

SECTION III.B LAND USE AND PLANS

III.B.1 Introduction

In accordance with CEQA Guidelines Section 15125(d), this section provides a summary of the plans, policies, and regulations of the City and County of San Francisco, and regional, state, and federal agencies that have policy and regulatory control over the Candlestick Point - Hunters Point Shipyard Phase II Development Plan Project site. For informational purposes, this section also describes citywide planning initiatives and programs that continue to shape the Project's underlying goals and implementation strategies. Policy conflicts do not, in and of themselves, indicate a significant environmental effect within the meaning of CEQA. The *San Francisco General Plan* contains many policies that may address different goals. To the extent that physical environmental impacts may result from such conflicts, such impacts are analyzed in this EIR in specific topical sections such as Section III.I (Noise), Section III.H (Air Quality), and Section III.D (Transportation and Circulation). For example, policies that direct new development away from ecologically sensitive areas are discussed in Section III.N (Biological Resources), while policies that limit location of sensitive uses in areas with high noise and air emissions, are discussed in Section III.I, and Section III.H, respectively.

The majority of the Project site is within two Redevelopment Project Areas governed by the Hunters Point Shipyard Redevelopment Plan and the Bayview Hunters Point Redevelopment Plan. The Project's proposed amendments to the Redevelopment Plans would be reviewed by the Planning Commission for consistency with the General Plan and approved by the Agency Commission and the Board of Supervisors.

This section examines the potential for the Project to (1) physically divide an established community; (2) conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the Project (including, but not limited to a general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; or (3) have a substantial adverse impact on the existing character of the vicinity. This analysis also addresses the consistency of the Project to the relevant land use plans, policies and regulations. 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 Project, which are analyzed in this EIR.

The potential for the Project to contribute to secondary land use effects, such as adverse effects on retail uses beyond the Project site, are discussed in Chapter V (Other CEQA Considerations). This section evaluates the potential for both project-level and cumulative environmental impacts.

III.B.2 Setting

■ Existing Land Use Context

Regional

The Project site is composed of Candlestick Point and HPS Phase II. Figure II-1 (Project Location) indicates the location of the Project within the City and County of San Francisco. As shown, the Project site is on the southern waterfront in the southeastern portion of the City, approximately four miles south of the City's downtown. West of the Project site, major transportation corridors include United States Highway 101 (US-101), Interstate 280 (I-280), Third Street, and Bayshore Boulevard. The Caltrain corridor which travels between the Fourth and Townsend terminal and the Peninsula to the south runs in a north/south direction approximately one mile west of the Project vicinity (to the west of Third Street).

To the north are the City's Eastern Neighborhoods: the Mission District, Potrero Hill, the Central Waterfront, Showplace Square, and South of Market. Similar to the Bayview Hunters Point neighborhood, many of those neighborhoods include a mix of industrial, residential, and commercial uses. Figure III.B-1 (Existing Land Use) illustrates the land uses in the Project vicinity.

To the west of the Project site are US-101 and the Bernal Heights, Portola, Excelsior, and Visitacion Valley neighborhoods. Uses in these neighborhoods consist primarily of moderate density, single-family homes with some multi-family homes and neighborhood-serving commercial uses. Bayview Hill is a notable topographic feature that is located west of the Candlestick Point portion of the Project site. It contains open space area and creates a sense of separation between Candlestick and the neighborhoods to the west. Hunters Point Hill is also a notable topographic feature, and is located just west of the Hunters Point portion of the Project site, although it is smaller than Bayview Hill. Hunters Point Hill is primarily developed with multi-family residential uses with some institutional and social services.

To the south of the Project site, also west of US-101 and south of the City and County of San Francisco/San Mateo County line, are the cities of Brisbane and Daly City. Uses within these cities largely mirror neighboring residential uses in San Francisco. The area contains the Cow Palace exhibition hall and Sunset Scavenger waste collection and recycling center.

The City of Brisbane contains an industrial corridor, bounded on the west by Bayshore Boulevard and on the east by US-101. Brisbane Baylands is the site of a former sanitary landfill (that closed in 1967) and former railroad facilities. The landfill has continued in operation as a repository for clean fill materials from construction sites in the region and for recycling of sand, dirt, gravel, and other construction materials. Other uses in the Baylands include building supply businesses, lumberyards, the Kinder Morgan Energy tank farm, and the Bayshore Sanitary water pump station. San Bruno Mountain State Park, immediately west and south of Brisbane, is a 2,326-acre park that encompasses San Bruno Mountain, the northernmost peak in the Santa Cruz Mountain Range.



SOURCE: San Francisco Planning Department; PBS&J, 2009.

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Candlestick Point — Hunters Point Shipyard Phase II EIR
EXISTING LAND USE

FIGURE III.B-1

Local

The Project site is part of the larger Bayview Hunters Point neighborhood, an area characterized by well-established residential neighborhoods, commercial uses, and industrial areas. Existing land uses in this neighborhood are described below by type of use: commercial/retail, civic and institutional, residential, industrial, and open space and recreation.

Commercial and retail uses are distributed throughout the neighborhood. Third Street, which includes neighborhood-serving retail shops and other commercial businesses, is the central north/south corridor through the community. This corridor includes a variety of shops, eating establishments, cleaners, beauty supply stores, hardware stores, groceries, and liquor stores. Bayview Plaza near Evans Avenue provides a cluster of retail uses, including a Walgreens, a copy shop, several restaurants, and offices. Along Bayshore Boulevard and in proximity to the I-280 and US-101 freeways in the northern part of the neighborhood are a number of auto-oriented retail uses, including large-scale commercial uses with off-street parking frontages, home improvement businesses, and fast food establishments.

A number of civic, institutional, religious, and social service uses are also centered on Third Street. Such uses include the Bayview Opera House and Plaza at Third and Oakdale, a central feature of the Bayview Hunters Point community; Bayview Hunters Point Multipurpose Senior Center; the Southeast Health Center; the Anna E. Waden Library; and the Southeast Community Facility, which houses a City College campus and a job training and career program and is a site for community meetings and civic events. Other institutional and social services, including the Bayview YMCA, are found on Hunters Point Hill.

Residential neighborhoods in the Bayview Hunters Point neighborhood are east and west of Third Street from US-101 to HPS. A majority of the existing residential uses are single-family units. However, there are older multi-family units distributed on the lower slopes of Bayview Hill and new multi-family units along Jamestown Avenue, Williams Avenue, and Innes Avenue. Mixed-use developments, including multi-family housing, are also being developed along the Third Street corridor. In addition, much of the residential development on Hunters Point Hill consists of multi-family housing units.

Industrial uses are found in the northern portion of the Bayview Hunters Point neighborhood, west and east of Third Street. This area includes many production, distribution, and repair (PDR) uses and mixed-use development. Immediately west of Third Street and south of the Islais Creek Channel, large industrial uses, such as regional moving and storage companies and wholesale distributors are intermingled with a range of small, local businesses, such as auto parts distributors and bulk mail assembly services. The San Francisco Produce District is in this area.

Light industrial and PDR uses occupy the South Basin industrial area surrounding Yosemite Slough, extending west to US-101. The South Basin industrial area contains a variety of small-scale industrial uses, such as auto repair shops, food distributors, bulk warehouses, and recycling facilities. The India Basin Industrial Park, to the northwest of India Basin and HPS and south of the Islais Creek Channel, includes a major distribution facility for the US Postal Service, light industrial, commercial service and multimedia businesses, and some retail businesses located at Bayview Plaza at the southeast corner of Third Street and Evans Avenue. Vacant parcels and buildings are distributed throughout all of the identified industrial areas.

Public open space is distributed throughout the neighborhood in public parks and open space and recreation areas along the Bay shoreline. Open space uses include the Islais Creek Promenade, Heron's Head Park, India Basin Shoreline Park, developed and undeveloped portions of the Candlestick Point State Recreation Area (CPSRA) around the eastern perimeter of Yosemite Slough, and Gilman Park on Gilman Avenue at Griffith Street. The San Francisco Recreation and Park Department owns the shoreline of "India Basin Flats" or Acosta Parcels (formerly known as the Ferrari Brothers property), a vacant property located near Earl and Innes Streets. The Bayview Playground and Martin Luther King Jr. Pool are on Third Street between Armstrong and Carroll Avenues. Coleman Playground is on Mendell Avenue between Fairfax and Hudson Avenues. The Joseph Lee Recreation Center is on Drummond Avenue between Mendell and Lane Avenues. Bayview Park is west of Candlestick Point on Bayview Hill. Silver Terrace Playground is on Silver and Ledyard; and Palou-Phelps Open Space is on Palou. Open space on Hunters Point Hill includes Hilltop Park (currently undergoing reconstruction), Adam Rogers Park, Shoreview Park, and Innes Court Park and Hillpoint Park in HPS Phase I.

Project Site—Surrounding Uses

Candlestick Point

Land uses immediately surrounding Candlestick Point are varied. North of Carroll Avenue are light industrial uses such as metal fabrication and distribution facilities. West of Hawes Street and west and south of Candlestick Park, the predominant land use is single-family residential, with new multi-family residential units being constructed south of Jamestown Avenue, and townhomes, apartments, and condominium projects at Executive Park and other locations. At present, the existing development at Executive Park consists of three office buildings with associated parking and two residential buildings containing 128 units. Three other residential buildings, containing 176 units, are near completion. In addition, as of September 2009, nine residential buildings are under construction including a 107-unit building, as well as several other smaller townhouse buildings. Bayview Hill Park, a 19-acre natural habitat park, is west of Candlestick Park. To the east and south of the Candlestick Point site are the waters of the San Francisco Bay.

Hunters Point Shipyard Phase II

San Francisco Bay borders HPS Phase II on the south, east, and north. To the west, India Basin contains light industrial and some residential uses along Innes Avenue. The area adjacent to the HPS Phase II site to the southwest contains multi-family housing and single-family attached units. Milton Meyer Recreation Center, west of HPS Phase II, is a multi-purpose facility with game courts and an indoor gym used for afterschool programs, arts and crafts, indoor games, and other training activities. Uses in the area immediately surrounding the HPS Phase II site, such as industrial uses on Crisp Road, historically provided a buffer between the HPS Phase II site activities and nearby residential uses. Large setbacks and street blocks and a lack of pedestrian amenities were designed to discourage traffic near the HPS.

As discussed in Chapter II (Project Description), HPS Phase II is adjacent to HPS Phase I which is under construction. The HPS Phase II site surrounds the HPS Phase I development area, a 63-acre site, to the north, east, and south.

Project Site—Existing Uses

Candlestick Point

Candlestick Point consists of 281 acres generally bounded by Hawes Street to the northwest, Candlestick Cove and the San Francisco Bay to the south, Jamestown Avenue to the southwest, and South Basin to the east. The site includes residential uses, public open space, and the Candlestick Park stadium. Figure III.B-1 shows existing generalized land uses at the Project site and in the nearby vicinity.

The 256-unit Alice Griffith public housing site is bounded by Gilman Avenue on the south, Hawes Street on the west, Carroll Avenue on the north and Arelious Walker Drive on the east.

The most prominent land use in the Candlestick Point site is the Candlestick Park Stadium and associated parking areas, used by the San Francisco 49ers. Privately owned parking lots are adjacent to Candlestick Park parking lots. The vacant, undeveloped lots on Jamestown Avenue are used for overflow stadium parking. The San Francisco Candlestick RV Park, a private, 165-space RV site, fronts on Gilman Avenue west of the CPSRA. The remainder of the Candlestick Point site consists of the CPSRA. The entire CPSRA is 154 acres, and consists of approximately 120 acres within the Project site and 34 acres outside the Project site, near the Yosemite Slough area just west of Arelious Walker Drive and north of Carroll Avenue. Of the 120 acres of the CPSRA located within the Project boundary, about one-third have been developed for parkland uses. The developed land is mostly along the shoreline, and includes a network of paved and dirt paths, restrooms, picnic facilities, two fishing piers, paved lookout points, and an unused boat launch facility.

Access to most of the site is limited to an arterial loop road (Gilman Avenue/Jamestown Avenue/Bill Walsh Way/Ingerson Avenue) that encircles the Candlestick Park stadium and parking lot. Gilman Avenue and Hawes Street provide access to the Alice Griffith public housing complex. However, most non-arterial streets from the residential neighborhoods and industrial areas to the west of Candlestick Point reach a dead end before entering the site. Streets within the Alice Griffith public housing complex are internally oriented, and for the most part, do not connect to surrounding streets. In addition, Bayview Hill creates a physical barrier to the south, limiting access from this direction, except at Harney Way. The lack of street connectivity, combined with the site's large, barren parcels, lack of sidewalks, and low level of on-site activity, make Candlestick Point relatively unwelcoming to pedestrian traffic.

Hunters Point Shipyard Phase II

HPS Phase II, which is 421 acres, contains many structures associated with ship repair, storage and trucking, light manufacturing, construction storage and shops, laboratories, scrap metal recycling, administrative, and other former Navy uses dating largely from the World War II era.⁴¹ Several former Navy buildings are currently leased and occupied as artist studios by approximately 300 tenant-artists; two buildings are leased for woodworking and picture framing. HPS Phase II also includes drydocks, piers and wharves, as well as repair berths. The entire HPS Phase II site is currently under the jurisdiction of the Navy.

⁴¹ City of San Francisco, *Hunters Point Shipyard Reuse Final EIR*, June 2000, p. 3-38.

Primary access to the southern portion of the site is provided by Crisp Road, Spear Avenue, and Fischer Avenue. Innes Avenue, Galvez Avenue, and Robinson Street provide access to the northern portion of the site. Historically, access to the site was controlled for safety and security reasons, and most of the site remains fenced off, prohibiting public access from surrounding neighborhoods. Like Candlestick Point, the HPS Phase II site lacks pedestrian amenities, such as sidewalks.

■ Plans and Policies

Federal

Coastal Zone Management

The authority to evaluate projects conducted, funded, or permitted by the Federal government is granted to coastal states through the *Federal Coastal Zone Management Act* (CZMA) of 1972, 16 USC § 3501 et seq., as amended. Under the CZMA, any Federal projects or activities must be consistent to the maximum extent practicable with the provisions of federally approved state coastal plans, 16 USC 1456, CZMA § 307(c)(1). The coastal management plan for the east side of San Francisco consists of the McAteer-Petris Act, California *Public Resources Code* (PRC) Section 66600 et seq., the Bay Plan (Bay Conservation and Development Commission [BCDC], 1969, revised 1997), the Seaport Plan (BCDC and MTC, 1996), and local management programs. Under the approved coastal management program, 55 acres (22 ha) in the southeast portion of HPS are designated as a port priority use area in the Bay Area Seaport Plan, which is further described below.

For the Hunters Point Shipyard Reuse Plan, the Navy submitted a consistency determination to BCDC on January 12, 1999. The BCDC issued a Letter of Agreement for Consistency Determination Number CN1-99 on March 8, 1999. This letter is reproduced in Appendix B of the Final EIR for the Hunters Point Shipyard Reuse, February 8, 2000. Prior to HPS disposal, the Navy would obtain any further consistency determinations necessary for the amended Reuse Plan. Following HPS disposal, projects within BCDC's jurisdiction may require BCDC permits.

State

The Public Trust

The “public trust” is a legal doctrine that governs the use of tide and submerged lands, including former tide and submerged lands that have been filled. Public trust lands are required to be used for public trust purposes, which include navigation, fisheries, waterborne commerce, natural resource protection, and water-related uses that attract the public to use and enjoy the waterfront.⁴² In addition, public trust lands generally may not be sold into private ownership. However, under limited circumstances, the California Legislature may authorize by statute the termination of the trust. Typically, this requires an exchange of lands, in which lands of equal or greater value and usefulness are added to the trust.

Upon statehood, California became owner of the tide and submerged lands within its boundaries by virtue of its sovereignty. Some of these lands were conveyed into private ownership prior to the

⁴² California State Lands Commission, Public Trust Policy.
http://www.slc.ca.gov/Policy_Statements/Public_Trust/Public_Trust_Policy.pdf (accessed online July 23, 2009).

enactment of a state constitutional prohibition on alienation of tidelands (Cal. Const., Art. X, Sec. 3). Other lands were granted, in trust, to the local jurisdictions in which they are located. The remainder are held by the state. Today, the California State Lands Commission holds title to all un-granted tide and submerged lands in California and monitors all grants by the California Legislature of tide and submerged lands to cities and counties.⁴³

Most of the historic tide and submerged lands within San Francisco's city limits have been granted by the state, either to private parties or to the City and other public agencies. Courts have held that certain grants to private parties terminated the trust in the granted lands; other private grants, however, remain subject to a public trust easement, restricting the use of those lands. Lands granted to public entities such as the City are generally subject to the public trust, and are also subject to any additional terms and conditions provided in the granting statute (often called the "statutory trust"). In San Francisco, a number of grants of tidelands to the City were made over the years, the most substantial being the 1968 Burton Act, which granted all of the tide and submerged lands that were still held by the State at that time. The Burton Act did not include lands that were then in federal ownership, such as Hunters Point Shipyard. The State Lands Commission, in cooperation with the California Attorney General, monitors granted lands for compliance with the public trust and the applicable granting statutes.

Candlestick Point Public Trust Lands

Large parts of the Project area are filled tide and submerged lands. In the mid 1800s, many of those lands were conveyed into private ownership, filled, and freed of the trust. However, certain lands—primarily areas reserved as future streets and railroad rights-of-way—remained subject to the trust. In 1958 the Legislature authorized the sale of a portion of these lands to the City for the purposes of building the Candlestick Park stadium. The 1958 Act, Chapter 2 of the Statutes of the First Extraordinary Session (1958 Act) terminated the public trust on the transferred land, but required that these lands be used only for purposes of general statewide interest. Pursuant to the 1958 Act,⁴⁴ the City acquired the lands free of the trust and constructed the Candlestick Park stadium.

The remaining public trust lands within Candlestick Point were granted to the City pursuant to the Burton Act. Following the establishment of the CPSRA, the City conveyed the Burton Act lands within the park back to the State. Those lands are now held by the State Lands Commission and leased to the California Department of Parks and Recreation (CDPR). Outside the CPSRA, public trust lands continue to be held by the City, acting by and through the Port of San Francisco, under the Burton Act.

In 1998, Section 5006.8 of the California PRC was amended in connection with an earlier proposal for the replacement of Candlestick Park stadium. That statute authorized the Director of Parks and Recreation and the State Lands Commission (Commission) to enter into trust exchange and other agreements to convey to the City property held by the CDPR and the Commission to be used for permanent public parking for the Candlestick Park stadium replacement project.

⁴³ California Public Resources Code, Division 6.

⁴⁴ Section 3 of Chapter 2 of the Statutes of California, 1958.

Hunters Point Shipyard Phase II Public Trust Lands

The HPS site is also largely composed of former tide and submerged lands. Substantial portions of these lands were conveyed by the State into private ownership in the 1800s. In 1939, the Navy began acquiring lands for purposes of constructing and operating HPS, primarily through condemnation. This title history has given rise to substantial legal uncertainty as to the present status of the public trust on the HPS lands.

HPS was closed in 1974, and the federal Base Realignment and Closure Act subsequently authorized the Navy to convey the HPS lands to the City or to a local reuse authority approved by the City. The San Francisco Redevelopment Agency is the approved local reuse authority for the shipyard. Pursuant to a 2004 conveyance agreement with the Agency, the Navy has conveyed a portion of the shipyard to the Agency and has agreed to transfer the remainder to the Agency following hazardous materials remediation.

In anticipation of this transfer, the *Hunters Point Shipyard Conversion Act of 2002* granted to the Agency, in trust, all of the State's right, title, and interest in the HPS lands upon their conveyance out of federal ownership.

The *Hunters Point Shipyard Public Trust Exchange Act* was enacted in 2003. It authorized and approved an exchange by the Agency of public trust lands within HPS when conveyed by the Navy, whereby trust lands that met specified criteria in this Act and that were not useful for public trust purposes could be freed from the public trust and conveyed into private ownership, provided that certain other lands that are not now public trust lands and that are useful for public trust purposes were made subject to the public trust through a land exchange. Any exchange under this Act requires the approval of the California State Lands Commission.

Senate Bill 792

Senate Bill 792 (SB 792) was signed by the Governor on October 11, 2009, and is codified as Chapter 203 of the Statutes of 2009. SB 792 repeals the *Hunters Point Shipyard Conversion Act of 2002*, the *Hunters Point Shipyard Public Trust Exchange Act*, and PRC Section 5006.8, and consolidates the key provisions of those statutes into a statute covering both the Candlestick Point area and HPS. The statute authorizes a reconfiguration of CPSRA coupled with improvements within the park and the provision of an ongoing source of park operation and maintenance funding. The proposed reconfiguration would remove about 29.2 acres from the current boundaries of CPSRA to be used for urban development, but would add about 5.7 acres not currently included in the CPSRA to The Neck, The Heart of the Park, and The Last Port areas of the CPSRA. These additional acres would widen the park at in an area where the CPSRA boundary currently runs very close to the shoreline, creating a very narrow "pinch point" in the park. The additional acreage would thus create a buffer between development and the shoreline and improve the recreational value of this section of the park. In total, the area of the CPSRA (excluding the Yosemite Slough) would decrease by about 23.5 acres at the Candlestick Point site, from 120.2 acres to 96.7 acres.

Project Consistency: The Project includes both trust consistent and trust inconsistent uses; they will be distributed consistent with the final Trust map approved in Senate Bill 792. A trust exchange agreement will be approved as part of the Project consistent with the final Trust map.

California Department of Parks and Recreation (California State Parks)

Candlestick Point State Recreation Area General Plan

The California Park and Recreation Commission classified Candlestick Point as a State Recreation Area in April 1977.⁴⁵ The area is of statewide significance because it is the first unit of the California State Parks System developed with the goal of bringing California State Parks System values into an urban setting. The CPSRA site was comprised mostly of landfills around Candlestick Point and Yosemite Slough created during the 1940s in connection with the construction of HPS and adjacent industrial sites.

As required by PRC Section 5002.2 and Section 4332 Title 14 of the *California Administration Code*, the *Candlestick Point State Recreation Area General Plan* (CPSRA General Plan) was approved by the California State Parks System in 1978 and amended in 1987.^{46,47} The CPSRA General Plan provides general guidelines and identifies conceptual land uses, facilities, and park improvements within the CPSRA. The CPSRA General Plan addresses enhanced appreciation of the natural resources of the Bay, public access to the Bay shoreline, expanded visitor activities such as picnicking, camping, boating, hiking, bicycling, cultural resource and nature education, and public involvement of local residents in park planning and decision making. The 1987 amendments provided emphasis on windsurfing activity, and year-round access (including during football and baseball⁴⁸ seasons) for recreational users by new roads and ferry service.

The CDPR administers the CPSRA. The CPSRA comprises about 154 acres of improved and unimproved recreation and open space, including about 120 acres along the eastern and southern perimeter of Candlestick Point, and about 34 acres along the northern and southern perimeter of Yosemite Slough. Figure III.B-1 illustrates the existing CPSRA land within the Project site. The Yosemite Slough portion of the CPSRA is not part of the Project site.

The CPSRA General Plan includes a Resource Element that addresses cultural and historic resources, a Land Use Element, a Facilities Element, and an Operations Element. Conceptual land uses and facilities are shown on the CPSRA General Plan Land Use and Facilities map. The CPSRA General Plan also provides conceptual design guidelines. The CPSRA General Plan is still current and remains applicable until such time as it is amended. An amendment process is presently underway.

The Facilities Element lists the following types of recreational uses for the park: trails (hiking, jogging, and bicycling), group picnic areas, family picnic areas, group campgrounds, fishing piers, wind surfing facilities, a sand beach, a quiet area in the southeastern point, scenic overlooks, and a cultural program

⁴⁵ Department of Parks and Recreation, *Candlestick Point State Recreation Area General Plan*, State Park and Recreation Commission Approval, November 1978, amended May 1987, March 1988.

⁴⁶ Department of Parks and Recreation, *Candlestick Point State Recreation Area General Plan*, State Park and Recreation Commission Approval, November 1978, amended May 1987, March 1988.

⁴⁷ Department of Parks and Recreation, *Candlestick Point State Recreation Area General Plan*, State Park and Recreation Commission Approval, November 1978, amended May 1987, March 1988.

⁴⁸ Baseball is no longer played at Candlestick Park stadium.

center. Maritime facilities proposed in the CPSRA General Plan include a non-powered boat/wind surfing rental facility; a boating center for boat classes and education; a boat access facility that includes a four-lane launching ramp; a 200-space parking area for car-boat trailers; a boat service station; and a ferry landing. A family dinner restaurant and family picnic rest stop are proposed for the Last Port area to the west of Hermit's Cove, off Harney Way.

The facilities and land uses called for in the current CPSRA General Plan have only been partly realized. Current uses in the park include hiking, limited bicycling, day use picnicking, group picnicking, jogging, nature viewing, three sand beaches, undeveloped windsurfing, two piers used by fishermen, and three restroom buildings. The park also includes a park staff/maintenance facility, 140 parking spaces for the developed portion of the park and a community garden. However, substantial portions (73 acres) of the park remain undeveloped (refer to Section III.P [Recreation]). Of this, approximately 40 acres of the park are used for parking for football games and other events at Candlestick Park.

The CPSRA General Plan identifies a list of uses that the community wished to develop. This was the extent of land planning as no definitive site plan was established. However, uses described in the CPSRA General Plan that have not been realized or developed include campgrounds, windsurfing or non-powered boating rental facilities, boating centers, motorized boat access facilities or four lane boat ramps, ferry landings, family restaurants or family group rest stops at Harney Way, or boat service centers. However, there is a boat trailer parking area that is not used for boating activities.⁴⁹

The on-going CPSRA General Plan Amendment process would evaluate previously recommended uses and determine future uses and facilities to serve the local and statewide visitor to the park.

State Recreation Area Boundary Designation

Lands within the designated boundaries of CPSRA can only be used for state park purposes. As discussed above, SB 792 repealed former PRC Section 5006.8, which had authorized CDPR to transfer CPSRA lands out of the park as part of the previously proposed stadium replacement project. In its place, SB 792 authorizes an agreement between the CDPR and the City or the Agency to reconfigure the boundaries of the CPSRA, subject to a number of statutory conditions, including substantial conformance with a park boundary diagram set forth in the statute. In exchange for lands removed from CPSRA, the State must receive consideration in form of lands to be added to the park, the construction of new park improvements, and the provision of an ongoing source of funding for park operation and maintenance. The agreement must be approved by the Director of Parks and Recreation following adoption of written findings. Following approval of an agreement, the Director is authorized to revise the CPSRA boundaries to conform to the agreement. Table III.P-2 (Candlestick Point State Parks Land Exchange) and Figure III.P-2 (Proposed Parks and Open Space) present the proposed areas to be added to and removed from the park. The lands proposed to be removed from the CPSRA cannot be developed with non-park uses unless and until the Director has approved an agreement consistent with SB 792, and has modified the boundaries of the CPSRA accordingly.

⁴⁹ Communication with Steve Bachman, California Department of Parks & Recreation, Senior Park & Recreation Specialist. September 16, 2009.

Project Consistency: Consistent with the goals and objectives of the CPSRA General Plan, the Project would develop recreational resources, including parks, picnic areas, shade shelters, ; tidal marsh restoration; park ranger station/visitor's center, a meadow, a bio-filtration pond, and a restaurant/café at The Last Rubble; pedestrian pathways, upgraded restrooms, overlooks, an interpretive amphitheater, parking, and a windsurf/kayak launch at Heart of the Park, The Point, and The Neck; swimming, kayaking, and windsurfing at The Last Port. The Project also would connect the Bay Trail through the Project site resulting in 9.6 miles of continuous public access through a diversity of natural and historic environments. The Project's passive and active recreation areas that would be accessed along the Bay Trail would encourage a longer stay than walking or bicycling would occasion.

The Project proposes an agreement between the CDPR and the City or the Agency to reconfigure the boundaries of the CPSRA. Along with a reconfiguration of CPSRA, the Project includes improvements within the park, and the provision of an on-going source of park operation and maintenance funding. The proposed reconfiguration would remove 29.2 acres from the current boundaries of CPSRA to be used for urban development. 5.7 acres not currently included in the CPSRA would be added. In total, the area of the CPSRA would decrease at the Candlestick Point site from 120.2 to 96.7 acres. Table III.P-2 (Candlestick Point State Parks Land Agreement), in Section III.P, presents the proposed acreage of the areas to be added, and removed, from the CPSRA. A more detailed discussion on the CPSRA reconfiguration and proposed uses is also provided in Section III.P.

The proposed reconfiguration of the CPSRA is consistent with the diagram set forth in SB 792. In addition, although there would be a decrease in the total area of the CPSRA, Project would result in an overall benefit to the CPSRA. Two-thirds of the park that is currently unused or underutilized, or that is used for Candlestick Park stadium parking would be substantially improved to enhance overall park aesthetics and landscape ecology; reconnect visitors to the Bay shoreline; and provide direct access to the Bay for swimming, fishing, kayaking, and windsurfing. Proposed improvements include shoreline restoration and stabilization, a bio-filtration pond to cleanse stormwater, the provision of habitat and opportunities for environmental education, 'Eco-Gardens,' and salt-marsh restoration (refer to III.P [Recreation]).

Pursuant to SB 792, no CPSRA General Plan amendment is required for the reconfiguration of the recreation area. However, before new facilities would be developed, a CPSRA General Plan amendment would be required to reflect the boundary changes and the proposed new uses that would be located on lands removed from the park following the reconfiguration. To the extent that the final improvements to the reconfigured CPSRA would be inconsistent with the CPSRA General Plan, these improvements would be addressed through the State Parks General Plan amendment process.

■ Regional

Bay Conservation and Development Commission

San Francisco Bay Plan

The *San Francisco Bay Plan* (Bay Plan) was prepared by the Bay Conservation and Development Commission (BCDC) from 1965 through 1969 in accordance with the *McAteer-Petris Act* (California *Government Code* Sections 66600-66682). It guides the protection and use of San Francisco Bay and its

shoreline. Under the *McAteer-Petris Act*, BCDC has the authority to issue or deny permits for the placement of fill, extraction of materials, or substantial changes in use of land, water, or structures within its jurisdiction, and to enforce policies aimed at protecting the Bay and its shoreline.

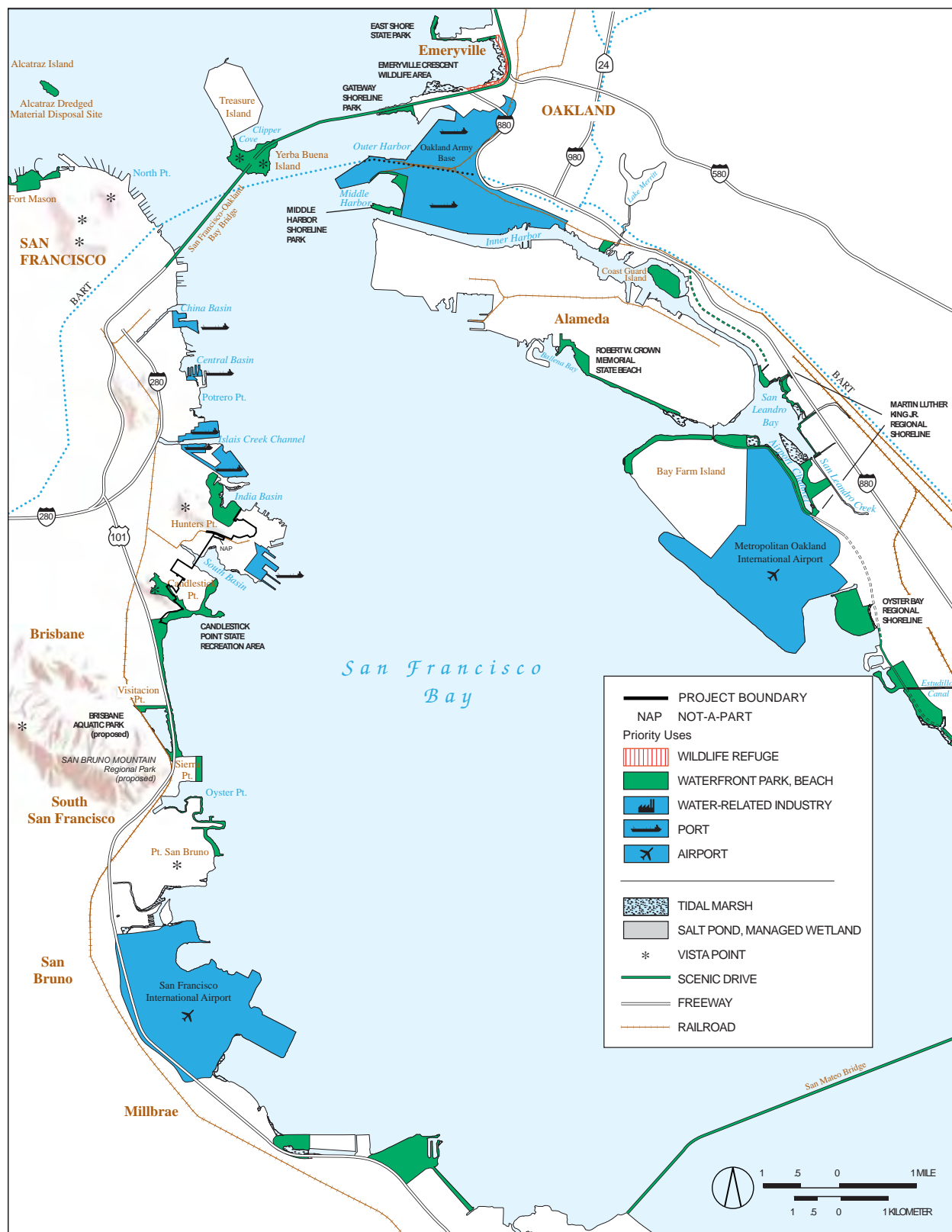
BCDC's permit authority over the Bay itself, which is below the mean high tide line, relates primarily to Bay fill, which can be approved by the Commission only for certain water-oriented uses or for improving shoreline appearance or public access to the Bay, and when there is no alternative upland location for the proposed use. In order for BCDC to approve a permit, the project must be consistent with the *McAteer-Petris Act* and the Bay Plan (including any Special Area Plan; refer to discussion below). BCDC's jurisdiction over the Bay shoreline is limited to a 100-foot-wide "shoreline band" extending inland from the mean high tide line and areas that are subject to tidal action from the south end of the Bay to the Golden Gate (Point Bonita-Point Lobos) and Sacramento River line. BCDC also has jurisdiction over other areas of the Bay not within the 100-foot shoreline band including salt ponds, managed wetlands, and certain waterways.⁵⁰

To minimize future pressures for Bay fill, the Bay Plan Maps designate shoreline "Priority Use Areas" that should be reserved for regionally important, water-oriented uses needing or historically located on shoreline sites, such as ports, water-related industry, water-related recreation, airports, and wildlife refuges. The Bay Plan Maps also contain policies that generally specify uses and other criteria for the use and development of each designated site. The Project site is shown on Bay Plan Map 5, Central Bay.

Figure III.B-2 (San Francisco Bay Plan Land Use Designations) illustrates the San Francisco Bay Plan Land Use Designations for the Project site. The Plan maps are not intended to specifically delineate the Commission's jurisdiction to areas of the Bay. As shown on Figure III.B-2, the San Francisco Bay Plan Map 5 (Central Bay) designates a portion of the Hunters Point Shipyard area as a "Port" Priority Use Area, while a portion of the Candlestick Point area is designated as "Waterfront Park/Beach" Priority Use Area. The Bay Plan Map 5 notes indicate that CPDR and San Francisco are cooperatively developing plans for CPSRA improvements along the north shore of Candlestick Point and the Yosemite Slough area. Further, that San Francisco is planning to develop a large community park along the south shore of Hunters Point Naval Shipyard that would connect with CPSRA, coordinated with redevelopment of the stadium area and the shipyard. The Bay Plan Map 5 policies for CPSRA identify that some fill may be needed. The policies call for preserving the CPSRA for fishing, camping, picnicking, windsurfing, hiking, and viewing opportunities, as well as a potential water trail camping site. The Bay Plan Map 5 policies for South Basin identify that some fill may be needed in the inlet west of proposed freeway. Finally, for the Hunters Point area, the policies refer to the Seaport Plan and call for developing a shoreline park integrated with the CPSRA, consistent with the San Francisco redevelopment plan. Further there is the potential for a water trail camping site; and that some fill may be needed.

Project Consistency: Bay Plan Map 5 (Central Bay) contained in the Bay Plan that pertains to the Project site, designates the Hunters Point area as "Port" Priority Use Area while a portion of the Candlestick Point area is designated as "Waterfront Park/Beach" Priority Use Area (Figure III.B-2). The

⁵⁰ Certain waterways include all or portions of Plummer Creek in Alameda County, Coyote Creek in Alameda and Santa Clara Counties, Redwood Creek in San Mateo County, Tolay Creek in Sonoma County, Petaluma River in Marin and Sonoma Counties, and Napa River, Sonoma Creek and Corte Madera Creek in Marin County. Source: San Francisco Bay Plan.



SOURCE: San Francisco Bay Conservation and Development Commission.

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FIGURE III.B-2

Candlestick Point — Hunters Point Shipyard Phase II EIR

SAN FRANCISCO BAY PLAN LAND USE DESIGNATIONS

relationship of the HPS Phase II portion of the Project to the “Port” Priority Use Area designation in the Bay Plan is discussed under the *San Francisco Bay Area Seaport Plan*. The Project proposes open space and recreational uses in the designated “Port” Priority Use area. The HPS Phase II component of the Project is compatible with the objectives and policies of the Bay Plan as a whole. The “Port” Priority Use designation is not a policy designed to reduce or avoid environmental impacts. Implementation of the Project would require an amendment to the Bay Plan because it proposes public and recreation uses that are different than the “Port” Priority Use Area designation.

The Project is consistent with the intent of the Bay Plan as it relates to the Candlestick Point area. The Project would provide park improvements, and on-going funding for park operation and maintenance. The ultimate configuration of improvements to various areas of the CPSRA would be determined by the CPDR but the Project would not preclude a water trail camping site or fishing, windsurfing, hiking and viewing opportunities.

The Project is also consistent with the Bay Plan policies to minimize Bay fill and to preserve the shoreline for uses that are regionally important, water-oriented uses needing or historically located on shoreline sites, such as ports, water-related industry, water-related recreation, airports, and wildlife refuges. The Project involves minimal filling associated with the Yosemite Slough bridge, a marina and improvement of the existing shoreline, waterfront bulkhead, piers and seawall structures. The Project includes improved access to the shoreline through shoreline improvements, open spaces and a waterfront promenade. Due to a proposed change in use for the HPS Phase II component of the Plan from the land use designation in the Bay Plan, the Project would require an amendment to the Bay Plan as a component of the entitlement action. Following such amendment, the Project would be consistent with the Bay Plan.

Bay Area Seaport Plan

The *San Francisco Bay Area Seaport Plan* (Seaport Plan) is a joint planning effort by BCDC and the Metropolitan Transportation Commission (MTC).⁵¹ The Seaport Plan was adopted in 1996 and last amended in 2003. The Seaport Plan constitutes the maritime element of MTC’s Regional Transportation Plan (refer to Section III.D), and is incorporated into BCDC’s San Francisco Bay Plan, where it is the basis of the Bay Plan port policies. The Seaport Plan contains policies for future Bay Area maritime development, based on projected future needs for marine terminals. The shoreline areas designated in the Seaport Plan for Port of San Francisco use mirror the Port use designations in the Bay Plan.

The Seaport Plan assigns a “Port” use designation to an area within HPS Phase II. Bay Plan policies accompanying the Port use designation at Hunters Point state that 55 acres designated south of Manseau Street “should remain designated for port priority use and future development of two breakbulk berths.”^{52,53} Findings of the Seaport Plan note that the area most likely for marine terminal development includes Drydock 4, South Pier, the Re-gunning Pier, and the waterfront area along South Basin.

⁵¹ Bay Conservation and Development Commission and Metropolitan Transportation Commission, *San Francisco Bay Area Seaport Plan*, April 1996 as amended through February 20, 2003.

⁵² *San Francisco Bay Area Seaport Plan*, p. 42, 1996.

⁵³ Break-bulk cargo is a shipping term for any loose material that must be loaded individually, not in shipping containers or in bulk as with oil or grain.

However, the Port contracted CBRE Consulting and Martin Associates to update a 2001 study “Maritime Cargo Market and Warehouse Analysis.”⁵⁴ The report identifies the Port of San Francisco as the only breakbulk facility in the Bay Area, annual cargo peaked in 2006 with 250,000 tons, and declined to 150,000 tons of cargo in 2007. Breakbulk at Pier 80 is primarily imported steel which is sensitive to the world economy. The report suggests that Pier 80 marketing efforts diversify from breakbulk into wind turbine components, autos, and fruit. The analysis suggests that the demand for breakbulk facilities is not greater than its current or projected availability. This indicates that policies for breakbulk cargo port priority uses for HPS Phase II may no longer reflect the current economic climate and realistic land use options.

Project Consistency: The Project is inconsistent with two policies that designate the Project site as having 55 acres remaining for port priority use and future development of two breakbulk berths.

The Project proposes a mixture of land uses on the HPS Phase II site that include a wide range of residential, retail, office, research and development, civic and community, and parks and recreational open space uses. A stadium and marina facilities are also proposed. However, port uses are not proposed for the Project. Findings of the Seaport Plan note that the area most likely for marine terminal development includes Drydock 4, South Pier, the Re-gunning Pier, and the waterfront area along South Basin. The Project’s proposed marina is within this general location.

The Project would be inconsistent with the Seaport Plan, but not inconsistent with policies designed to reduce or avoid environmental impacts. Implementation of the Project would require an amendment to the Seaport Plan that references the Project site as a component of the entitlement action. Following amendment of the Seaport Plan, the Project would be consistent with the Seaport Plan.

Association of Bay Area Governments (ABAG)

ABAG is the comprehensive planning agency for the San Francisco Bay region. ABAG's mission is to strengthen cooperation and coordination among local governments. In doing so, ABAG addresses social, environmental, and economic issues that transcend local borders. ABAG has adopted the San Francisco Bay Trail Plan, which is discussed below, and is responsible for preparing the Regional Housing Allocation Plan and developing population and employment projections, both of which are further discussed in Section III.C (Population, Employment, and Housing).

San Francisco Bay Trail Plan

California Senate Bill 100 (SB 100) authorized the ABAG to “develop and adopt a plan ... for a continuous recreational corridor which will extend around the perimeter of San Francisco and San Pablo bays.”⁵⁵ ABAG adopted the *San Francisco Bay Trail Plan* (Bay Trail Plan) in 1989 and administers it throughout the Bay region. The Bay Trail is a multipurpose recreational trail that, when complete, would encircle San Francisco and San Pablo Bays with a continuous 400-mile network of bicycling and hiking

⁵⁴ CBRE Consulting and Martin Associates. “Maritime Cargo Market and Warehouse Analysis” February 2009.

⁵⁵ Association of Bay Area Governments (ABAG), *San Francisco Bay Trail Plan*, July 1989.

trails. It would connect the shoreline of all nine Bay Area counties, link 47 cities, and cross the major bridges in the region. To date, approximately 290 miles of the alignment have been completed.⁵⁶

The policies of the Bay Trail Plan emphasize siting and developing trails that: connect to existing park and recreation facilities; link to existing and proposed transportation systems; and avoid impacts on environmentally sensitive areas. Specific policies of the Plan address trail alignment, trail design, and environmental protection. Bay Trail Plan policies and design guidelines are intended to complement adopted regulations and guidelines of local jurisdictions and agencies.

The 2005 Gap Analysis Study prepared by ABAG, for the entire Bay Trail area, attempted to identify the remaining gaps in the Bay Trail system, classify the gaps by phase, county and benefit ranking, develop cost estimates for individual gap completion, identify strategies and actions to overcome gaps, and present an overall cost and timeframe for completion of the Bay Trail system.

Within the Project site, the 2005 Gap Analysis Study proposes to connect existing Bay Trail segments that are located north and south of the Project site by extending the trail along the waterfront of the Candlestick Point Recreation Area and through the Project site along HPS. The proposed trail would then connect to the existing trail north of the Project site along the India Basin shoreline.

The Gap Analysis Study also proposes an alternate, inland connection that is partially within the Project site, with the proposed trail traveling east along Gilman Avenue with the Project site, continuing north along Third Street that would ultimately connect to the existing waterfront portion of the trail near the India Basin via Yosemite Avenue/Carroll Avenue and Cargo Way.⁵⁷

The Project would include the construction of the Bay Trail throughout the Project area, and support the proposed waterfront trail connection route within the Gap Analysis Study area, whereby the existing trail south of the Project area would ultimately connect to the existing northern trail along the India Basin shoreline. The Bay Trail would be accessible for pedestrians and bicyclists with connections to the existing and new parks, from the western boundary of Candlestick Point near the Harney Way/US-101 interchange, through the CPSRA, Yosemite Slough, and HPS Phase II shoreline to India Basin. Refer to Figure III.B-3 (Existing San Francisco Bay Trail Plan Route).

Bay Trail policies and design guidelines are intended to complement, rather than supplant the adopted regulations and guidelines of local managing agencies. Policies that are applicable to the Project site related to trail alignment, rather than specific land use recommendations, are discussed within Section III.P of this EIR.

The land use objectives and policies of the Bay Plan that are relevant to the Project are contained in Part II (Objectives), Part IV (Development of the Bay and Shoreline: Findings and Policies), and within Part V: The Plan Maps. These policies and the associated consistency analysis related to the Project are listed and discussed in Table III.B-1 (Goals, Policies, and Objectives Analysis for Applicable Land Use Plans).

⁵⁶ Association of Bay Area Governments (ABAG), *San Francisco Bay Trail Overview*, 2008.
<http://www.abag.ca.gov/bayarea/baytrail/overview.html> (accessed online August 2, 2009).

⁵⁷ ABAG, *Gap Analysis Study: A Report on Closing the Gaps in the 500-mile Regional Trail System Encircling San Francisco Bay*, 2005.
<http://www.abag.ca.gov/bayarea/baytrail/gap-analysis.html> (accessed online August 2, 2009).

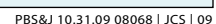


FIGURE III.B-3

Project Consistency: The Bay Trail - San Francisco Peninsula Map illustrates the Bay Trail as an off-street path from Harney Way north around the CPSRA, and as a planned future trail around South Basin, Yosemite Slough, and through HPS. Refer to Figure III.B-3. As the Project site exists today, public access along the shoreline is not continuous, as the Bay Trail currently ends near Gilman Avenue within Candlestick Point and picks up again north of the Project site near India Basin. Much of the shoreline along the HPS property and portions of Candlestick Point are not accessible to the public.

As shown on Figure II-14 (Proposed Bicycle Routes), the Project would include the construction of the Bay Trail throughout the Project, and would ultimately connect to the existing trail along the India Basin shoreline. Trail improvements would include a pedestrian and bicycle trail along the shoreline with connections to the existing and new parks, from the western boundary of Candlestick Point near the Harney Way/US-101 interchange, through the CPSRA, Yosemite Slough, and HPS Phase II shoreline to India Basin. The Bay Trail would be incorporated into the design of the parks facilities.

As shown on Figure III.B-3, the planned trail improvements for the Project site within the Bay Trail Plan around the northern portion of Candlestick Park and through the Hunters Point Phase II portions of the Project site are noted as “Planned Bay Trail—Future Route Not Developed.” The Project would implement these planned changes by providing a continuous connection throughout the shoreline of the Project site. While the alignment of the Bay Trail within the Project site is not exactly as proposed in the Bay Trail Plan, it supports the aim of the Bay Trail Map, which is to provide a continuous link throughout the property and the Bay and provide additional links to park and recreational facilities. The Project not only supports this goal but it would also provide a pathway that is an improvement over the alignment indicated on the Bay Trail Plan; the Project proposes a Bay Trail alignment immediately adjacent to the shoreline as opposed to the slightly inland location within the HPS proposed on the Bay Trail Plan.

Overall, the Project is generally consistent with the Bay Trail Plan; however, it proposes an alignment for the Bay Trail that differs from the alignment reflected in the Bay Trail Plan. Implementation of the Project would require an amendment to the Bay Trail Plan to accommodate the new, improved alignment. Following such amendment, the Project would be consistent with the Bay Trail Plan.

■ Local

City of San Francisco General Plan

The *City of San Francisco General Plan* (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: Air Quality, Arts, Commerce and Industry, Community Facilities, Community Safety, Environmental Protection, Housing, Recreation and Open Space, Transportation, and Urban Design. Objectives and Policies from these General Plan Elements are discussed in the respective Chapters of EIR that deal with the related topics. The San Francisco General Plan does not include a separate Land Use Element, rather, land use policies are dispersed throughout the other elements of the General Plan, as well as in the various Area Plans of the document.

The Area Plans identify specific localized goals and objectives for a neighborhood or district of the City, including the *Bayview Hunters Point Area Plan*. The Candlestick Point portion of the Project site currently within the BVHP Redevelopment Project Area is specifically addressed in the BVHP Area Plan. The BVHP Area Plan guides the future development of the Bayview Hunters Point district. The General Plan addresses land use at the Shipyard by reference to the HPS Redevelopment Plan.

Bayview Hunters Point Area Plan

The BVHP Area Plan is an adopted component of the *San Francisco General Plan* that serves as a guide to the future development of the BVHP community. This plan, based on many years of continued citizen input, seeks to provide guidelines for realizing BVHP's growth potential in a manner that is in the best interest of the local residents and the City as a whole. The BVHP Area Plan was updated in 2006 at the same time the BVHP Redevelopment Plan was revised to include Area B. The BVHP Area Plan includes sections on Land Use, Transportation, Housing, Industry, Urban Design, Recreation and Open Space, Community Facilities and Services, and Public Safety and Energy. Hunters Point Shipyard Phase II is generally not within the boundary of this Area Plan, though it is included in some of the BVHP Area Plan's objectives, policies, and discussions. The BVHP Area Plan was amended in 2006 during proceedings regarding the BHVP Redevelopment Plan.

Themes discussed throughout the BVHP Area Plan deal with the need to provide economic development and jobs, particularly for the local population; eliminating health and environmental hazards including reducing land use conflicts; providing additional housing, particularly affordable housing; providing additional recreation, open space, and public service facilities, and better addressing transportation deficiencies by offering a wider range of transportation options.

Project Consistency: The Project is consistent with the BVHP Area Plan in the following manner: New development would provide needed economic development both through construction jobs and approximately 10,730 permanent jobs (at both Candlestick Point and Hunters Point Shipyard Phase II) in a wide variety of fields and job types. The Project's programming would designate approximately 32 percent of the Project housing as below market rate for various income levels and housing types. Also as part of the affordable housing program, the existing Alice Griffith public housing would be reconstructed replacing the existing units one-to-one. The Project would offer a wide range of recreational and open space opportunities. The Project would change the boundary of the CPRSRA by removing approximately 29.2 acres and adding approximately 5.7 acres. The Project would also improve the CPRSRA and provide funding for park maintenance.

Because the BVHP Area Plan was last updated in 2006, before the Project was initiated, discussions and figures dealing with Candlestick Point and its periphery don't reflect the land use programming reflected in this Project. Figure 4 of the BVHP Area Plan, "Generalized Land Use" designates properties within the Project site as "Candlestick Point Special Use District." Figure 5 of the BVHP Area Plan, "Candlestick Point Perimeter Proposed Revitalization Area," calls for stadium, commercial, parking, open space, and residential uses. With the exception of the stadium and the addition of a performance venue, the Project proposes uses that are consistent with this plan, including a mix of residential, retail, office, commercial, parks, and open space. However, the Project proposes a different development pattern that is consistent with the creation of an urban community.

Implementation of the Project includes amendments to the BVHP Area Plan, including amendments to most of the Plans' maps and minor text edits to ensure discussions of Candlestick Point are not out of date. A Sub-Area Plan of the BVHP Area Plan may also be created for Candlestick Point to further reflect the objectives and goals of this project for Candlestick Point.

The majority of the Project site is the Hunters Point Shipyard and the Bayview Hunters Point Redevelopment Project Areas. Both the Hunters Point Shipyard and Bayview Hunters Point Redevelopment Plans include land use designations to guide development. For areas within the Project site, but outside of the Redevelopment Project Areas, the General Plan provides the land use designations. The General Plan and the Redevelopment Plans are designed to be consistent with each other. The Redevelopment Plans, and consistency of the Project with the Redevelopment Plans, are further addressed below.

Proposition G

Proposition G, which is called the Bayview Jobs, Parks, and Housing Initiative (refer to Appendix B) was approved by San Francisco voters in June 2008. As discussed in this EIR in Chapter I (Introduction), and Chapter II, Proposition G encourages development of Candlestick Point and HPS with a mixed-use project including park and open space improvements, approximately 10,000 homes for sale or rent, about 700,000 gsf of retail uses, about 2,150,000 gsf of "green" office, science and technology, research and development, and industrial uses, an arena, and a site for a new San Francisco 49ers stadium.

Proposition G states that the Project should achieve the following objectives pertaining to population, housing, and employment:

- Create a range of job and economic development opportunities for local, economically disadvantaged individuals and business enterprises, particularly for residents and businesses located in the Bayview.
- Create substantial affordable housing, jobs, and commercial opportunities for existing Bayview residents and businesses.
- Include substantial new housing in a mix of rental and for-sale units, both affordable and market-rate, and include the rebuilding of Alice Griffith Housing.
- Provide new affordable housing that is targeted to the lower income levels of the Bayview population, including new units that are suitable for families, seniors, and young adults.
- Include housing at levels dense enough to create a distinctive urban form and at levels sufficient to make the Project financially viable; attract and sustain neighborhood retail services and cultural amenities; create an appealing walkable urban environment served by transit; help pay for transportation and other infrastructure improvements; and achieve economic and public benefits for the Bayview in particular and the City generally.
- Upon consultation with Alice Griffith Housing residents and the receipt of all required governmental approvals, rebuild Alice Griffith Housing to provide one-for-one replacement units targeted to the same income levels as those of the existing residents and ensure that eligible Alice Griffith Housing residents have the opportunity to move to the new, upgraded units directly from their existing Alice Griffith Housing units without having to relocate to any other area.

- Include a mix of stacked flats, attached town homes and—in appropriately selected locations—low-rise, mid-rise and high-rise towers, to help ensure the economic feasibility of the development and provide a varied urban form.

Proposition G also permits the sale, conveyance, or lease for non-recreational purposes of any of the parkland that is under the jurisdiction of the San Francisco Recreation and Parks Commission and located within the boundary of Candlestick Point, including the property currently used in connection with the existing stadium and related parking areas. In addition, Proposition G allowed the construction, maintenance, and use for non-recreational purposes of any structure on such property. Proposition G repealed Propositions D and F. Proposition G proposed that new zoning be established along with a land use program for Candlestick Point and HPS. The Project would be consistent with Proposition G and proposes to amend the existing zoning to be consistent with Proposition G.

San Francisco Redevelopment Plans

The Agency has adopted two redevelopment plans for the Bayview Hunters Point area. The Agency exercises planning and regulatory control over designated redevelopment areas through adoption and implementation of redevelopment plans. The *Bayview Hunters Point Redevelopment Plan* currently governs development in the Candlestick Point portion of the Project site, while the existing *Hunters Point Shipyard Redevelopment Plan* governs the HPS Phase II portion of the Project site.

Bayview Hunters Point Redevelopment Plan (formerly the Hunters Point Redevelopment Plan)

The San Francisco Board of Supervisors adopted the BVHP Redevelopment Plan in 2006. (Refer to Chapter I for history of the planning efforts leading to adoption of this Plan.) The BVHP Redevelopment Plan is an amendment of the *Hunters Point Redevelopment Plan*, established in 1969.

In 1997, Agency staff began working with the Bayview Hunters Point Project Area Committee (PAC) on the development of the *Bayview Hunters Point Community Revitalization Concept Plan* (Concept Plan). In November 2000, the PAC approved the Concept Plan, which serves as a vision statement for the community to guide the redevelopment planning process. The Concept Plan contains goals and objectives for revitalization of the area. This planning effort led to the 2006 amendment of the *Hunters Point Redevelopment Plan* and BVHP Redevelopment Plan.

This amendment renamed the plan the *Bayview Hunters Point Redevelopment Plan* (refer to Figure III.B-4 [Bayview Hunters Point Redevelopment Plan Land Use Designations]). The primary redevelopment programs of the BVHP Redevelopment Plan include an Economic Development Program, Affordable Housing Program, and a Community Enhancements Program.

The land use designations within the BVHP Redevelopment Plan applicable to the Project are described below.



SOURCE: Bayview Hunters Point Redevelopment Plan, PBS&J, 2009.

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Candlestick Point — Hunters Point Shipyard Phase II EIR
BAYVIEW HUNTERS POINT REDEVELOPMENT PLAN
LAND USE DESIGNATIONS

FIGURE III.B-4

- **Residential.** Permitted uses are residential land uses ranging from single-family homes to multi-family developments of a moderate scale. Compatible related uses are also permitted such as local-serving businesses, family childcare facilities, small professional offices, home occupations, and recreation facilities.
- **Stadium/Mall Special Use District.** Land uses permitted in this District consist of a stadium use and a proposed mall pursuant to Proposition F passed by the voters in 1997. The land uses permitted in this District were designed to be consistent with the now repealed Proposition F, which provided for a stadium/mall.

Due to the large size and the diversity of Bayview Hunters Point, the BVHP Redevelopment Project Area is divided into seven Economic Development Activity Nodes. Land within the Project site is within the Candlestick Point and South Basin Activity Nodes.

Policies contained in the BVHP Redevelopment Plan for these Activity Nodes that are relevant to the Project site are listed below.

Candlestick Point Activity Node

The Candlestick Point portion of the Project site is within the Candlestick Point Activity Node.

- Assist with the development of a new San Francisco 49ers football stadium and commercial project consistent with Propositions D and F, approved by San Francisco voters on June 3, 1997.
- Create community and regional destinations and gathering places—including a restored and redeveloped Yosemite Slough on CPSRA land.

The Project would include cultural facilities such as community facilities, parks and a performance venue/arena that would be used for performing arts, dance, sporting events, and music. These facilities would complement the existing cultural resources in the surrounding area.

The Project proposes to construct a new Yosemite Slough bridge for automobiles, pedestrians, and bicyclists that would connect Candlestick Point to HPS. Although the construction of the Yosemite Slough bridge would change this area, it would not detract from its use in the CPSRA or its biological and other resource utility (refer to Section III.P and Section III.N).

South Basin Activity Node

The portion of the Project in the South Basin Activity Node Designation is the Alice Griffith housing site, which is designated for residential use. The Project would redevelop the Alice Griffith site and include one-for-one replacement of the 256 public housing units.

Policies relevant to the Project site are listed below.

- Promote transit-oriented development adjacent to Third Street, with residential units, including affordable housing units, in appropriate locations.
- Encourage the development of industrial and large-scale commercial space on properties zoned for light industrial uses.
- Create buffer land use zones between residential and industrial uses to minimize potential adverse environmental health impacts and other land use conflicts.
- Promote locally owned businesses and local entrepreneurs.

- Promote retail growth focused on neighborhood-serving businesses that meet the basic shopping needs of the community.
- An eco-industrial park in the southeast portion of the district, with defined truck routes linking the Shipyard and the freeway.
- Protect historic residential neighborhoods, with a range of new infill housing and transit-oriented mixed-use development focused around light rail stations.
- Renovate Housing Authority projects.

Project Consistency: The Project is generally consistent with the BVHP Redevelopment Plan. The proposed residential land use for the Alice Griffith district within the Project site would be consistent with the residential land use category within the BVHP Redevelopment Plan.

The BVHP Redevelopment Plan's use designations for other sections of Candlestick Point reflect Proposition D and Proposition F (approved by the voters in 1997) intentions, which were to provide for the development of a new state-of-the-art stadium for the San Francisco 49ers football team and an entertainment/retail shopping center at Candlestick Point that includes open space areas. However, since 2006 when the BVHP Redevelopment Plan was adopted, Proposition G was passed and the San Francisco 49ers have indicated that the stadium at Candlestick Point did not meet their needs. The mix of land uses proposed for Candlestick Point under the Project would include a mix of residential, retail, office, commercial, parks, open space, and a performance venue. It would not be consistent with the use designations in the BVHP Redevelopment Plan, which call for a stadium/mall development. In May 2007, the Redevelopment Commission, Board of Supervisors, and the Mayor endorsed a Conceptual Framework for the integrated planning and development of the Project, with a potential stadium site located at HPS. The Project reflects the changes in economic and political climate that have occurred since adoption of the BVHP Redevelopment Plan.

The Project includes amendments to the existing BVHP Redevelopment Plan to change the land use designation for Stadium/Mall Special Use District and associated descriptions under the Candlestick Park Activity node. The amendments would be consistent with the proposed development.

Hunters Point Shipyard Redevelopment Plan

In July 1997, the Board of Supervisors, by Ordinance No. 285-97, adopted the HPS Redevelopment Plan for the revitalization of HPS.⁵⁸ (Refer to Chapter I for a detailed discussion of the Disposition and Development Agreement and additional history of the HPS planning process.)

The HPS Redevelopment Plan contemplates development of a range of uses under the broad categories of industrial, research and development, mixed use, cultural and educational, residential, and open space. The HPS Redevelopment Plan divides the shipyard into five development parcels, Parcels A through E. Parcel F, which comprises approximately 440 acres of submerged land in the Bay was not proposed for development in the HPS Redevelopment Plan.^{59,60}

⁵⁸ San Francisco Redevelopment Agency, *Redevelopment Plan for the Hunters Point Shipyard Redevelopment Project*, July 14, 1997.

⁵⁹ In 1992, the HPS was divided into six separate parcels, known as Parcels A, B, C, D, E, and F. These parcels correspond to the Navy's plan to phase remediation of hazardous materials on the HPS on a parcel-by-parcel basis.

Phase I development of the shipyard is currently underway on Parcel A-Prime. It includes approximately 1,600 residential units and neighborhood retail and community serving uses on 75 acres. The Phase I development is not part of the Project (refer to Figure III.B-5 [Hunters Point Shipyard Redevelopment Plan Land Use Designations]).

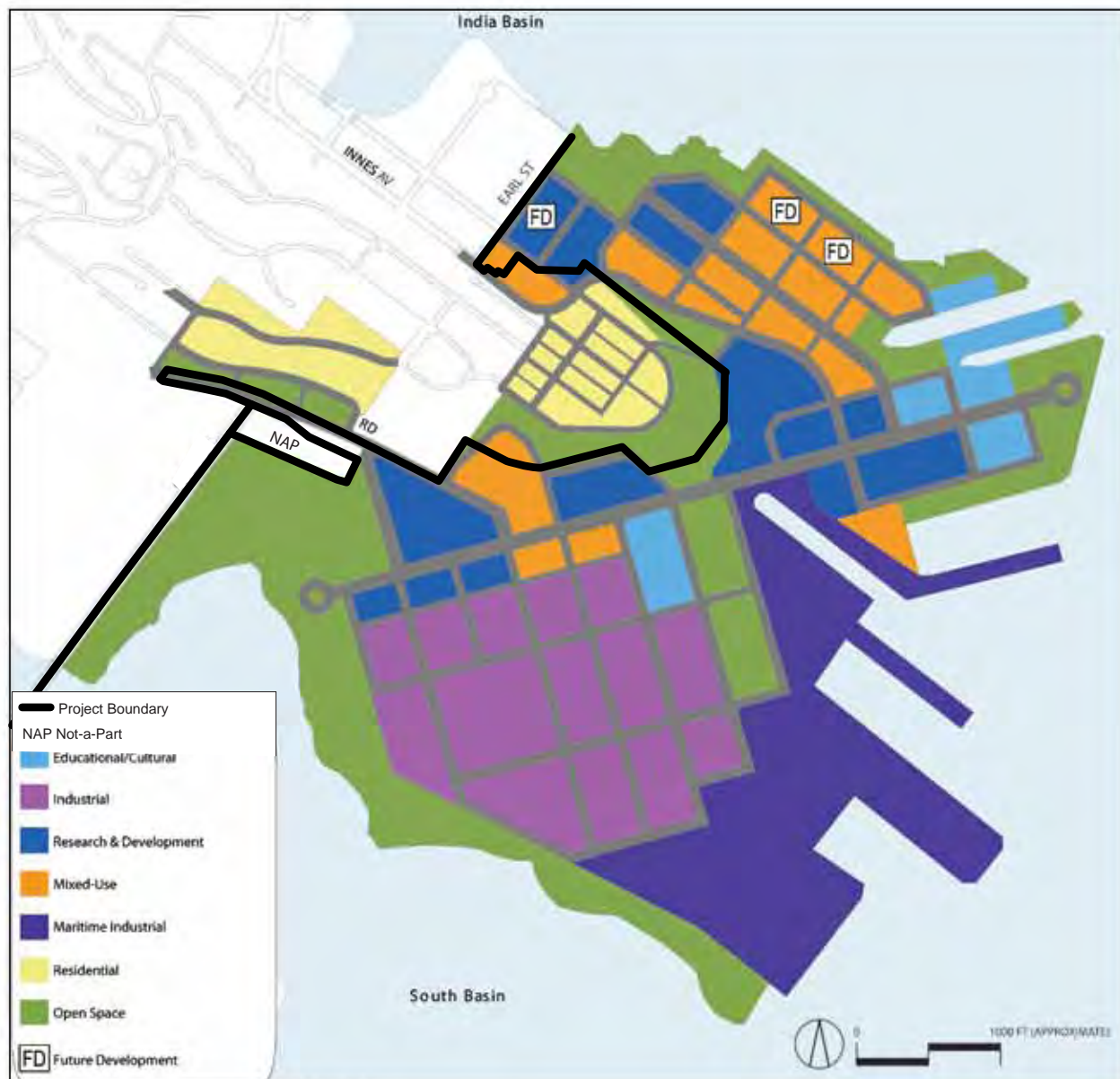
The HPS Redevelopment Plan includes the following Land Use Designations relating to the HPS Phase II site.

- **Industrial**—Light industrial including the following similar uses: manufacturing, processing, assembly of products, trucking, wholesale, printing and publishing, auto-related services, motion picture production, warehousing and distribution, and artist and artisan studios.
- **Research and Development**—Firms engaged in the manufacture, processing, or assembly of products including surgical and medical appliances and supplies, diagnostic substances, electronic equipment and instruments, data processing and telecommunication services, artists/artisan studios, and live-work spaces.
- **Mixed Use**—Artist's studios and live work spaces, residential, galleries, recording studios, business and arts services, real estate and insurance offices, hotels and conference facilities, and local-serving retail sales.
- **Cultural and Educational**—Education and training facilities, museums, theatres, specialty retail, restaurants, galleries, conference facilities, and artist's studios.
- **Residential**—Mixed income housing, single- and multi-family residential development of approximately 800 to 1,300 dwelling units.
- **Open Space**—Active and passive recreation, plazas and promenades, wetland restoration, and ancillary commercial uses.
- **Maritime Industrial**—Shipping terminals and berths, cargo and equipment warehouses, ship repair, maritime training facilities, and similar maritime related industrial uses.

The land uses that are proposed in the Project for HPS Phase II are discussed below.

- **Residential**—The Project provides for residential areas that would accommodate up to 2,650 residential units, but would eliminate the HPS Redevelopment Plan live-work designation. The areas designated for residential use would also allow neighborhood retail and community facilities. The Project would allow residential uses in areas where the HPS Redevelopment Plan provides for mixed-use and research and development.
- **Neighborhood Retail**—The Project provides for 125,000 gsf of neighborhood retail uses. In addition, the area designated for neighborhood retail use would allow for community facilities, residential, and up to 255,000 gsf of artist studios and Artist Education Center. Neighborhood retail designation would be located in areas where the HPS Redevelopment Plan provides for mixed-use and research and development.

⁶⁰ In accordance with procedures for transfer of Navy property, the Agency accepted title to Parcel A-Prime in December 2004. In April 2005, the Agency transferred the portions of Parcel A-Prime to be privately developed to Lennar Urban to construct the infrastructure improvements required under the Phase I DDA. Subsequently, the transfer of Parcel B-Prime from the Navy to the Agency was delayed. As a result, on October 17, 2006, the Agency Commission approved an amendment to the Phase I DDA to remove Parcel B-Prime from the Phase 1 development and to shift the entitled residential units from Parcel B-Prime to Parcel A-Prime. The revised Design for Development standards for Parcel A-Prime address dwelling unit density standards, height and bulk limits, off-street loading, lot sizes, street design, and other similar topics.



SOURCE: Hunters Point Shipyard Redevelopment Plan, PBS&J, 2009.

PBS&J 10.31.09 08068 | JCS | 09

Candlestick Point — Hunters Point Shipyard Phase II EIR
HUNTERS POINT SHIPYARD REDEVELOPMENT PLAN
LAND USE DESIGNATIONS

FIGURE III.B-5

- **Research and Development**—The Project provides for up to 2,500,000 gsf of research and development uses defined to include office, laboratory uses, and light industrial. Areas designated for research and development would also allow community facilities, neighborhood retail, artist studios, and the artist education center. The research and development designation would be located in areas where the HPS Redevelopment Plan provides for cultural and educational, research and development, mixed-use, and open space.
- **Community Facilities**—The Project provides for up to 50,000 gsf of community services and facilities. The community facilities designation would be located in areas the HPS Redevelopment Plan designates for open space and research and development.
- **Parks and Open Space**—The Project includes 231.6 acres of open space and parklands in HPS Phase II. The parks and open space designation would be located in areas that the HPS Redevelopment Plan designates for parks and open space, maritime industrial, industrial, mixed use, research and development, and cultural and educational.
- **Football Stadium**—The Project includes a 69,000-seat football stadium. The football stadium designation would be located in areas the HPS Redevelopment Plan designates for cultural and educational, open space, mixed use, and industrial.

Project Consistency: The HPS Redevelopment Plan included provisions for each general land use type proposed for the Project site except the stadium, but in a different development pattern, as illustrated by Figure III.B-5 and Figure III.B-6 (Proposed Land Use Plan). Maritime industrial uses that are designated in the HPS Redevelopment Plan are not provided for as part of the Project. Unlike the HPS Redevelopment Plan, the Project would identify the maximum allowable square footage of development permitted for each category. The development standards in the HPS Redevelopment Plan were limited to height restrictions, the number of buildings that could be constructed, and the number of residential units.

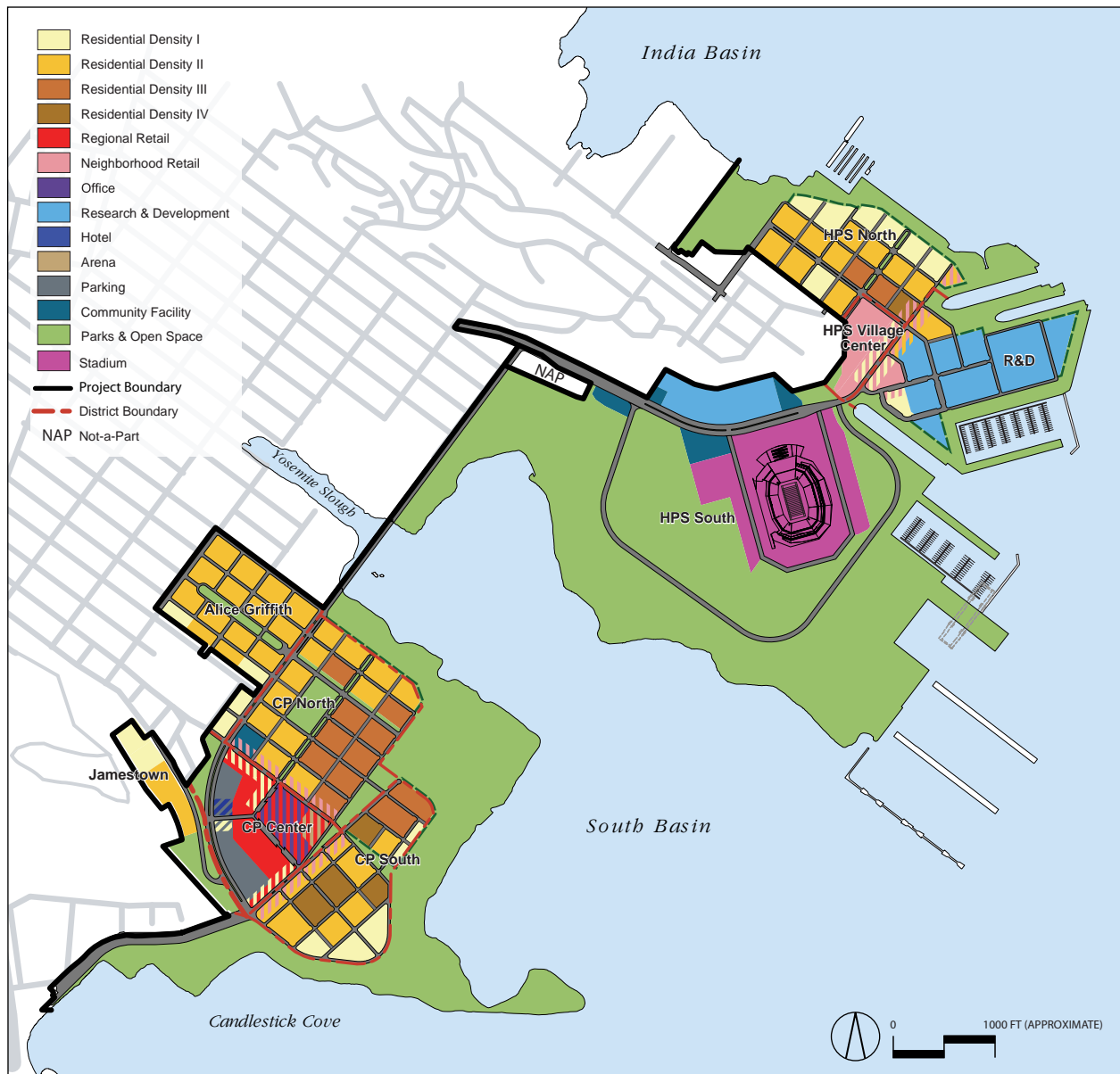
The Project provides for a total of 2,650 residential units; the HPS Redevelopment Plan provided for approximately 800 to 1,300 residential units, plus additional live-work units.

As discussed under Impact LU-2, the Project is consistent with the policies contained in the HPS Redevelopment Plan. The Project is not consistent with some of the Land Use Designations for the HPS Phase II site and standards and intensity of uses identified within the HPS Redevelopment Plan. The Project includes amendments to the existing HPS Redevelopment Plan, which would be consistent with the proposal development.

San Francisco Planning Code

The *San Francisco Planning Code* regulates development in the City by prescribing the permitted uses and development standards consistent with the land use designation and policies in the San Francisco General Plan.

Zoning in San Francisco generally consists of two layers of districts. Use Districts are the base zoning districts that prescribe which land uses are permitted and most development standards (except height and bulk). Height and Bulk Districts are mapped separately from the Use District and prescribe the height



SOURCE: Lennar Urban, 2009.

PB5&J 10.30.09 08068 | JCS | 09

FIGURE III.B-6

Candlestick Point — Hunters Point Shipyard Phase II EIR
PROPOSED LAND USE PLAN

and bulk of buildings. On top of the Use Districts and Height and Bulk District, Special Use Districts (SUDs) are mapped in some instances to address particular issues for targeted areas; SUDs provide controls that supersede some or all of the underlying Use District to meet certain goals.

The current zoning of the Candlestick Point portion of the Project site is mostly Public (P), which permits public uses and facilities. The P Zoning at Candlestick Point includes most of CPSRA, Candlestick Park stadium and its parking areas. Alice Griffith is zoned RM-1 (Residential, Mixed – Low Density). This district accommodates a mix of residential housing types (i.e., houses and apartments) at a density ratio of one unit for every 800 square feet of lot area. The area bordered by Arelious Walker, Egbert Avenue, Donahue Street, and Gilman Avenue is largely zoned M-1 (Light Industrial), which allows a wide range of uses. Some outlying portions of the CPSRA have remnant zoning of RH-1(D) (Residential, House, Single-Family detached) and M-2 (Heavy Industrial). The San Francisco Zoning Maps refer to the Hunters Point Shipyard Redevelopment Plan for the Use Districts for Hunters Point Shipyard.

There are two portions of the Project site that are outside of the BVHP Redevelopment Project Area and HPS Redevelopment Project Area. One portion bordering Harney Way is currently zoned P to the south of Harney Way (and within the CPSRA) and C-2 to the north of Harney Way. Harney Way is proposed to be widened in this location, which would change the use of a portion of the CPSRA and the C-2 designated area. The other portion is south of Crisp Road and north of the end of Arelious Walker Drive and it is zoned M-2 and P. The Project proposes to connect Arelious Walker Drive to Crisp Road in this area.

While there are currently no Special Use Districts designated in either area, Candlestick Point recently included a Candlestick Point Special Use District. The SUD was put in place by Proposition F in 1997 to specifically accommodate a new football stadium and retail and entertainment development. As discussed above under Proposition G, the voters removed the SUD as a part of the measure, with the expectation that new zoning would be created to accommodate the program described therein and which is the Project analyzed in this EIR.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City *Planning Code* to establish eight Priority Policies. These policies, and the sections of this Environmental Evaluation addressing the environmental issues associated with the policies are (1) preservation and enhancement of neighborhood-serving retail uses (Section III.B); (2) protection of neighborhood character (Section III.B); (3) preservation and enhancement of affordable housing (Section III.C with regard to housing supply and displacement issues); (4) discouragement of commuter automobiles (Section III.D); (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership (Section III.B); (6) maximization of earthquake preparedness (Section III.L [Geology and Soils]); (7) landmark and historic building preservation (Section III.J [Cultural Resources and Paleontological Resources]); and (8) protection of open space (Section III.F [Shadows] and Section III.P).

Prior to issuing a permit for any project that requires an Initial Study under CEQA, and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action that requires a

finding of consistency with the General Plan, Section 101.1 requires that the City find that the proposed project or legislation would be consistent with the Priority Policies. As noted above, the consistency of the Project with the environmental topics associated with the Priority Policies is discussed in Chapter III (Environmental Setting, Impacts, and Mitigation Measures) of this EIR. The case report and approval motions for the Project would contain the Planning Department's comprehensive Project analysis and findings regarding consistency of the Project with the Priority Policies.

Project Consistency: The Project is not consistent with the existing zoning at Candlestick Point as it would not accommodate high-density residential, retail and office uses at the locations contemplated. The proposed reconfiguration of the CPSRA does not match the existing boundary of the "P" Districts at Candlestick Point. As noted above, Hunters Point Shipyard does not have any zoning under the *Planning Code*. As part of the Project, a new Special Use District would be created at Candlestick Point. The Special Use District would largely supersede the underlying zoning described above and refer to Redevelopment Plan documents in regards to allowed uses and development controls. A new Height and Bulk District would also be created for Candlestick Point that would lay out general parameters for allowed heights but would also refer to Redevelopment Plan documents for specific height and bulk limits and requirements at a more localized level.

For HPS Phase II, a base Use District would be established for the sake of Planning Code mapping. Like Candlestick Point, a new Special Use District and a new Height and Bulk District would be created for the area. The SUD would largely supersede the new underlying Use District zoning and would refer to the BVHP Redevelopment Plan documents; the Height and Bulk District would similarly lay out general parameters for allowed heights but would also refer to the BVHP Redevelopment Plan documents for specific height and bulk limits and requirements at a more localized basis. The Project would be consistent with the *San Francisco Planning Code* once amended.

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 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 fifteen topic areas, ten 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.

Project Consistency: The Project contains a number of features that would respond to policies articulated in the Sustainability Plan, including:

- Provide neighborhood-serving retail.
- Provide automobile, public transportation, and pedestrian connections between the Shipyard, Candlestick Point, and the larger BVHP neighborhood.
- The urban design of the Project would reduce its footprint and allow for transportation and open space corridors.
- Integrate land use patterns with multimodal street networks that would facilitate walking and cycling for internal trips and transit for trips of greater distance.
- Extend existing Muni routes to better serve the Project site and area; increase frequencies on existing routes to provide more capacity; and complement those existing routes with new transit facilities and routes that would serve the Project's proposed land use program and transit demand.
- The Project is a redevelopment project and would not result in the conversion of any new land to settlement.
- Plant up to 10,000 net new trees at the Project site and in the community.
- Exceed the 2008 Standards for Title 24 Part 6 energy efficiency standards for homes and businesses by at least 15 percent.
- Install ENERGY STAR⁶¹ appliances, where appliances are offered by homebuilders.
- Use energy efficient street lighting.

III.B.3 Regulatory Framework

■ Federal

Refer to subsection III.B.2 (Setting) regarding the application of the *Coastal Zone Management Act*.

■ State

Refer to Section III.B.2 (Setting) regarding the application of the CPSRA General Plan and SB 792 to the implementation of the Project.

■ Regional

Refer to Section III.B.2 regarding the application of the San Francisco Bay Plan, the San Francisco Bay Trail Plan, and the Bay Area Seaport Plan to the implementation of the Project.

⁶¹ The term ENERGY STAR is capitalized as is the convention used by the United States Environmental Protection Agency and Department of Energy.

■ Local

Refer to Section III.B.2 regarding the application of the San Francisco General Plan, Bayview Hunters Point Area Plan, Bayview Hunters Point Redevelopment Plan, Hunters Point Shipyard Redevelopment Plan, *San Francisco Planning Code*, the Sustainability Plan, and the Accountable Planning Initiative to the implementation of the Project.

III.B.4 Impacts

■ Significance Criteria

The City and Agency have not formally adopted significance standards for impacts related to land use and plans, but generally consider that implementation of the Project would have significant impacts if it were to:

- B.a Physically divide an established community
- B.b 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
- B.c Have a substantial adverse impact on the existing character of the vicinity

■ Analytic Method

The analysis compares land use conditions at full build-out of the Project against the existing land use environment, on the ground, as of the date of publication of the NOP. The Project would be built out by the year 2029, with full occupancy occurring in 2030. Changes in land use character at Project build-out are described and assessed according to the significance criteria listed above.

The analysis considers whether the Project would contribute to physical division of an established community by constructing physical barriers or obstacles to circulation that would restrict existing patterns of movement between the Project site and the Bayview Hunters Point neighborhood. The Project's contribution to the continuity of the existing land use and circulation patterns is also considered in this analysis.

The analysis of the Project's effect on existing land use character includes consideration of the character of proposed development relative to the existing land use context. An adverse effect would occur if a new use were placed next to an incompatible existing use, such that the basic function of either the existing use or the new use would be impaired. For example, if a residential use were located next to a factory with toxic air emissions, either or both uses would be unable to function as intended.

The analysis also discusses whether the Project would be consistent with applicable land use plans and policies that were adopted for the purpose of avoiding or mitigating an environmental impact. Land use policies are policies that pertain to the type, location, and physical form of new development.

CEQA Guidelines section 15125(d) states, "The EIR shall discuss any inconsistencies between a proposed project and applicable general plans and regional plans." The Plans and Policies section of this

EIR section includes a comprehensive discussion of the relationship of the Project, including the proposed Plan amendments and Planning Code changes, with the San Francisco General Plan, Redevelopment Plans, and with pertinent regional plans.

Additionally, the Project's potential contribution to cumulative land use impacts are evaluated in the context of existing, proposed, and reasonably foreseeable future development expected in the Project vicinity.

■ Construction Impacts

There are no construction impacts with respect to Land Use and Plans.

■ Operational Impacts

Impact LU-1: Physical Division of an Established Community

Impact LU-1 **Implementation of the Project would not physically divide an established community. (No Impact) *[Criterion B.a]***

Candlestick Point

Currently the Candlestick Point site contains Candlestick Park Stadium, parking areas, and a number of large, vacant parcels. Pedestrian access to the CPSRA and the San Francisco Bay is limited. Most non-arterial streets from the residential neighborhoods to the west of Candlestick Point reach a dead end before entering the site. In addition, Bayview Hill creates a physical barrier to the south, limiting access from this direction, except at Harney Way. The lack of street connectivity, combined with the site's large, barren parcels, lack of sidewalks, and low level of on-site activity, make Candlestick Point relatively unwelcoming to pedestrian traffic.

The existing Alice Griffith housing site is gated off from surrounding uses, and there are no neighborhood-serving retail uses or community uses at Candlestick Point. There is existing multi-family residential development on Jamestown Avenue.

The Project would develop new districts, with a new street grid pattern, medium- to high-density residential uses, regional and neighborhood retail uses, a hotel, and arena uses. The Project would include new open space within Candlestick Point districts and would improve the CPSRA areas. The street pattern, open space network, and pedestrian facilities are specifically planned to facilitate connections between developed areas of Candlestick Point and the CPSRA, other BVHP neighborhoods, and HPS Phase II. The Yosemite Slough bridge would provide pedestrian, bicycle, and transit routes between Candlestick Point and HPS Phase II.

A number of roads separate the existing public open space from the rest of Candlestick Point; including Harney Way, Jamestown Avenue, Hunters Point Expressway, Gilman Avenue, Fitzgerald Avenue, Arellious Walker Drive, and Carroll Avenue. The Project would improve Harney Way as a major roadway serving Candlestick Point by widening it and providing new capacity for both autos and other modes of transportation. Following Project implementation, Harney Way would include two additional lanes for dedicated Bus Rapid Transit use, a new left-hand turn/multi-directional lane, potentially one new travel

lane, and new bikeways, but would not create a new separation between existing residential or commercial areas and other uses within Candlestick Point. The Project would also have pedestrian facilities that would allow for safe access across Harney Way. Thus, the Harney Way improvements would enhance access within Candlestick Point and between Candlestick Point and other areas, including the HPS Phase II and Executive Park, for existing and future residents and visitors. Consequently, these improvements would not divide an existing community.

The Alice Griffith Public Housing site would be redeveloped with a mix of replacement public housing, affordable housing, below-market rate housing, and market-rate housing that would integrate the street pattern of the existing BVHP neighborhood and the Candlestick Point street pattern.

The Jamestown Avenue district would replace vacant lots with market rate housing at heights of 65 and 85 feet that are consistent with other development on Jamestown Avenue; thus building on and maintaining the existing character of this area.

The Project would include new public gathering spaces and neighborhood-oriented commercial uses that would serve residents throughout the Bayview Hunters Point neighborhood, including the existing residents of Alice Griffith Public Housing and Jamestown Avenue. The existing block pattern would be extended towards the Bay, and multi-modal (pedestrian, bicycle, transit and automobile) circulation improvements would improve connectivity between Candlestick Point and neighboring communities (refer to Figure II-9 [Proposed Parks and Open Space] through Figure II-13 [Proposed Transit Improvements], respectively). Proposed circulation improvements include installation of sidewalks and other pedestrian improvements along existing streets between Candlestick Point and HPS Phase II, new bicycle lanes, rerouting of bus service to the HPS Phase II site, traffic calming features, a bridge across Yosemite Slough, and a waterfront pedestrian and bicycle corridor from Candlestick Point to the northeast boundary of the HPS Phase II site connecting to the trail facilities along the India Basin shoreline (refer to Candlestick Park discussion).

One of the Project's objectives is to create an integrated development that would create a cohesive development and improve connectivity between Candlestick Point and surrounding communities. The street pattern, open space network, and pedestrian facilities would be planned to facilitate connections between the Project and the surrounding community.

While Harney Way would be widened and would extend through the existing Stadium site, it would not separate existing uses. Existing development to the north of Harney Way, such as Executive Park, would still have the same relationship to the shoreline and other resources as it currently does, although Harney Way would be widened and provide an improved configuration. Existing uses would still be located to the west, north of Harney Way and new land uses within Candlestick Point South would be to the east of Harney Way. In addition, pedestrian crossings would be provided that would facilitate movement between the existing community and Candlestick Point South.

Within Candlestick Point, the Project would create a new district with no physical divisions. Although the Project would change some of the existing land uses in the area and increase the density and intensity of development, the Project would provide new parks, public gathering places and uses that would serve existing and new residents. The Project would provide new multi-model transportation connections

within the Project site and to the surrounding neighborhood, and also provide new access to the Bay and Yosemite Slough.

The Project would, thus, not divide an established community at Candlestick Point; therefore, no impact would occur.

HPS Phase II

In the past, HPS operated as a secured military site and has also contained some commercial and industrial uses, with little physical connectivity to the surrounding community. Currently, artist studios are the only active uses at the HPS Phase II site. Large undeveloped parcels and vacant buildings surround these uses, isolating them from uses in the neighboring Bayview Hunters Point community. There is limited street access to the HPS Phase II site.

The Project would develop new districts, with a new grid street pattern, medium- to high-density residential uses, neighborhood retail uses, research and development uses, the 49ers Stadium, and associated parking uses at HPS Phase II. The Project also would include new open space, parks, and recreational areas throughout the HPS Phase II districts and along the shoreline. The street pattern, open space network, and pedestrian facilities would be planned to facilitate connections between the Project and the under-construction HPS Phase I development, the India Basin neighborhood, other BVHP neighborhoods, and Candlestick Point.

Proposed development at HPS Phase II would redevelop currently underutilized parcels and would extend the street grid from the surrounding neighborhood to the HPS Phase II site, providing improved connectivity between existing and proposed residential and retail uses to the west of the HPS Phase II site (refer to HPS Phase I site). Development at HPS Phase II would provide identifiable retail and community areas at the HPS Center, connected by the pedestrian, bicycle, transit, and street improvements shown in Figure II-9 through Figure II-13 in Chapter II. Proposed circulation improvements would include installation of sidewalks and other pedestrian improvements along existing streets between Candlestick Point and HPS Phase II, new bicycle lanes, rerouting of bus service to the HPS Phase II site, traffic calming features, the Yosemite Slough bridge, and a waterfront pedestrian and bicycle corridor from Candlestick Point to the northeast boundary of the HPS Phase II site connecting to the trail facilities along the India Basin shoreline.

While Innes Avenue would be repaved and restriped from Jennings Street to the Project boundary, it would not separate existing uses. The existing hillside development to the north of Innes Avenue would still have the same relationship to the shoreline and other resources with regard to Innes Avenue as it currently does, albeit in an improved configuration. Existing hillside uses would still be located to the west and south of Harney Way and the shoreline would be to the north and east of Innes Avenue, and the roadway would not be widened. In addition, pedestrian crossings would be provided that would facilitate movement between the existing hillside community and the shoreline.

Overall, the Project would improve the connectivity of this area to HPS Phase I, Candlestick Point, other surrounding neighborhoods, and other areas of the City. While the Project would change the land uses and increase the intensity of development on the site, the proposed HPS Phase II development would not divide an established community. Furthermore, development at HPS Phase II would improve and

provide new pedestrian, bicycle, transit, and street connections within the Project site and to the surrounding community, and also provide new retail and community areas at the HPS Center. The Project would not divide an established community; therefore, no impact would occur.

Summary

In summary, the Project site generally includes underutilized and vacant parcels with limited access to the Bay shoreline and CPSRA. Connectivity between the Bayview Hunters Point neighborhood, Candlestick Point and HPS Phase II is limited. Large parking lots and vacant parcels at Candlestick Point separate the Bayview Hunters Point neighborhood from the Bay shoreline, and primary access roads do not include pedestrian, transit or bicycle features. Access to HPS Phase II is restricted to certain areas (those areas used for artist studios), and the area remains isolated from surrounding neighborhoods. The Project would maintain residential communities at Alice Griffith public housing and at Jamestown Avenue.

The Project proposes infill development, centered on nodes of commercial and retail activity at Candlestick Point and HPS Phase II with no physical divisions. Residential and non-residential infill around these nodes of activity would provide a more continuous land use pattern and street grid, provide new services and community amenities in the Bayview Hunters Point neighborhood, allow better access to parks and recreational facilities (which would be improved under the Project), and remove existing barriers to circulation and access. The Project would not divide an established community; therefore, no impact would occur. No mitigation is required.

Impact LU-2: Conflict with Plans, Policies, or Regulations

Impact LU-2 Implementation of the Project would not conflict with land use plans, policies, or regulations adopted to avoid or mitigate an environmental effect. (Less than Significant) [Criterion B.b]

Applicable plans that direct or regulate development on the Project site include the San Francisco General Plan, Candlestick Point State Recreation Area General Plan, San Francisco Bay Plan, San Francisco Bay Trail Plan, Bay Area Seaport Plan, Bayview Hunters Point Area Plan, Bayview Hunters Point Redevelopment Plan, Hunters Point Shipyard Redevelopment Plan, and San Francisco Planning Code. San Francisco's Sustainability Plan also applies to the Project. The Project Consistency analyses in the Plans and Policies section above describe the Project's consistencies and inconsistencies with these plans; these analyses are summarized here:

The Project is consistent with San Francisco's Proposition G (2008) and contains a variety of policies that respond to the City's Sustainability Plan.

The Project is inconsistent with the port use designations in the San Francisco Bay Plan and the Bay Area Seaport Plan, because both of these plans designate parts of the Project site for port uses that would not be developed under the Project. These inconsistencies do not constitute a significant environmental impact because the port use designations were not adopted to avoid or mitigate an environmental effect. By creating parks and open space in areas previously designated for industry, the Project uses proposed for this area will have fewer environmental impacts than the port use designations in these plans. As explained above, these designations do not reflect current economic conditions

affecting the maritime shipping industry in San Francisco. Amendment of these plans to bring them into line with current conditions would be required before the inconsistent aspects of the Project can be implemented. The project is generally consistent with the other goals and policies of these plans.

The Project is generally consistent with the policies and goals of the other applicable plans, including the Candlestick Point State Recreation Area General Plan, San Francisco Bay Trail Plan, San Francisco Bay Plan, City of San Francisco General Plan (including the Bayview Hunters Point Area Plan), Bayview Hunters Point Redevelopment Plan, Hunters Point Shipyard Redevelopment Plan, and City of San Francisco Planning Code. As explained in the analyses of individual plans, however, the Project is inconsistent with various land use designations contained in those plans.

Many of these inconsistencies are consequences of those plans' continued reflection of former plans for the Project site. For example, the BVHP Area Plan and Redevelopment Plan designate land on Candlestick Point for a football stadium or stadium-mall development. Similarly, the Hunters Point Shipyard Redevelopment Plan designates large areas along the Hunters Point waterfront for industrial uses; the Project would develop these areas as parks and open space. The Project also differs from the Hunters Point Shipyard Redevelopment Plan in its development pattern of research and development, residential and other uses.

These inconsistencies would be eliminated with the proposed amendments to the relevant plans that are part of the Project, but do not reflect any impacts to the environment that the plans and policies seek to avoid. As described in connection with the Bay Plan and Seaport Plan, the designation of industrial uses along the waterfront is not a policy adopted to protect the environment, and the Project's proposals for this land represent an environmental improvement. Inconsistencies regarding the development pattern at HPS and the uses on Candlestick Point simply reflect the shifting locations of proposed uses within the site. The Project's proposed changes in the arrangement of land uses would not implicate any environmental protection objectives of the current land use designations in the redevelopment plans and other applicable land use plans; thus, the inconsistencies do not give rise to a significant impact on the environment.

Several of the plans include maps reflecting the existing boundary of Candlestick Point State Recreation Area. The Project's proposed reconfiguration of CPSRA would change that boundary, rendering it inconsistent with such maps. In several instances, the Project's inconsistencies with a plan (such as the Bay Trail Plan and the CPSRA General Plan) reflect an improvement over the current plan and would advance the plan's goals and objectives (refer to Section III.P for a discussion of proposed improvements to CPSRA). These inconsistencies are, therefore, not considered significant environmental impacts.

The Project would be inconsistent with the San Francisco Zoning Code's "Public" or "P" designation for Candlestick Point. This zoning is descriptive, reflecting the site's use as CPSRA and Candlestick Park stadium. The Project would maintain CPSRA's public nature, and improve its recreational opportunities as described above. The Project would replace the stadium and other public facilities at Candlestick Park with a variety of new uses, but those facilities do not provide environmental protection or other environmental benefits. Similarly, the zoning inconsistencies related to the widening of Harney Way and

the Walker-Crisp road connection do not implicate designations that protect the environment. Thus, the Project's inconsistency with the P zoning is not considered a significant environmental impact.

Amending each of these plans to achieve consistency would be a part of the approval and entitlement process for the Project. Amendments of the Redevelopment Plans, General Plan, and *Planning Code* are part of the Project. The Project as approved and developed would thus be consistent with the relevant plans and policies, once amended.

Overall, the Project would have a less-than-significant environmental impact related to land use plans and policies. No mitigation is required.

Impact LU-3: Impact on Existing Land Use Character

Impact LU-3 Implementation of the Project would not have a substantial adverse impact on the existing character of the vicinity. (Less than Significant) [Criterion B.c]

Candlestick Point

The Project would alter the land use character at Candlestick Point with new development of residential uses, regional and neighborhood retail uses, an arena, and public open space. The Project would remove Candlestick Park stadium and associated paved and unpaved parking lots; the Project would also include redevelop the existing Alice Griffith public housing site, and remove other existing uses, such as the Candlestick RV Park. The Project would extend the existing Bayview street grid and block pattern into Candlestick Point. The open space network would connect to existing CPSRA. As discussed above in Setting, State Recreation Area Boundary Designation, CPRSA lands at would be reconfigured and improved as part of the Project.

Land uses immediately surrounding Candlestick Point are varied, and include light industrial uses to the north; single-family residential, newer multi-family residential units and townhomes and apartments generally to the northwest, and Executive Park to the west. At present, the existing development at Executive Park consists of three office buildings and residential buildings; Executive Park is proposed to be redeveloped with residential uses replacing the office buildings. The scale of nearby development ranges from two-story residential structures to taller apartment and office structures.

The Project would result in a substantially different built environment compared to the existing character of the site and vicinity. The scale of development would contrast with existing patterns; Candlestick Point would include residential towers ranging from 220 feet to 420 feet in height, and regional retail and arena uses. The mixed-use pattern with the Project at Candlestick Point would transition from lower-density residential uses near existing neighborhoods to higher density residential and commercial uses. Development at Candlestick Point would have similar land uses as existing and proposed uses in Executive Park immediately to the west. With the transition in scale and uses, the extension of the existing street grid, and with the connectivity of new open space with existing shoreline open space, the Project would be compatible with surrounding land uses. The Project would not result in a substantial adverse change in the existing land use character at Candlestick Point or adjacent areas. The impact would be less than significant.

HPS Phase II

The Project would alter the land use character at HPS Phase II with new development of R&D uses, residential uses, neighborhood retail uses, a football stadium, and public open space. The Project would remove with the most of the large, vacant industrial and administrative buildings as well as develop HPS Phase II areas where buildings have already been cleared. The Project would retain certain historic structures, piers, drydocks, and the prominent Re-gunning crane. The Project would extend the existing street grid and block pattern into HPS Phase II. The open space network would connect to the shoreline to the north and south.

Land uses near HPS Phase II include the India Basin community to the north with residential and some light industrial uses. The area adjacent to the HPS Phase II site to the southwest contains multi-family housing and single-family attached units on Hunters Point Hill. Farther west are residential neighborhoods in the Palou Avenue corridor, and industrial uses in South Basin. The scale of nearby development ranges from two-story residential structures to larger scale warehouse and light-industrial structures.

The Project would alter the land use character at HPS Phase II with new development of residential uses, regional and neighborhood retail uses, an arena, and public open space.

The Project would result in a substantially different built environment compared to the existing character of the site and vicinity. The scale of development would contrast with existing patterns; HPS Phase would include two residential towers ranging from 270 feet to 370 feet in height. The football stadium would be a large-scale public facility, with related parking and dual-use open space areas. While this would be a new land use element at HPS Phase II, it would replace the similar-scale use at Candlestick Point. The mixed-use pattern with the Project at HPS Phase II would transition from lower-density residential uses near existing neighborhoods to higher density residential and R&D uses. With the transition in scale and uses, the extension of the existing street grid, and with the connectivity of new open space with existing shoreline open space, the Project would be compatible with surrounding land uses. The Project would not result in a substantial adverse change in the existing land use character at HPS Phase II or adjacent areas. The impact would be less than significant.

Summary

The Project would alter the land use character at the Project site with new development of residential uses, R&D uses, regional and neighborhood retail uses, a football stadium, an arena, and public open space. The Project would extend the existing street grid and block pattern into HPS Phase II. The open space network would connect to the shoreline to the north and south.

This development would be considered to improve the existing land use conditions, and would not have an adverse effect on land use character of the Project site itself.

The Project would result in a substantially different built environment compared to the existing character of the site and vicinity. With the transition in scale and uses, the extension of the existing street grid, and with the connectivity of new open space with existing shoreline open space, the Project would be compatible with surrounding land uses. The Project would not result in a substantial adverse change in

the existing land use character at the Project site or vicinity. The impact would be less than significant. No mitigation is required.

■ Cumulative Impacts

The geographic context for evaluation of cumulative impacts associated with land use changes is the surrounding areas of the Bayview Hunters Point neighborhood, including Executive Park and India Basin. These areas contain a mix of land uses, including residential, commercial, and industrial. The past and present development in these areas is described in Section III.B.2, above, representing the baseline conditions for evaluation of cumulative impacts to land use. Reasonably foreseeable future development forecasts are based on projections of future growth and take into account projects in the entitlement process. Those forecasts account for other major projects currently in various stages of the approval process, including the India Basin Shoreline Plan, the Executive Park project, HPS Phase I, Jamestown, and Hunters View. Future conditions would also account for land use changes expected through implementation of the Bayview Hunters Point Redevelopment Plan.

Future development within those areas would result in changes to the existing land use through conversion of vacant land to developed uses or through the conversion of existing land uses. Development in those areas would also be subject to environmental and planning review that would ensure compatibility with adjacent land uses. It is anticipated that all future projects proposed in these areas would be consistent with the adopted goals, policies, and objectives of the area Plans and would improve rather than degrade the existing character of the land uses.

The Project would result in a substantially different built environment compared to the existing character of the site and vicinity but would develop new uses that would be compatible with other development in the Project vicinity. As noted, above, the Project would increase residential and non-residential densities at the Project site and would be compatible with the existing land use character. Development patterns would include transitions from low-density residential uses to higher density residential and commercial uses. The transition in scale between adjacent neighborhoods and the Project site, and the varied range of proposed uses, would not result in a substantial adverse change in the existing land use character. Since development of cumulative projects within the defined geographic context would not result in an adverse impact on existing land use character, there would be no cumulative impact to which the Project could contribute. Therefore, the cumulative impact would be less than significant.

