. Therefore, as with Option C, this impact is considered significant and unavoidable for the No-Project scenario, and even Mitigation Measure A-1 (Western SoMa rezoning) would not be anticipated to retain a sufficient supply of PDR land under the No-Project scenario. As with Options B and C, improvement Measures D-4 and D-5 (Support for PDR Businesses and Employees, respectively) in Chapter V, would reduce the severity of the impact to some degree.

Potential Neighborhood-Specific Land Use Impacts

For each of the Eastern Neighborhoods, this section describes the proposed use district changes, anticipated increases or decreases in each major land use category, and potential adverse impacts as defined by the significance criteria. Additional discussion related to socioeconomic effects, such as housing affordability and business displacement, may be found in Section IV.D, Population, Housing, Business Activity, and Employment.

East SoMa

Use District Changes

The proposed rezoning would change the majority of the neighborhood from light industrial, service-secondary office, and residential-service districts to the MUR, a residential mixed-use designation, and assign the Neighborhood Commercial Transit (NC-T) district along existing transit corridors.

Option A would retain limited areas on the southern and western sides of the neighborhood for PDR uses. Most of the blocks west of Fifth Street and south of Folsom Street would be designated EBD districts. The EBD and UMU districts would be applied to several blocks that are south of Harrison and west of Third Street. The UMU designation would be applied to a set of

blocks directly south of South Park. Option B would designate only a few partial blocks at the southeastern edge of the neighborhood with the EBD and UMU districts. Option C would not place any EBD zoning in East SoMa at all.

NC-T use districts would be created along Second, Third, and Sixth Streets in all three options, thereby replacing areas of Service/Secondary Office (SSO) and Service/Light Industrial (SLI) zoning. Under Option B, NC-T zoning would also be applied to a stretch of Folsom Street between Sixth and Seventh Streets. Under Option C, the NC-T district proposed for Folsom Street in Option B would extend east to Fourth Street.

Land Use Impacts

Table 13 shows the projected number of housing units and, for non-residential uses, the floor area in each major non-residential land use category for each rezoning option and for the 2025 No-Project scenario.

Under all three options, as well as under the 2025 No-Project scenario, the number of housing units would increase while the amount of PDR floor space would decrease in East SoMa. Compared to a No-Project scenario, all of the rezoning options would result in a greater increase in residential uses over the next two decades. However, as previously noted, not all the difference between the future No-Project and rezoning scenarios is attributable to the proposed project, because the 2025 No-Project projection reflects an assumption of lesser housing growth citywide. However, the proposed Eastern Neighborhoods rezoning would increase the percentage of citywide housing growth that would occur in the Eastern Neighborhoods, compared to that anticipated without the rezoning project. The number of housing units is expected to increase the most under Option C, with an additional 3,083 units, or a 53 percent increase from the year 2000 figure. Under Option B, the projected increase is 43 percent, while under Option A, it is 39 percent.

In East SoMa, some of the special mixed-use districts currently allow housing by right, while the SLI and SSO districts conditionally permit housing.⁴⁸ The blocks surrounding South Park in the eastern part of East SoMa could experience the greatest potential housing growth as a result of the rezoning, because Options B and C, and to a lesser extent, Option A, would rezone the area from SLI and SSO to MUR and NC-T. Housing would become a by-right use and, height limit increases of 25 to 45 feet on major streets on the west side of the district would likely result in more housing units on these arterials than under a No-Project scenario with no height increase.

Option A would preserve some blocks on the western and southern sides of the neighborhood for PDR uses with UMU and EBD district designations. Option B would designate only a few partial

⁴⁸ Only affordable housing, group housing, and single-room occupancy units are conditionally permitted in the SLI district.

TABLE 13
EAST SOMA: PROJECTED RESIDENTIAL UNITS AND NON-RESIDENTIAL FLOOR AREA, 2025

	Baseline (2000)	2025 Buildout			
		Option A	Option B	Option C	No Project
Housing Units	5,818	8,112	8,326	8,901	7,399
	<i>Net change</i>	<i>2,294</i>	<i>2,508</i>	<i>3,083</i>	<i>1,581</i>
CIE: Cultural, Institutional, and Educational (sq. ft.)	218,700	389,400	464,100	502,646	444,600
	<i>Net change</i>	<i>170,700</i>	<i>245,400</i>	<i>283,946</i>	<i>225,900</i>
Medical (sq. ft.)	8,700	10,500	10,500	10,500	10,500
	<i>Net change</i>	<i>1,800</i>	<i>1,800</i>	<i>1,800</i>	<i>1,800</i>
MIPS: Management, Information, and Professional Services (sq. ft.)	2,606,400	3,210,723	3,482,711	3,593,847	3,410,400
	<i>Net change</i>	<i>604,323</i>	<i>876,311</i>	<i>987,447</i>	<i>804,000</i>
PDR: Production, Distribution, and Repair (sq. ft.)	3,427,659	2,791,039	2,656,383	2,668,562	2,872,794
	<i>Net change</i>	<i>-636,620</i>	<i>-771,276</i>	<i>-759,097</i>	<i>-554,865</i>
Retail and Entertainment (sq. ft.)	423,600	608,700	692,100	731,071	664,500
	<i>Net change</i>	<i>185,100</i>	<i>268,500</i>	<i>307,471</i>	<i>240,900</i>
Visitor-Serving Commercial (sq. ft.)	45,000	45,300	45,300	45,300	45,300
	<i>Net change</i>	<i>300</i>	<i>300</i>	<i>300</i>	<i>300</i>

SOURCE: San Francisco Planning Department

blocks at the southern edge of the neighborhood with the UMU or EBD districts. Within East SoMa, Option C would set the stage for the greatest decrease in PDR floor space, by eliminating industrial and service zoning from the neighborhood entirely. The projected loss of PDR floor space under the rezoning options reflects these differences, but the differences are not proportionally large: under Option A, the net decrease would be approximately 19 percent; under Options B and C, approximately 22 percent. In contrast to their expected effect in the other neighborhoods, all three options would result in a *greater* loss of PDR floor space than would the future No-Project scenario, in which a decrease of 16 percent is projected. This is because much of East SoMa is proposed to be rezoned to accommodate residential uses and relatively little zoned to protect PDR uses under all of the rezoning options, and because some of the land to be rezoned—namely in the SLI and SSO districts—does not currently permit housing as of right. Nevertheless, even under the most extensive Option C, more than three-quarters of the existing PDR floor space in East SoMa is expected to be retained. Concentrations of PDR businesses in printing and publishing and auto repair could be among those threatened with displacement in East SoMa, particularly under Options B and C, which would include no EBD districts and little in the way of UMU zoning. However, given the highly mixed-use existing character of East SoMa, some of the PDR uses that persist in the neighborhood today may be those that can tolerate adjacency to and competition with higher-value uses.

East SoMa would see moderate growth in office, institutional, and retail/entertainment sectors. Retail and entertainment uses would be expected to concentrate along the designated

neighborhood commercial corridors—Second, Third, and Sixth Streets—and on the ground floor of some mixed-use buildings in the MUR district.

Under all rezoning options, therefore, the land use character of East SoMa would change into one with more residential uses and fewer production, distribution, and repair uses. While a great deal of new housing has already been constructed in East SoMa, the MUR and NC-T designations that could be applied to most of the neighborhood would facilitate continued residential growth.

Under all options, some existing PDR businesses are likely to be gradually replaced by relatively higher-density housing, and small- to moderately-scaled commercial uses.

Mission

Use District Changes

Under all three rezoning options, the residential areas in the western and southern parts of the Mission would remain in low- and medium-density residential zoning designations, although under Option B, the medium-density areas would be designated RTO rather than Medium-Density Residential, which would permit small-scale retail at the ground floor that would not be permitted under Medium-Density Residential zoning. Neighborhood Commercial designations would continue to apply along the commercial corridors, although the specialized, street-specific designations such as 24th Street-Mission Neighborhood Commercial District and Valencia Street Neighborhood Commercial District would be replaced with the NC-T District. The use regulations that apply throughout most of the western and southern areas of the Mission would not substantively change.

By contrast, the use regulations would change substantially in the northeast Mission, which is currently zoned M-1 and C-M. Option A would apply the EBD District to almost all of the NEMIZ, and thus retain this land for PDR uses. It would also apply the EBD zoning designation to a few sets of parcels that are located outside the NEMIZ but contain existing PDR uses, such as the area near Treat and 23rd Streets.

Option B would retain much of the NEMIZ for PDR uses with EBD zoning, but would designate approximately 12 blocks on the southeastern edge of the district—south of Mariposa and east of Harrison Street—as a UMU district. It would also rezone some blocks on the western edge between Capp and Shotwell Streets from C-M to UMU. The UMU district would allow residential uses, but also require retention or replacement of existing PDR floor space. Option B would designate a set of blocks at the northern edge of the district as MUR; these are the sites at Harrison and Division Streets that have recently been developed with large-format retail uses. Option B would designate the Potrero Shopping Center as Neighborhood Commercial-Shopping Center, and the cluster of existing PDR uses at Treat and 23rd Streets as MUR.

Option C would result in the greatest land use changes, with no EBD zoning. The core of the NEMIZ would be designated UMU, but the eastern part of the district—between Alameda and

20th Streets, and varying from Harrison to Potrero—would be rezoned from M-1 to MUR. Several partial blocks on the eastern edge between Capp Street and South Van Ness Avenue would also be designated MUR.

The *People's Plan* proposes a zoning scheme that is similar to Option B, but with a somewhat different geographic area on the eastern edge of the NEMIZ designated for Mixed Residential/PDR (equivalent to the UMU). It would also create some special overlay zones. The *People's Plan* would designate the core of the NEMIZ for PDR uses, with Core PDR and Light PDR. It would designate the southeastern part of the NEMIZ, generally east of Florida Street and south of 16th Street, as Mixed PDR/Residential. This mixed-use area would encompass blocks farther to the north and east, including the sites of the Potrero Center and the Muni facility, than would Option B. It also proposes Mixed PDR/Residential at the northern edge of the district, between 14th and Division, where a number of large-format retail uses have located. For this area, as well as the Potrero Center, there would be a big-box overlay district, though its provisions are not described in the draft plan. The plan proposes that two half-blocks fronting on Shotwell Street between 14th and 16th Streets be designated PDR-only where Option B designates them Mixed-Use/PDR. Finally, the *People's Plan* proposes a new PDR Auto-Service Overlay District centering on South Van Ness Avenue extending from Division Street to 18th Street. The Auto-Service Overlay District would require no net loss of Auto-Service PDR floor space.

The Mission Coalition for Economic Justice & Jobs (MCEJJ) proposal calls for more flexibility in permitted land uses in the NEMIZ, including the creation of a subarea-specific “NEMIZ Mixed-Use” zoning district, generally south of 16th Street, which would allow for a broad mix of uses similar to existing industrial zoning. In this district, a monitoring program would be required for Core PDR uses to ensure minimal conflicts with other uses, and both office and residential uses would be permitted on the upper stories. Only large retail (greater than 15,000 square feet) and parking lots would be prohibited; large offices and residential use also would be prohibited at the ground floor. The MCEJJ plan proposes a broadening of the definition of PDR uses to accommodate more and different types of business activity than would be accommodated by any of the proposed rezoning options, and proposes that medium PDR uses could be permitted in mixed-use districts, alongside residential use. The MCEJJ plan also specifically proposes that existing uses in the NEMIZ be permitted to remain and to expand. (Under the proposed rezoning, some uses would become “nonconforming” uses that would be permitted to continue operation but not to expand.) The MCEJJ plan would also allow for retail uses in additional parts of the NEMIZ, while limiting most retail uses 15,000 square feet. MCEJJ also advocates permitting medium-sized office space, up to 15,000 square feet, on the upper levels of PDR buildings as a way to accommodate mixed uses within a single structure.

Land Use Impacts

Table 14 shows the number of housing units and, for non-residential uses, the floor area in each general land use category that is projected under each rezoning option as well as the future No-Project scenario.

TABLE 14
MISSION: PROJECTED RESIDENTIAL UNITS AND NON-RESIDENTIAL FLOOR AREA, 2025

	Baseline (2000)	2025 Buildout			
		Option A	Option B	Option C	No Project
Housing Units	13,309	14,091	14,427	15,363	13,729
	<i>Net change</i>	<i>782</i>	<i>1,118</i>	<i>2,054</i>	<i>420</i>
CIE: Cultural, Institutional, and Educational (sq. ft.)	617,400	721,800	767,700	1,226,880	1,226,880
	<i>Net change</i>	<i>104,400</i>	<i>150,300</i>	<i>609,480</i>	<i>609,480</i>
Medical (sq. ft.)	211,800	249,000	248,700	261,248	261,248
	<i>Net change</i>	<i>37,200</i>	<i>36,900</i>	<i>49,448</i>	<i>49,448</i>
MIPS: Management, Information, and Professional Services (sq. ft.)	1,052,400	1,474,421	1,649,642	3,266,411	3,266,411
	<i>Net change</i>	<i>422,021</i>	<i>597,242</i>	<i>2,214,011</i>	<i>2,214,011</i>
PDR: Production, Distribution, and Repair (sq. ft.)	6,288,991	5,840,238	5,750,581	2,918,641	2,918,641
	<i>Net change</i>	<i>-448,753</i>	<i>-538,410</i>	<i>-3,370,350</i>	<i>-3,370,350</i>
Retail and Entertainment (sq. ft.)	1,415,400	1,529,400	1,558,800	2,013,723	2,013,723
	<i>Net change</i>	<i>114,000</i>	<i>143,400</i>	<i>598,323</i>	<i>598,323</i>
Visitor-Serving Commercial (sq. ft.)	12,600	12,600	12,600	22,874	22,874
	<i>Net change</i>	<i>0</i>	<i>0</i>	<i>10,274</i>	<i>10,274</i>

SOURCE: San Francisco Planning Department

In the existing residential and neighborhood commercial portions of the Mission, use regulations would remain substantively the same as those that apply under the existing districting, and the rezoning is not expected to result in land use changes. By contrast, the NEMIZ could experience substantial changes in land use over the program period.

The amount of land devoted to housing in the Mission, and the number of residential units, is expected to increase in all scenarios. Under Option A, the NEMIZ would be retained for PDR uses; new housing construction would not be allowed in the EBD District, although existing residential development would remain as a legal non-conforming use. Residential growth would be limited to infill development that occurs in existing residential and neighborhood commercial areas in the western and southern parts of the Mission. The projected housing growth under Option A would be 782 net additional units, or six percent above the 2000 base year.

Option B also retains the core of the NEMIZ for PDR uses, but designates areas on the southeastern and western edges as UMU, which would allow both PDR and residential uses in areas that currently contain such uses. The residential uses on the western edge consists of older single- or small multi-family dwellings, while the area south of Mariposa and east of Harrison has

recently been the focus of loft-style multiple-unit residential construction. A diverse mix of uses is likely to be maintained in these areas—as the UMU district regulations would require retention or replacement of PDR floor space—in conjunction with an increase of new residential units. Housing projection under Option B is slightly higher than under Option A, at 1,118 net additional units, or eight percent more than the year 2000 figure.

Option C would rezone an extensive area in the eastern part of the district from M-1 to MUR, which would allow relatively higher-density residential uses and prohibit new PDR uses, and designate the remainder as UMU, which would allow mixed-use projects that include residential uses that would also require retention or replacement of PDR space. Under Option C, the greatest increase in housing would occur, with a net of 2,054 additional units projected by 2025, or 15 percent more than the base year.

PDR building space is expected to decrease in the period from 2000 to 2025 under all scenarios, though under Options A and B, the rezoning project would result in greater retention of PDR floor space than under a future No-Project scenario. Option A would extend PDR-only zoning over the entire NEMIZ and would result in the smallest losses, with a seven percent decrease in PDR floor area between 2000 and 2025. Under Option B, the core of the NEMIZ would be retained for PDR uses, zoned EBD. A number of blocks on the western and southeastern edges would be designated UMU, which would allow both PDR and residential uses. Under Option B, the projected decrease in PDR floor space, 538,410 square feet, is just slightly greater than in Option A, and represents a decrease of 8.6 percent from the base year 2000. The Draft *People's Plan* (March 2005) would result in similar retention of PDR floor area as Option B. Under Options A and B, and the *People's Plan*, the NEMIZ would become one of the principal remaining concentrations of PDR uses in the city.

Under Option C, PDR losses would be most extensive with almost 3.4 million square feet, or a 54 percent decrease from the year 2000 figure. The No-Project scenario for 2025 is similar to Option C, because the existing M-1 and M-2 zoning are not exclusive PDR zones and in an unconstrained market, PDR uses would continue to be displaced by competition from higher-value uses. The projected loss in PDR floor space for the future No-Project scenario is the same as in Option C: almost 3.4 million square feet.

Concentrations of PDR businesses in printing and publishing and auto repair could be among those threatened with displacement in the Mission, particularly under Option C, which would include no EBD districts. Even Option C, however, would require retention or replacement of PDR uses in the NEMIZ, which would be rezoned as a UMU district as far west as South Van Ness Avenue and as far south as 19th Street. Because Option B would zone the heart of the NEMIZ as an EBD district and the periphery of the NEMIZ as UMU (generally, west to South Van Ness Avenue and south to 20th Street), Option B would tend to limit the displacement of PDR uses in these areas. Option A would zone all of the NEMIZ as EBD, and EBD zoning would

extend along a portion of the Harrison Street corridor south to 23rd Street, thereby largely protecting PDR businesses from zoning-induced displacement pressure. The *People's Plan* would generally have effects similar to Option B, but would extend special protection to auto repair businesses with its proposed new Auto-Service Overlay District along South Van Ness Avenue from Division Street to 18th Street. The MCEJJ Plan, with its proposal for a NEMIZ-wide mixed-use district comparable to existing industrial zoning, would likely have effects comparable to Option C and the No-Project alternative.

Retail and entertainment uses, and to a greater extent, office uses, are projected to increase in all scenarios. Growth in office uses would be particularly large Under Option C, projected at over three times the existing floor space.

Under Option C, in particular, the southeastern part of the NEMIZ would become predominately residential in character. Option C would alter existing land use character by maximizing the potential for new housing, which would encourage more residential development and more active, ground-level retail in the NEMIZ. The southeastern portion of the NEMIZ would be designated MUR. Existing PDR uses in the MUR-designated area are likely to be gradually replaced by relatively higher-density housing, along with some small-scale retailers and services. Overall development intensity would likely increase in the core of the NEMIZ, and typical PDR uses in the district would become lighter. Under Option C, the UMU District would be applied to the core of the NEMIZ. This district would require retention or replacement of existing PDR floor space, but would also allow new residential development. The presence of housing could influence the type of PDR businesses that are likely to locate or be maintained in the district.

Showplace Square/Potrero Hill

Use District Changes

Under Option A, the heart of Showplace Square would be retained for PDR uses, with approximately 16 blocks between Potrero, De Haro, Division, and 17th Streets zoned EBD. The EBD district would also apply to a few blocks clustered around Mariposa and Carolina. Most of the area north of Division, as well as the Seventh Street corridor, would be designated either UMU or MUR. The MUR designation would also be applied to part of the area between 16th and Mariposa Streets, along with Neighborhood Commercial zoning along 17th Street. The PDR designation would cover the southeast corner of the neighborhood, between Pennsylvania and Texas, and south of 22nd Street. The north side of 22nd Street, for several blocks between Missouri and the I-280 freeway, would be re-designated from M-1 to MUR.

Option B would also designate the heart of Showplace Square for PDR uses, zoned EBD, with EBD zoning also as a part of the Seventh Street corridor, south of Berry Street. Most of the area north of Division Street, would be designated UMU, allowing residential uses but requiring retention or replacement of existing PDR floor space. The 16th and 17th street corridors, as well

as the CCA campus, would also be designated UMU, rather than residential and neighborhood commercial as in Options A and C.

Under Option C, the heart of Showplace Square would be designated UMU rather than EBD, requiring retention of PDR floor space, but also permitting housing. The RTO district would be applied to much of the Seventh Street corridor, permitting medium-density residential development. The area north of Division Street would be in a mix of designations: UMU, MUR, and RTO. As in Option A, much of 16th and 17th Streets would be designated MUR and Neighborhood Commercial. Option C would include almost no PDR-only zoning, except for one large parcel at 23rd and Texas Streets on the southeast edge of the neighborhood, the location of the San Francisco Food Bank.

None of the options would make any substantive change to existing zoning on Potrero Hill, as use districts and height and bulk districts would remain essentially the same south of Mariposa Street, except along the former railroad right of way between Carolina and Arkansas Streets and at the base of the hill at the southeast corner of that portion of the study area.

The Planning Department's October 2005 overview of the proposed zoning controls recommended two special use districts that would exist as overlays on top of the base zoning. The Design and Showroom Special Use District would encourage retention of a specialized set of buildings, jobs and uses associated with existing showroom and design uses in the general area of Showplace Square. The district would allow uses that mix well with showroom and design related activities except for housing and downtown office.

The report recommended that an Arts Special Use District be applied to much of the Seventh Street corridor. This special use district would allow all uses except for housing. The future opportunities include high tech, CCA expansion, and integrating with the nearby research activities in Mission Bay and/or with the wider Showplace Square area.

Land Use Impacts

Table 15 shows the number of housing units and, for non-residential uses, the floor area in each general land use category that is projected under each rezoning option as well as the future No-Project scenario.

All three rezoning options would result in a substantial increase in residential uses compared to the baseline scenario, although as noted previously, the baseline scenario does not provide a perfect no-project comparison because it not only represents a no-project scenario, but also reflects lower housing growth assumptions. Option C would generate a 70 percent increase in housing units over the year 2000 figure, while Options B and A would respectively generate 48 and 41 percent increases. Under Options A and C, the new residential uses would be concentrated in the Seventh Street corridor and in lower Potrero Hill around 16th and 17th Streets. In addition, new housing could be developed within mixed-use projects in Showplace Square, where the UMU district would be applied in Options B and C.

TABLE 15
SHOWPLACE SQUARE/ POTRERO HILL:
PROJECTED RESIDENTIAL UNITS AND NON-RESIDENTIAL FLOOR AREA, 2025

	Baseline (2000)	2025 Buildout			
		Option A	Option B	Option C	No Project
Housing Units	5,539	7,833	8,174	9,430	6,190
	<i>Net change</i>	<i>2,294</i>	<i>2,635</i>	<i>3,891</i>	<i>651</i>
CIE: Cultural, Institutional, and Educational (sq. ft.)	375,000	600,000	634,800	602,229	634,200
	<i>Net change</i>	<i>225,000</i>	<i>259,800</i>	<i>227,229</i>	<i>259,200</i>
Medical (sq. ft.)	1,111,200	1,307,400	1,305,900	1,305,000	1,305,900
	<i>Net change</i>	<i>196,200</i>	<i>194,700</i>	<i>193,800</i>	<i>194,700</i>
MIPS: Management, Information, and Professional Services (sq. ft.)	2,048,100	2,860,055	2,982,321	2,850,891	2,993,100
	<i>Net change</i>	<i>811,955</i>	<i>934,221</i>	<i>802,791</i>	<i>945,000</i>
PDR: Production, Distribution, and Repair (sq. ft.)	3,629,286	4,021,266	2,696,917	2,637,823	2,750,880
	<i>Net change</i>	<i>391,980</i>	<i>-932,369</i>	<i>-991,463</i>	<i>-878,406</i>
Retail and Entertainment (sq. ft.)	596,400	853,200	889,200	851,701	879,600
	<i>Net change</i>	<i>256,800</i>	<i>292,800</i>	<i>255,301</i>	<i>283,200</i>
Visitor-Serving Commercial (sq. ft.)	0	0	0	0	0
	<i>Net change</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>

SOURCE: San Francisco Planning Department

The options vary most from one another in the amount of projected PDR floor space. Under Option A, the neighborhood would experience an 11 percent increase in the amount of floor space devoted to PDR uses. Additional PDR floor space could be developed or occupied in the EBD districts that would cover most of Showplace Square, parts of the Seventh Street corridor, a few blocks in lower Potrero Hill, and the far southeast area of the district under Option A, and in UMU districts in all options. By contrast, PDR floor space would decrease under Options B and C, where UMU districting would be applied to Showplace Square, but EBD zoning would be very limited. Floor space devoted to PDR uses would decrease 26 percent from the year 2000 under Option B and 27 percent under Option C.

The major concentration of PDR uses in Showplace Square involves wholesale showrooms and sales of furniture and other design-related activities. Option C, which would not include EBD zoning and would introduce RTO districts to the Seventh Street corridor, could result in zoning-related displacement pressure on these PDR clusters by facilitating the introduction of substantial amounts of incompatible residential uses and resulting in a concomitant increase in land values. In general, Options A and B (including the Design and Showroom Overlay intended to accompany Option B) would avoid these impacts and would tend to protect the design industry PDR cluster, at least from land use conflicts and pressures. However, because this industry is in many ways more region-serving than local, compared to some other PDR clusters, economic pressures outside the realm of land use planning could also come into play.

Under all three options, there would be moderate growth in other non-residential land uses: cultural, institutional, and educational, medical, MIPS, and retail and entertainment. The growth in retail and entertainment uses in Showplace Square/Potrero Hill would reflect the increased residential population as well as the emergence under Options A and C of neighborhood commercial development along 16th and 17th Streets, which would become upgraded transit corridors.

Under the proposed rezoning, development intensity and land use character would change in the Seventh Street corridor, as sites would be redeveloped with residential and mixed residential-commercial uses. To varying degrees, all three options would introduce residential or residential mixed-use districts over most of the Seventh Street corridor, and height limits would increase. The corridor currently contains a number of open yards used for fleet storage and maintenance, and other low-intensity uses with a low building coverage. The proposed use district changes—from M-2 to UMU under Options A and B and to NC-T and RTO under Option C—would facilitate the development of multi-family residential and mixed-use buildings. Site coverage and building heights would increase, and new residential and mixed-use structures would tend to include more visual interaction between the street and sidewalk than currently exists. The presence of a residential population would increase nighttime activity in the area.

In addition, the 16th and 17th street corridors would become more residential in character and develop a higher concentration of retail and entertainment uses. The 16th and 17th street corridors in lower Potrero Hill currently have a highly mixed development pattern, with a variety of land uses, including light PDR, entertainment establishments, retail, and a limited amount of residential development. All three options would, to varying degrees, introduce moderate- and relatively higher-density residential and neighborhood commercial districts to the eastern part of 16th and 17th Streets, replacing the M-1 and M-2 zoning. This change would encourage the continued development of multi-family residential uses, leading to gradual replacement of existing one-, two-, and three-story industrial commercial and industrial structures with new residential buildings that would typically be taller. Character elements that attend a change from PDR to multi-family residential uses have been noted previously and include increased nighttime activity by residents, increased pedestrian activity, and buildings that are taller and feature more pedestrian-scaled entries. Ground-floor commercial space would be a requirement in the NC districts, and storefront windows would create greater transparency and potential for visual interaction at the sidewalk level.

While the eclectic mix of land uses forms part of the existing character of the area, the creation of a more well-defined residential neighborhood and mixed-use transit corridors would also be desirable. As lower Potrero Hill becomes more residential in character, the Showplace Square area would continue to provide for PDR uses. Concentrating these uses would help form more cohesive neighborhood subareas, and is more desirable than allowing scattered residential development in both non-residential areas, which would occur under the no-project scenario.

Central Waterfront

Use District Changes

In the Central Waterfront, as noted in the Project Description, the community has worked with Planning Department staff to develop a single preferred rezoning option and a draft neighborhood plan that would result in an amendment of the *General Plan* Central Waterfront Area plan. The only exception is that Option A, as analyzed in this EIR, includes a variation in which the Potrero Power Plant ceases to operate and is replaced by mixed-use development. According to the Draft Central Waterfront Plan, approximately 2,500 units could be constructed on the site.

The majority of the Central Waterfront would continue to have an industrial zoning designation. The new EBD district would replace the current M-2 District.

East of Illinois and north of 20th Street, Pier 70 would be rezoned from M-2 to a special Pier 70 Mixed-Use District. According to the Central Waterfront Neighborhood Plan, the proposed Pier 70 Mixed-Use District would “allow the flexibility to create a mix of arts-oriented, light industrial, research and development, institutional, and entertainment activities.” Because of the limitations imposed by the Public Trust Doctrine, residential uses would not be permitted.

The existing Dogpatch residential neighborhood would be extended north and south from Mariposa to 25th Street in a corridor variously centering on Third and Tennessee Streets, through rezoning from M-2 to MUR. Small existing clusters of RH-3 and NC-2 zoning around Dogpatch and RH-2 zoning at Tennessee and 18th Streets also would be encompassed within and replaced by the new MUR District.

The Muni Woods maintenance facility would remain designated Public Use and could be expected to remain in its current use. The Open Space District would also be applied to the existing Esprit Park, at 20th and Minnesota Streets.

Land Use Impacts

Table 16 shows the number of housing units and, for non-residential uses, the floor area of building space in each non-residential land use category projected under each rezoning option as well as the 2025 baseline scenario. Although there is a single zoning option—with one variation at the Potrero Power Plant site—for the Central Waterfront, the growth projections vary by option due to spillover effects from land use changes in the other neighborhoods.

Most of the Central Waterfront would be retained for PDR uses. Unlike the other Eastern Neighborhoods, there would be a net increase in floor area devoted to PDR uses under the rezoning. The increase would range from 97,000 net square feet, or 2.7 percent, under Option B, to 187,560 square feet or 5.3 percent in Option C. The greater increase in Option C is due to more relocation of PDR uses from other neighborhoods under this option, which would maximize residential zoning and retain the least amount of land for PDR uses in the other neighborhoods.

TABLE 16
CENTRAL WATERFRONT:
PROJECTED RESIDENTIAL UNITS AND NON-RESIDENTIAL FLOOR AREA, 2025

	Baseline (2000)	2025 Buildout			
		Option A	Option B	Option C	No Project
Housing Units	798	4,443	1,922	1,628	1,017
	<i>Net change</i>	<i>3,645</i>	<i>1,124</i>	<i>830</i>	<i>219</i>
CIE: Cultural, Institutional, and Educational (sq. ft.)	52,500	68,700	67,500	66,488	67,500
	<i>Net change</i>	<i>16,200</i>	<i>15,000</i>	<i>13,988</i>	<i>15,000</i>
Medical (sq. ft.)	2,700	3,300	3,300	3,300	3,300
	<i>Net change</i>	<i>600</i>	<i>600</i>	<i>600</i>	<i>600</i>
MIPS: Management, Information, and Professional Services (sq. ft.)	1,057,800	1,113,589	1,109,819	1,091,925	1,114,500
	<i>Net change</i>	<i>55,789</i>	<i>52,019</i>	<i>34,125</i>	<i>56,700</i>
PDR: Production, Distribution, and Repair (sq. ft.)	3,569,371	3,738,146	3,666,765	3,756,931	3,756,931
	<i>Net change</i>	<i>168,775</i>	<i>97,394</i>	<i>187,560</i>	<i>187,560</i>
Retail and Entertainment (sq. ft.)	167,400	185,100	184,500	181,509	184,500
	<i>Net change</i>	<i>17,700</i>	<i>17,100</i>	<i>14,109</i>	<i>17,100</i>
Visitor-Serving Commercial (sq. ft.)	30,600	30,900	30,900	30,900	30,900
	<i>Net change</i>	<i>300</i>	<i>300</i>	<i>300</i>	<i>300</i>

SOURCE: San Francisco Planning Department

The rezoning to an EBD district would have the greatest impact on lands that are zoned M-1 or M-2 and are not currently under Port jurisdiction, mainly west of Illinois Street. These lands are currently subject to competition from higher-value uses, and isolated residential construction has occurred within areas otherwise predominated by PDR uses. If the new EBD zoning were adopted, existing residential buildings would be allowed to remain as non-conforming uses. However, the rezoning would help slow the trend of ad-hoc residential construction within industrial areas and instead concentrate new residential development in the Dogpatch neighborhood and immediately surrounding area. As a result, the proposed project would likely reduce zoning-related pressure on PDR businesses in the Central Waterfront to relocate. Because the Central Waterfront generally retains the most industrial character of the four neighborhoods in the study area, its PDR clusters are among the most “traditional” industrial activities, including transportation-related activities such as trucking and distribution, and garment manufacturing. The proposed introduction of EBD zoning, which would prohibit residential uses and impose stringent controls on office and housing development, would provide more protection for existing PDR and industrial uses against incompatible uses and those with greater financial wherewithal, compared to existing zoning.

The bulk of the land under Port jurisdiction—occupying most of the area east of Illinois Street—is also expected to be retained for PDR uses, although because it is public trust land, it can only be leased for non-marine-related PDR uses on an interim basis, which creates less certainty for

operators of PDR businesses than if they were able to own the land outright or obtain longer-term leases.

The Central Waterfront would also see an increase in housing units under the rezoning project. New housing is expected to be constructed in the extension of Dogpatch, including on the Third Street corridor, where a new light rail line began service in 2007, and height limits would be raised in some instances. In comparison to the future No-Project scenario, which projects 230 net new units in the neighborhood, all the rezoning options would facilitate greater residential development: under Option A, 3,645 additional units are projected; 2,500 of these units would be attributable to redevelopment at the Potrero Power Plant site. Under Option B, 1,124 additional units are projected; under Option C, 830 additional units. All of these scenarios represent more than a doubling of the number of existing residential units in the neighborhood, but a small percentage of the citywide total.⁴⁹

There would be minor increases in retail and entertainment uses in the single rezoning option, as neighborhood commercial establishments would likely grow and support the increased residential population.

Moderate increases in cultural, institutional, and educational and office) uses are expected to occur with the rezoning project, as well as under a no-project scenario.

Compared to a 2025 No-Project scenario, the proposed rezoning would result in greater maintenance of existing character of the industrial areas and more defined residential neighborhoods.

Under all three options, the extension of the Dogpatch residential neighborhood to the north and south of its present location would change the character of this area to be more residential. The existing Dogpatch residential neighborhood would be extended from Mariposa to 25th Street in a corridor variously centering on Third and Tennessee Streets, through rezoning from M-2 to MUR. Residential uses can be expected to gradually replace existing PDR uses in this area. Building heights are likely to increase and styles are likely to change as individual parcels containing existing PDR uses are redeveloped with residential and small-scale commercial uses. The intensity of residential and mixed-use development could increase on the west side of Third Street, particularly between 22nd and 25th Streets, where the height limit would be raised from 50 to 65 and 85 feet. The patterns of activity and traffic may change as the area becomes more residential, with more nighttime activity, more pedestrian traffic, and less truck and utility vehicle traffic.

⁴⁹ Land Use changes in the Central Waterfront trend in the opposite direction from those in the other three Eastern Neighborhoods among the three rezoning options because the Planning Department land use forecasts treat the Central Waterfront as one of the original “Better Neighborhoods.” Thus, whereas Option A would entail the least change in the other three neighborhoods, and Option C, the most, the opposite holds for the Central Waterfront.

Also under all options, Pier 70 would eventually develop a greater mix of uses as the Port proceeds with planning for this area.

Specifically in regard to Option A, development intensity could increase dramatically at the Potrero Power Plant site, and housing would become the predominant land use. Under Option A, the Potrero Power Plant, which occupies the blocks between 22nd and 23rd Streets east of Illinois Street with power facilities and open yards, would be redeveloped with residential uses. Because of its use as a power plant, access into the site is currently restricted. Redevelopment for residential uses would probably require the extension of streets, particularly north-south streets, into the large site, and this would permit much greater physical and visual access for the public. With new residents, the amount of human activity at the site, as well as pedestrian and auto traffic, would also increase. The addition of residents could also help foster the vitality of neighborhood commercial uses on the site itself, and along the nearby Third Street corridor.

B. Plans and Policies

This section describes the major land use and development objectives, policies, and regulations embodied in the *San Francisco General Plan* and San Francisco Planning Code that pertain to the Eastern Neighborhoods Rezoning and Area Plans project. It includes a discussion of how the proposed zoning changes and adoption of new area plans relate to existing plans and policies. The project's relationship to applicable Redevelopment Area Plans that overlap the project area, as well as established planning areas immediately adjacent to the plan area is also discussed. For informational purposes, this section also describes citywide planning initiatives and programs that continue to shape the proposed project's underlying goals and implementation strategies.

Regional plans pertaining to air quality (e.g., *Bay Area 2005 Ozone Strategy*) are discussed in Section IV.G, Air Quality.

Planning and regulatory control over the project area are governed by the San Francisco Planning Department and the San Francisco Redevelopment Agency. Development in the project area is generally covered by the San Francisco *General Plan*, but the San Francisco Redevelopment Agency (SFRA) would exercise control over the four designated redevelopment areas located within and adjacent to the Eastern Neighborhoods project area: the South of Market Redevelopment Area; the Bayview Hunters Point Redevelopment Area; Yerba Buena Center; and the Rincon Point/South Beach Redevelopment Area.

As part of the review and approval process, the proposed rezoning options and each of the neighborhood area plans would be reviewed by the Planning Commission, and the Board of Supervisors would make findings of consistency with objectives, policies and principles of the *General Plan* at the program level and/or to amend the *General Plan* (particularly existing area plans) to reflect the final zoning, policies and to incorporate the neighborhood area plans.

San Francisco General Plan

The *General Plan*, adopted by the Planning Commission and the Board of Supervisors, is both a strategic and long-term document, broad in scope and specific in nature. The *General Plan* is the embodiment of the city's collective vision for the future of San Francisco, and is comprised of a series of elements, each of which deal with a particular topic, that applies citywide. The *General Plan* contains the following elements: Housing, Commerce and Industry, Recreation and Open Space, Community Facilities, Transportation, Community Safety, Air Quality, Environmental Protection, Urban Design and Arts. The *General Plan* also contains Area Plans that identify specific localized goals and objectives for a neighborhood or district of the city.

The Eastern Neighborhoods Rezoning and Area Plans project is intended to develop a rezoning proposal that reflects the land use needs and priorities of each neighborhoods' stakeholders and that balances citywide goals for residential and industrial land use; to identify appropriate

locations for housing in the City's industrially zoned land to meet a citywide need for more housing in general, and affordable housing in particular; to retain an adequate supply of industrial land to meet the current and future needs of the City's production, distribution, and repair businesses and the city's economy; and to improve the quality of the residential and nonresidential places that future development will create over that which would occur under the existing zoning. In general, these objectives of the proposed Eastern Neighborhoods planning process are founded upon the policy direction of the *General Plan*.

The following *General Plan* policies, presented by element, are among those applicable to the proposed Eastern Neighborhoods planning process. Included among the policies listed herein are those expressly noted as applicable to the project area by the Board of Supervisors in Resolution 20-07, approved January 9, 2007. Among other things, this resolution also identifies the residents and businesses of the study area neighborhoods as "an irreplaceable resource of San Francisco's diversity [whose] preservation as such is critical to retaining the very essence of San Francisco; acknowledges that these residents and businesses "have invested years of effort to determine their community's future"; recapitulates the *General Plan* Housing Element's affordable housing targets; notes that PDR uses are responsible for "thousands of existing businesses, tens of thousands of existing jobs, and a significant percentage of the city's land and building stock" within the study area, along with "scores of arts venues and work spaces, industries the serve the arts, and affordable housing for artists"; states that the existing need for recreation facilities will be exacerbated by substantial new residential development under the proposed project, particularly in areas not previously contemplated as residential neighborhoods, while also recognizing that land potentially available for new recreation fields is concentrated in the Eastern Neighborhoods project area; affirms the need for balancing development and preservation in areas targeted for substantial change; and acknowledges that much of the project area was originally dominated by industrial uses whose transportation needs were geared to truck movement, and that existing and future PDR uses remain dependent on adequate access.

Resolution 20-07 states that City policy is that the Eastern Neighborhoods Rezoning and Area Plans project shall facilitate achievement of the Housing Element's "housing percentage production targets" (28 percent of units built affordable to Moderate Income households, 10 percent to Low Income households, and 26 percent to Very Low Income households) in the project area, "through the identification and protection of affordable housing sites as well as through acquiring, rehabilitating, and making existing housing permanently affordable, the City's inclusionary housing requirement on market-rate housing projects, the construction of permanently affordable housing, and other applicable strategies." The resolution also calls for an affordable housing implementation strategy; protection of existing recreation facilities and identification and protection of sites for new facilities; provision of adequate transit service, including for new residents; identification of mixed-use commercial sites to serve new development; protection of existing PDR uses and arts spaces within appropriate zones and sites; protection and preservation of historical resources; and provision of adequate public benefits.

Resolution 20-07 also calls for an analysis of the project's impacts on families and children, public input and outreach, and analysis of *General Plan* policies in this EIR.

Air Quality Element

The *General Plan's* Air Quality Element promotes the goal of clean air through objectives and policies aimed at adherence to air quality regulations and encouraging a land use pattern that focuses development near transit services and transportation programs that advocate alternatives to the private automobile. The Air Quality Element contains the following objectives and policies relevant to the Eastern Neighborhoods Rezoning and Area Plans project.

- Objective 2: Reduce mobile sources of air pollution through implementation of the Transportation Element of the *General Plan*. (Applicable transportation policies related to "Transit First" policies, transit, pedestrians, and bicycles are listed under the discussion of the Transportation Element.)
- Objective 3: Decrease the air quality impacts of development by coordination of land use and transportation decisions.
- Policy 3.1: Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.
- Policy 3.2: Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.
- Policy 3.3: Continue existing city policies that require housing development in conjunction with office development and expand this requirement to other types of commercial developments.
- Policy 3.4: Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.
- Policy 3.5: Continue existing growth management policies in the city and give consideration to the overall air quality impacts of new development including its impact on the local and regional transportation system in the permit review process. Ensure that growth will not outpace improvements to transit or the circulation system.
- Policy 3.6: Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.
- Policy 3.7: Exercise air quality modeling in building design for sensitive land uses such as residential developments that are located near the sources of pollution such as freeways and industries.
- Policy 3.9: Encourage and require planting of trees in conjunction with new development to enhance pedestrian environment and select species of trees that optimize achievement of air quality goals.

Through the rezoning of formerly industrial and low-density areas of the city, the Eastern Neighborhoods Rezoning and Area Plans project would encourage higher residential densities and promotes greater land use compatibility through a mixed-use urban form. The more efficient organization of land uses potentially reduces the number of personal vehicle trips and related vehicle emissions. Planning for new transit corridors in conjunction with the development of mixed uses and higher densities ensures that improvements to the City's transit system will keep pace with the planned growth in these neighborhoods. (See Appendix B for draft area plan policies.)

As described in Section IV.G, Air Quality, the proposed project would generally be consistent with the *Bay Area 2005 Ozone Strategy*. Also, because growth in the Eastern Neighborhoods would occur in an urban area, emissions increases within the project area could be less than would result if the same amount of growth occurred in outlying areas of the air basin (where trip lengths would be longer, on average). Residential growth in urban areas and near transit corridors would be infill development, encouraging use of transit and alternative transportation modes, and the proposed project would also increase proximity of housing to jobs and vice-versa. These factors, in addition to the project's objective to increase proximity of residential uses to transit corridors, would be expected to help reduce trip lengths in the future. Additionally, the draft area plans include policies aimed at improving bus service and access to regional transit, improving both bicycle and pedestrian facilities and safety, and encouraging other alternative forms of travel, such as car-sharing. These measures would also help minimize the potential air quality impacts of the proposed rezoning project and achieve consistency with the Air Quality Element.

In addition to the Air Quality Element, the City has published a *Climate Action Plan* in response to global climate change (see p. 113).

Arts Element

The Arts Element of the *General Plan* acknowledges the arts as “a major industry in San Francisco,” which brings visitors and tourists and their associated visitor spending to the City. The Arts Element is intended to strengthen the arts in San Francisco, as an expression of culture, creativity and beauty, and to provide guiding principles for the City in its dealings with the arts community. The arts are recognized as a major economic force in the region and the adoption of formal policies to enhance the arts legitimizes their economic role and is intended to insure the future health and vitality of the arts in San Francisco. The Arts Element contains the following objectives and policies relevant to the Eastern Neighborhoods Rezoning and Area Plans project.

Objective I-1: Recognize the arts as necessary to the quality of life for all segments of San Francisco.

Policy I-1.1: Promote inclusion of artistic considerations in local decision-making.

- Policy I-1.4: Provide access to the creative process and cultural resources for all neighborhoods, cultural communities, and segments of the city and its populations.
- Objective I-2: Increase the contribution of the arts to the economy of San Francisco.
- Policy I-2.1: Encourage and promote opportunities for the arts and artists to contribute to the economic development of San Francisco.
- Policy I-2.2: Continue to support and increase the promotion of the arts and arts activities throughout the City for the benefit of visitors, tourists and residents.
- Policy II-2.1: Identify and address the needs of arts programs and facilities for all segments of San Francisco.
- Objective VI-1: Support the continued development and preservation of artists' and arts organizations' spaces.
- Policy VI-1.4: Preserve existing performing spaces in San Francisco.
- Policy VI-1.6: Insure the active participation of artists and arts organizations in the planning and use of de-commissioned military facilities in San Francisco.
- Policy VI-1.9: Create opportunities for private developers to include arts spaces in private developments citywide.
- Policy VI-1.11: Identify, recognize, and support existing arts clusters and, wherever possible, encourage the development of clusters of arts facilities and arts related businesses throughout the city.

The Eastern Neighborhoods Plan calls for protecting an adequate supply of land and buildings for PDR employment and businesses. PDR, as defined by the Planning Department, consists of a broad range of activities including eleven subsectors: Publishing, Audio/Visual, Arts, Fashion, Transport, Food/Event, Interior Design, Construction, Equipment, Motor Vehicles and Other.⁵⁰ By providing a mix of housing and PDR business opportunities located in relative proximity, the Eastern Neighborhoods Plan aims to preserve existing arts and art-related spaces while establishing an easy nexus within communities between housing and PDR employment opportunities. (See Appendix B for draft area plan policies.)

Commerce and Industry Element

The Commerce and Industry Element of the *General Plan* serves as a guide for the public and private sectors when making decisions related to economic growth and change in San Francisco. The three goals of the element – continued economic vitality, social equity (with respect to employment opportunities), and environmental quality – address the citywide objectives, as well as objectives for each of the four major sectors of San Francisco's economy, including neighborhood commercial retail. The Commerce and Industry Element contains the following objectives and policies relevant to the Eastern Neighborhoods Rezoning and Area Plans project.

⁵⁰ This definition of PDR is derived from the *Eastern Neighborhoods Proposed Permanent Zoning Controls: An Overview* published by the San Francisco Planning Department in October of 2005.

- Objective 1: Manage economic growth and change to ensure enhancement of the total city living and working environment.
- Policy 1.3: Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.
- Objective 2: Maintain and enhance a sound and diverse economic base and fiscal structure for the city.
- Policy 2.1: Seek to retain existing commercial and industrial activity and to attract new such activity to the city.
- Objective 3: Provide expanded employment opportunities for city residents, particularly the unemployed and economically disadvantaged.
- Policy 3.1: Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.
- Policy 3.3: Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.
- Objective 4: Improve the viability of existing industry in the city and the attractiveness of the city as a location for new industry.
- Policy 4.2: Promote and attract those economic activities with potential benefit to the City.
- Policy 4.3: Carefully consider public actions that displace existing viable industrial firms.
- Policy 4.5: Control encroachment of incompatible land uses on viable industrial activity.
- Policy 4.6: Assist in the provision of available land for site expansion.
- Policy 4.7: Improve public and private transportation to and from industrial areas.
- Policy 4.10: Enhance the working environment within industrial areas.
- Policy 5.4: Avoid actions which may serve to displace desired existing maritime uses.
- Objective 6: Maintain and strengthen viable neighborhood commercial areas easily accessible to city residents.⁵¹
- Policy 6.1: Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.
- Policy 6.3: Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.
- Policy 6.4: Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

⁵¹ Under Objective 6, the Commerce and Industry Element presents a series of Conservation Guidelines for neighborhood commercial areas. The guidelines call for retention of historically and/or architecturally important buildings; respecting original building design and character during renovation of such buildings; retention of historically important signs and ensuring that new signs are compatible with important buildings; enhancement and improvement of urban design elements such as relative sidewalk width and building height, landscaping and street trees, and street furniture; harmonizing new development with nearby historically or architecturally important buildings; and respect for existing development patterns in conservation districts.

- Policy 6.6: Adopt specific zoning districts which conform to a generalized neighborhood commercial land use and density plan.
- Policy 6.7: Promote high quality urban design on commercial streets.
- Policy 6.8: Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.
- Policy 6.10: Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

The Eastern Neighborhoods project reflects many of the objectives of the Commerce and Industry Element of the *General Plan*. Moreover, the plan for rezoning the Eastern Neighborhoods is in line with the policies set forth to ensure these objectives. Specific features inherent in the proposed project, such as encouraging the location of neighborhood retail uses near areas of increased residential densities and balancing the need for housing with the retention of commerce would relate directly to these policies. (See Appendix B for draft area plan policies.)

Community Facilities

The Community Facilities Element of the *General Plan* addresses the need for various facilities, such as educational, police, fire, waste management and community facilities. Moreover, specific policies are set forth which govern the location, distribution, design and use of such facilities. The need for the Community Facilities Element was prompted by community requests for development of such facilities and by initiatives to ensure the equitable distribution of community resources throughout the city. Objectives and policies of the Community Facilities Element which are particularly relevant to the Eastern Neighborhoods Plan are addressed below.

- Objective 3: Assure that neighborhood residents have access to needed services and a focus for neighborhood activities.
- Policy 3.1: Provide neighborhood centers in areas lacking adequate community facilities.
- Policy 3.4: Locate neighborhood centers so they are easily accessible and near the natural center of activity.
- Policy 3.7: Program the centers to fill gaps in needed services, and provide adequate facilities for ill-housed existing services.
- Objective 4: Provide neighborhood centers that are responsive to the community served
- Policy 4.1: Assure effective neighborhood participation in the initial planning, ongoing programming, and activities of multi-purpose neighborhood centers.

Due to the prevalence of industrial land uses throughout much of the plan area, community services are in relatively limited supply in the Eastern Neighborhoods. By contrast, the proposed rezoning would encourage greater housing density and create organized and cohesive communities. The Eastern Neighborhoods Plan would allow for a greater amount of

neighborhood-serving facilities to be constructed in league with a coordinated vision for the city's mixed-use residential and commercial neighborhoods.

Community Safety Element

- Policy 2.4: Continue the unreinforced masonry building program and the parapet program.
- Policy 2.6: Reduce the earthquake and fire risks posed by older small wood-frame residential buildings through easily accomplished hazard mitigation measures.
- Policy 2.8: Preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco, and increase the likelihood that architecturally and historically valuable structures will survive future earthquakes.

The proposed project would not adversely affect implementation of the above policies, the first two of which are generally implemented through the Department of Building Inspection's (DBI) enforcement of the Building Code, and the latter of which is implemented jointly by DBI and the Planning Department in review of projects affecting historical resources.

Environmental Protection Element

The Environmental Protection Element of the *General Plan* addresses the impact of urbanization including the use of oil and gas resources, hazardous waste management, transportation noise and energy use on the natural environment. The following noise and energy consumption-related objectives and policies of the Environmental Protection Element are relevant to the project area.

- Objective 9: Reduce transportation-related noise.
- Policy 9.6: Discourage changes in streets that result in more traffic noise near noise-sensitive receptors.
- Objective 10: Minimize the impact of noise on affected areas.
- Policy 10.1: Promote site planning, building orientation and design and interior layouts that lessen noise intrusion.
- Objective 11: Promote land uses that are compatible with various transportation noise levels.
- Policy 11.1: Discourage new uses in areas in which the noise level exceeds the noise compatibility guidelines for that use.
- Policy 11.2: Consider the relocation to more appropriate areas of those land uses which need more quiet and cannot be effectively insulated from noise in their present location, as well as those land uses which are noisy and are presently in noise-sensitive areas.
- Objective 15: Increase the energy efficiency of transportation and encourage land use patterns and methods of transportation, which use less energy.
- Policy 15.1: Increase the use of transportation alternatives to the car.
- Policy 15.3: Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

- Policy 15.5: Encourage consideration of energy use issues when making transportation investment decisions.
- Policy 15.6: Promote alternative work arrangements which will contribute to more efficient transportation use.

The proposed Eastern Neighborhoods Rezoning and Area Plans project would allow for greater densities and a more transit-oriented, mixed-use urban form. By realigning the geography of jobs and housing to encourage greater integration between the two, the project would create the foundation upon which many of the above-listed policies and objectives can be realized. For example, by virtue of the emphasis placed upon mixed-use these principles in the draft area plans, neighborhoods could become more energy efficient. With regard to transportation noise impacts, the impact analysis described in Section IV.F, Noise, reveals that while the proposed rezoning under all options would not result in significant increases in traffic noise, the cumulative increase in traffic noise, including background growth to 2025, would be significant. However, compliance with state noise standards for multi-family residential uses would ensure that interior noise levels would be appropriate for residential units. (See Appendix B for draft area plan policies.)

Housing Element

In May 2004, the Planning Commission adopted an updated and amended Housing Element of the *General Plan* to replace the existing Residence Element adopted by the Board of Supervisors in 1990. The updated Housing Element was approved by the Board of Supervisors in September 2004, and certified by the State Department of Housing and Community Development in October 2004 for compliance with State law regarding the content and scope of *General Plan* housing elements. The updated 2004 Housing Element contains objectives and policies that would expand land capacity necessary to increase housing production; direct new housing to appropriate locations, especially in areas well served by transit and other urban amenities; and emphasize design and density controls that enhance existing neighborhood character. These objectives and policies are instructed by the two *General Plan* Priority Policies: that the City's supply of affordable housing be preserved and enhanced and that existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of San Francisco's neighborhoods.

The following objectives and policies of the Housing Element are relative to the Eastern Neighborhoods Rezoning and Area Plans project.

- Objective 1: Provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand.
- Policy 1.1: Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to

housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to lower income households. Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character where there is neighborhoods support.

- Policy 1.2: Encourage housing development, particularly affordable housing, in neighborhood commercial areas without displacing existing jobs, particularly blue-collar jobs or discouraging new employment opportunities.
- Policy 1.3: Identify opportunities for housing and mixed-use districts near downtown and former industrial portions of the City.
- Policy 1.4: Locate in-fill housing on appropriate sites in established residential neighborhoods.
- Policy 1.5: Support development of affordable housing on surplus public lands.
- Policy 1.6: Create incentives for the inclusion of housing, particularly permanently affordable housing, in new commercial development projects.
- Policy 1.7: Encourage and support the construction of quality, new family housing.
- Policy 1.8: Allow new secondary units in areas where their effects can be dealt with and there is neighborhood support, especially if that housing is made permanently affordable to lower-income households.
- Policy 1.9: Require new commercial developments and higher educational institutions to meet the housing demand they generate, particularly the need for affordable housing for lower income workers and students.
- Objective 2: Retain the existing supply of housing.
- Policy 2.1: Discourage the demolition of sound existing housing.
- Policy 2.4: Retain sound existing housing in commercial and industrial areas.
- Policy 2.5: Preserve the existing stock of residential hotels.
- Policy 3.6: Preserve landmark and historic residential buildings.
- Objective 4: Support affordable housing production by increasing site availability and capacity.
- Policy 4.1: Actively identify and pursue opportunity sites for permanently affordable housing.
- Policy 4.2: Include affordable units in larger housing projects.
- Policy 4.4: Consider granting density bonuses and parking requirement exemptions for the construction of affordable housing or senior housing.
- Policy 4.5: Allow greater flexibility in the number and size of units within established building envelopes, potentially increasing the number of affordable units in multi-family structures.
- Policy 4.6: Support a greater range of housing types and building techniques to promote more economical housing construction and potentially achieve greater affordable housing production.

- Objective 6: Protect the affordability of existing housing.
- Policy 6.2: Ensure that housing developed to be affordable is kept affordable.
- Policy 6.4: Achieve permanent affordability through community land trusts and limited equity housing ownership and management.
- Policy 7.1: Enhance existing revenue sources for permanently affordable housing.
- Policy 7.2: Create new sources of revenue for permanently affordable housing, including dedicated long-term financing for housing programs.
- Policy 8.1: Encourage sufficient and suitable rental housing opportunities and emphasize permanently affordable rental units wherever possible.
- Objective 11: In increasing the supply of housing, pursue place making and neighborhood building principles and practices to maintain San Francisco's desirable urban fabric and enhance livability in all neighborhoods.
- Policy 11.1: Use new housing development as a means to enhance neighborhood vitality and diversity.
- Policy 11.2: Ensure housing is provided with adequate public improvements, services, and amenities.
- Policy 11.3: Encourage appropriate neighborhood-serving commercial activities in residential areas, without causing affordable housing displacement.
- Policy 11.5: Promote the construction of well-designed housing that enhances existing neighborhood character.
- Policy 11.6: Employ flexible land use controls in residential areas that can regulate inappropriately sized development in new neighborhoods, in downtown areas and in other areas through a Better Neighborhoods type planning process while maximizing the opportunity for housing near transit.
- Policy 11.7: Where there is neighborhood support, reduce or remove minimum parking requirements for housing, increasing the amount of lot area available for housing units.
- Policy 11.8: Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.
- Policy 11.9: Set allowable densities and parking standards in residential areas at levels that promote the City's overall housing objectives while respecting neighborhood scale and character.

A primary goal of the Eastern Neighborhoods Rezoning and Area Plans project is to encourage new housing while retaining sufficient lands for PDR businesses and jobs. The project would permit housing development in some areas currently zoned for industrial use, as well as preparing and adopting new area plans for each neighborhood. New districts mixing residential and commercial uses and residential and PDR uses, as well as new residential-only districts would be a key attribute of the proposed rezoning. The Eastern Neighborhoods project area would thus become a new source of land for housing development that, as a result of the planning process,

would reflect the self-identified needs of the communities themselves. Moreover, the proposed area plans include draft policy language that reflects many of the Housing Element's objectives and policies in support of production of affordable housing. The proposed project would thus advance the objectives and policies set forth in the Housing Element. (See Appendix B for draft area plan policies.)

As discussed in Section IV.D, Population and Housing, because the proposed rezoning would almost double the housing development potential in San Francisco, there would be less pressure in the Eastern Neighborhoods than would be expected in the absence of the project, giving existing residents and newcomers alike a greater choice of housing options. However, absent programs to preserve potential affordable housing sites in the Eastern Neighborhoods, the proposed rezoning would reduce the number of such sites available. Moreover, it is likely that new financial resources and programs, and more coordination among agencies would be required, in conjunction with the proposed rezoning, to further affordable housing development.

In accordance with state housing law, and in conjunction with the state Department of Housing and Community Development, the Association of Bay Area Governments (ABAG) periodically calculates a regional housing need for the nine Bay Area counties, and then allocates that need among the counties and their cities. For the recently concluded period of January 1999 through June 2006,⁵² ABAG had determined that San Francisco should produce 20,374 units, or 2,717 units per year (2,850 units per year, assuming 5 percent vacancy).⁵³ Some 36 percent of these units, according to ABAG, should be affordable to low- and very-low-income households (those earning less than 80 percent and 50 percent, respectively, of the area median income), while another 28 percent were to be available to households of moderate income (80 to 120 percent of the area median income).⁵⁴ Added together, these figures indicate that 64 percent of San Francisco's housing built over the last seven years (assuming the total housing production figure was reached) should have been affordable to keep pace with regional housing need in San Francisco per ABAG's estimate.

Because of a number of factors, including the cost and limited availability of land, increasing construction costs, and the length and sometimes uncertain nature of the approval process, among others, the City did not attain ABAG's goal in the recent analysis period: between 1999 and 2006, San Francisco permitted 17,146 new dwelling units, or 84 percent of the ABAG target of 20,374 units. In terms of actual production of units, the City fell farther short: 13,696 units were constructed (67 percent of the target). However, and as evidence of the regional nature of the difficulty in producing housing, San Francisco's performance virtually mirrored that of the nine-county Bay Area, where the total number of units permitted was 80 percent of ABAG's target of

⁵² The effective dates of the Regional Housing Needs "January 1999 through June 2006" Allocation cycle has been extended into 2007.

⁵³ San Francisco Planning Department, "Housing Element Part I: Data and Needs Analysis," *Housing Element of the San Francisco General Plan*; Adopted May 13, 2004; p. 65.

⁵⁴ Housing Element (see Footnote 53); p. 80.

230,743 units, and the total number of units built was 73 percent of the target. (The City was slightly higher regarding number permitted and somewhat lower as to number built.) In addition to the above noted barriers to housing production in general, affordable housing production is further hindered in the City by a relative lack of funding sources to offset the high costs of housing production and the lesser return generated by affordable units, and San Francisco fell farther short of the region as a whole in the production of affordable housing. During the same 1999-2006 period, the City permitted 8 percent of its target of 5,639 moderate-income units and 15 percent of its target of 2,126 low-income units, compared to regional achievements of 29 percent and 70 percent, respectively. The City did fare better than the Bay Area in terms of very-low-income units, permitting 36 percent of its target of 5,244 such units, compared to 34 percent for the region as a whole.⁵⁵

As described in detail in Section IV.D, Population, Housing, Business Activity, and Employment, there are numerous obstacles to the City's attaining the Housing Element's housing production percentage targets, and the City's experience in this regard has not demonstrated a clear pattern of success. In the absence of the provision of much grater resources—particularly financing—it cannot be stated with any certainty that these targets will be met in the project area.

However, the proposed area plans each include objectives and policies that would encourage the production of more affordable housing through means such as identification of appropriate sites, including publicly owned sites, for below-market-rate housing; increasing the percentage of affordable housing units required in new projects in certain areas, particularly where rezoning permits increased density; requiring a certain percentage of residential units be family-sized; promoting alternative homeownership models; encouraging increased residential density and mixing housing with other uses in appropriate locations; and taking specific steps to reduce the cost of housing production, such as through separating the cost of parking from that of housing by revising or eliminating parking requirements, encouraging accessory dwelling units in certain areas, promoting "location-efficient mortgages" in transit-accessible, mixed-use neighborhoods in East SoMa, the Mission, and the Central Waterfront, requiring that new single-room occupancy units be affordable, and clarifying zoning rules to encourage housing production. Implementation of these objectives and policies would improve the City's ability to comply with the affordable housing production goals in the Housing Element. (See Appendix B for a complete list of draft area plan objectives and policies.)

⁵⁵ All figures in this paragraph are from ABAG, *A Place to Call Home: Housing in the San Francisco Bay Area*, 2006 (http://www.abag.ca.gov/planning/housingneeds/pdf/resources/ABAG_housing_report_2006_FINAL1.pdf). Because of the variability of data sources, the 17,146 housing units permitted in San Francisco, as reported by ABAG, is lower than the total of 19,849 reported by the City in its *2005 San Francisco Housing Inventory*, October 2006, (http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/Housing_Inventory_2005_web.PDF), which reports that 19,849 units received building permits from 1999 through 2005. (The City data do not include the first six months of 2006 that are included in the ABAG data.) The City total of 13,345 units completed in 1999-2005 is comparable to ABAG's 13,696 units completed for the period through June 2006.

Recreation and Open Space Element

The Recreation and Open Space Element of the *General Plan* contains objectives and policies for maintaining, creating, and enhancing recreational and open space resources in the city. The Recreation and Open Space Element states that “access is a key factor in park utilization,” and proclaims, Every San Franciscan should be served by a park within walking distance of their home.” Beginning prospectively in late 2007, the Planning Department, in conjunction with the San Francisco Recreation and Park Department is planning an update to the Recreation and Open Space Element. The primary focus of this update would be to identify opportunity areas for the acquisition of new park and recreational facilities, to examine methods to acquire future and to maintain existing facilities, such as through the development of impact fees or through public/private partnerships as well as to link open space and recreation planning to ongoing greening efforts in other city departments along public streets and right-of-ways (“living streets”). The update would occur through a public process that would provide opportunity for public comment and input.⁵⁶

The following objectives and policies of the Recreation and Open Space Element are relevant to the project area as a whole.

- Objective 2: Develop and maintain a diversified and balanced citywide system of high quality public open space.
- Policy 2.1: Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.
- Policy 2.2: Preserve existing public open space.
- Policy 2.7: Acquire additional open space for public use.
- Policy 3.5: Provide new public open spaces along the shoreline.
- Objective 4: Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.
- Policy 4.4: Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.
- Policy 4.6: Assure the provision of adequate public open space to serve new residential development.
- Policy 4.7: Provide open space to better serve neighborhood commercial districts.

The Eastern Neighborhoods Rezoning and Area Plans project recognizes existing recreational and open space deficiencies and address the potential impacts of the influx of residents to areas of the city characterized by formerly industrial land uses. In light of the difficulty and cost of developing large new open spaces, the draft plans propose non-traditional solutions such as small “pocket parks,” widened sidewalks, and shared alleyways, in addition to new neighborhood parks

⁵⁶ Personal conversation, Sarah Dennis, Senior Planner, San Francisco Planning Department, March 14, 2007.

where sites for these new parks can be acquired. Other objectives and policies of the draft area plans to provide for open space include requiring them as a part of major new private developments. (See Appendix B for draft area plan policies.)

Transportation Element

The Transportation Element of the *General Plan* is composed of objectives and policies which relate to the nine aspects of the citywide transportation system: General, Regional Transportation, Congestion Management, Vehicle Circulation, Transit, Pedestrian, Bicycles, Citywide Parking and Goods Movement. The Transportation Element contains several objectives and policies relevant to the Eastern Neighborhoods planning process, discussed below.

- Objective 1: Meet the needs of all residents and visitors for safe, convenient and inexpensive travel within San Francisco and between the city and other parts of the region while maintaining the high quality living environment in the Bay Area.
- Policy 1.2 : Ensure the safety and comfort of pedestrians throughout the city.
- Policy 1.3: Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.
- Policy 1.6: Ensure choices among modes of travel and accommodate each mode when and where it is most appropriate.
- Objective 2: Use the transportation system as a means for guiding development and improving the environment.
- Policy 2.1: Use rapid transit and other transportation improvements in the city and region as the catalyst for desirable development, and coordinate new facilities with public and private development.
- Policy 2.3: Design and locate facilities to preserve the historic city fabric and the natural landscape, and to protect views.
- Objective 11: Establish public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality.
- Policy 11.3: Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.
- Objective 20: Give first priority to improving transit service throughout the city, providing a convenient and efficient system as a preferable alternative to automobile use.
- Policy 20.9: Improve inter-district and intra-district transit service.
- Policy 21.1: Provide transit service from residential areas to major employment centers outside the downtown area.
- Objective 23: Improve the city's pedestrian circulation system to provide for efficient, pleasant, and safe movement.
- Objective 24: Improve the ambience of the pedestrian environment.

- Policy 24.1: Preserve existing historic features such as streetlights and encourage the incorporation of such historic elements in all future streetscape projects.
- Policy 24.4: Preserve pedestrian-oriented building frontages.
- Objective 30: Ensure that the provision of new or enlarged parking facilities does not adversely affect the livability and desirability of the city and its various neighborhoods.
- Policy 30.1: Assure that new or enlarged parking facilities meet need, locational and design criteria.
- Policy 30.2: Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.
- Policy 30.3: Maximize the efficient use of land devoted to parking by consolidating adjacent surface lots and garages into a parking structure, possibly containing residential, commercial or other uses.
- Objective 34: Relate the amount of parking in residential areas and neighborhood commercial districts to the capacity of the city's street system and land use patterns.
- Policy 34.1: Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.
- Policy 34.2: Use existing street space to increase residential parking where off-street facilities are inadequate.
- Policy 34.3: Permit minimal or reduced off-street parking supply for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.
- Objective 38: Provide efficient and direct routes for trucks/service vehicles into and through San Francisco without disturbing neighborhood areas and inhibiting the safe movement of transit vehicles, bicycles and pedestrians.
- Policy 38.1: Improve the existing regional network of truck routes by making designated routes in San Francisco convenient for non-local freight trips with the aim of making the routes direct and connected to other routes.

Transit First Policy

The City of San Francisco's Transit First policy, adopted by the Board of Supervisors in 1973, was developed in response to the damaging impacts over previous decades of freeways on the city's urban character. The policy is aimed at restoring balance to a transportation system long dominated by the automobile, and improving overall mobility for residents and visitors whose reliance chiefly on the automobile would result in severe transportation deficiencies. It encourages multi-modalism, the use of transit and other alternatives to the single-occupant vehicle as modes of transportation, and gives priority to the maintenance and expansion of the local transit system and the improvement of regional transit coordination.

The following ten principles constitute the City's Transit First policy:

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
2. Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.
3. Decisions regarding the use of limited public street and sidewalk space shall encourage the use of public rights of way by pedestrians, bicyclists, and public transit, and shall strive to reduce and improve public health and safety.
4. Transit policy improvements, such as designated transit lanes and streets and improved signalization, shall be made to expedite the movement of public transit vehicles (including taxis and vanpools) and to improve public safety.
5. Pedestrian areas shall be enhanced wherever possible to improve the safety and comfort of pedestrians and to encourage travel by foot.
6. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking.
7. Parking policies for areas well served by public transit shall be designed to encourage travel by public transit and alternative transportation.
8. New transportation investment should be allocated to meet the demand for public transit generated by new public and private commercial and residential developments.
9. The ability of the City and County of San Francisco to reduce traffic congestion depends on the adequacy of regional public transportation. The City and County shall promote the use of regional mass transit and the continued development of an integrated, reliable, regional public transportation system.
10. The City and County shall encourage innovative solutions to meet public transportation needs wherever possible and where the provision of such service will not adversely affect the service provided by the Municipal Railway. (Added November 1999.)

As described above in the context of the Air Quality Element, the project would result in infill development in an existing urban area, encouraging use of transit and alternative transportation modes, and would also increase proximity of housing to jobs and vice-versa. These factors, in addition to the project's objective to increase proximity of residential uses to transit corridors, would be expected to help minimize single-person auto travel in the future. Additionally, the draft area plans include policies aimed at improving bus service and access to regional transit, improving both bicycle and pedestrian facilities and safety, and encouraging other alternative forms of travel, such as car-sharing. These measures would also help minimize the potential air quality impacts of the proposed rezoning project and achieve consistency with the Air Quality Element. (See Appendix B for draft area plan policies.)

Urban Design Element

The Urban Design Element is concerned with the physical character and environment of the city with respect to development and preservation. The Urban Design Element addresses issues

related to City Pattern, Conservation, Major New Development and Neighborhood Environment as noted below.

- Objective 1: Emphasis of the characteristic pattern which gives to the city and its neighborhoods an image, a sense of purpose, and a means of orientation.
- Policy 1.1: Recognize and protect major views in the city, with particular attention to those of open space and water.
- Policy 1.2: Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.
- Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.
- Policy 1.4: Protect and promote large-scale landscaping and open space that define districts and topography.
- Policy 1.5: Emphasize the special nature of each district through distinctive landscaping and other features.
- Policy 1.7: Recognize the natural boundaries of districts, and promote connections between districts.
- Objective 2: Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.⁵⁷
- Policy 2.3: Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.
- Policy 2.4: Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
- Policy 2.5: Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

⁵⁷ Under Objective 2, the Urban Design Element includes "Fundamental Principles for Conservation," which state, in relation to historical resources: New development can enhance and preserve San Francisco's distinctive qualities if it is designed with consideration for the prevailing design character and the effect on surroundings; External details in building facades, entries, stairways, retaining walls and other features provide visual interest and enrichment and are consistent with the historic scale and texture of San Francisco; To conserve important design character in historic or distinctive older areas, some uniformity of detail, scale, proportion, texture, materials, color and building form is necessary; Preservation of San Francisco's strong and continuous downtown street facades will insure maintenance of that area's distinctive character and spatial quality. A consistent commercial facade on neighborhood shopping streets will give definition to these areas and promote activity; New construction can have a positive effect on the area around it if it reflects the character of adjacent older buildings of architectural merit; Renovation and restoration of older, well-designed buildings can preserve the character and interest of the streetscape if the original building design is respected in use of materials and details. On commercial buildings, signs that fit within the architectural order of the facade do not obscure or damage the building's integrity; Historic buildings represent crucial links with past events and architectural styles and, when preserved, afford educational, recreational, cultural and other benefits; Historic buildings and grounds often provide necessary visual open space or passive recreation areas. Open space in the city can be supplemented by enhancing the semi-recreational functions of historic areas; Preservation of some older, low and small-scaled buildings and grounds amidst larger building towers will help conserve unique cityscape character, maintain a sense of openness and green space, and produce a more livable environment; Traditional street patterns and spaces can often be essential to maintaining an appropriate setting for historical and architectural landmarks or areas; and Blocking, construction or other impairment of pleasing street views of the Bay or Ocean, distant hills, or other parts of the city can destroy an important characteristic of the unique setting and quality of the city.

- Policy 2.6: Respect the character of older development nearby in the design of new buildings.
- Policy 2.7: Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.
- Objective 3: Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment.
- Policy 3.4: Promote building forms that will respect and improve the integrity of open spaces and other public areas
- Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.
- Policy 3.6: Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.
- Policy 3.8: Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.
- Policy 3.9: Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.
- Policy 4.1: Protect residential areas from the noise, pollution and physical danger of excessive traffic.
- Policy 4.8: Provide convenient access to a variety of recreation opportunities.
- Policy 4.10: Encourage or require the provision of recreation space in private development.

The Eastern Neighborhoods Rezoning and Area Plans project would provide for the enhancement of aesthetic character by promoting a mix of land uses, including PDR and housing, each of which are interdependent and relate to one another to create a well-integrated urban fabric. Functional neighborhood-scale design fosters local business initiatives while improved transit facilitates linkages to other economic centers. (See Appendix B for draft area plan policies.)

Area Plans

The San Francisco *General Plan* also includes several area (neighborhood) plans that serve to guide the nature of future development within specific districts of the city. The Eastern Neighborhoods planning process would include amendments to some existing area plans and/or the creation of new community and area plans. Policies in area plans that cover portions of the project area are presented below.

South of Market Area Plan

The project area includes the South of Market Plan area, which generally extends from Second Street to South Van Ness and from Mission Street to Townsend Street. The South of Market Area Plan is intended to “guide, well into the next century, the location, intensity and character of new

and expanded business and residential activity, the buildings which house those activities, and the public facilities and resources provided within the [South of Market] area”. By recommending specific development policies and zoning controls, the SoMa Area Plan aims to “improve the physical environment and general neighborhood livability of the South of Market”. The main objectives of the South of Market Area Plan are to protect existing business activities and preserve existing low- and moderate-income affordable rental housing units.

Following are the objectives and policies in the existing South of Market Area Plan which are particularly relevant to the Eastern Neighborhoods:

- Objective 1: Protect existing industrial, artisan, home and business service, and neighborhood-serving retail, personal service and community service activities and facilitate their expansion.
- Policy 1.1: Exclude office uses in areas where light industrial/business service space predominates. Restrict the location of new office uses to certain specific and discrete subareas.
- Policy 1.2: Facilitate the preservation of and promote the development of affordable “live/work” loft studio space.
- Policy 1.3: Allow nighttime entertainment activities to locate in areas where such uses are compatible with nearby businesses and other daytime, nonresidential uses, and allow expansion of existing nighttime entertainment activities when the expansion would result in improved area livability such as litter patrol, noise reduction and increased parking.
- Policy 1.4: Provide sufficient land and building area to accommodate the reasonable growth and expansion of the South of Market's diverse economic activities.
- Policy 1.6: Allow existing businesses, which would not be allowed if they were new, to remain in their present location and space as nonconforming uses.
- Objective 2: Preserve Existing Housing
- Policy 2.1: Discourage the demolition of existing dwelling units or their conversion to non-residential use.
- Policy 2.2: Promote making existing rental housing permanently affordable for low- and moderate-income residents.
- Policy 2.3: Preserve South Park as a small scale, mixed-use neighborhood.
- Objective 3: Encourage the development of new housing, particularly affordable housing
- Policy 3.1: Increase the supply of housing without adversely affecting the scale, density, and architectural character of existing residential or mixed-use neighborhoods or displacing light industrial and/or business service activities.
- Policy 3.2: Facilitate in-fill housing development on small or irregularly-shaped parcels within the predominantly residential neighborhoods.
- Policy 3.4: Encourage high density, predominantly residential mixed-use development on vacant parcels between Stevenson, Harrison, Sixth and Fourth Streets.

- Policy 3.5: Encourage small scale in-fill residential or mixed-use development west of Sixth Street.
- Objective 4: Develop transit as the primary mode of travel to and from other parts of the city and region.
- Policy 4.1: Expand local transit lines linking the South of Market to all regional transit facilities and to the rest of the City.
- Objective 5: Minimize the impact on the livability of the area of auto traffic through and to/from the South of Market
- Policy 5.1: Provide incentives for the use of transit, taxi, carpools and vanpools, and reduce the dependence on automobile parking facilities, particularly by area workers.
- Policy 5.2: Promote the more efficient use of existing parking resources throughout the South of Market.
- Policy 5.3: Institute a residential preferential parking program.
- Policy 5.4: Provide adequate parking and loading resources for new South of Market residential and business development.
- Policy 5.5: Provide an adequate amount of on-street curbside freight loading spaces throughout the South of Market.
- Policy 5.6: Emphasize short-term parking over long-term parking in parking facilities that exist or are proposed for the South of Market.
- Objective 7: Preserve existing amenities which make the South of Market a pleasant place to live, work and visit.
- Policy 7.1: Establish height and building intensity limits for new development which would preserve the existing scale and strengthen the physical form of areas appropriate for new development, enhance the character of adjacent landmark buildings, maintain sun exposure to open space resources, and preserve view corridors.
- Policy 7.2: Preserve the architectural character and identity of South of Market residential and commercial/industrial buildings.
- Policy 7.3: Preserve areas which contain groups of buildings of historic, architectural, or aesthetic value and which are linked by important historical or architectural characteristics.
- Policy 7.4: Preserve individual architecturally and/or historically significant buildings which contribute to the area's identity, give visual orientation, and which impart a sense of continuity with San Francisco's past.
- Policy 7.5: Provide incentives for preservation of landmark quality buildings and contributory buildings in historic districts.
- Objective 8: Improve area livability by providing essential community services and facilities.
- Policy 8.1: Encourage the careful location and expansion of essential neighborhood-serving community and human service activities throughout the South of Market, exclusive of the residential enclaves.
- Policy 8.2: Encourage the location of neighborhood-serving retail and community service activities throughout the South of Market.

- Policy 8.3: Make better use of existing recreation and open space resources and facilities within the South of Market.
- Policy 8.4: Create new parks and recreational facilities for the enjoyment by area residents, workers, and visitors.
- Policy 8.5: Create a visually prominent, safe and clean pedestrian circulation network throughout the South of Market.
- Policy 8.6: Restore sidewalks as pedestrian circulation spaces and establish a pedestrian network to improve the safety and convenience of pedestrian travel to and throughout the South of Market.

The various objectives and policies of the South of Market Area Plan are reiterated in the Eastern Neighborhoods Rezoning and Neighborhoods Plans. The draft East SoMa plan includes objectives and policies which are intended to promote neighborhood-scale design through mixed-use development and foster the creation of new housing while protecting existing housing and preserving workforce opportunities. (See Appendix B for draft area plan policies.)

Central Waterfront Area Plan

The overall goal of the Central Waterfront Area Plan is to create a physical and economic environment conducive to the retention and expansion of San Francisco's industrial and maritime activities in the area. The Central Waterfront Area Plan, last updated in 1998, covers an area that includes the area southeast of Townsend Street and east of Potrero Avenue but north of Mariposa Street and the area east of I-280 to the edge of the San Francisco Bay and south to Islais Creek. The Plan covers a total of five subareas—Showplace Square, Central Basin, North Potrero, Islais Creek and Lower Potrero—as well as the Mission Bay area, which is covered separately in the plan.

Overall, the purpose of the Central Waterfront Area Plan is to reverse the pattern of economic decline in the area and to establish a land base for the industrial and maritime components of the San Francisco economy. In order to accomplish this, the Plan lays out specific policies, such as encouraging additional housing within established residential areas, maintaining container terminal facilities at the piers, facilitating the movement of goods and improving waterfront recreation facilities.

The Central Waterfront Area Plan's objectives and policies are designed to: increase employment opportunities for San Francisco's unemployed and underemployed residents; enhance the working environment to stimulate business growth; and improve the area's appearance and attractiveness. The objectives of the Plan, and some key policies (excluding objectives and policies applicable to the Mission Bay area), are as follows:

- Objective 1: Strengthen and expand land uses essential to realizing the economic potential of the [five] subareas [Showplace Square, Central Basin, North Potrero, Islais Creek and Lower Potrero].

- Policy 1.1: Encourage the intensification and expansion of industrial and maritime uses.
- Policy 1.2: Preserve and protect the subareas as a land base for San Francisco industry. Prevent the conversion of land needed for industrial or maritime activity to non-industrial use. Permit only those non-industrial uses which do not interfere with industrial and maritime operations.
- Objective 2: Maintain and develop additional uses on land determined to be surplus to industrial and maritime needs.
- Policy 2.1: Preserve existing residential uses and develop limited new housing.
- Policy 2.2: Retain existing commercial uses and expand as needed to serve increases in the working and residential populations.
- Objective 3: Retain, expand, and protect industrial activity.
- Policy 3.8: Avoid encroachment of incompatible land uses on viable industrial activity by appropriately zoning and mapping industrial districts. Resolve potential land use conflicts in a manner that recognizes the importance of industrial activity to the well-being of San Francisco.
- Objective 4: Retain and expand maritime uses along the central waterfront.
- Objective 5: Provide a quantity and mix of commercial activities necessary to serve the local needs of the subareas.
- Objective 6: Retain and improve existing residential uses in the central waterfront and develop a limited quantity of new housing.
- Objective 7: Improve the transportation accessibility of the subareas.
- Objective 8: Improve transportation conditions within the subareas.
- Objective 9: Provide public access and recreational opportunities along the shoreline.
- Policy 9.1: Maintain and improve the quality of existing shoreline recreational areas at ... Warm Water Cove and Islais Creek.
- Policy 9.2: Expand existing recreational areas, so long as compatible with present or planned maritime activity.
- Policy 9.3: Provide public overlooks, viewing areas, and open spaces with convenient pedestrian access in areas of maritime activity, where feasible and where it will not inhibit the maritime operations.
- Objective 10: Achieve an aesthetic urban form consistent with the economic development of the subareas.
- Policy 10.3: Encourage the rehabilitation of architecturally or historically significant buildings with reuse potential.
- Objective 11: Develop a major design center in the Showplace Square area.
- Policy 11.1: Encourage the expansion of the area's predominant use for the exhibit, marketing, and wholesale trade of interior design products.
- Policy 11.2: Encourage the development of a community design center for neighborhood use.
- Policy 11.3: Encourage the development of ancillary commercial activities to serve the area's businesses, workers, and visitors.

- Objective 12: Develop transportation improvements to enhance pedestrian circulation and facilitate travel and goods movement to and within the Showplace Square area.
- Objective 13: Preserve and expand the historic industrial character of the Showplace Square subarea.
- Policy 13.1: Encourage the retention and promote the reuse of buildings with brick and timber construction.
- Objective 14: Improve and strengthen the industrial character of the North Potrero subarea.
- Policy 14.1: Promote the rehabilitation of industrial buildings and encourage more intensive use of existing facilities.
- Objective 15: Maintain and expand maritime activity in the Central Basin subarea.
- Policy 15.3: Preserve and rehabilitate the three Union Iron Works Buildings (located in part of the former Bethlehem Steel area) on the north side of 20th Street, east of Illinois Street which, as historic and architectural resources, represent the importance of the ship building industry in San Francisco's development. In order to make adaptive reuse feasible, permit revenue-generating commercial and industrial uses which are compatible with ongoing ship repair and potential future maritime and industrial operations on adjacent and bayward Port property, as indicated in the Port of San Francisco's Waterfront Land Use Plan. Design such adaptive reuse projects consistent with the Waterfront Design & Access urban design and preservation policies and criteria for this area, contained in the Waterfront Land Use Plan.
- Objective 16: Retain and expand industrial uses.
- Objective 17: Improve and expand waterfront recreation.
- Policy 17.1: Maintain and improve existing recreational improvements at Warm Water Cove and expand to the north side of the Cove as opportunities arise. Develop a waterfront picnic area and fishing pier at Twenty-Fourth Street. Provide public access along the north side of the Cove and construct a fishing quay at the Bay. Improve enjoyment of the area by providing attractive landscaping and maximizing bay views. (See also Recreation and Open Space Element, 1.3.38)
- Objective 18: Relate the scale of new development to San Francisco's distinctive hill form, to the adjacent waterfront, and to existing development.
- Objective 19: Expand maritime activity and ancillary services.
- Objective 20: Develop waterfront recreational uses along the shoreline of Islais Creek channel.
- Objective 21: Retain and expand industrial uses in the Islais Creek area.
- Objective 22: Retain and expand industrial uses in the Lower Potrero area.
- Policy 22.1: Promote the rehabilitation of industrial buildings and encourage more intensive use of existing facilities.
- Objective 23: Preserve and improve the existing residential neighborhood.
- Policy 23.1: Protect existing housing from the adverse effects of adjacent industrial activity. Promote screening, soundproofing, and landscaping of industrial uses to minimize their impact on residential areas.

- Policy 23.2: Promote the retention and conservation of the existing housing stock. Support efforts to rehabilitate substandard units at affordable costs to increase the supply of decent housing.
- Policy 23.3: Encourage the development of new housing on vacant sites in the residential district adjacent to Twenty-Second Street from Third to Minnesota Streets.
- Policy 23.4: Improve existing commercial uses on Third Street and Twenty-Second Street and expand as needed to serve the local population.
- Policy 23.5: Improve the I. M. Scott School yard for playground use and rehabilitate the school building for community use.

As the Central Waterfront Plan is focused primarily on the preservation of the City's existing maritime industrial land uses, there is no easily-defined nexus between it and the Eastern Neighborhoods Rezoning and Neighborhoods Plans. However, some elements of the Central Waterfront Plan—particularly those which relate to the development of recreational facilities, commercial mix and the preservation of historical aesthetics—are relevant to Eastern Neighborhoods Plans. The promotion neighborhood services, such as community-serving facilities and mixed-use commercial districts, are identifiable features of both plans.

It is noted that conflict with a *General Plan* policy does not, in itself, indicate a significant effect on the environment within the meaning of CEQA. To the extent that physical environmental impacts may result from such conflicts, such impacts are analyzed in this EIR, in the applicable topic sections. The *General Plan* contains many policies that may address different goals. In addition to consideration of inconsistencies affecting environmental issues, other potential inconsistencies with the *General Plan* may be considered by the Planning Commission and other decision-makers, including the Board of Supervisors, independently of the environmental review process, as part of the decision to approve or disapprove a proposed project. Any potential conflict not identified in this environmental document would be considered in that context, and would not alter the physical environmental effects of the proposed project, which are analyzed in this EIR.

Waterfront Land Use Plan (Port of San Francisco)

Approved in June 1997, the Waterfront Land Use Plan ("Waterfront Plan") is a land use policy document governing property under the jurisdiction of the Port of San Francisco, generally from Fisherman's Wharf to India Basin. The Waterfront Use Plan is intended to: 1) actively promote the continuation and expansion of industrial, commercial and recreational maritime activities; 2) support new and existing open space and public access; 3) recognize the structure of the Port for revenue-generating land uses to fund maritime activities, open space, and public activities along the waterfront; 4) adapt to fluctuating economic, social and political structures by identifying the range of acceptable uses for Port properties; 5) encourage efficient use of currently underutilized Port properties by allowing a range of interim uses; and 6) establish a framework for streamlining

the entitlement process for new development. The Plan also called for identification of City plans and policies in need of reassessment and modification to implement the plan; as noted above, the *General Plan*, Planning Code, and Zoning Map have been modified to ensure consistency with the Waterfront Plan. Portions of the Eastern Neighborhoods Plan area which intersect the Waterfront Land Use Plan area are primarily within the Southern Waterfront subarea, which extends from approximately Mariposa Street to India Basin, and generally from Illinois Street to the Bay, overlapping with parts of the Central Waterfront.⁵⁸

The Waterfront Land Use Plan contains the following objectives for the Southern Waterfront subarea:

- Maximize the utilization of existing cargo terminal facilities.
- Pursue financing mechanisms to develop competitively priced maritime support facilities in the Southern Waterfront.
- Maximize the productivity of Port assets through interim use of property reserved for maritime expansion.
- Development of non-maritime land uses that would be beneficial to the Port and compatible with maritime activities should be considered in areas which are surplus to long-term maritime needs.
- Promote non-maritime activities in and around three historic Union Iron Works buildings to facilitate the revitalization of an area that survives as an example of San Francisco's earliest maritime industry.
- Reserve or improve areas which will provide opportunities for the protection of wildlife habitat and for passive and active recreational uses.
- Enhance the public's appreciation of the waterfront by providing greater opportunities for access in a manner which does not compromise the efficiency of maritime operations.

The Waterfront Plan specifies acceptable land uses by the location at which they may be developed in the Southern Waterfront, including new uses, those that may be continued as an interim use, or those that may be permitted as an accessory use. Generally, a wide variety of Maritime Uses (e.g., cargo shipping, maritime office and support services, and ceremonial

⁵⁸ The easternmost part of East SoMa encompasses nine irregularly shaped blocks (most considerably smaller than a full city block) along the Embarcadero that are within the Waterfront Plan's South Beach/China Basin subarea. Seven of these blocks are also within the Rincon Point-South Beach Redevelopment Plan Area (see below) and are fully developed with multi-family housing, institutional uses, the Giants' ballpark, and the Rincon Point Park and Harbor, while the remaining two blocks are occupied by multi-family housing and surface parking lots. Because there is almost no development potential remaining in the overlapping area, Waterfront Plan policies for the South Beach/China Basin subarea are not presented here.

berthing), Open Space/Recreation, and Commercial, and Other Uses, including general institutional and power plant uses, are permitted on specified sites throughout the project area.

The Waterfront Plan reserves most of the Pier 70 area and the entirety of Pier 80 for “Existing Maritime or Maritime Expansion,” recognizing these facilities as the mainstay of the ship-repair and cargo-shipping industries. The Maritime Expansion designation reflects the Port’s commitment to maintaining and enhancing maritime business and industry in San Francisco’s economy. Waterfront Plan objectives for this maritime industrial area correspond to the proposed Eastern Neighborhoods rezoning, in that they provide for the preservation of Core PDR land uses.

In addition to addressing the Port’s maritime needs, Waterfront Plan policies recognize opportunities in the Central Waterfront to meet other goals. Mixed-Use opportunity areas, which allow for development of revenue-generating, non-maritime uses, are designated for the portion of Pier 70 fronting on Illinois Street between 18th and 20th Streets, and on a former Western Pacific Railroad property immediately north of Pier 80. The latter is the site of Muni’s Metro East facility, now under construction.

The Waterfront Plan states that the Port’s main objectives in the Pier 70 Opportunity Area are to restore the Bethlehem Steel Administration Building and Union Iron Works architectural resources, and create major new public access to the shoreline. To accomplish this, it is expected that development of complementary commercial and non-maritime uses will be needed to generate revenues to finance such improvements, as well as to generate the activity levels necessary to creating inviting and safe public access

The Waterfront Plan suggests that protection of the waterfront’s unique historic and architectural setting and resources need be balanced with other goals and objectives. According to the Plan, improvements should respect and enhance the waterfront’s historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives. At the same time, the design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront’s rich historic context and the character of neighboring development.

Public Trust Doctrine and Burton Act

The Burton Act, passed in 1968 by the California Legislature, transferred current and former tidelands along the San Francisco Bay waterfront from the State to the City of San Francisco. The former tidelands, which had been filled in to form the city’s edge, include the majority of the Central Waterfront neighborhood east of Illinois Street, and the site of AT&T Park and South Beach Park in East SoMa. The Public Trust Doctrine applies to land under the jurisdiction of the Port of San Francisco.⁵⁹ The Port, as trustee, is required to manage and develop these public lands

⁵⁹ Port jurisdiction is depicted in Figure 10 of the Initial Study (see Appendix A, p. 56).

in conformance with the Public Trust Doctrine, to benefit the citizens of California. Both the Attorney General of California and the California State Lands Commission oversee the local administration of trust grants, and will intervene if they believe trust lands or the revenues generated from them are being used for purposes inconsistent with the public trust.

The Public Trust Doctrine is a set of common law principles that govern use of the lands under navigable waters and filled lands formerly under water. A central principle is that lands under the ocean and navigable streams are owned by the public and held in trust for the people by government. Another principle is that public trust lands are to be used to promote navigation, fisheries, waterborne commerce, natural resource protection, and uses that attract the public to use and appreciate the waterfront, including recreation and assembly.⁶⁰

The array of allowed uses is determined by the terms of trust grant, as interpreted by the local trustee (in this case, the Port of San Francisco), and by the courts, the Attorney General and the State Lands Commission. In general, traditional maritime uses such as piers, wharves, warehouses, and other facilities that directly promote or are related to navigation, maritime commerce, or fishing are permissible trust uses. On the other hand, neither housing nor general office use are considered trust uses because they are viewed as “privatizing” trust lands with no corresponding trust benefit. Conversely, hotels and restaurants are considered to be trust uses, even though they may be privately owned and operated, because they draw large numbers of people to the shoreline and provide facilities for them to enjoy the shoreline once they are there. The Attorney General and the State Lands Commission have also determined that “maritime-oriented offices” can be considered a trust use because of the nexus to maritime commerce.⁶¹

Streetscapes Master Planning

The City of San Francisco is currently developing a Better Streets Plan, with the aim of creating a unified set of standards, guidelines, and implementation strategies to govern how the City designs, builds, and maintains public streets and rights-of-way.

The main focus of the Better Streets Plan is upon the pedestrian environment and on the most appropriate design for allowing streets to be used as public space. The Better Streets Plan is proposed to consist of two primary elements, the Streetscape Master Plan (SMP) and the Pedestrian Transportation Master Plan (PMP), which may ultimately be combined into a single final plan.

⁶⁰ California State Lands Commission, Public Trust Policy (http://www.slc.ca.gov/Policy_Statements/Public_Trust/Public_Trust_Policy.pdf).

⁶¹ Wilmar, Michael, The Public Trust Doctrine, San Francisco Planning and Urban Research Association (SPUR) Newsletter, 1999.

The SMP will include design standards which can be used to guide citywide streetscape design, improving overall quality, aesthetic character, and ecological function of San Francisco's streets while maintaining safe and efficient use of transportation.

Central Subway Planning

San Francisco's Municipal Transportation Authority (MTA) is currently conducting a feasibility study on the proposed Central Subway Project. The proposed project, which aims to reduce travel times and gridlock, increase service reliability and improve access to the heart of Chinatown, would extend the new Muni Third Street Light Rail line north from King Street to a terminus at Stockton and Clay Streets. Four new underground stations would be developed as part of the project.

Transit Effectiveness Project

The Transit Effectiveness Project (TEP) is an 18-month project being undertaken by the Municipal Transportation Authority (MTA) and the San Francisco Controller's Office to review, evaluate, and make recommendations on the Municipal Railway system. The TEP is anticipated to make recommendations to improve service, attract more riders, and increase efficiency. Participants include a Citizen Advisory Committee (CAC); a Policy Advisory Group that includes representatives from the Mayor's office, Board of Supervisors, transit unions, the CAC, MTA Citizens Advisory Council, San Francisco County Transportation Authority, and the Metropolitan Transportation Commission; and a Technical/Regional Advisory Committee that includes representatives from various City departments and local and regional transit agencies will provide technical review and comment. The MTA Board of Directors will be responsible for review and approval of findings and recommendations from the TEP, which has a goal of developing a service plan for Muni's future by late 2007.

San Francisco Bicycle Plan

An environmental impact report is currently under way to analyze the City's draft Bicycle Plan. The Bicycle Plan would include a citywide bicycle transportation plan (comprised of a "Policy Framework" and a "Network Improvement" document) and implementation of specific bicycle improvements identified within the plan. The draft Plan includes objectives and identifies policy changes that would enhance the City's bikeability. It also describes the existing bicycle route network (a series of interconnected streets in which bicycling is encouraged), and identifies gaps within the citywide bicycle route network that require improvement. The draft Plan, if adopted, would update the existing 1997 San Francisco Bicycle Plan. Environmental review could be complete and the Plan considered for adoption as early as 2008.

Mission Public Realm Plan

The Planning Department has received a grant from the state of California to undertake a Mission Streetscape and Public Realm Improvement Plan and to secure the environmental review necessary for its adoption. A public process will articulate a vision for better street design and public spaces in the Mission District in order to set a framework for future capital improvements. The Mission Public Realm Plan will apply the standards developed in the Streetscape Master Plan to specific streets in the Mission. The goal of the Mission Public Realm Plan is to address the design of several transportation corridors in the Mission, as well as to create a comprehensive neighborhood traffic-calming plan. The Plan is anticipated to include designs for a system of neighborhood streets stressing gracious, accessible, safe sidewalks; closely planted street trees; pedestrian-scaled lights; well-marked crosswalks; widened sidewalks at corners; comfortable crossings; creative parking arrangements; bike paths and routes; close and friendly integration of transit; and roadways that accommodate automobile traffic but encourage appropriate speeds.

UCSF Mission Bay Area Planning

The University of California, San Francisco (UCSF) is currently developing its Mission Bay campus site, located in the eastern portion of San Francisco within the Mission Bay Redevelopment Area. Pursuant to UCSF's Long Range Development Plan (LRDP), the Mission Bay campus site would have 2.65 million gross square feet (gsf) of built space and approximately 9,100 employees at buildout, by about 2020. To date, approximately 1.3 million gsf has been constructed. Three research buildings are completed and occupied, as well as the Campus Community Center and a 430-unit housing development for UCSF students, faculty and staff. Parking structures and temporary parking lots are developed and in use. Another research building is under construction and others are in the planning stages.

UCSF is also planning for the development of a new integrated hospital complex to serve children, women and cancer patients on land just south of the Mission Bay campus site, on an assemblage of parcels bounded by 16th Street, Third Street, Mariposa Street, and the future extension of Owens Street. Under LRDP Amendment #2, the new hospital complex would be built in two phases. Current plans for the first phase are to build a 289-bed hospital, associated ambulatory care and parking by 2015. Buildout of the hospital complex (by about 2030) would occur well beyond the planning horizon of the current LRDP (2011 – 12), and would be the subject of the next LRDP. In addition, the current Mission Bay campus boundary will be extended to include the hospital complex site in the next LRDP or LRDP amendment.

For a variety of reasons, UCSF has acquired other space outside of the current Mission Bay campus boundary. To address concerns by some neighborhood residents regarding UCSF's presence in the communities surrounding the Mission Bay campus site, UCSF has partnered with its Community Advisory Group (CAG) to initiate a six-month community planning process. As part of this planning effort, the UCSF Mission Bay Community Task Force has been assembled,

with representation from a number of neighborhood groups, interested individuals, the Planning Department, and the Port. The purpose of the Task Force is to provide a forum to discuss the desires of the community relative to UCSF's potential space needs in the Mission Bay environs, and to develop a set of community planning principles that can be used in drafting a possible amendment to the LRDP.

The Sustainability Plan

In 1993, the San Francisco Board of Supervisors established the Commission on San Francisco's Environment, charged with, among other things, drafting and implementing a plan for San Francisco's long-term environmental sustainability. The notion of sustainability is based on the United Nations definition that "a sustainable society meets the needs of the present without sacrificing the ability of future generations and non-human forms of life to meet their own needs." The Sustainability Plan for the City of San Francisco was a result of community collaboration with the intent of establishing sustainable development as a fundamental goal of municipal public policy.

The Sustainability Plan is divided into 15 topic areas, 10 that address specific environmental issues (air quality; biodiversity; energy, climate change and ozone depletion; food and agriculture; hazardous materials; human health; parks, open spaces, and streetscapes; solid waste; transportation; and water and wastewater), and five that are broader in scope and cover many issues (economy and economic development, environmental justice, municipal expenditures, public information and education, and risk management). Additionally, the Sustainability Plan contains indicators designed to create a base of objective information on local conditions and to illustrate trends toward or away from sustainability. Although the Sustainability Plan became official City policy in July 1997, the Board of Supervisors has not committed the City to perform all of the actions addressed in the plan. The Sustainability Plan serves as a blueprint, with many of its individual proposals requiring further development and public comment.

The Climate Action Plan

In February 2002, the San Francisco Board of Supervisors passed the *Greenhouse Gas Emissions Reduction Resolution* (Number 158-02) committing the City and County of San Francisco to a greenhouse gas (GHG) emissions reductions goal of 20 percent below 1990 levels by the year 2012. The resolution also directs the San Francisco Department of the Environment, the SFPUC, and other appropriate City agencies to complete and coordinate an analysis and planning of a local action plan targeting GHG emission reduction activities. In September 2004, the San Francisco Department of the Environment and the Public Utilities Commission published the *Climate Action Plan for San Francisco: Local Actions to Reduce Greenhouse Emissions*. The *Climate Action Plan* examines the causes of global climate change and human activities that contribute to global warming and provides projections of climate change impacts on California and San Francisco from recent scientific reports; presents estimates of San Francisco's baseline greenhouse gas emissions inventory and reduction targets; describes recommended emissions

reduction actions in the key target sectors – transportation, energy efficiency, renewable energy, and solid waste management – to meet stated goals by 2012; and presents next steps required over the near term to implement the Plan. Although the Board of Supervisors has not formally committed the City to perform the actions addressed in the Plan, and many of the actions require further development and commitment of resources, the Plan serves as a blueprint for GHG emission reductions, and several actions are now in progress.

The *Climate Action Plan* is based on the notion that human behavior accelerates climate change. The release into the atmosphere of carbon dioxide from the burning of fossil fuels in power plants, buildings and vehicles, the loss of carbon “sinks” due to deforestation, and methane emitting from landfills are the chief human causes of climate change. These emissions are referred to collectively as “greenhouse gases” (GHGs). The United States has the highest per capita emissions of GHGs in the world at 22 tons of carbon dioxide per person annually. California is the second largest greenhouse-gas polluting state in the nation, emitting two percent of global human-generated emissions, with the largest contribution of carbon dioxide from vehicle emissions.

The *Climate Action Plan* cites an array of potential environmental impacts to San Francisco, including rising sea-levels which could threaten coastal wetlands, infrastructure, and property; increased storm activity that could increase beach erosion and cliff undercutting; warmer temperatures that could result in more frequent El Niño storms causing more rain than snow to the Sierras, reducing snow pack that is an important source of the region’s water supply; decreased summer runoff and warming ocean temperatures that could affect salinity, water circulation, and nutrients in the Bay, potentially altering Bay ecosystems; as well as other possible effects to food supply and the viability of the state’s agricultural system; possible public health effects related to degraded air quality and changes in disease vectors; as well as other social and economic impacts.

The Plan presents estimates of San Francisco’s baseline GHG emissions inventory and reduction targets. It states that burning fossil fuels in vehicles and for energy use in buildings and facilities are the major contributors to San Francisco’s GHG emissions; in 1990, these activities produced approximately 9.12 million tons of GHGs. In response to these potential effects, *Climate Action Plan* seeks to reduce annual carbon dioxide emissions by 2.5 million tons by 2012, resulting in a reduction of 20 percent from 1990 emissions, by targeting emission reductions from burning fossil fuels in cars, power plants and commercial buildings, developing renewable energy technologies like solar, wind, fuel cells and tidal power, and expanding residential and commercial recycling programs. According to the Plan, achieving these goals will require the cooperation of a number of different city agencies. An analysis of the proposed project’s effects on global warming and GHGs is presented in Chapter IV.G, Air Quality.

Redevelopment Plans

There are currently four redevelopment areas, maintained under the authority of the San Francisco Redevelopment Agency (SFRA) that occupy portions of the proposed Eastern Neighborhoods Rezoning and Area Plans. Because redevelopment project areas remain under the purview of the San Francisco Redevelopment Agency, they would not be affected by changes to the *General Plan* or neighborhood and area plans within which they reside, unless specific amendments to the zoning code for the redevelopment area warranted approval from the planning commission. The two redevelopment areas affecting the project are described below.

South of Market Redevelopment Plan

The main objective of the South of Market Redevelopment Plan is to revitalize the community through improvements in five categories: Affordable Housing, Business and Jobs, Community Quality of Life, Transportation and Parking, and Neighborhood Development and Land Use. Much of the area was damaged in the 1989 Loma Prieta Earthquake and, in accordance with redevelopment objectives, the Plan involves “the maintenance, repair, restoration, removal, or replacement of facilities damaged or destroyed” as a result of the earthquake, as well as “the improvement of the living and working conditions within the project area”. Adopted on December 6, 2005, the South of Market Redevelopment Plan is effective until June 11, 2020. The South of Market Redevelopment Area is roughly bounded by Fifth Street and Harrison Street and by Seventh Street and Stevenson Alley. The entire area is contained within the East SoMa Neighborhood of the proposed Eastern Neighborhoods Rezoning and Area Plans project area.

Bayview Hunters Point Redevelopment Plan

The draft Rezoning Options Workbook, which describes the rezoning options of the Eastern Neighborhoods Plan, initially included the Bayview-Hunters Point Neighborhood, which is bounded generally by U.S. 101, César Chávez Street, Cargo Way, India Basin, Fitch Street and Earl Avenue, Candlestick Cove, and Jamestown Avenue. However, subsequent to publication of the draft *Rezoning Options Workbook*, the San Francisco Redevelopment Agency produced a Redevelopment Plan for the Bayview-Hunters Point project area. Though the proposed redevelopment area overlaps several blocks of the southeastern Central Waterfront neighborhood, the area would not be affected by the Southeastern Waterfront Neighborhood Plan. The Bayview Hunters Point Redevelopment Plan was approved by the Board of Supervisors in May 2006 and the ordinance creating the Plan was signed by the Mayor in June 2006. Accordingly, Bayview-Hunters Point is not included in the area proposed for rezoning as part of the Eastern Neighborhoods Rezoning program, as zoning changes in that neighborhood are anticipated to be accomplished in the context of adoption and implementation of the Redevelopment Plan.

Rincon Point/South Beach Redevelopment Plan

The 115-acre Rincon Point/South Beach Redevelopment Area, approved in January 1981, includes an area formerly characterized by dilapidated warehouses, open cargo storage yards, and abandoned or underutilized buildings. Key elements of the Redevelopment Plan include: 2,800 new units of mixed-income housing; rehabilitation and commercial reuse of five historic buildings; provision of two waterfront parks; development of a 700 berth marina, and the use of Pier 40 for marina-related commercial development and public access; development of a corporate headquarters office building (GAP, Inc.); development of a 41,000 seat ballpark at China Basin; reconstruction of the Embarcadero roadway into a boulevard which includes a new mass transit line using historic streetcars and light rail vehicles; various street surfacing, sidewalks, landscaping and utilities servicing properties within the project area.

The portion of the Eastern Neighborhoods plan area included in the Rincon Point/South Beach redevelopment area is confined to East SOMA and is bounded to the north by Bryant between Beale and Delancey Streets, to the west by Second and Third Streets, and extends south to China Basin and east to the Embarcadero.

Yerba Buena Center

The Yerba Buena Center Redevelopment Project Area covers 87 acres, approximately one and a half blocks of which are located in the northern portion of Eastern SOMA. The area of overlay is bounded to the north by Folsom Street, to the south by Harrison and Perry Streets, to the west by 4th Street and to the east by Hawthorne Street. The project was intended to transform an area characterized by parking lots, dilapidated hotels, and commercial and industrial buildings to a vibrant center for arts and to provide much-needed housing. Key features of the project include: three major hotels; 6 acres of gardens; retail, entertainment, and cultural facilities; a five-acre children's center; the Moscone Convention Center and Sony Metreon; a public walkway from Market to Mission Street; a 257-unit SRO (single-room occupancy) housing unit; a supermarket; and multiple other housing developments. Originally adopted in 1966, the project is in the final stages of completion as of the time of this writing. The Redevelopment Agency continues to manage the security, operation and maintenance of Yerba Buena Center and continues to work with the Policy Advisory Committee.

Planning in the Project Area Vicinity

As is evidenced by the preceding discussion, several planning initiatives are currently underway in the vicinity of the Eastern Neighborhoods project area. These initiatives consist of area plans, redevelopment plans and transportation and street improvement projects. These plans and project coalesce to form the processes already underway in transforming the Eastern Neighborhoods.

The Central Waterfront Area Plan is designed to increase employment opportunities, stimulate business growth and improve the appearance of the area. However, it is focused primarily on the

preservation of existing maritime industrial land uses, many of which are identified as areas of change in the Eastern Neighborhoods Plan. While the Central Waterfront Area Plan is primarily focused on preserving and expanding maritime activity while limiting the quantity of new housing, a possible link to the objectives of the Eastern Neighborhoods Rezoning and Area Plans can be made by its call for the provision of quantity and mix of commercial activities necessary to serve local needs.

The objectives for the Southern Waterfront Sub-Area of the Waterfront Land Use Plan include reserving areas for wildlife protection and recreational uses while promoting the preservation of maritime activities where viable. These objectives correspond to the proposed rezoning under the Eastern Neighborhoods plan in that they provide for the preservation of core PDR land uses.

The Streetscape Master Plan is a subcomponent of the Better Streets Plan, which aims to create unified standards for the maintenance of public streets and efficient use of transportation. Central to this plan is a focus upon the pedestrian environment and how streets can be used as public space. The Eastern Neighborhoods Rezoning and Area Plans fit within the context of Streetscape Master Planning in their provision of public rights-of-way and mixed-use development that encourages an urban environment suitable for pedestrian activity.

The Central Subway Project is currently in the conceptual design phase. Once constructed, the Central Subway will provide access from South of Market to the northeastern quadrant of the city. Such a project would represent a key improvement to existing transit infrastructure and contribute to a net reduction in personal vehicle trips. As such, it would also conform to the objectives of the Eastern Neighborhoods Plan to improve public transit and establish transit corridors.

UCSF has constructed some 1.3 million square feet at Mission Bay, between East SoMa and the Central Waterfront, including three research buildings, a Campus Community Center, a residential building for students, faculty and staff, and parking structures. Other research buildings are in the planning stage or under construction. UCSF is also planning for a new hospital complex in Mission Bay, just north of the Central Waterfront, and has engaged a Task Force to review concerns with nearby residents and City staff.

The Sustainability Plan of the City of San Francisco, which addresses a comprehensive list of environmental issues, currently serves only as a guide for the City, as many of its individual proposals require further development and public comment.

The *Climate Action Plan* likewise serves as a guide to assist the City in developing policies and undertaking specific actions to reduce future greenhouse gas (GHG) emissions. It is noted that, in general, development in a highly urbanized area such as San Francisco will generally result in fewer GHG emissions for travel to and from work, relative to the same amount of development in a less urbanized area where transit access is not as good as in a central city like San Francisco.

The intent of the South of Market Redevelopment Plan is to revitalize the community through improvements in: affordable housing, jobs, quality of life, transportation, and neighborhood development. In terms of its relation to the Eastern Neighborhoods Rezoning and Area Plans, it shares many of the same objectives. The entire redevelopment area is contained within the East Soma neighborhood.

The Hunters Point Redevelopment Plan area shares several blocks with the Central Waterfront Neighborhood Plan area. However, the area would not be affected by the Central Waterfront Neighborhood Plan. Zoning changes under the Hunters Point Redevelopment Plan are anticipated to be accomplished within the context of adoption and implementation of the Redevelopment Plan.

The Rincon Point/South Beach Redevelopment Plan includes the rehabilitation and development of mixed-income housing and commercial uses on 115 acres of the city, which includes portions of East Soma. Improvements under this plan would be consistent with the objectives of the Eastern Neighborhoods Rezoning and Area Plans.

Yerba Buena Center exemplifies the potential of redevelopment to create economically vibrant neighborhoods characterized by a mix of uses including affordable housing and neighborhood services. While the future viability of other redevelopment projects in the vicinity of the Eastern Neighborhoods plan area remains to be seen, it will depend upon carefully executed strategies such as those employed for Yerba Buena Center.

These planning initiatives are the combined result of decades of public efforts to improve the quality of life in the Eastern Neighborhoods. The future livability of this region of the city is a function of how these plans relate to and inform one another.

San Francisco Planning Code (Zoning)

The Planning Code, which incorporates by reference the City Zoning Maps, governs land uses, densities and configuration of buildings within San Francisco. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Planning Code or an exception is granted pursuant to provisions of the Planning Code.

Existing Zoning (San Francisco Planning Code)

San Francisco utilizes a zoning system with two separate sets of districts: one that regulates land uses, and another that regulates the height and bulk of buildings. The existing use districts and height limits for each neighborhood are described below and are illustrated in Figures 2 and 4 in Chapter III, Project Description (pp. 8 and 21).

East SoMa

Use Districts

East SoMa is zoned with a set of special mixed-use districts that, to varying degrees, allow residential, commercial, and PDR uses.

Almost the entire western part of this neighborhood, west of Fourth Street, is zoned Residential Service District (RSD) or Service/Light Industrial/Residential District (SLR). Along some residential alleys, the Residential Enclave District (RED) is applied.

The blocks immediately facing South Park are in a special South Park District, while surrounding blocks are in the Service/Light Industrial (SLI) District and Service/Secondary Office (SSO) District. The area between First and Fourth Streets and north of the freeway has a mix of light industrial and commercial designations, including Light Industrial (M-1), Downtown Support Commercial (C-3-S), SLI and SSO.

The South Beach area and AT&T Park are zoned M-2 (Heavy Industrial). However, because much of this area is within the Rincon Point—South Beach Redevelopment Area, residential uses are permitted and have been developed.

Existing height limits in East SoMa south of the I-80 freeway are highly varied, ranging from 40 feet surrounding South Park to 105 feet in South Beach and 150 feet at AT&T Park. North of the freeway, height limits range from 80 feet to 130 feet to the east of Fourth Street, and are generally 40 and 50 feet in the western portion East SoMa, although heights of up to 85 feet are conditionally permitted if buildings meet special criteria related to shadow and wind.

Height Limits

Existing height limits in East SoMa are highly varied and specific to different street types and subareas. Lots directly fronting South Park have a height limit of 40 feet, and surrounding blocks have height limits of 40 and 50 feet. The South Beach area, between Spear and Third Streets and adjacent to the Embarcadero, has height limits of 105 feet, while SBC Park has a height limit of 150 feet. North of Harrison Street and the I-80 freeway and east of Fourth Street, height limits range from 80 feet to 130 feet. In the western portion East SoMa, height limits vary, but are primarily 40 and 50 feet. West of Sixth Street, 40-foot limits are typical on the residential side streets and alleys, with 50-foot limits on larger streets such as Howard and Seventh. East of Sixth Street, several blocks are designated 40-X/85-B; under this designation, heights of up to 85 feet are conditionally permitted if buildings meet special criteria related to shadow and wind. The height limit along much of Sixth Street is 85 feet. Along Folsom Street, height limits are 40 and 50 feet. However, part of Folsom is in the 40-X/85-B district, and a number of existing structures along Folsom, particularly east of Fifth Street, appear to have been constructed above the base height and taken advantage of the conditionally permitted height, as they are six or more stories.

Mission

Use Districts

Most of the NEMIZ is currently zoned M-1. The M-1 district extends from approximately Shotwell Street to Potrero Avenue and from Division Street to 20th Street. The M-1 zoning is ringed by approximately a block's width of Heavy Commercial (C-M) zoning that serves as a transition between the industrial and residential areas.

The retail corridors have neighborhood commercial designations. Mission Street is largely zoned Moderate-Scale Neighborhood Commercial District (NC-3). Valencia Street and 24th Street are designated with special neighborhood commercial districts called "Valencia" and "24th/Mission," respectively. The residential blocks of the Mission neighborhood have a variety of residential designations, including RM-1 and RM-2 (Residential Mixed, permitting one dwelling unit per 800 and 600 square feet of lot area, respectively), and RH-2 and RH-3 (permitting two- and three-family (unit) dwellings, with greater density conditionally permitted). The higher-density of these designations tend to be concentrated near the Mission and Valencia retail corridors, while slightly lower densities in this range are found more in the southeast part of the neighborhood.

Parks, schools, and other public facilities throughout the Mission are designated Public Use (P).

Existing height limits in the Mission are predominantly 40 and 50 feet, except near the 16th and 24th Street BART stations, where heights up to 105 feet are permitted.

Height Limits

Existing height limits in the Mission are predominantly 40 and 50 feet. Forty-foot height limits cover the existing residential neighborhood south of 20th Street and east of South Van Ness Avenue as well as the far northeast area of the NEMIZ. Fifty-foot height limits predominate in the rest of the NEMIZ. The Mission Street commercial corridor has greater height allowances; most of Mission Street has height limits of 65 feet, and greater heights of 80 or 105 feet are allowed near the BART stations at 16th and 24th Streets and Mission.

Showplace Square/Potrero Hill

Use Districts

The Showplace Square subarea is primarily zoned M-2 and M-1. A few parcels on the northern edge of the district facing Bryant Street are zoned SLI.

Most of Potrero Hill is in low- to medium-density residential districts, including RH-2 (Residential, Two-Family) and RH-3 (Residential, Three-Family). Also included are RM-1 and RM-2 (Residential Mixed) districts, which provides for a mix of uses. Stretches of 18th and 20th Streets are classified as NC-2 (Small-Scale Neighborhood Commercial).

The area around 16th and 17th Streets in lower Potrero Hill is zoned M-1 and M-2. There are also several blocks of M-1 zoning in the far southeast corner of the neighborhood, south of 22nd Street and east of Texas Street.

Most of Showplace Square/Potrero Hill has a height limit of 40 feet, except some areas around the Seventh Street corridor, where the limit is 50 feet.

Height Limits

Almost the entire Showplace Square/Potrero Hill neighborhood has a height limit of 40 feet, except in and near the Seventh Street corridor, where some height limits are set at 50 feet. Many existing taller buildings predate the adoption of current height limits.

Central Waterfront

Use Districts

The vast majority of the Central Waterfront is zoned M-2, Heavy Industrial, with a few parcels on the western edge of the neighborhood zoned M-1, Light Industrial. In the Dogpatch neighborhood, centered around 22nd, Tennessee, and Minnesota Streets, there is a limited area of RH-3 and NC-2 zoning. There is also a very small cluster of residential RH-2 zoning at 18th and Tennessee Streets. The Muni offices and the former I.M. Scott School site are zoned P.

The Central Waterfront generally has height limits of 40 to 50 feet; the limit in some areas ranges up to 80 feet.

Height Limits

The existing height and bulk districts in the Central Waterfront are assigned to fairly large geographic areas. East of Illinois Street, the height limits is 40 feet. In the area west of Illinois Street and north of 25th Street, which encompasses the mixed-use area and Dogpatch neighborhood, the height limit is 50 feet. West of Michigan and south of 25th Street, height limits are 80, 65, or 40 feet.

Controls Governing the Eastern Neighborhoods

In recent years, the Planning Commission has instituted a number of interim controls in the Eastern Neighborhoods project area to preserve PDR uses as well as to promote residential housing supply. These interim controls are described below.

1999 Interim Zoning Controls

In 1999, the Planning Commission imposed interim zoning controls for the City's industrially zoned land (including the project site), for a period of 15 months, pending adoption of permanent zoning controls. The Commission's adoption of interim zoning controls reflected concerns about the potential impact of the increasing number of residential uses in the City's industrial areas on the potential displacement of industrial uses in the City, rising land costs that could contribute to

business and job flight from the City, conflicts over incompatible uses, and the supply of affordable housing within the City. The interim zoning controls created an Industrial Protection Zone (IPZ) and Mixed-Use Housing Zones (MUHZs) within the City's industrially zoned land. Under these interim controls, industrial land was divided into 1,200 acres for PDR and 450 acres for residential and commercial uses. Within the IPZ, new housing, including live/work projects, was generally not permitted. Within the MUHZs (including the project site), the controls placed an emphasis on maximizing housing development. The intent of these controls, which expired and were replaced in 2001 by policy guidelines, was to protect against the loss of PDR jobs.

Resolution 16202

One month after the 1999 interim controls expired, the Commission adopted a new resolution, Planning Commission Resolution 16202, on August 9, 2001. Resolution 16202 established policies and procedures for development proposals in industrial zoning districts with the intent of regulating the City's supply of industrial space available to PDR businesses. Resolution 16202 continued the IPZ designation, and designated the former MUHZs a "Housing Zone", intended to "encourage mixed-use housing development, especially proposals for housing that maximize the allowable densities and affordability standards." Some portions of the Eastern Neighborhoods Plan area are still subject to these policies, as they were not affected by Resolution 16727 of February 2004.

Resolution 16727

In February 2004, as part of the Eastern Neighborhoods Rezoning proposal, the Planning Commission adopted Resolution 16727, establishing interim "Policies and Procedures for Development Proposals in Sections of the SoMa, Mission and Showplace Square", covering much of the area previously controlled by Resolution 16202, and thereby replacing the controls in Resolution 16202 for most areas. Resolution 16727 recognized the "constant need for new housing and new housing opportunities" and "an imperative for mixed housing types," while also acknowledging that "the Commerce and Industry Element of the *General Plan* calls for a balanced economy in which good paying jobs are available for the widest breadth of the San Francisco labor force," and that "there is limited land supply for PDR activities, which are critical in supporting multiple industries within the San Francisco economy such as tourism, finance, and professional services" and that "arts activities ...are also in need of protection."

Resolution 16727 also noted that some recent development projects have been approved without community support, and that some projects then proposed (in 2004) were "not in keeping with the intent of the range of zoning control options" designated by the Planning Commission for analysis in the Eastern Neighborhoods Rezoning. Finally, the resolution stated that where residential uses are replacing former industrial uses, such neighborhoods "require pedestrian friendly street networks via proper urban design regulations," that some PDR activities are not compatible with housing, and that the City must retain space for such [PDR] activities "to protect

jobs that provide higher wages and cater to a variety of skill, vocation and education levels.” Accordingly, Resolution 16727 established three land use overlay zones within the Mission District, Eastern SoMa (Eastern South of Market), and Showplace Square neighborhoods: Housing/Mixed-Use, Core PDR, and Housing/PDR. The resolution calls for application of its policies through the Conditional Use authorization process or, for projects that do not adhere to the policies, through the Planning Commission’s Discretionary Review authority. Some areas of the original IPZ (such as Western SoMa) are still subject to Resolution 16202, as they were not included in Resolution 16727. Other areas, like Bayview-Hunters Point (BVHP), were not included in Resolution 16727, but now have their own separate controls, such as the BVHP Redevelopment Plan discussed previously.

Resolution 731-04

Following the release of the draft *Rezoning Options Workbook*, some residents of the western portion of the South of Market Area (Western SoMa) indicated to the Planning Department that they felt additional planning was needed prior to rezoning of their neighborhood. By 2004, Western SoMa had become the focus of its own neighborhood planning effort, covering an area bounded by Division, Thirteenth, Howard, Seventh, Harrison, Fourth, Townsend, Seventh, and Bryant Streets. On November 17, 2004, the San Francisco Board of Supervisors established the Western SoMa Citizens’ Planning Task Force by Resolution 731-04. The advisory task force, which has a three-year time frame, was established to inform the Board of Supervisors and Planning Commission on planning issues for Western SoMa and to carry out a number of planning-related duties. Western SoMa is now the subject of a Special Use District (SUD), approved by the Board of Supervisors in July 2006, in Resolution 204-06. As approved, the SUD encompasses an area generally bounded by Mission, Fourth, Townsend, and Division Streets and includes land use controls that require conditional use authorization for new “formula retail uses” (commonly known as chain stores). It is anticipated that recommendations made by the Western SoMa Citizens’ Planning Task Force could be incorporated into future land use controls that could be added to the SUD. Accordingly, the project area for the proposed Eastern Neighborhoods Rezoning excludes Western SoMa.

Other Planning Code Controls

Planning Code Section 295

Section 295 of the Planning Code, the Sunlight Ordinance, was adopted through voter approval of Proposition K in November 1994 to protect certain public open spaces from shadowing by new structures. Section 295 prohibits the issuance of building permits for new construction or additions that would result in structures greater than 40 feet in height that would shade property under the jurisdiction of, or designated to be acquired by, the Recreation and Park Commission, during the period from one hour after sunrise to one hour before sunset on any day of the year. An exception is permitted if the Planning Commission, upon advice from the Recreation and Park Department general manager and the Recreation and Park Commission, determines that the

shadow would have an insignificant impact on the use of such property. In practice, therefore, Section 295 acts as a kind of overlay that further limits heights and/or shapes of certain buildings around protected parks: the Section 295 limit is in addition to the height limits in the Height and Bulk districts.

All of the open spaces within the project area that are under Recreation and Park Department control are protected by Section 295. Privately-owned open spaces, including any open spaces that are required under the Planning Code as part of an individual development proposal, are not subject to Section 295.

Section 295 is applicable to the analysis of shadow impacts in Section IV.I of this EIR.

Planning Code Section 147

Planning Code Section 147, applicable to the C-3, RSD, SLR, SLI, or SSO zoning districts, where height limits are greater than 40 feet,⁶² requires that all new development and additions to existing structures where the height exceeds 50 feet must be shaped to minimize shadow on public plazas or other publicly accessible open spaces other than those protected by Section 295, “in accordance with the guidelines of good design and without unduly restricting the development potential of the property.” The following factors must be taken into account in determining compliance with this criterion: the amount of area shadowed, the duration of the shadow, and the importance of sunlight to the type of open space being shadowed.

The following areas within the project area are zoned RSD, SLR, SLI, or SSO and hence subject to Section 147:

- A portion of one block in East SoMa located between Folsom, Harrison, Third, and Hawthorne Streets, designated C-3-S.
- Much of the area between Harrison, Townsend, First and Fourth Streets in East SoMa, zoned SLI or SSO.
- The majority of the area in blocks between Fourth, Seventh, Market and Harrison Streets in East SoMa, zoned RSD or SLR.
- In Showplace Square/Potrero Hill, a few properties located between Bryant, Brannan, Seventh and 10th Streets, zoned SLI.

Section 147 is applicable to the analysis of shadow impacts in Section IV.I of this EIR.

⁶² Planning Code Section 146 includes provisions to reduce shadow impacts on public sidewalks in the C-3 Districts. However, none of the street frontages specified in Section 146(a) are within the project area, and Section 146(c) applies only to the partial block zoned C-3-S noted above.

Planning Code Section 311 and Residential Design Guidelines

For construction of new residential buildings and alteration of existing residential buildings in R Districts, Section 311 of the Planning Code requires consistency with the design policies and guidelines of the *General Plan* and with the Residential Design Guidelines that are adopted for specific areas. Section 311 also states that the Director of Planning may require modifications to the exterior of a proposed residential building—including, but not limited to changes in siting, building envelope, scale, texture, detailing, openings, and landscaping—in order to bring it into conformity with the Residential Design Guidelines and the *General Plan*.

The most recent set of Residential Design Guidelines was adopted in 2003. The guidelines apply to development in all RH and RM districts, and are intended to maintain cohesive neighborhood identity, preserve historic resources, and enhance the unique setting and character of the city and its residential neighborhoods.

The guidelines are based on the following design principles, which are also used to determine compliance with the guidelines:

- Ensure that the building's scale is compatible with surrounding buildings.
- Ensure that the building respects the mid-block open space.
- Maintain light to adjacent properties by providing adequate setbacks.
- Provide architectural features that enhance the neighborhood's character.
- Choose building materials that provide visual interest and texture to a building.
- Ensure that the character-defining features of an historic building are maintained.

In the Eastern Neighborhoods study area, Section 311 and the Residential Design Guidelines apply to the southern portion of the Mission District (generally, south of 20th Street and immediately east and west of Mission Street, south of 17th Street) and to the residential portion of Potrero Hill (generally, south of 17th Street).

Section 311 is applicable to the analysis of visual quality in Section IV.C of this EIR.

Planning Code Section 312 and Neighborhood Commercial Design Guidelines

Section 312 of the Planning Code requires that new construction and alterations in NC districts be consistent with the design policies and guidelines of the *General Plan* as adopted and periodically amended for specific areas. Like Section 311, it states that modifications may be required of a project to bring it into conformity with the *General Plan*.

The design guidelines for neighborhood commercial districts are located in the Commerce and Industry Element of the *General Plan*. The guidelines are fairly general, but address compatibility of new with existing development in terms of site layout; scale, height, and bulk; building

facades; architectural design; materials; and detailing. Some guidelines pertinent to urban form and visual quality include:

- Small lots with narrow building fronts should be maintained in districts with this traditional pattern.
- The height of a proposed development should relate to the individual neighborhood character and the height and scale of adjacent buildings. On streets with varied height, transitions between high and low buildings are to be provided.
- Facades of new development should be compatible with the proportions and design features of adjacent facades that contribute to the positive visual qualities of the neighborhood commercial district.
- At least one-half of the total width of a building parallel to and facing the commercial street should be devoted to entrances, shop windows, or other displays.
- Clear, untinted glass should be used at and near the street level to allow maximum visual interaction between sidewalk areas and the interior of buildings. Mirrored, highly reflective or densely-tinted glass should not be used except as an architectural or decorative accent.

In the Eastern Neighborhoods study area, Section 312 and the Neighborhood Commercial Design Guidelines apply to the Mission District's commercial spines along Mission, Valencia, and 24th Streets, and to scattered areas of Neighborhood Commercial zoning elsewhere in the Mission District, on Potrero Hill, and in the Central Waterfront

Section 312 is applicable to the analysis of visual quality in Section IV.C of this EIR.

Other Controls

Industrial Area Design Guidelines (Planning Commission Resolution 16190)

The Planning Commission adopted the Industrial Area Design Guidelines in 2001, by Resolution No. 16190. The Industrial Area Design Guidelines support "the *General Plan*'s urban design objectives of moderating major new development in order to complement the city pattern and conserve existing resources," establish means to "protect neighborhood character in industrial areas in order to protect diversity," and suggest design methods for "improving the overall environment of the industrial areas in order to increase personal safety, comfort, pride and opportunity."

The Industrial Area Design Guidelines are intended to:

- establish an appropriate overall building envelope, size and form;
- reinforce existing context;
- respect existing patterns and rhythms on the block-face;
- acknowledge special features which may surround a project-site;
- encourage architectural freedom;

- require the careful execution of sensitive designs;
- ensure the use of quality building materials;
- improve the pedestrian environment; and
- ensure appropriate development of sites in underutilized areas.

Specific guidelines pertinent to urban form and visual quality include:

- On narrow alleys, cut-back or set-back the facade at exposed upper levels to preserve light and air and to reduce building bulk.
- Articulation of the base, middle and top can (1) break down the scale of larger structures to make them visually compatible with adjacent buildings and (2) create a well-proportioned and unified structure.
- Providing vertical and horizontal articulation, with strong, simplified massing, results in a well-integrated facade which harmonizes with the rhythm of the adjacent buildings and the character of the area.
- Develop lots to their full building potential to reinforce the corner.
- Parking for large facilities should not dominate street frontages. Active ground floor uses such as retail and front-office functions and/or architectural treatments that create pedestrian-friendly frontages should be encouraged along primary streets. Vehicular access to parking facilities should be provided from secondary streets.
- Window proportions should relate to that of adjacent buildings.
- Structures should provide weather protection such as awnings or canopies for pedestrians. Ground floors should be developed with retail uses to provide an active street frontage.
- Exposed sides and rear should continue the finish treatment used on the street facade. When possible, provide property-line windows, in part to discourage visually disruptive billboards.
- The use of many materials can make a building appear disjointed. often, Stone, tile, or masonry can look ‘top heavy’ on upper stories and is usually more successful on ground floors. Stucco (cement plaster) is an appropriate finish for some residential contexts.
- Provide rooftop screens to hide mechanical equipment, which should be set back from the facade to further reduce visibility from the street.

The Industrial Area Design Guidelines also provide specific direction for design of different types of buildings (residential, industrial, mixed-use) in the context of other buildings of similar and dissimilar type.

Although not included in the Planning Code, the Industrial Area Design Guidelines are applied as adopted Planning Commission policy to most of the Eastern Neighborhoods study area not covered by the Residential or Neighborhood Commercial Design Guidelines; that is, the Industrial Area Design Guidelines are currently applicable in virtually the entirety of East SoMa,

Showplace Square, most of the Mission District north of 20th Street, and nearly all of the Central Waterfront. It is anticipated that the area plans adopted as part of the Eastern Neighborhoods planning process may replace and/or modify the existing Industrial Area Design Guidelines.

The Industrial Design Guidelines are applicable to the analysis of visual quality in Section IV.C of this EIR.

Reflective Glass (Planning Commission Resolution 9212)

Planning Commission Resolution No. 9212 (1981) established a pair of guidelines for reviewing and acting on proposed building projects. The first guideline states that clear, untinted glass should be used at and near the street level. The second guideline states that mirrored, highly reflective, or densely tinted glass should not be used except as an architectural or decorative element. By prohibiting mirrored or reflective glass, this resolution serves to limit glare.

Resolution 9212 is applicable to the analysis of visual quality in Section IV.C of this EIR.
