

SECTION III.O PUBLIC SERVICES

III.O.1 Introduction

This section of the EIR discusses public services, including police protection, fire protection, schools, and libraries, and whether the Project would require new or expanded facilities to maintain acceptable service levels. If the population increase or development levels associated with the Project were to trigger a need for expansion or construction of new public facilities, this section analyzes whether the resulting physical changes could result in significant adverse environmental effects. In other words, an increase in staffing associated with public services or an increase in students would not, by itself, be considered a physical change in the environment; however, a physical change in the environment could result from the construction of new facilities or an expansion of existing facilities to accommodate the increased staff or students.

The EIR uses the most current information available since issuance of the Notice of Preparation for all of the public services analyzed in this section. The baseline conditions are identified under each public service category. This section identifies project-level and cumulative environmental impacts, as well as feasible mitigation measures that could reduce or avoid the identified impacts. Analysis of emergency access to the Project site is provided in Section III.D (Transportation and Circulation).

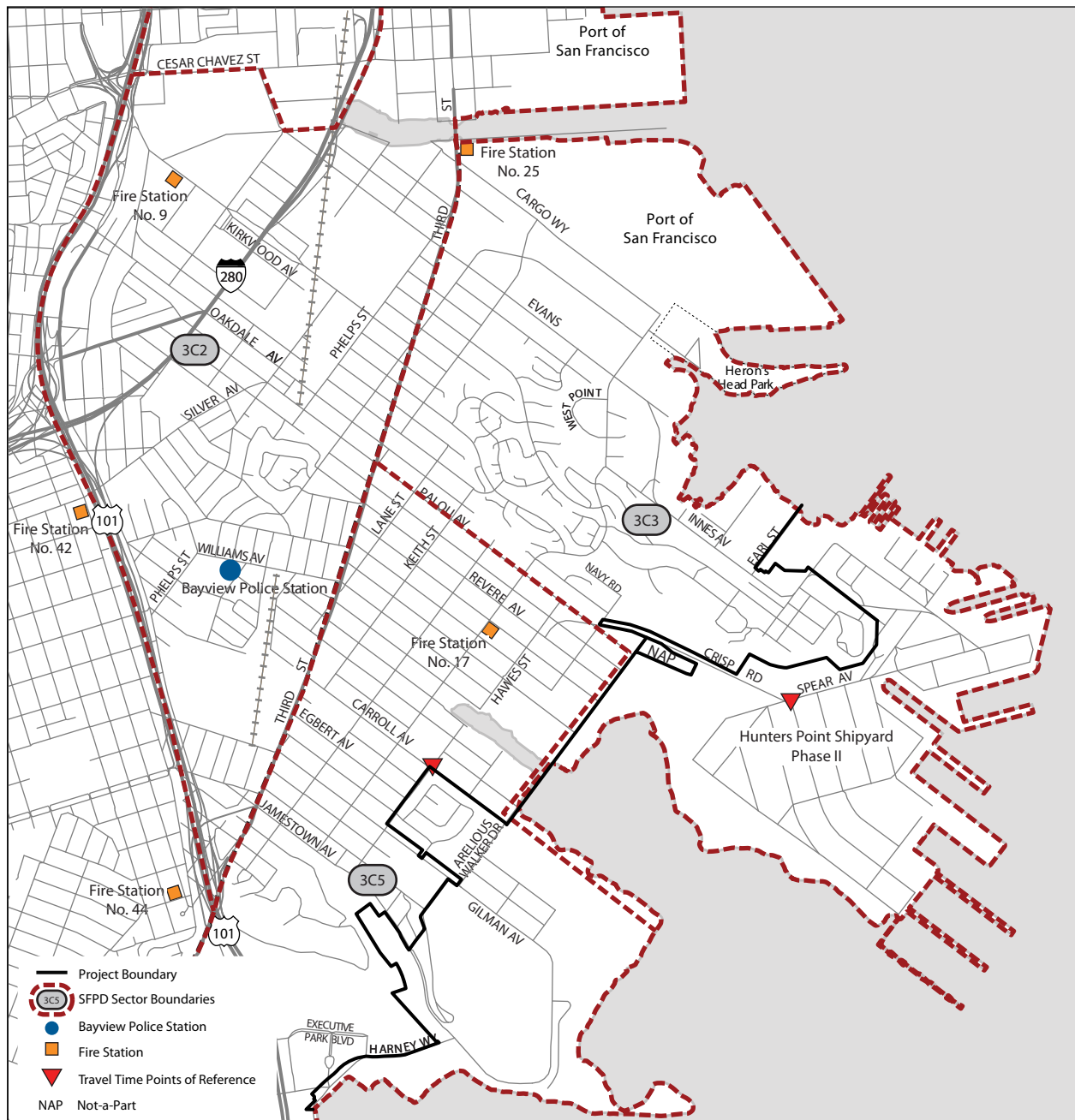
Police Protection

III.O.2 Setting

The San Francisco Police Department (SFPD) provides various public safety services in the City, including the Project site. These services include response to calls (reports of needs for police assistance), officer-initiated activity, traffic management, and general surveillance.

The Project site lies within the SFPD's Bayview District. Police services are provided from the Bayview Police Station, located at 201 Williams Avenue near Third Street. Police operating from this station provide service to the southeastern part of the City, extending along the eastern edge of McLaren Park to the Bay and south from Channel Street to the San Mateo County line. The Bayview District is one of the largest of San Francisco's ten police districts (covering about 18 percent of the City's land area). Refer to Figure III.O-1 (Southeast San Francisco Fire and Police Stations) for the SFPD station locations. The SFPD leases space on Parcel D-1 in Building 606 as a crime laboratory.

The Bayview District is currently divided into five sectors. The sectors are generally divided along Third Street, US-101 and other major roadways in the district. The two sectors that cover the Project site are located east of Third Street and extend from the San Mateo County line north to the Islais Creek channel and are generally divided north/south by Palou Avenue. The three remaining sectors are west of Third Street between Third Street and US-101, and generally divided north/south by Cesar Chavez Street and 24th Street. The last sector is located in the southwest quadrant of the intersection of US-101 and I-280 (Figure III.O-1).



SOURCE: Clement Designs, SFPD San Francisco Redevelopment Agency, PBS&J 2008.

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Candlestick Point — Hunters Point Shipyard Phase II EIR
**SOUTHEAST SAN FRANCISCO FIRE AND
 POLICE STATIONS**

FIGURE III.O-1

■ Police Operations

Four basic activities account for police services: responding to citizens' requests for service; initiating activities designed to promote order and detect or deter criminal behavior; conducting administrative tasks; and engaging in community policing (attending community meetings; working with community groups, businesses, schools, and other government agencies to prevent and control crime violence and disorder; meeting informally with residents and business people; working on problem solving projects). An organizational assessment of the SFPD, completed in December 2008, recommended a structure for allocating patrol officers' time among those activities.⁸⁹⁴ Findings from the study indicate that, in 2007, the proportion of time spent on calls for service varied between 30.0 percent and 50.7 percent among San Francisco's 10 police districts. Citywide, the average was 42.9 percent; in the Bayview District, it was 48.3 percent.

Current Police Activity

Criminal incidents recorded by the SFPD are organized according to the severity of the crime. Part I crimes include aggravated assault, arson, auto boosting, burglary, homicide, larceny, motor vehicle theft, rape, and robbery. Part II crimes range from carrying weapons to receiving stolen property; they include embezzlement, forgery, other (non-aggravated) assaults, disorderly conduct, sex offenses, and others. According to SFPD records, a total of 3,862 Part I crimes were reported in the Bayview District in 2007. These incidents accounted for approximately 9 percent of Citywide Part I crimes (43,690 incidents reported in total). A total of 4,991 Part II crimes were reported in the Bayview District in 2007, or about 11 percent of Citywide Part II crimes (46,822 incidents in total).⁸⁹⁵ For comparison, based on the 2000 Census data,⁸⁹⁶ the Bayview District accounted for approximately 8 percent of the total City population (60,301 residents in Bayview as compared with 774,385 San Francisco residents)⁸⁹⁷ and about 18 percent of the City's land area.⁸⁹⁸

Response Time

The type of police response required varies according to the nature and urgency of the call. Calls for services are categorized as Priority A, B, and C. Priority A calls are of the highest priority, Priority B calls are second in priority, and Priority C calls are the third level of priority. The 2007 Citywide average response times were reported in the *San Francisco Police Department District Station Boundaries Analysis (Boundaries Analysis)*, and are identified in Table III.O-1 (Citywide and Bayview District Response Times [Minutes]) below. From 2008 to 2009, the overall average response time in the Bayview District has

⁸⁹⁴ Police Executive Research Forum (PERF), *Organizational Assessment of the San Francisco Police Department: A Technical Report, Final Report*, December 2008.

⁸⁹⁵ San Francisco Police Department, *2007 Annual Report*.

⁸⁹⁶ While Section III.C (Population, Employment, and Housing) uses ABAG Projections, there is no comparable number for the "Bayview," thus Census data was used for this context.

⁸⁹⁷ By 2005, the City population had grown to 783,441 according to 2005 population and households provided in a Memorandum from John Rahaim, Director of Planning, San Francisco Planning Department to Michael Carlin, Deputy General Manager, San Francisco Public Utilities Commissions, *Projections of Growth by 2030*, July 9, 2009. This still represents about eight percent of total City population.

⁸⁹⁸ Public Safety Strategies Group (PSSG), *San Francisco Police Department District Station Boundaries Analysis*, p. 28, May 18 2008.

improved and is better than the citywide averages identified in 2007. Incident response times can vary depending on the physical location of patrol vehicles and officers in the district and the proximity to reported incidents. Incidents in progress and violent incidents require more immediate response than break-ins, acts of vandalism, or check scams that are discovered sometime after they occurred.⁸⁹⁹ There are no adopted response time requirements for Priority A, B, or C calls.

Table III.O-1 Citywide and Bayview District Response Times (Minutes)			
	2007 Citywide	2008 Bayview	2009 Bayview
Priority A	4:36	4:42	2:58
Priority B	8:02	8:31	6:28
Priority C	11:37	14:43	11:40

SOURCE: San Francisco Police Department (SFPD), Compstat-Bayview District, Response Times—June 2008 vs. June 2009 Dispatch to Arrival On-Scene, June 2009; Public Safety Strategies Group (PSSG), San Francisco Police Department District Station Boundaries Analysis, p. 44., May 18, 2008.

According to the SFPD 2007 Annual Report, the Bayview District received 6,148 Priority A calls, 10,784 Priority B calls, and 8,944 Priority C calls, for a total of 25,876 calls for service. In addition to calls for service, the Bayview District also dealt with a total of 110,781 on-view (i.e., on site) incidents that required an officer-initiated response.⁹⁰⁰ In the Bayview District, pockets of increased police activity were identified directly north and west of HPS in the Hunters Point neighborhood, and in the Bayview and Potrero Hill neighborhoods.⁹⁰¹

Incidents Associated with Type of Use

Land use and location affects the types of incidents that prompt calls for police assistance. Calls from residences can involve domestic disturbances, neighborhood disputes, burglaries, or drug sales, while calls from retail space can involve shoplifting and traffic incidents. Calls from office space can often involve burglaries (auto or personal items), and calls from entertainment uses depend largely on the type of tenants; busy nightclubs can have fights, and retail uses can have burglaries.⁹⁰²

The pattern of calls in existing retail areas provides an indication of the types of calls to expect in new retail areas. Call patterns near San Francisco Centre (the area within a 500-foot radius of Market and Fifth Streets in downtown San Francisco) and near Stonestown Galleria (the area within a half-mile radius of the retail center) are illustrative of the pattern associated with retail use. In 2007, the preponderance of calls centered on those retail concentrations related to larceny/theft (55 percent for San Francisco Centre and 37 percent for Stonestown). The second most frequent type of call was for non-criminal incidents (10 percent for San Francisco Centre and 7.4 percent for Stonestown).

As identified in the *Boundaries Analysis*, one factor impacting the demands for police services is personal and family income. In the Bayview District, similar to the Tenderloin, Mission, and Southern, Northern,

⁸⁹⁹ PBSJ Meeting with SFPD on April 22, 2008.

⁹⁰⁰ San Francisco Police Department (SFPD), *2007 Annual Report*.

⁹⁰¹ Public Safety Strategies Group (PSSG), *San Francisco Police Department District Station Boundaries Analysis*, p. 35, May 18, 2008.

⁹⁰² PBSJ Meeting with SFPD on April 22, 2008.

and Central areas, which are areas that have 20 percent to 50 percent of the population living below the poverty level, there is a consistently recorded higher need for police services.⁹⁰³

Staffing

In 2008, citywide, the Police Department had 2,449 budgeted positions for uniformed officers, of which 2,374 were filled, which represents approximately 97 percent of budgeted positions.⁹⁰⁴ In 2005, the SFPD had a total of 2,033 sworn officers.⁹⁰⁵⁹⁰⁶

Each of the City's ten district stations is staffed by members of the Patrol Division, which, together with the Traffic Division, make up the Field Operations Bureau. The Patrol Division, supported by Field Operations Bureau staff, is responsible for community policing throughout San Francisco by car and on foot. Bayview Station personnel include command staff, administrative officers, and patrol officers. In the first half of 2009, the staff of sworn officers at the Bayview Station ranged from 138 to 148 officers depending on new recruit levels and other variables.⁹⁰⁷ Officers are assigned by sector, and the number of officers on patrol varies by shift, with the shifts staggered throughout the day; each sector in Bayview is staffed with 12 officers at all times.⁹⁰⁸

The SFPD also provides a "housing team" at the Alice Griffith public housing facility, which is located on the Project site. Citywide, housing teams are provided at each public housing facility.⁹⁰⁹ In April 2009, the San Francisco Housing Authority (SFHA), in collaboration with the SFPD, implemented a Housing Liaison Program that provides supplemental law enforcement services to several large family developments, including the Alice Griffith public housing facility. Since the program was initiated in 2004 and covered select housing sites (not including Alice Griffith until 2009), the SFHA has experienced a reduction in violent crime.⁹¹⁰ The housing team at Alice Griffith consists of four officers; two per shift for two 12-hour shifts, seven days per week. During the shift officers must spend at least 50 percent of their time on foot, become involved with youth at the site, and officers are not called from their community policing assignments unless there is an emergency.⁹¹¹ The presence of this housing team

⁹⁰³ Public Safety Strategies Group (PSSG), *San Francisco Police Department District Station Boundaries Analysis*, p. 29, May 18, 2008.

⁹⁰⁴ PBSJ Meeting with SFPD on April 22, 2008.

⁹⁰⁵ Public Safety Strategies Group (PSSG), *San Francisco Police Department District Station Boundaries Analysis*, p. 44, May 18, 2008.

⁹⁰⁶ Although 2008 and 2009 staffing data are provided to identify trends, for the purpose of this section, 2005 data, including staffing levels, are used as the baseline to be consistent with Section III.C (Population, Housing, and Employment), which utilizes 2005 population and employment data to evaluate growth impacts associated with the Project.

⁹⁰⁷ Personal communication, John Loftus, Captain, Bayview District Station to Chad Mason, PBS&J, July 28, 2009.

⁹⁰⁸ PBSJ Meeting with SFPD on April 22, 2008.

⁹⁰⁹ The Public Safety Strategies Group (PSSG), *San Francisco Police Department District Station Boundaries Analysis, Final Report*, May 13, 2008.

⁹¹⁰ San Francisco Housing Authority (SFHA), Resolution Authorizing the Executive Director to Enter Into a One year Memorandum of Understanding Between the San Francisco Housing Authority and the San Francisco Police Department for Supplement Law Enforcement Services in an Amount not to Exceed \$650,000, April 13, 2009.

⁹¹¹ San Francisco Housing Authority (SFHA), Resolution Authorizing the Executive Director to Enter Into a One year Memorandum of Understanding Between the San Francisco Housing Authority and the San Francisco Police Department for Supplement Law Enforcement Services in an Amount not to Exceed \$650,000, April 13, 2009.

does not preclude the presence of a patrol car through the area, and the Bayview Station still responds to calls for service from the housing site if necessary.⁹¹²

Additional officers are stationed in Candlestick Park on football game days, supplementing officers on regular duty assignments. The Bayview Station provides two officers to assist in traffic control and security during games. The balance of the coverage, generally from 18 to 22 off-duty officers, is assigned through the SFPD Homeland Security Unit. They are paid at overtime rates to work inside the stadium, patrol the parking lots, or assist with traffic control in the vicinity of the stadium. The cost of service is currently borne by the 49ers.⁹¹³

Facilities

The Bayview Station opened in February 1997. The station is located about one mile west of Candlestick Point, and is about two miles from the northwest-most portion of HPS Phase II (refer to Figure III.O-1). The Bayview Station has approximately 16,000 square feet of interior space and an estimated 6,000-square foot surface parking lot.

A review of district police stations has recently been conducted as part of an evaluation of the boundaries of SFPD district stations. The *Boundaries Analysis* prepared by the Public Safety Strategies Group (PSSG) in 2008 made several relevant findings for this EIR analysis:

1. There is an immediate need for two new stations for the Central and Southern Districts, and the remaining eight stations [including the Bayview Station] do not meet the needs of effective police operations.
2. There are clear and longstanding areas of crime in the northeast and middle area of the City.
3. Workload distribution is not well balanced among the district stations.⁹¹⁴

One of the results of the *Boundaries Analysis* is to recommend a 5-district system rather than the current 10 districts. While two new stations are identified as being needed in other areas of the City, the Bayview Station is identified for reorganization and reconfiguration to better utilize wasted and unused space and to provide structured parking to meet long-term operational needs and to accommodate additional officers.

According to the *Boundaries Analysis*, crime in the City is not associated with increases in population per se, or with increased commercial, entertainment, or office uses. Crime in the City has been remarkably stable for the 2002–2007 period, along with a stable number of police officers. New ways of policing are required in longstanding crime areas.⁹¹⁵

⁹¹² PBSJ Meeting with SFPD on April 22, 2008.

⁹¹³ PBSJ Meeting with SFPD on April 22, 2008.

⁹¹⁴ The Public Safety Strategies Group (PSSG), *San Francisco Police Department District Station Boundaries Analysis*, May 13, 2008.

⁹¹⁵ The Public Safety Strategies Group (PSSG), *San Francisco Police Department District Station Boundaries Analysis*, Table 2, p. 20, May 13, 2008.

III.O.3 Regulatory Framework

■ Federal

There are no federal police services regulations applicable to the Project.

■ State

There are no state police services regulations applicable to the Project.

■ Local

There are no local police services regulations applicable to the Project.

III.O.4 Impacts

■ Significance Criteria

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

- O.a Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, [or the] need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for police protection

■ Analytic Method

Impacts on police protection services are considered significant if an increase in population or development levels would result in inadequate staffing levels, response times, and/or increased demand for services that would require the construction or expansion of new or altered facilities that might have an adverse physical effect on the environment. A significant impact would occur if the Project generated the need for additional officers that could not be accommodated at the existing Bayview Station and would require the construction or expansion of a new facility in the Bayview District. This methodology for assessing impacts on police services was determined through interviews with SFPD staff, as well as communications with PSSG, a consulting firm hired by the SFPD to assess facilities needs.

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

■ Construction Impacts

Impact PS-1: Police Protection during Construction

Impact PS-1 Construction activities associated with the Project would not result in a need for new or physically altered facilities in order to maintain acceptable service ratios, response times, or other performance objectives for police protection. (Less than Significant with Mitigation) [Criterion O.a]

Construction activities could result in increased demand for police services if construction activities cause traffic conflicts requiring SFPD response. Access to the Project site during construction would be maintained by implementation of a construction management traffic plan (CMTP), as required by mitigation measure MM TR-1. The CMTP would provide necessary information to various contractors and agencies as to how to maximize the opportunities for complementing construction management measures and to minimize the possibility of conflicting impacts on the roadway system, while safely accommodating the traveling public in the area. The program would supplement and expand, rather than modify or supersede any manual, regulations, or provisions set forth by SFMTA, DPW or other City departments and agencies. A cohesive program of operational and demand management strategies designed to maintain acceptable levels of traffic flow during periods of construction activities in the Bayview Hunters Point area would be implemented. These could include construction strategies, demand management strategies, alternate route strategies, and public information strategies.

Construction activities also could increase demand for SFPD services if the site is not adequately secured, providing increased opportunity for criminal activity. To ensure adequate site security, mitigation measure MM PS-1 would require the Project Applicant to provide security during project construction.

MM PS-1 Site Security Measures During Construction. During site preparation and in advance of construction of individual buildings, fencing, screening, and security lighting shall be provided by the Project Applicant. During non-construction hours the site must be secured and locked, and ample security lighting shall be provided.

Through implementation of the security measures required by mitigation measure MM PS-1, impacts to the SFPD would be considered less than significant.

■ Operational Impacts

Impact PS-2: Police Protection during Operation

Impact PS-2 Implementation of the Project would not result in a need for new or physically altered facilities beyond those included as part of this Project in order to maintain acceptable service ratios, response times, or other performance objectives for police protection. (Refer to the various sections identified in this impact discussion) [Criterion O.a]

Evaluating the need for increased SFPD staff when new development is planned involves considering the size, location, and character of the new development. In most instances, development within San

Francisco occurs within a fully developed and urban area, and the incremental increase in service area or service requirements associated with any one project is nominal.

However, in this instance, the Project site is mostly underutilized—portions of HPS are secured, and Candlestick Park stadium is quiet except for game days. The *Boundaries Analysis* shows that crime in the Bayview neighborhood is centered on Third Street at Palou and Third Street, south of Gilman.⁹¹⁶ The Project proposes development that would result in a new resident population of 24,465 (resulting from 10,500 housing units) and about 10,730 jobs (refer to Section III.C [Population, Housing, and Employment]). Based on the proposed development, the resident and worker population of the Project site at full build-out would be 35,195.⁹¹⁷ An increase in daytime population of about 34,000 at the Project site would require a different service delivery. Patrolling this new area and responding to calls would require at the least a redeployment of police services within the Bayview District, or within a wider area given the current recommendations for redistricting. With Mission Bay, a relatively recent example of a “city within a city,” the SFPD are investigating a potential new location as their headquarters.⁹¹⁸

Impacts on police protection services are considered significant if an increase in population or development levels would result in inadequate staffing levels (as measured by the ability of the SFPD to respond to call loads) and/or increased demand for services that would require the construction or expansion of new or altered facilities that might have an adverse physical effect on the environment.

To estimate personnel requirements for new projects, the SFPD considers the size of the incoming residential population and the expected or actual experience with calls for service from other potential uses of the site. Any potential increase in staffing at the SFPD Bayview Station would be expected to take place over time throughout the Project development period with the incremental addition of new housing and new non-residential building space and their occupancy.⁹¹⁹

From 2010 to 2017, demolition and abatement activities would occur on HPS Phase II as this is where most of the initial development would occur; the construction of a new 49ers stadium would occur between 2014 and 2017. Aside from earlier demolition and replacement of Alice Griffith housing, most construction at Candlestick Point would occur between 2017 and 2029. The first ten years of development would not see much of an increase in police requirements for service, as the 49ers stadium would replace similar uses on Candlestick Point. As addressed in Impact PS-1, security of the construction areas would be the responsibility of the Applicant. Between 2020 and 2029, as new residential and non-residential uses come online, there would be an increased need for police protection services.

⁹¹⁶ The Public Safety Strategies Group (PSSG), *San Francisco Police Department District Station Boundaries Analysis*, Table 2, p. 20. May 13, 2008.

⁹¹⁷ Calculated as the combined total of a resident population of 24,465 and a worker population of 10,730. This is a conservative estimate since it is not likely that the entire resident population and daytime population would be on site at the same time. For this same reason, a separate calculation of the visitor population is not included, this would overestimate the potential daytime population.

⁹¹⁸ “Mission Bay May House Police Hub”, San Francisco Examiner, February 24, 2009. Available at <http://www.sfoxaminer.com/local/Mission-Bay-may-house-police-hub-40203627.html>.

⁹¹⁹ PBSJ Meeting with SFPD on April 22, 2008.

Although the City has no adopted staffing ratio, the existing “level of service” at the SFPD can be determined by comparing citywide police force staffing⁹²⁰ to total City population (including both residents and workers). As shown in Table III.O-2 (Citywide Number of Police Officers and Estimated Project Site Demand), using a total City population for San Francisco of 1,351,469 and a police department staffing level of 2,033 in 2005 (consistent with population and employment data used in Table III.C-1 [Existing Population (2005)] and Table III.C-3 [Existing Employment (2005)] of Section III.C), a citywide ratio of 1 officer per 665 people was calculated.⁹²¹ This ratio when applied to the total projected resident and employee population of the Project site at build-out, results in a potential increase of 53 police personnel to provide a comparable level of service in the Bayview District. Refer to Table III.O-2.

Table III.O-2 Citywide Number of Police Officers and Estimated Project Site Demand		
	Population	Police Officers
Citywide (2005)		
Residents	799,302	
Employees	552,167	
Total	1,351,469	2,033
Ratio (officer to population)	1:665	
Project (2029)		
Residents	24,465	
Employees	10,730	
Total	35,195	53
Ratio (officer to population)	1:665	

SOURCE: The population and households data reported for San Francisco is 2005 data provided in a Memorandum from John Rahaim, Director of Planning, San Francisco Planning Department to Michael Carlin, Deputy General Manager, San Francisco Public Utilities Commissions, *Projections of Growth by 2030*, July 9, 2009.; SFPD 2005 total staffing: PSSG District Station Boundaries Analysis, 2008; Proposed population and employment: Section III.C (Population, Housing, and Employment).

The SFPD evaluates the need for additional officers by sector, and not station or district needs. The Project site is located in two of the five sectors within the Bayview District, both of which have been identified as high demand areas. While it is unlikely that 53 new officers would be needed at the outset of project development as development would occur over a 19-year time period, some redistribution of the police presence in the southeastern portion of the City would be warranted by Project development, as described above.

While staffing increases, in and of themselves, would not create a significant environmental impact, the construction of new facilities to serve the additional 53 police officers could create significant environmental impacts. Additional SFPD personnel of this magnitude (i.e., 53 officers) needed to serve

⁹²⁰ Using a Citywide police force staffing number accounts for the mixed-use nature of the Project, which would include a substantial daytime and resident or nighttime population.

⁹²¹ City population was calculated as a 2005 population of 799,302 plus 2005 employment of 552,167; refer to Table III.C-1 (Existing Population [2005]) and Table III.C-3 (Existing Employment [2005]) of Section III.C (Population, Housing, and Employment).

the Project would require a station from which to operate. Even if the existing Bayview Station were to be reconfigured and if the existing civilian personnel who occupy the station were to be moved to another facility, the existing space would not be adequate to support 53 new police officers. The exact amount of space that would be needed has not yet been determined. However, using an estimate of 110 square feet per person,⁹²² the additional 53 police officers would require approximately 6,000 square feet of interior building space. Additional space would be required for staff and visitor parking. According to SFPD, there is limited excess capacity at the existing Bayview Station, and the station would not be able to accommodate all 53 of the additional police officers without the reconfiguration and expansion of the existing station or the construction of a new facility.⁹²³ In addition, the current surface parking lot is not adequate for existing personnel. Structured parking could be provided on the existing parking site.

Currently, the SFPD has no plans for expansion of its Bayview Station. According to the *Boundaries Analysis*, Bayview Station is not among the priorities for replacement, expansion, improvement, or correction of current deficiencies. However, according to PSSG, there is a considerable amount of wasted or unused space at the Bayview Station that could be reconfigured to accommodate additional officers.⁹²⁴ If the SFPD determines that the reconfiguration of the Bayview Station would not be sufficient to accommodate additional officers, a new station or facility of approximately 6,000 square feet (sf) could be constructed within the Project site on land designated for community-serving uses. As part of the Project, up to 100,000 gross square feet (gsf) divided equally between Candlestick Point and HPS Phase II would be designated for community-serving uses, such as fire, police, healthcare, day-care, places of worship, senior centers, library, recreation center, community center, and/or performance center uses. These uses have been anticipated as part of the Project, and the impacts of their construction are evaluated in this EIR. As such, in the event that a new police facility (counter, storefront, or other configuration) should be constructed on the Project site, construction of the new facility has been addressed in this EIR. With the construction of a new facility or a suitable retrofitting or expansion of the Bayview Station, the SFPD would have ample space to accommodate the additional police officers needed to maintain the SFPD's existing level of service. This analysis assumes that staffing associated with the Project could be accommodated within the Project site.

Construction activities associated with the proposed public facilities, which could include a potential 6,000 square foot building space for new police officers, are considered part of the overall Project. A discussion of project-related construction impacts, including those associated with the construction of public facilities, is provided in the applicable sections of this EIR, including Section III.D (Transportation and Circulation), Section III.H (Air Quality), Section III.I (Noise), Section III.J (Cultural Resources and Paleontological Resources), Section III.K (Hazards and Hazardous Materials), and Section III.M (Hydrology and Water Quality). Construction impacts would be temporary. While it is likely that construction of the various public facilities would not result in significant impacts (either individually or combined), construction of the entire development program, of which the public facilities are a part, would result in significant and unavoidable impacts related to construction noise and demolition of an historic resource; all other construction-related impacts would be less than significant

⁹²² The Bayview Station is similarly sized to the other stations in the City, each of which is targeted for reconfiguration, and is approximately 16,000 gsf, and the capacity is about 140 officers, resulting in about 114 sf per officer.

⁹²³ Personal communication, John Loftus, Captain, Bayview District Station to Allison Wax, PBS&J, August 31, 2009.

⁹²⁴ PBSJ Meeting with SFPD on April 22, 2008.

(in some cases, with implementation of identified mitigation). Refer to Section III.D, Section III.H, Section III.I, Section III.J, Section III.K, and Section III.M for the specific significance conclusions for construction-related effects.⁹²⁵

As the Project identifies community service use areas that could be used for police services, and as police services are not tied to a specific station, the SFPD would be able to maintain acceptable levels of police service. Therefore, while the development of the Project may require new or physically altered police facilities in order to maintain acceptable police services, the potential impacts associated with the construction of a new facility have been addressed in this EIR and would not require further environmental review.

■ Cumulative Impacts

The geographic context for the analysis of cumulative impacts associated with police protection is the City of San Francisco. The past and present development in the City is described in the Setting section of this chapter, representing the baseline conditions for evaluation of cumulative impacts. Reasonably foreseeable future development forecasts are based on projections of future growth and take into account projects going through the entitlement process. The City of San Francisco provides public services within the City's boundaries.

Development of cumulative projects within the City of San Francisco would result in increased population and employment-generating uses, based on recent projections, and associated increased demand for police protection. The Planning Department routinely prepares projections for the purposes of analyzing impacts of plans and projects undergoing the environmental review process. The Planning Department's recently completed projections, capturing citywide growth expectations by 2030.⁹²⁶ It should also be noted that the projections also took into account existing conditions and other major projects currently in various stages of the entitlement process, including Executive Park, Visitacion Valley, Hunters View, as well as Treasure Island, Park Merced projects, and the Project. Development projections estimate an increase of 61,814 households, 133,359 persons, and 195,010 jobs from 2005 to 2030, consistent with other projections in this EIR.

Citywide, the Police Department has 2,449 budgeted positions for uniformed officers, of which 2,374 are currently filled, which represents approximately 97 percent of budgeted positions. A review of district police stations has recently been conducted as part of an evaluation of the boundaries of SFPD district stations. The *Boundaries Analysis* report identifies improvement needs at most existing stations, noting that the stations are either at capacity or too small for the number of personnel assigned, storage is lacking, locker rooms are inadequate, and technology is outdated and/or non-existent. The report further identifies that most of the stations, despite being fairly new or updated, do not fully meet the needs of the SFPD.⁹²⁷ Two stations (Central and Southern) are recommended for replacement. However, while

⁹²⁵ The impact statements provided in each technical section of the EIR differentiate between construction impacts and operational or development impacts, and all identified mitigation measures are contained in the impact analysis. In addition, Table ES-2 in the Executive Summary of this EIR also summarizes all impact statements, the level of significance before mitigation, any identified mitigation measures, and the level of significance after mitigation.

⁹²⁶ Correspondence from John Rahaim, Director of Planning, to SFPUC dated July 9, 2009.

⁹²⁷ Ibid. May 13, 2008, pp. 20 and 27.

the Police Department considers population growth projections in its annual budgeting process to determine equipment and staffing needs for the coming year, it is possible that cumulative growth in the City could exceed the capacity of existing or planned staffing and facility improvements, and could require construction of one or more stations, resulting in a significant impact.

The report does not identify the Bayview station for replacement, expansion, or improvement; correction of current deficiencies at this station is not among the priorities suggested in the *Boundaries Analysis* report. No specific Bayview station needs have been identified for early action. The report does identify the potential for reconfiguration of the existing station and provision of structured parking to meet long-term operational needs at the Bayview station. Project changes in residential and non-residential development levels and land use intensity would take place over a period of years and could, over time, potentially add to SFPD staffing needs. In particular, based on existing call levels to other commercial and retail centers in the City, the Project would be likely to result in an increased number of similar calls for service. As noted, above, an increase in the Bayview station staff to respond to demand from new development would be expected to take place throughout the development period with the addition of new housing units and new non-residential building space and their occupancy. Demand for increased staffing, in and of itself, would not constitute a significant environmental impact. The need for increased staffing, however, could lead to the need for expanded or replacement facilities. Inasmuch as the increased staffing demand could be accommodated by a reconfigured Bayview Station and/or a new facility within the Project site, construction activities associated with proposed public facilities are considered part of the overall Project. A discussion of project-related construction impacts, including those associated with the construction of public facilities, is provided in the applicable sections of this EIR, including Section III.D, Section III.H, Section III.I, Section III.J, Section III.K, and Section III.M. Construction impacts would be temporary. While it is likely that construction of the various public facilities would not result in significant impacts (either individually or combined), construction of the entire development program, of which the public facilities are a part, would result in significant and unavoidable impacts related to construction noise and demolition of an historic resource; all other construction-related impacts would be less than significant (in some cases, with implementation of identified mitigation). Refer to Section III.D, Section III.H, Section III.I, Section III.J, Section III.K, and Section III.M for the specific significance conclusions for construction-related effects.⁹²⁸ Therefore, because the Project would require new or physically altered police facilities in order to maintain acceptable police services, the Project would make a cumulatively considerable contribution to a potential significant cumulative impact on police services. The Project's cumulative impact would be significant.

Fire and Emergency Medical Services

III.O.5 Setting

The San Francisco Fire Department (SFFD) is responsible for protecting life and property throughout San Francisco from fires, natural disasters, and hazardous materials incidents, and by providing

⁹²⁸ The impact statements provided in each technical section of the EIR differentiate between construction impacts and operational or development impacts, and all identified mitigation measures are contained in the impact analysis. In addition, Table ES-2 in the Executive Summary of this EIR also summarizes all impact statements, the level of significance before mitigation, any identified mitigation measures, and the level of significance after mitigation.

emergency medical services.⁹²⁹ The SFFD has forty-three station locations distributed throughout the City of San Francisco.⁹³⁰ Staffing at each station is determined based on the types of firefighting apparatuses each station maintains. Engines are staffed with one officer and three firefighters, and trucks are staffed with one officer and four firefighters. The terms “fire engine” and “fire truck” represent different types of fire fighting apparatus. Ambulances are staffed with one paramedic specialist who provide pre-hospital advanced medical and trauma care. Total daily staff for all SFFD stations is currently 315, and the current shift ratio for SFFD is 4.25 shifts per day in 2008.⁹³¹ Using this shift ratio and the number of daily staff, approximately 74 staff persons are on duty per shift throughout all of the City’s 43 stations.

Of the 43 SFFD fire stations located throughout the City, five of these stations are located in southeast San Francisco. No SFFD stations are located within the Project site itself (refer to Figure III.O-1 for the SFFD station locations). Stations east of US-101 in this part of the City include the following:

- Station 9 is located at 2245 Jerrold Avenue between Napoleon Street and Upton Street
- Station 17 is located at 1295 Shafter Avenue at the corner of Ingalls Street
- Station 25 is located at 3305 Third Street, between the bridge over the Islais Creek Channel and Cargo Way

Stations west of US-101 in this part of the City include the following:

- Station 42 is located at 2430 San Bruno Avenue between Silver Avenue and Silliman Street
- Station 44 is located at 1298 Girard Street at the corner of Wilde Avenue, about a half block west of San Bruno Avenue

The SFFD target response time goal for Code 1 (non-emergency) calls is 8 minutes, for Code 2 (non life-threatening fire and medical emergencies) calls the response time goal is 20 minutes, and for Code 3 (life-threatening fire and medical emergencies) calls, the highest response priority, the response time goal is 4.5 minutes.⁹³² When responding to Code 3 calls, responding vehicles use flashing lights and sirens and cross intersections against control lights. The SFFD is currently in the 90th percentile for attainment of all the department’s response time goals. Target response times are considered in the planning and siting of new fire stations within San Francisco.⁹³³

Stations located east of US-101 respond to calls within the Bayview Hunters Point neighborhood. The stations west of the US-101 may also respond; however, the freeway creates an obstruction that makes access to areas east of the freeway more difficult from this location. For Station 42, the closest cross-freeway route is the Silver Avenue undercrossing. From Station 44, the Paul Avenue undercrossing is reached by going north on San Bruno Avenue to Mansell Street and then to Paul Avenue, or the Bayshore Boulevard/3rd Street overcrossing can be reached by going south on San Bruno Avenue to Bayshore Boulevard. Table III.O-3 (Fire Stations in Southeast San Francisco) lists the SFFD stations that

⁹²⁹ San Francisco Fire Department Website, Mission Statement, The mission statement also includes fire prevention education and goals for the work environment. http://www.sfgov.org/site/sffd_index.asp.

⁹³⁰ San Francisco Fire Department Website, Station Locations. http://www.sfgov.org/site/sffd_page.asp?id=57819#stations (accessed on September 11, 2009).

⁹³¹ PBSJ Meeting with San Francisco Fire Department on July 8, 2008.

⁹³² Ibid.

⁹³³ Ibid.

serve the BVHP area and the Project site, and the primary fire and emergency medical services they provide.

Table III.O-3 Fire Stations in Southeast San Francisco					
<i>Station</i>	<i>Location</i>	<i>Nearest Major Street</i>	<i>Paramedic Capable</i>	<i>Equipment</i>	<i># of personnel per shift</i>
9	2245 Jerrold Ave.	Napoleon St.	Yes	Engine, Ladder Truck, Battalion Chief	10
17	1295 Shafter Ave	Ingalls St.	Yes	Engine, Ladder Truck	9
25	3305 Third St.	Cargo Way	Yes	Engine	4
42	2430 San Bruno Ave.	Silver Ave.	Yes	Engine	4
44	1298 Girard St.	San Bruno Ave.	Yes	Engine	4

SOURCE: SFFD. Captain Andy Zanoloff, SFFD, personal communications to Mundie & Associates, May 2009; Anne Tam, SFFD, verbal communication with Allison Wax, PBS&J on September 2, 2009.

The number of personnel per shift depends on the equipment at each station. Fire engines require four staff per shift, ladder trucks require five staff per shift, Battalion Chief requires one staff per shift, and ambulances require one staff per day.

An engine carries one officer (a captain or a lieutenant) and three firefighters, one of whom is either a designated Emergency Medical Technician (BLS/basic life support) or a Paramedic (ALS/advanced life support).

Travel times from fire stations near the Candlestick Point and HPS Phase II sites for an ordinary driver are shown in Table III.O-4 (Access to Candlestick Point and HPS Phase II from Nearby Fire Stations). Because the travel time information presented in Table III.O-4 represents an estimated travel time for an ordinary driver, it is a conservative (i.e., high) estimate of response time for emergency vehicles. Unlike an ordinary driver, an emergency vehicle can stop other traffic by the use of emergency sirens and can pass through intersections with traffic signals at reduced speeds even when receiving a red signal indication. Therefore, the time required to travel to the Project site for an emergency would be reduced, and would be consistent with City response times.

Table III.O-4 Access to Candlestick Point and HPS Phase II from Nearby Fire Stations					
<i>Station</i>	<i>Location</i>	<i>Miles from Candlestick Point</i>	<i>Estimated Minutes to Candlestick Point</i>	<i>Miles from HPS Phase II</i>	<i>Estimated Minutes to HPS Phase II</i>
9	2245 Jerrold Ave.	2.1	7	3.1	10
17	1295 Shafter Ave	0.4	1	2.0	8
25	3305 Third St.	2.1	6	2.5	8
42	2430 San Bruno Ave.	1.4	4	3.8	14
44	1298 Girard St.	1.4	4	3.4	12

SOURCE: Estimated distances and travel times were estimated by Mundie & Associates

a. Distances reported are from the indicated station to the Alice Griffith housing complex.

Water supply for fire suppression in San Francisco is provided by an auxiliary water supply system (AWSS). Water for the AWSS is distributed through a network of pipes drawing water from a collection of reservoirs and pumping stations throughout the City. The Project would extend the AWSS to the Project site. Refer to Section III.Q (Utilities) for additional detail about water infrastructure, including the AWSS.

III.O.6 Regulatory Framework

■ Federal

There are no federal fire protection regulations applicable to the Project.

■ State

California Fire Code

State fire regulations are set forth in Sections 13000, *et seq.* of the *California Health and Safety Code*, which include regulations concerning building standards (as also set forth in the *California Building Code*), fire protection and notification systems, fire protection devices (such as extinguishers and smoke alarms, high-rise building and childcare facility standards), and fire suppression training.

■ Local

San Francisco Fire Code

The *San Francisco Fire Code* incorporates by reference the *California Fire Code*, with certain local amendments. The *San Francisco Fire Code* was revised in 2007 to regulate and govern the safeguarding of life and property from fire and explosion hazards arising from the storage, handling, and use of hazardous substances, materials and devices, and from conditions hazardous to life or property in the occupancy of buildings and premises; and to provide for the issuance of permits, inspections, and other SFFD services; and the assessment and collection of fees for those permits, inspections, and services. The SFFD reviews building plans to ensure that fire and life safety is provided and maintained in the buildings that fall under its jurisdiction. SFFD plan review applies to all of the following occupancy types:⁹³⁴

- Assembly occupancies (including restaurants and other gathering places for 50 or more occupants)
- Educational occupancies (including commercial day care facilities)
- Hazardous occupancies (including repair garages, body shops, fuel storage, and emergency generator installation)
- Storage occupancies where potential exists for high-piled storage as defined by Fire Code
- Institutional occupancies
- High-rise buildings of all occupancies
- Residential Occupancies, such as hotels, motels, lodging houses, residential care facilities, apartment houses, small-and large-family day care homes, and R-1 artisan buildings (excluding minor residential repairs such as kitchen and bath remodeling and dry rot repair)
- All fire alarm and fire suppression systems

In coordination with the San Francisco Department of Building Inspection (DBI), the SFFD conducts plan checks to ensure that all structures, occupancies, and systems outlined above are designed in accordance with the *San Francisco Building Code*.

⁹³⁴ San Francisco Fire Department, *Plan Check*, 2009. http://www.sfgov.org/site/sffd_page.asp?id=57395.

Section 511 (Local Fire Safety Feature Requirements) of the *San Francisco Fire Code* requires that buildings 200 feet or more in height must provide at least one elevator approved by the Fire Department for firefighter use under fire conditions. The section also requires that for buildings having floors used for human occupancy located more than 75 feet above the lowest level of Fire Department vehicle access, an air replenishment system shall be installed to provide a means for firefighters to refill air bottles for self-contained breathing apparatus (SCBA) through a permanently installed piping distribution system. The system shall be tested and maintained pursuant to the Fire Department Administration Bulletin.

III.O.7 Impacts

■ Significance Criteria

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

- O.b Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, [or the] need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives

■ Analytic Method

Impacts on fire protection services are considered significant if an increase in population or development levels would result in inadequate staffing levels, response times, and/or increased demand for services that would require the construction or expansion of new or altered facilities that might have an adverse physical effect on the environment. A significant impact would occur if additional calls anticipated to result from the Project could not be accommodated within SFFD's target Code 3 response time of 4.5 minutes. Code 1 and Code 2 is for non-emergency calls with a response time of 8 minutes and 20 minutes, respectively, and are not emergency-response related.

The SFFD's response time could be affected by inadequate staffing levels caused by increases in demand. An increase in population or development may result in the need for additional fire protection personnel. The methodology for assessing impacts on fire protection and emergency medical services was determined through interviews with SFFD staff, who reviewed projected response times and development intensities at the Project site against the SFFD's target Code 3 response time of 4.5 minutes to determine whether additional staffing and therefore new facilities would be needed to provide adequate future service.⁹³⁵ This information was then applied to the Project's potential increase in response time.

Additionally, the Project's potential contribution to cumulative land use impacts is evaluated.

⁹³⁵ PBSJ Meeting with San Francisco Fire Department on July 8, 2008.

■ Construction Impacts

Impact PS-3: Fire Protection and Emergency Medical Services during Construction

Impact PS-3 Construction activities associated with the Project would not result in a need for new or physically altered facilities in order to maintain acceptable response times for fire protection and emergency medical services. (Less than Significant with Mitigation) [*Criterion O.b*]

During construction of the Project, emergency access to the Project site would be maintained through compliance with the Construction Transportation Management Plan (CTMP) prepared for the Project, as required by mitigation measure MM TR-1. Compliance with the CTMP would ensure that access to the Project site is not obstructed during construction activities. The CTMP would provide necessary information to various contractors and agencies as to how to maximize the opportunities for complementing construction management measures and to minimize the possibility of conflicting impacts on the roadway system, while safely accommodating the traveling public in the area. The program would supplement and expand, rather than modify or supersede any manual, regulations, or provisions set forth by SFMTA, DPW, or other City departments and agencies. A cohesive program of operational and demand management strategies designed to maintain acceptable levels of traffic flow during periods of construction activities in the Bayview Hunters Point area would be implemented. These could include construction strategies, demand management strategies, alternate route strategies, and public information strategies. As such, construction of the Project would not impact SFFD response times, nor would it require expansion of or replacement of SFFD stations. Impacts to the SFFD would be considered less than significant.

■ Operational Impacts

Impact PS-4: Fire Protection and Emergency Medical Services during Operation

Impact PS-4 Implementation of the Project would not result in a need for new or physically altered facilities beyond those included as part of this Project in order to maintain acceptable response times for fire protection and emergency medical services. (Refer to the various sections identified in this impact discussion) [*Criterion O.b*]

The Project would add 10,500 residential units and substantially increase employment-generating uses, resulting in an employment population of 10,730. The increase in the residential and daytime population (for a total population of 35,195), combined with an increase in the intensity of physical development on the Project site, would result in new demand for fire protection and emergency medical services.

Building Safety

All new buildings must meet standards for emergency access, sprinkler, and other water systems, as well as all other requirements specified in the *San Francisco Fire Code*, which would help to minimize demand for future fire protection services. In addition, all development, including high-rise residential buildings

would be reviewed by DBI and the SFFD to ensure that structures are designed in compliance with the *San Francisco Fire Code*. Section 511.1 and Section 511.2 of the *San Francisco Fire Code* outlines specific requirements for high-rise (i.e., buildings above 200 feet) buildings, and would apply to the Project's proposed high-rise structures. All proposed structures exceeding 200 feet in height would be required to install at least one elevator approved by the Fire Department for firefighter use under fire conditions, and an air replenishment system would be required for buildings intended for human occupancy located more than 75 feet above the lowest level of Fire Department vehicle access. Plan review for structures at Candlestick Point and HPS Phase II for compliance with *San Francisco Fire Code* requirements would minimize the potential for fire-related emergencies by providing on-site protective features, reducing the demand for fire protection services at the Project site. In addition, as noted above, development of the Project would also include expansion of the AWSS to provide water infrastructure for firefighting activities. Refer to Section III.P for additional detail about the available water supply at the Project site and the proposed water infrastructure improvements, including the AWSS.

Response Time

As stated in Section III.O.5 (Setting), Stations 44 and 17 provide primary response to the Project site. Three additional stations located nearby could also respond to calls for service. Travel times from fire stations near Candlestick Point and HPS Phase II for an ordinary driver are shown in Table III.O-4, although it is likely that the time traveled from any of these stations would be reduced for emergency vehicles. The SFFD strives to maintain an average response time for fire and medical emergencies of 4.5 minutes, which may not be attainable when emergency vehicles are dispatched to the HPS Phase II site from any of the five stations. Travel times to the HPS Phase II site could take between 8 to 14 minutes based on an ordinary driver; and travel time to the Candlestick Point site could take over 4.5 minutes from Station 9 and Station 25. This estimate is based on the existing street grid to present a conservative (i.e., high) estimate of travel time to the Project site, which would be substantially different under Project conditions.

Candlestick Point

The travel time information represents an estimated travel time that an ordinary driver might experience on routes from existing SFFD stations to points within the Project site. Unlike an ordinary driver, an emergency vehicle can stop other traffic by the use of emergency sirens and can pass through intersections with traffic signals at reduced speeds even when receiving a red signal indication. In addition, Project conditions would include new roadway improvements (refer to Chapter II [Project Description]) that would speed access through and within the Project site. Therefore, the estimated time it takes for emergency vehicles to access the Project site is conservative (i.e., high), and it is likely that the time traveled to the Project site for an emergency would be reduced compared to an ordinary driver, and could be significantly reduced.

Existing SFFD facilities in the Bayview neighborhood would provide adequate response times to most points on Candlestick Point. Access to Candlestick Point would be a key factor in the ability of the SFFD to provide adequate fire protection and emergency medical services to this site. Roads providing access to Candlestick Point include Gilman Avenue, Jamestown Avenue, and Harney Way. SFFD personnel have reviewed the Project and concluded that no additional fire stations would be needed to serve

Candlestick Point alone and emergency service can be provided within the average response time of 4.5 minutes, as shown on Table III.O-4.⁹³⁶ Emergency access to Candlestick Point on game days would be provided via three primary routes: on the Harney Way/Arelious Walker Drive route from the south, emergency vehicles would be allowed to use the BRT-only lane; on Palou Avenue from the west; and from Innes Avenue on the north. No new or physically altered fire or emergency medical facilities would be required in order to maintain an acceptable level of service.

HPS Phase II

As shown in Table III.O-4, portions of the proposed development at HPS Phase II would be at a distance from existing fire stations including those most proximate to the site (Stations 44 and 17), and could take from 8 minutes to 14 minutes to access HPS Phase II. The SFFD strives to maintain a Code 3 emergency response time of 4.5 minutes, which may not be accommodated due to the distance of the nearest station and HPS Phase II. As such, a new fire station located in closer proximity to the Project site would be needed to ensure adequate response times for HPS Phase II. The SFFD does not consider response time to the furthest extent of the HPS Phase II site to be acceptable, given the density of proposed development and the distance for the nearest fire station.⁹³⁷ SFFD staff concluded that a fire station would be needed at a site that would offer more rapid response to the HPS Phase II site. Initial SFFD recommendations for such a station included providing one engine (four staff), one truck (five staff), and one ambulance (staff requirements not indicated). Both Station 9 and Station 17 include one engine and one truck, and their approximate building size is 6,100 gsf and 6,000 gsf, respectively. Neither station includes an ambulance. A new approximately 6,000-gsf SFFD station (or larger if an ambulance were accommodated) could be accommodated on the Project site, on land designated for community-serving uses. As part of the Project, up to 100,000 gsf divided equally between Candlestick Point and HPS Phase II would be designated for community-serving uses, such as fire, police, healthcare, day-care, places of worship, senior centers, library, recreation center, community center, and/or performance center uses.

These uses have been anticipated as part of the Project and the impacts of their construction are evaluated in this EIR. Construction activities associated with proposed public facilities are considered part of the overall Project. A discussion of project-related construction impacts, including those associated with the construction of public facilities, is provided in the applicable sections of this EIR, including Section III.D, Section III.H, Section III.I, Section III.J, Section III.K, and Section III.M. Construction impacts would be temporary. While it is likely that construction of the various public facilities would not result in significant impacts (either individually or combined), construction of the entire development program, of which the public facilities are a part, would result in significant and unavoidable impacts related to construction noise and demolition of an historic resource; all other construction-related impacts would be less than significant (in some cases, with implementation of identified mitigation). Refer to Section III.D, Section III.H, Section III.I, Section III.J, Section III.K, and Section III.M for the specific significance conclusions for construction-related effects.⁹³⁸ As such, the

⁹³⁶ PBSJ Meeting with San Francisco Fire Department on July 8, 2008.

⁹³⁷ PBSJ Meeting with San Francisco Fire Department on July 8, 2008.

⁹³⁸ The impact statements provided in each technical section of the EIR differentiate between construction impacts and operational or development impacts, and all identified mitigation measures are contained in the impact analysis. In

construction impacts associated with a new SFFD facility on the Project site have been addressed in this EIR. With the construction of a new SFFD facility located in closer proximity to HPS Phase II, emergency response times would be reduced due to the reduced distance that dispatched vehicles would be required to travel to access the Project site.

Game Day Access

The 49ers football stadium would require particular consideration and planning to ensure that adequate access is provided during athletic or other events. Those events result in higher than typical traffic, and high volumes of traffic put emergency vehicles in competition with civilian cars for traffic lanes. An access network capable of clearing lanes for emergency vehicles when needed would alleviate this potential problem. Prior to construction of new land uses at HPS Phase II, review of access strategies for game day and non-game day scenarios would be required pursuant to the SFFD's plan review requirements.⁹³⁹

As described in the Candlestick Point-Hunters Point Shipyard Phase II Development Plan Transportation Study (CHS Consulting, Fehr & Peers, and LCW Consulting, October 2009), the Project calls for a new Traffic Management Center, to be staffed by City employees, to dynamically monitor and operate traffic signals along primary ingress and egress routes to efficiently move traffic into and out of the area prior to and after games. In addition, similar to existing conditions, traffic control officers would be stationed at key locations to ensure efficient traffic movements.

Similar to existing conditions, the majority of stadium bound traffic would use a portion of US-101 to access the project site on game days. Traffic from the south would predominantly use northbound US-101 and access the site via Harney Way, while traffic from the north would predominantly use southbound US-101 and I-280 and access the site via Cesar Chavez Street, Cargo Way, Evans Avenue, and Innes Street. Some trips to the site would use Bayshore Boulevard or Third Street to access the area via Carroll Avenue, Gilman Avenue and Ingalls Street.

Prior to and after games in the proposed stadium, special measures (similar to those in place for existing football games) would be taken to allow the site's circulation system to accommodate unique game day traffic flows. Prior to games, the site's roadways would be geared towards inbound flow and after games the roadways would be geared towards outbound flow.

Vehicles accessing the new stadium from the south would use Harney Way. Harney Way would be configured to provide four inbound lanes (to the stadium) and one outbound lane between US-101 and Arellious Walker Drive. Arellious Walker Drive, between Harney Way and Crisp Road would provide four inbound lanes. Crisp Road would provide seven inbound lanes between Arellious Walker Drive and the new stadium. The lane configurations would be reversed for post-game conditions. Vehicles accessing the new stadium from the south, would be routed as described above to Crisp Road, where it would be channeled to a Ring Road on the southern portion of the stadium. Access to the internal parking aisles would be from the Ring Road.

addition, Table ES-2 in the Executive Summary of this EIR also summarizes all impact statements, the level of significance before mitigation, any identified mitigation measures, and the level of significance after mitigation.

⁹³⁹ San Francisco Fire Department, Plan Check website. http://www.sfgov.org/site/sffd_page.asp?id=57395 (accessed August 2009).

Vehicles accessing the new stadium from the north would use Evans Avenue and Cargo Way. These inbound routes would merge at Hunters Point Boulevard/Jennings/Evans. From there, the inbound route along Hunters Point Boulevard and Innes Avenue would provide four inbound lanes and one outbound lane. The lane configurations along Hunters Point Boulevard and Innes Avenue would be reversed for post-game conditions.

On the Harney Way/Arelious Walker Drive route, emergency vehicles would be allowed to use the BRT-only lanes (the BRT-only lanes break off from the primary auto route and continue on Harney Way, east of Arelious Walker Drive, and on Egbert before reconnecting with Arelious Walker Drive immediately south of the Yosemite Slough bridge). Emergency vehicles would also be allowed to use Palou Avenue, which would be transit-only on game days. Both of these routes would be free of congestion, and would offer emergency vehicle access between regional facilities and Crisp Road. Emergency vehicles would be able to enter the stadium parking lot via Crisp Road. Emergency vehicles would also be able to use Innes Avenue, as there would be at least one lane in each direction on this route open to traffic. However, since immediately following games the outbound direction may be congested, this may not be as desirable a route as the Harney Way BRT lanes or Palou Avenue.

Conclusion

Construction of a new SFFD facility on land designated for community-serving uses on the Project site would allow the SFFD to maintain acceptable response times for fire protection and emergency medical services. Construction of 100,000 gsf of community facilities, which could include a new SFFD facility, has been included as a component of the Project. Therefore, while the development of the Project may require new or physically altered SFFD facilities in order to maintain acceptable fire protection and emergency medical services, the potential impacts associated with the construction of a new facility have been addressed in this EIR and would not require further environmental review.

■ Cumulative Impacts

The geographic context for the analysis of cumulative impacts associated with fire protection is the City of San Francisco. The past and present development in the City is described in the Setting section of this chapter, representing the baseline conditions for evaluation of cumulative impacts. Reasonably foreseeable future development forecasts are based on projections of future growth and take into account projects going through the entitlement process. The City of San Francisco provides public services within the City's boundaries.

Development of cumulative projects within the City of San Francisco would result in increased population and employment-generating uses, based on recent projections, and associated increased demand for police protection. The Planning Department routinely prepares projections for the purposes of analyzing impacts of plans and projects undergoing the environmental review process. The Planning Department's recently completed projections, capturing citywide growth expectations by 2030.⁹⁴⁰ The projections also took into account existing conditions and other major projects currently in various stages of the entitlement process, including Treasure Island, Park Merced projects, and the Project.

⁹⁴⁰ Correspondence from John Rahaim, Director of Planning, to SFPUC dated July 9, 2009.

Development projections estimate an increase of 61,814 households, 133,359 persons, and 195,010 jobs from 2005 to 2030, consistent with other projections in this EIR.

Development of cumulative projects within the City of San Francisco would result in increased population and employment-generating uses, based on recent Planning Department projections, and increased demand for fire and emergency medical services. This increase in demand would potentially affect response times, requiring the construction of new facilities. This would also include increased demand for water and potential improvements in conveyance systems for firefighting purposes. The SFFD target response time goal for Code 3 life-threatening fire and medical emergencies, the highest response priority, is 4.5 minutes. This target response time is considered in planning and siting of new fire stations within the City.

All cumulative projects would be built to *San Francisco Fire Code* standards, which would help to minimize demand for future fire protection services. All development, including high-rise residential buildings up to 40 stories, would meet standards for emergency access, sprinkler and other water systems, and other requirements specified in the *San Francisco Fire Code*. Standards pertaining to equipment access would also be met. Plan review for proposed structures for compliance with *San Francisco Fire Code* requirements, to be completed by DBI and the SFFD, would minimize fire-related emergency dispatches, reducing the demand for fire protection services. New or physically altered fire or emergency medical facilities could be required in order to maintain acceptable levels of service from cumulative development, and expansion of the water conveyance system could also be required. Because it is unknown the extent to which such facilities and systems would require expansion and whether such improvements would accommodate projected growth, this is a potentially significant impact.

Existing SFFD facilities in the Bayview neighborhood would provide adequate response times to most points within the Project site. SFFD staff, reviewing considerations of development types and distances, concluded that a fire station would be needed at a site that would offer more rapid response to the Project site. Recommendations for such a station included providing one engine (four staff), one truck (five staff), and one ambulance (staff requirements not indicated), in an approximately 6,000-gsf building. The SFFD land could be accommodated on the Project site. Since adequate response times would be ensured for the Project through provision of a new fire facility, the construction of which is evaluated and mitigated for in this EIR, the Project would not make a cumulatively considerable contribution to any potentially significant cumulative impact on fire and emergency medical services. The Project's cumulative impact would be less than significant.

Schools

III.O.8 Setting

The San Francisco Unified School District (SFSUD) oversees the public school system in San Francisco (K–12). The SFUSD is comprised of 37 preschools and 104 schools serving various grade levels (K–5, K–8, and 9–12). Based on data for the 2008/09 school year, there are approximately 56,000 students currently attending public schools in San Francisco (refer to Table III.O-5 [Existing Classroom Capacity

and Enrollment, SFUSD, 2008)].⁹⁴¹ It is estimated that another 20,000 students, 26 percent of the total enrollment, attend local private schools. Over the past decade, student enrollment in the SFUSD has been declining by approximately 0.1 percent annually.⁹⁴²

Table III.O-5 Existing Classroom Capacity and Enrollment, SFUSD, 2008

Type of School	Number of Schools	Capacity	2008/09 Enrollment
Elementary Schools	63	29,260	24,939
Middle Schools	13	11,700	11,816
High Schools	16	17,575	19,688
Alternative Schools (varying grade levels)	10	3,900	—
Public Charter Schools (varying grade levels)	2	1,400	—
Total	104	63,835	56,443

SOURCE: San Francisco Unified School District, *San Francisco Unified School District Capital Plan FY 2009–2018*, Appendix; California Department of Education, 2009. Educational Demographics Unit, Data Quest System: 2008–09 District Enrollment by Grade, San Francisco Unified, 2008. <http://data1.cde.ca.gov/dataquest> (accessed: July 6, 2009).

SFUSD is the primary public school provider in the City, accommodating approximately 98 percent of the total public school enrollment. Additional public school facilities include court-sponsored facilities (correctional institutions, court ward facilities, etc.) and public charter schools.

As shown in Table III.O-5, there is capacity for approximately 63,835 students in existing SFUSD facilities.⁹⁴³ Table III.O-5 presents an estimate of existing public school enrollment for those schools. Although neighborhoods with a high population of school-age children generate a proportionally high level of demand for nearby schools, SFUSD assigns students to schools based on a lottery system. This system ensures that student enrollment is distributed to facilities that have sufficient capacity to adequately serve the educational needs of students. The SFUSD provides bus transportation to students who attend schools outside of the neighborhood in which they reside.⁹⁴⁴

With enrollment declining in the District, SFUSD has been closing schools. The SFUSD's capital facilities program has focused on replacing older schools and modernizing other facilities. The *San Francisco Unified School District Capital Plan* identifies a range of physical improvements necessary to modernize existing facilities, such as providing access compliant with the Americans with Disabilities Act

⁹⁴¹ Public school attendance based on: California Department of Education, *2008–09 District Enrollment by Grade, San Francisco Unified*, Educational Demographics Unit, DataQuest System, 2009. <http://data1.cde.ca.gov/dataquest> (accessed online July 6, 2009). The 2005 American Community Survey reported that public school attendance represents approximately 74 percent of the total school attendance in San Francisco, while private school attendance represents 26 percent of the total.

⁹⁴² California Department of Education, *DataQuest*, <http://data1.cde.ca.gov/dataquest/> (accessed July 2009).

⁹⁴³ San Francisco Unified School District, *San Francisco Unified School District Capital Plan FY 2009–2018*, Appendix, 2008.

⁹⁴⁴ San Francisco Planning Department and Redevelopment Agency, *Visitacion Valley Redevelopment Program Final Environmental Impact Report*, Section 14 Public Services, p. 14-6, December 2008. A copy of this document is on file for public review at the San Francisco Redevelopment Agency, One South Van Ness Avenue, Fifth Floor as part of File No. ER06.05.07, or at the City Planning Department, 1650 Mission Street, Fourth Floor, San Francisco, CA, 94103 as part of File No. 2007.0946E.

(ADA), upgrading science and computer labs, expanding arts facilities, and other improvements. In addition, the SFUSD has a backlog of deferred maintenance needs.

■ Project Vicinity

Schools located in the vicinity of the Project site covering grades K–12 are listed in Table III.O-6 (San Francisco Unified School District Facilities in the Project Vicinity). Schools in the vicinity of the Project site are generally in the Bayview neighborhood, but also include facilities to the north in the Mission neighborhood and to the west in the Visitacion Valley neighborhoods. During the 2008/09 school year, those schools in the Project vicinity had a combined enrollment of 2,980 students and an existing capacity of 5,900 spaces. Public school locations in the Project vicinity are illustrated in Figure III.O-2 (Southeast San Francisco Schools and Libraries).

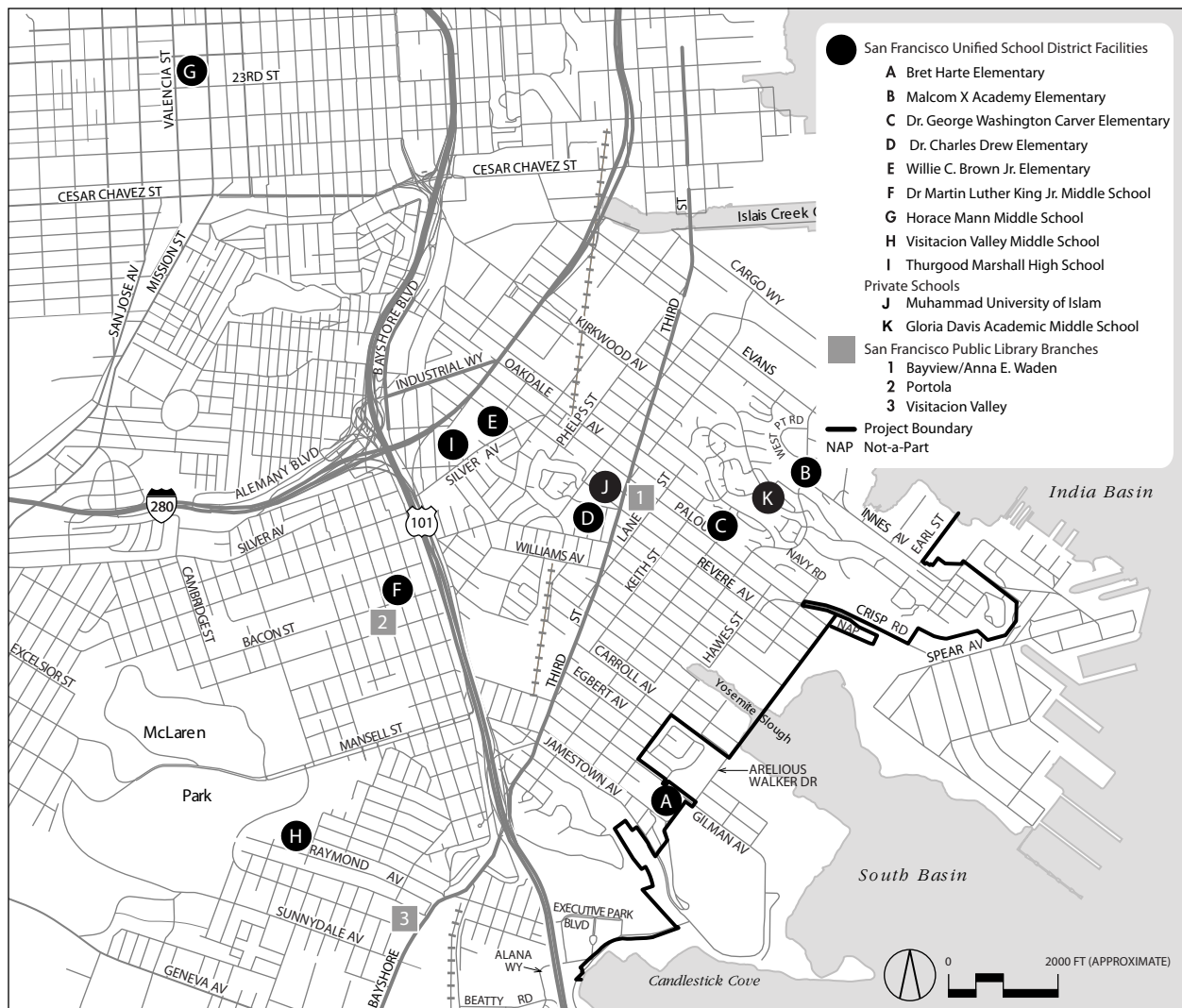
Table III.O-6 San Francisco Unified School District Facilities in the Project Vicinity				
Facility	2008/09 Capacity^a	2008/09 Enrollment^b	2008/09 Remaining Capacity	Percentage of Capacity Remaining
Bret Harte Elementary (K–5)	500	261	239	48%
Malcolm X Academy Elementary (K–5)	500	118	382	76%
Dr. George Washington Carver Elementary (K–5)	500	266	234	47%
Dr. Charles R. Drew Elementary (K–3)	600	267	333	56%
Willie L. Brown Jr. Elementary (K–5)	325	221	104	32%
<i>Subtotal Elementary Schools</i>	<i>2,425</i>	<i>1,133</i>	<i>1,292</i>	<i>53%</i>
Dr. Martin Luther King Jr. Middle School (6–8)	525	500	25	5%
Horace Mann Middle School (6–8)	825	330	495	60%
Visitacion Valley Middle School (6–8)	850	306	544	64%
<i>Subtotal Middle Schools</i>	<i>2,200</i>	<i>1,136</i>	<i>1,064</i>	<i>48%</i>
Thurgood Marshall High School (9–12)	1,275	712	563	44%
<i>Subtotal High Schools</i>	<i>1,275</i>	<i>712</i>	<i>563</i>	<i>44%</i>
Total	5,900	2,981	2,919	49%

SOURCES:

a. SFSUD, Capital Plan, 2009–2018, September 2008.

b. California Department of Education Educational Demographics Unit, 2008–09 District and School Enrollment by Grade, San Francisco Unified School District, 2009.

Under existing conditions, there are approximately 43 school-age children living at the Project site, representing a small percentage of overall SFUSD enrollments. The remaining capacity in the 2008/09 school year to accommodate additional enrollment within the Bayview neighborhood include approximately 1,292 elementary, 1,064 middle school, and 563 high school students (Table III.O-6). As shown in Table III.O-6, schools in the vicinity of the Project site have adequate capacity to serve existing enrollment. The total remaining capacity of those facilities during the 2008/09 school year was approximately 49 percent.



SOURCE: San Francisco Redevelopment Agency, Clement Designs, PBS&J, 2009.

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FIGURE III.O-2



Candlestick Point — Hunters Point Shipyard Phase II EIR

SOUTHEAST SAN FRANCISCO SCHOOLS AND LIBRARIES

III.O.9 Regulatory Framework

■ Federal

There are no federal school regulations applicable to the Project.

■ State

California Senate Bill 50 (SB 50)

The major source of school construction and modernization was the State School Construction Program until the passage of Senate Bill 50 (SB 50) and Proposition 1A, both of which passed on November 3, 1998. SB 50 and Proposition 1A provided a comprehensive school facilities financing and reform program, which authorized a \$9.2 billion school facilities bond issue, as well as school construction cost containment provisions and an eight-year suspension of the *Mira*, *Hart*, and *Murrieta* court cases. The provisions of SB 50 prohibit local agencies from denying either legislative or adjudicative land use approvals on the basis that school facilities are inadequate and reinstate the school facility fee cap for legislative actions (e.g., general plan amendments, specific plan adoption, zoning plan amendments), as was allowed under the *Mira*, *Hart*, and *Murrieta* court cases.⁹⁴⁵ According to *Government Code* Section 65996, the development fees authorized by SB 50 are deemed to be “full and complete school facilities mitigation.” The legislation also recognized the need for the fee to be adjusted periodically to keep pace with inflation. These provisions are in effect and will remain in place as long as subsequent state bonds are approved and available. As a result of this legislation, school districts would continue to levy a school fee under existing rules (*Government Code* Sections 65995, 65995.5, and 65995.7).

■ Local

SFUSD School Impact Fees

The SFUSD began collecting State-authorized school impact fees in 1987, which are collected to mitigate impacts associated with enrollment growth (e.g., new residential development). The SFUSD collects fees for all construction and building permits issued within the City. Developer fee revenues are used, in conjunction with other SFUSD funds, to support efforts to complete capital improvement projects.⁹⁴⁶ Table III.O-7 (San Francisco Unified School District Adopted School Impact Fees) presents the current fees for new construction, by facility type, when building permits are issued.

⁹⁴⁵ There are a series of appellate decisions known as “Mira/Hart/Murrieta.” In *Mira Development Corp. v. City of San Diego* (Mira), 205 Cal. App. 3d 1201 (1988); *William S. Hart Union High School District v. Regional Planning Commission* (Hart), 226 Cal. App. 3d 1612 (1991); and *Murrieta Valley Unified School District v. County of Riverside* (Murrieta), 228 Cal. App. 3d 1212 (1991), the courts held that the limitations of the School Facilities Law of 1986 only applied to municipalities when they made adjudicative decisions (such as approvals of parcel maps, use permits, and building permits) but not when they made legislative decisions (such as general plan amendments, zoning changes, and development agreements). Coalition for Adequate School Housing, *Senate Bill 50 and School Facility Fees A Report*. <http://www.cashnet.org/resource-center/resourcefiles/71.pdf>.

⁹⁴⁶ San Francisco Unified School District, 2009–2010 Budget Proposal, Overview of San Francisco Unified School District and San Francisco County Office of Education. http://portal.sfusd.edu/data/budget/FY_2009-10_BudgetProposal.pdf (accessed: July 11, 2009).

Table III.O-7 San Francisco Unified School District Adopted School Impact Fees	
<i>Development Type</i>	<i>Fee per Square Foot</i>
Residential	\$2.24
Office	\$0.27
Research and Development	\$0.24
Hospitals	\$0.22
Industrial/Warehouse/Manufacturing	\$0.21
Retail and Services	\$0.18
Lodging/Hotel/Motel	\$0.09

SOURCE: SFUSD, Personal communication SFUSD Real Estate Department, to Chad Mason, PBS&J, July 28, 2009.

III.O.10 Impacts

■ Significance Criteria

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

- O.c Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, [or the] need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives of the school district

■ Analytic Method

Impacts on schools are determined by analyzing the estimated increase in student population as a result of Project build-out in 2029 and comparing the increase to the capacity of schools in 2029 to determine whether new or altered facilities would be required, the construction of which could result in substantial adverse environmental effects.

Additionally, the Project's potential contribution to cumulative school impacts is evaluated.

■ Construction Impacts

Impact PS-5: School Services during Construction

Impact PS-5 Construction activities associated with the Project would not affect the provision of school services by decreasing access to school services. (No Impact) [*Criterion O.c*]

Construction of the Project would not result in impacts to the SFUSD system, as construction of the Project would not itself create new residents or students. Also, no SFUSD facilities are located on the

Project site. All school services would be available to the community throughout the duration of project construction. As such, no impact to school services during construction of the project would occur. No mitigation is required.

■ Operational Impacts

Impact PS-6: School Services during Operation

Impact PS-6 **New students associated with implementation of the Project would not require new or expanded school facilities, the construction of which could result in substantial adverse impacts. (Less than Significant) [Criterion O.c]**

The California Department of Education estimates that one dwelling unit would generate an average of 0.7 students, consisting of 0.5 elementary or middle school students and 0.2 high school students.⁹⁴⁷ These rates are a result of statewide sampling that incorporates widely varying dwelling unit types, households, and other demographic characteristics and are routinely used by school districts that have not developed rates for their local jurisdictions.⁹⁴⁸ However, those rates do not reflect demographic characteristics of San Francisco, which has fewer children per household than most communities. Therefore, for planning purposes, the SFUSD uses a student generation rate of 0.203 students (including elementary, middle, and high school students) per new housing unit.⁹⁴⁹ The number of students generated by the Project was determined by multiplying the number of Project housing units by the student generation factor of 0.203. The number of students was distributed evenly by grade.

Table III.O-8 (Project Buildout Public School Enrollment Compared to SFUSD Capacity) presents the student enrollment that would be generated as a result of the Project, based on generation rates used by the SFUSD. While 26 percent of the total school-age children in San Francisco now attend private schools,⁹⁵⁰ Table III.O-8 conservatively assumes that 100 percent of the school-age children associated with the Project would attend public schools.

As shown in Table III.O-8, a total of approximately 2,131 school-age children would live within the Project site following full build-out of the Project. Currently, at Candlestick Point, there are approximately 43 students associated with the Alice Griffith public housing site. After build-out of the Project, there would be approximately 1,593 school-age children living at Candlestick Point. There are currently no students at the HPS Phase II site. After build-out of the Project, there would be approximately 538 total students at the HPS Phase II site.

⁹⁴⁷ San Francisco, *Eastern Neighborhoods Community Rezoning and Area Plans Final Environmental Impact Report*, August 2008, Initial Study p. 42. This report is on file as part of Case No. 2004.0160E and available for public review at the Planning Department, 1650 Mission Street, Suite 400.

⁹⁴⁸ San Francisco, *Eastern Neighborhoods Community Rezoning and Area Plans Final Environmental Impact Report*, August 2008, Initial Study p. 42. This report is on file as part of Case No. 2004.0160E and available for public review at the Planning Department, 1650 Mission Street, Suite 400.

⁹⁴⁹ San Francisco, *Eastern Neighborhoods Community Rezoning and Area Plans Final Environmental Impact Report*, August 2008, Initial Study p. 42. This report is on file as part of Case No. 2004.0160E and available for public review at the Planning Department, 1650 Mission Street, Suite 400.

⁹⁵⁰ US Census Bureau, American FactFinder, 2005–2007 *American Community Survey 3-Year Estimates: County of San Francisco*, 2005. <http://factfinder.census.gov> (accessed online July 6, 2009).

Table III.O-8 Project Buildout Public School Enrollment Compared to SFUSD Capacity				
Analysis Area	Elementary School (Grades K–5)	Middle School (Grades 6–8)	High School (Grades 9–12)	Total
Candlestick Point ^a	735	368	490	1,593
HPS Phase II ^b	248	124	166	538
Total	983	492	656	2,131
2030 Citywide Enrollment ^c	33,036	16,518	22,024	71,573
2008 SFUSD Capacity ^d	29,260	11,700	17,575	63,835
2030 Citywide Shortfall	3,776	4,818	4,449	7,738

SOURCE: ABAG Projections 2007; PBS&J, 2009.

The number of new students in the Project site was determined by multiplying the number of proposed housing units by the student generation factor of 0.203. The number of students was distributed evenly by grade.

a. For Candlestick Point, 7,850 residential units multiplied by 0.203 SFUSD student generation rate would result in 1,594 students. 1,594 students divided by 13 grade levels would result in 123 students per grade. 123 students per grade level multiplied by six grade levels for elementary school equals 735; multiplied by three grade levels for middle school equals 368; and by four grade levels for high school equals 490. Totals may not equal due to rounding.

b. For HPS Phase II, 2,650 residential units multiplied by 0.203 SFUSD student generation rate would result in 538 students. 538 students divided by 13 grade levels would result in 41 students per grade. 41 students per grade level multiplied by six grade levels for elementary school equals 248; multiplied by three grade levels for middle school equals 124; and by four grade levels for high school equals 166. Totals may not equal due to rounding.

c. 2030 enrollment was calculated as follows: the 2008/09 SFUSD enrollment was divided by the 2005 Citywide school-age population (5–19 years old), which yields a ratio of 0.558. Similarly, the 2030 Citywide school-age population (5–19 years old) was multiplied by the ratio of 0.558 to yield a projected 2030 SFUSD enrollment of 71,573. Enrollment was distributed evenly across the grade levels. Totals may not equal due to rounding.

d. The total includes capacity for 5,300 students in varying grade levels in alternative schools and public charter schools.

Comparing the 2008 SFUSD school capacity of 63,835 to a projected 2030 population of 71,573 school age children (recognizing that Project build-out is projected to occur one year earlier, in 2029), there is a projected shortfall of about 7,738 seats Citywide, or about a 12 percent shortfall.

As discussed in Section III.O.2 (Setting), improvements are planned for many SFUSD schools, such as replacing older schools and modernizing other facilities. The *San Francisco Unified School District Capital Plan* identifies a range of physical improvements necessary to modernize existing facilities, such as providing access compliant with the *Americans with Disabilities Act* (ADA), upgrading science and computer labs, expanding arts facilities, and other improvements. Those improvements will improve accessibility, add new laboratories, provide better access to computing technology, and provide other advantages over existing facilities. While there are no plans to reduce school capacity at the Project site, in the event that schools located in the Project site reach capacity by the year 2029 (or 2030 as the projections indicate), either due to a reduction in space or an increase in classroom size, the SFUSD may assign students to schools based on a lottery system, which would ensure that student enrollment is distributed to facilities that have sufficient capacity to adequately serve the educational needs of students.

The analysis takes into consideration court decisions that have held that increased enrollment resulting in school overcrowding is considered a “social” rather than a physical environmental impact and is not, in itself, a significant environmental impact requiring mitigation under CEQA (*Goleta Union School District vs.*

Regents of University of California [2d Dist. 1995]).⁹⁵¹ Instead, increased school enrollment may only lead to such an impact if the increase would ultimately require physical changes in the environment. Changes such as shifting students to other facilities, beginning year-round schools, and increasing the use of portable classrooms would be considered “social” effects, whereas a condition of present overcrowding and projections of increasing enrollments, which would likely necessitate constructing a new school, changing bus routes, and altering traffic patterns, could be considered “physical” effects. Also, state *Government Code* Sections 65995 and 65996 have pre-empted and limited the ability of cities to exercise their power to mitigate school impacts. The duty of a lead agency to mitigate school impacts beyond State-mandated fees can occur only when a physical environmental effect beyond the mere addition of students to a school occurs. Residential growth within the City over the next 30 years would be addressed by payment of SB 50 fees, and consequently school capacity may have improved by the time Project students are generated. Construction activities associated with proposed public facilities are considered part of the overall Project. A discussion of project-related construction impacts, including those associated with the construction of public facilities, is provided in the applicable sections of this EIR, including Section III.D, Section III.H, Section III.I, Section III.J, Section III.K, and Section III.M. Construction impacts would be temporary. While it is likely that construction of the various public facilities would not result in significant impacts (either individually or combined), construction of the entire development program, of which the public facilities are a part, would result in significant and unavoidable impacts related to construction noise and demolition of an historic resource; all other construction-related impacts would be less than significant (in some cases, with implementation of identified mitigation). Refer to Section III.D, Section III.H, Section III.I, Section III.J, Section III.K, and Section III.M for the specific significance conclusions for construction-related effects.⁹⁵²

Further, SFUSD could choose to address its potential future shortfalls in capacity through a wide range of options, including shifting students to other facilities, beginning year-round schools, and/or increasing the use of portable classrooms. While schools in the Project vicinity have approximately 49 percent capacity remaining in 2008/09, it is likely that a 12 percent Citywide overcapacity of SFUSD as a result of citywide population growth in 2030 would occur. The school impact fees paid pursuant to SB 50 would go toward maintaining or improving school facilities to accommodate growth in school attendance. Therefore, SB 50 would ensure that future facilities are provided, and this impact is considered less than significant. No mitigation is required.

■ Cumulative Impacts

The geographic context for the analysis of cumulative impacts associated with schools is the City of San Francisco. The past and present development in the City is described in the Setting section of this chapter, representing the baseline conditions for evaluation of cumulative impacts. Reasonably foreseeable future development forecasts are based on projections of future growth and take into

⁹⁵¹ California Natural Resources Agency, *CEQA Court Cases Decided in 1995*.
<http://ceres.ca.gov/ceqa/cases/1995/goleta95.html>.

⁹⁵² The impact statements provided in each technical section of the EIR differentiate between construction impacts and operational or development impacts, and all identified mitigation measures are contained in the impact analysis. In addition, Table ES-2 in the Executive Summary of this EIR also summarizes all impact statements, the level of significance before mitigation, any identified mitigation measures, and the level of significance after mitigation.

account projects going through the entitlement process. The City of San Francisco and the San Francisco Unified School District provide public services within the City's boundaries. SFUSD is the primary public school provider in the City, accommodating approximately 98 percent of the total public school enrollment. Additional public school facilities include court-sponsored facilities (correctional institutions, court ward facilities, etc.) and public charter schools. As shown in Table III.O-4 there is capacity for approximately 63,835 students in existing SFUSD facilities.

Development of cumulative projects within the City would result in increased population and employment-generating uses, which would result in an associated increase in the number of students to be served by the SFUSD. Over the past several years, the student population has declined, and some schools have been closed, and, as noted, the SFUSD is concentrating its efforts on replacing older schools and modernizing other facilities. The SFUSD began collecting State-authorized school impact fees in 1987, which are collected to mitigate impacts associated with enrollment growth (e.g., new residential development). The SFUSD collects these fees for all construction and building permits issued within the City. Developer fee revenues are used, in conjunction with other SFUSD funds, to support efforts to complete capital improvement projects. According to *Government Code* Section 65996, the development fees authorized by SB 50 are deemed to be "full and complete school facilities mitigation." Therefore, cumulative development within the City would not result in a significant schools impact. The Project's cumulative impact would be less than significant.

Libraries

III.O.11 Setting

The San Francisco Public Library (SFPL) operates the Main Library at the Civic Center and 28 neighborhood branches distributed throughout San Francisco, providing information in books, other print and non-print formats, or electronic form. The SFPL is dedicated to providing "free and equal access to information, knowledge, independent learning, and the jobs of reading" for San Francisco.⁹⁵³ During the 2007/08 fiscal year, the main library's collection was 1,297,853 volumes, and all the branch libraries had a collection of 1,203,126 volumes, for an SFPL total of 2,500,979 volumes.⁹⁵⁴ Community-based branch libraries, as well as the Main Library, provide reading rooms, book lending, information services, access to technology, and library-sponsored public programs. Most branches offer an event almost every day, often for pre-school and elementary school children: story time, crafts, and videos. Programs for youth include reading and computer-oriented clubs.

All SFPL branch libraries offer books at adult, teen, and children's reading levels. Basic collections consist of fiction, nonfiction, and reference books; magazines; newspapers; audio books; CDs; and DVDs. If specific materials are not available at an SFPL branch, items may be obtained through the library's request system, Link+, or interlibrary loan. Link+ allows SFPL library patrons to borrow items from participating libraries throughout California. Items typically arrive within four days and may be

⁹⁵³ San Francisco Public Library Website. <http://www6.sfgov.org/index.aspx?page=116> (accessed: July 8, 2009).

⁹⁵⁴ San Francisco Public Library (SFPL), Table: Collection Size, San Francisco Public Library FY 2007–2008, 2008.

returned to any SFPL branch.⁹⁵⁵ Interlibrary Loan involves loaning items from various libraries and institutions in North America that agree to loan items to one another, which may include local universities, such as University of California Berkeley, San Francisco State University, or Stanford University.⁹⁵⁶ Most of SFPL's collection of electronic resources is accessible from all branch locations and online 24 hours a day at the SFPL website.

There are three branch libraries within a 2-mile radius of the Project site: the Bayview/Anna E. Waden Branch, the Portola branch, and the Visitacion Valley branch; which are described in Table III.O-9 (Library Branches Serving the Project Site). Public library locations in the Project vicinity are illustrated in Figure III.O-2. In addition to the standard items available at branches, the Bayview branch offers a collection of materials by and about African Americans and has a medium-sized collection of Chinese language materials and a small collection of Spanish language materials. Both the Portola and Visitacion Valley branches offer a medium-sized collection of Chinese language materials. These materials are available to address the needs of each branch community.

Table III.O-9 Library Branches Serving Project Site				
Branch	Location	Distance from Project Site (mile)	BLIP Improvements	Size of New Collection at Opening
Bayview	5075 3 rd Street	0.5	New Branch. Not Yet Begun.	43,000 to 45,000 volumes.
Portola	380 Bacon Street	1.5	New Branch. Opened February 2009	33,000 volumes
Visitacion Valley	45 Leland Avenue	1.0	New Branch. Reopens 2010	35,000 to 40,000 volumes

SOURCE: San Francisco Public Library Website. Branch Library Improvement Program. <http://sfpl.org/news/blip/improvementprogram.htm> (accessed September 14, 2009); Written correspondence with Brian Bannon, Chief of Branches, San Francisco Public Library with Allison Wax, PBS&J on September 9, 2009.

All branches have room for 10 to 15 percent growth.

In 1994, San Francisco voters passed Proposition E, a charter amendment that created the Library Preservation Fund. This measure established a dedicated fund to be used to provide library services and materials, as well as to operate library facilities. Proposition E established a 15-year mandate that requires the City to maintain funding for the San Francisco Public Library at a level no lower than what it spent during the 1992 and 1993 fiscal year. Voters renewed the Library Preservation Fund in November 2007 (Proposition D).

■ Branch Library Improvement Program

The Branch Library Improvement Program (BLIP) was launched as a result of a bond measure passed in November 2000 to provide \$106 million in funding to upgrade San Francisco's branch library system, and Proposition D, which passed in November 2007, authorizing additional funding to improve the branches. The BLIP is intended to provide the public with seismically safe, accessible, technologically

⁹⁵⁵ San Francisco Public Library (SFPL) Website. <http://sfpl.org/sfplonline/linkplus.htm> (accessed on September 14, 2009).

⁹⁵⁶ San Francisco Public Library (SFPL) Website. Interlibrary Loan Frequently Asked Questions. <http://sfpl.org/librarylocations/main/illfaq.htm> (accessed on September 14, 2009).

updated, and code-compliant City-owned branch libraries in every neighborhood⁹⁵⁷. Improvements to be made at each branch were determined through the preparation of a “Community Needs Assessment” for each branch, with public meetings, community surveys, and outreach to neighborhood organizations. Design options, such as public meeting rooms, more computers, separate teen facilities, child and adult reading areas, and other library services, were considered. Choices about each branch reflect its budget (which is fixed) input from staff, and input from the neighborhood, in part through community meetings to discuss services and architectural plans.

The SFPL has implemented a number of interim programs to serve the public while branches are closed for renovation or replacement. These include increasing hours at nearby branches, holding programs at neighborhood schools and community centers, and offering bookmobile services.

One of the priorities of the 2000 bond measure was to replace four branches housed in leased facilities with City-owned branches, two of which are located in the Portola and Visitacion Valley neighborhoods. New Portola and Visitacion Valley branches have since been constructed or are currently being constructed. The new one-story, 6,300-square-foot Portola branch opened in February 2009. The branch opened with a collection of 33,000 items and has room to grow 10 percent to 15 percent. Construction of the new Visitacion Valley branch began in summer 2007 and is scheduled to be completed in 2010. The new branch will be approximately 8,500 square feet and will open with a collection of between 35,000 and 40,000 volumes and has been designed to accommodate an additional 10 percent to 15 percent in collection size.

The Bayview/Anna E. Waden branch, one of the branches serving the Bayview neighborhood and the Project site, was also identified for renovation under the BLIP, and has been funded as part of Proposition D. Because of the increased service needs in the area, the community support for a new branch, and the difficulty meeting the service needs with a renovation, the SFPL decided to build a new Bayview branch library. The Bayview branch library will be at the same site as the existing branch and the expansion will occupy an adjacent site. The new branch will be approximately 9,000 square feet and will open with a collection of 43,000 to 50,000 volumes with room to grow its collection by 10 to 15 percent. Construction is scheduled to begin in early 2010 and open in late 2011. During construction, library services will be provided by holding programs at neighborhood schools and community centers and by a bookmobile service.⁹⁵⁸

III.O.12 Regulatory Framework

■ Federal

There are no federal library service regulations applicable to the Project.

⁹⁵⁷ San Francisco Public Library, *Branch Library Improvement Program—Frequently Asked Questions*, 2009.

<http://www.sfgov.org/site/frame.asp?u=http://www.sfpl.org/> (accessed: July 8, 2009).

⁹⁵⁸ San Francisco Public Library, *New Bayview/Anna E. Waden Branch Library Frequently Asked Questions*, 2009.

<http://www.sfgov.org/site/frame.asp?u=http://www.sfpl.org/> (accessed: July 8, 2009).

■ State

There are no state library service regulations applicable to the Project.

■ Local

San Francisco Public Library Strategic Plan (2003–2006)

The SFPL Strategic Plan was adopted in 2003 and remains the guiding document for the SFPL. As stated in the SFPL Strategic Plan, there is no national standard for library service. Instead, each library must evaluate how it may best meet the needs of the community. To this end, the SFPL has developed the Strategic Plan that provides every library facility and program with a unifying organizational vision and system-wide goals. These goals are broad and flexible to tailor services to each unique neighborhood. The Strategic Plan also provides a framework to consider opportunities for new programs and services.⁹⁵⁹

III.O.13 Impacts

■ Significance Criteria

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

- O.d Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, [or the] need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for library services

■ Analytic Method

Impacts on library services are considered significant if an increase in population or development levels would result in an increased demand for library services that would require the need for new or physically altered library facilities in order to maintain acceptable service ratios, the construction of which could result in substantial adverse environmental effects.

Additionally, the Project's potential contribution to cumulative library impacts is evaluated.

⁹⁵⁹ San Francisco Public Library Strategic Plan 2003–2006.

■ Construction Impacts

Impact PS-7: Library Services during Construction

Impact PS-7 Construction activities associated with the Project would not affect provision of school services by decreasing access to library services. (No Impact) *[Criterion O.d]*

Construction of the Project would not result in impacts to the San Francisco Public Library system, as the construction itself would not result in an increase in population requiring library services. Also, no library branches are located on the Project site. All library services would be available to the community throughout the duration of project construction. As such, no impact to library services during construction of the project would occur. No mitigation is required.

■ Operational Impacts

Impact PS-8: Library Services during Operation

Impact PS-8 Implementation of the Project would not result in an increase in demand for library services that is not met by existing library facilities in the vicinity that have been expanded or updated. (Less than Significant) *[Criterion O.d]*

Residential and nonresidential development associated with the Project would increase demand for local library services in the Bayview neighborhood. The Project would result in a population increase of 24,465 residents and 10,730 employees. The development at Candlestick Point would result in a population increase of 18,290 residents and 3,476 employees, and the development at HPS Phase II would result in a population increase of 6,175 residents and 7,254 employees. Although the Project would result in a substantial direct and indirect population increase within the Bayview neighborhood, library branches serving the Project site, including the new Portola branch (opened in 2009), the Visitacion Valley branch currently under construction (opening in 2010), and the Bayview branch to be expanded beginning in 2010 (opening in late 2011), would continue to meet the demands of the community. Each of the three new library branches serving the Project are designed to accommodate 10 to 15 percent growth in their collection size.

Services offered at each library are based on a variety of factors including collection size, and by weighing the benefits of adding community rooms, study areas, and designated spaces for teens, children, and adults. All of the library branches serving the Project site were designed to accommodate 10 to 15 percent growth in its collection size.⁹⁶⁰ If materials are not available at a specific branch, materials can be made available in a matter of days through the SFPL's delivery system, which provides for the delivery of materials from one branch to another branch, utilizes Link+ system to access books at participating libraries in California, or request a loan from the Interlibrary Loan system, which involves loaning items from various libraries and institutions in North America. As such, materials available to library patrons are not limited to those housed at their neighborhood library, making the number of volumes at each

⁹⁶⁰ Written correspondence with Brian Bannon, Chief of Branches, San Francisco Public Library with Allison Wax, PBS&J, September 9, 2009.

branch location not a valid measure to evaluate library services. In the event that additional services are needed in any neighborhood, the SFPL dispatches a bookmobile to address immediate needs and the SFPL's current Strategic Plan would provide guidance as to how to address increased demands resulting from population growth in consideration of the branch's fixed budget.

The new SFPL branches, which would all be completed upon build-out of the Project, would accommodate increased demand from the Project. No additional library facilities would be required to accommodate development proposed in the Project. Impacts to libraries would be less than significant, and no mitigation is required.

However, space within the Project site would also be dedicated to the provision of library services to supplement the expanded Bayview branch library. As part of the Project, a 1,500-gsf reading room and space for automated book-lending machines would be integrated into the community retail and public facilities uses that are proposed.

■ Cumulative Impacts

The geographic context for the analysis of cumulative impacts associated with libraries is the City of San Francisco. The past and present development in the City is described in the Setting section of this chapter, representing the baseline conditions for evaluation of cumulative impacts. Reasonably foreseeable future development forecasts are based on projections of future growth and take into account projects going through the entitlement process. The City of San Francisco provides public services within the City's boundaries.

The Branch Library Improvement Program (BLIP), launched as a result of a 2000 bond measure, included plans for construction of eight new library branches. The BLIP includes completion of a "Community Needs Assessment" for each branch, with public meetings, community surveys, and outreach to neighborhood organizations. Most branch libraries in the City are currently being renovated, or are planned for future renovation, under the BLIP program. As stated in the SFPL Strategic Plan, there is no national standard for library service and each library must evaluate how it may best meet the needs of the community. To this end, the SFPL has developed the Strategic Plan, which provides every library facility and program with a unifying organizational vision and systemwide goals.

Development of reasonably foreseeable future projects within the City, in conjunction with past and present development, would increase resident population as well as generate new employment, which could increase demand on public library resources. The SFPL Strategic Plan is based, in part, on population projections for build-out of the General Plan, which includes the development anticipated at the Project site. All cumulative projects (past, present, and reasonably foreseeable) that are within the identified population projections would be understood to have been considered during development of the Strategic Plan. Therefore, it is not anticipated that cumulative development would result in a significant cumulative impact to library services.

Residential and non-residential development associated with the Project would increase demand for local library services in the Bayview neighborhood. As noted, the existing SFPL branches and construction of the proposed Reading Room that is part of HPS Phase II would accommodate the increased demand from the Project. No additional library facilities would be required to accommodate development

proposed in the Project. Therefore, no new or physically altered library facilities would be required in order to maintain acceptable service ratios for public library services. There is no significant cumulative impact with respect to library resources, and the Project's cumulative impact would be less than significant.