THE EXECUTIVE PARK SUBAREA PLAN HEALTH IMPACT ASSESSMENT

An Application of the Healthy Development Measurement Tool (HDMT)

Draft for Public Review

San Francisco Department of Public Health

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This Report and the HDMT are available online at: www.theHDMT.org.

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GLOSSARY

BVHP	Bayview Hunters Point neighborhood
EIR	Environmental Impact Report
EP	Executive Park Subarea
HDMT	Healthy Development Measurement Tool
The Plan	The Executive Park Subarea Plan
SF	San Francisco
SFDPH	San Francisco Department of Public Health
SFDCP	San Francisco Department of Planning
SFPD	San Francisco Police Department
VV	Visitacion Valley neighborhood
VVCFIFF	Visitacion Valley Community Facilities Infrastructure Fee and Fund

EXECUTIVE SUMMARY

The Executive Park Subarea Plan Health Impact Assessment summarizes the results from the first application of San Francisco's Healthy Development Measurement Tool to a development plan.

The Healthy Development Measurement Tool (HDMT) is a new approach for evaluating land use planning and urban development with regards to the achievement of human health needs. The HDMT was created by the San Francisco Department of Public Health through a unique collaboration among development stakeholders and public agencies in San Francisco. Using public health to explicitly connect the needs of health and human development to physical and environmental conditions, the HDMT provides a systematic assessment approach to simultaneously consider effects of development on six overarching domains--environmental stewardship, transportation, housing, public infrastructure, public safety, and the economy. The HDMT provides a set of metrics of community health for San Francisco, baseline data on these metrics and development targets to assess the extent to which urban development projects and plans can improve community health. The HDMT also provides a range of policy and design strategies that can advance health conditions and resources via the development process.

The subject of this first application of the HDMT is the Executive Park Subarea Plan, which proposes to build 2,800 units of new residential housing on a 71-acre area in the southeastern corner of San Francisco. Our analysis evaluates the Plan against 84 community health indicators and 87 related targets for healthy development.

Based on this evaluation, chief strengths of The Plan include:

- The goal of becoming the first sustainable neighborhood in San Francisco
- Design guidelines that promote green building and access to open space
- The creation of an impact fee to fund community benefits in the surrounding neighborhood

The evaluation also highlighted a number of improvement opportunities, including:

- Increasing specificity (e.g., in implementing actions) to achieve Plan goals and policies
- Attending to the area's geographical isolation by improving transportation systems and access to goods and services
- Coordinating the Plan's objectives with other area development projects, such as Schlage Lock, the Bayview Transportation Improvement Project, Candlestick Park and Hunters Point Shipyard

The HDMT Sustainability Spider Diagram provides a visual representation of our evaluation of the Executive Park Subarea Plan against HDMT objectives. This diagram illustrates that the Executive Park Subarea Plan, as written, would achieve roughly 50% of the analyzable HDMT development targets for the six HDMT elements.

In an effort to improve the Plan and mitigate potential impacts, our evaluation identifies 134 recommendations. Some of these can be incorporated directly into the Executive Park Subarea Plan and others can be addressed after the Plan is adopted, during the environmental review process and/or through broader City policy.

This first pilot application of the HDMT to a land use plan has demonstrated that it is possible to comprehensively and constructively assess development plans with an eye towards promoting healthy, equitable, and sustainable communities. This application also revealed various strengths and limitations of the HDMT and identified ways to improve its content and the application process. Key considerations in future HDMT applications include reducing the amount of staff resources needed to complete an application, standardizing the depth of analysis across HDMT Elements when collectively analyzing a plan, efficiently obtaining public information that may be needed to achieve a thorough evaluation, and gaining the requisite familiarity with a project area and surrounding neighborhoods. The report identifies a number of recommendations to address each of these needs, and subsequent HDMT applications have been structured differently to address lessons learned from this pilot application.

I. INTRODUCTION

A) Overview

The trend towards urbanization worldwide has led cities and localities to pursue sustainable and equitable growth and development practices. Internationally, governments and a wide range of stakeholders increasingly appreciate the importance of comprehensive and holistic examination of public policies, plans, and projects against environmental, social, and economic issues. This is in contrast to past approaches where decisions had been evaluated based on economic or environmental impacts in isolation of other needs. Proponents of a multi-objective approach to examining policies and plans have several goals, including aiming to help decision-makers weigh the benefits and burdens associated with development, identifying hidden and inequitable impacts, and realizing opportunities for simultaneous solutions to entrenched urban problems. Still, relatively few methods exist to provide systematic and multi-objective sustainability assessments of growth and development decisions.

In San Francisco, the Healthy Development Measurement Tool (HDMT) emerged as part of this movement towards achieving greater sustainability and equity in growth and development planning. The HDMT was created though a collaborative process instigated by diverse social justice, health, and environmental interests and supported by a local public health agency in a politically progressive city. Using public health to explicitly connect the needs of health and human development to physical and environmental conditions, the HDMT provides a systematic assessment approach to simultaneously consider multiple effects of development and to identify trade-offs between competing needs and interests. The HDMT includes a set of community health metrics for San Francisco, baseline data on these metrics and development targets to assess the extent to which urban development projects and plans affect health. The HDMT also provides a range of policy and design strategies that can advance health interests and resources via the development process.

This Report summarizes findings from the first pilot application of the HDMT to a proposed development plan in San Francisco. The Executive Park Subarea Plan, henceforward known in this document as "The Plan," proposes 2,800 units of new residential housing on a 71-acre area in the southeastern corner of San Francisco, east of Highway 101 and north of the southern County line (see Figure 1).

Overall the HDMT application to the Executive Park Subarea Plan demonstrates that the HMDT is a feasible methodology that can be used to conduct a comprehensive health and sustainability assessment of a land use development project. As anticipated, this first HDMT application identified of a number of ways The Plan can be improved to protect and promote health. This pilot application also revealed various strengths and limitations of the HDMT and identified ways to improve the HDMT itself as well as our application methodology. We hope that this pilot application will provide various stakeholders, including San Francisco agencies, community organizations, residents, and developers, with clear examples of how to constructively and broadly assess development plans with an eye towards promoting healthy, equitable and sustainable communities.

Healthy Development Measurement Tool
History and Background

In 2004, several community organizations approached the San Francisco Department of Public Health (SFDPH) concerned about the unequal distribution of development-related health benefits and burdens occurring in the Mission, South of Market and Potrero Hill neighborhoods. In response, the SFDPH Program on Health, Equity, and Sustainability convened and facilitated the Eastern Neighborhoods Community Health Impact Assessment (ENCHIA), a multi-stakeholder consensus-based process involving over 20 diverse organizations whose interests were affected by development. The 18-month process was established to explicitly articulate the relationship of health to development patterns, to advance the consideration of health in development decision-making, and to identify ways that land use development in San Francisco could promote and protect health.

Grounded conceptually by the framework of "Health Impact Assessment" (HIA), the ENCHIA process reflected growing scientific understanding that optimal health could not be achieved by health services and individual behaviors alone, but through healthful neighborhood conditions including: adequate housing; access to public transit, schools, parks and public spaces; safe routes for pedestrians and bicyclists; meaningful and productive employment; unpolluted air, soil, and water; and, cooperation, trust, and civic participation.

The ENCHIA process resulted in a number of important outcomes, including:

- Producing a vision for a Healthy San Francisco;
- Developing community health objectives to reflect that vision;
- Identifying indicators to measure those objectives and vision;
- Generating and presenting data on those objectives and indicators to assess how the City was doing with respect to that vision;
- Developing a menu of urban policy strategies to advance those objectives; and,
- Developing the *Healthy Development Measurement Tool,* through the integration of all of the above products

The HDMT was the most significant product of the ENCHIA process, providing an evidence-based method for considering public health objectives in land use planning. The HDMT is currently comprised of seven elements: environmental stewardship, sustainable and safe transportation, public safety, public infrastructure, adequate and healthy housing, healthy economy, and community participation. In total, there are 27 community health objectives, approximately 120 measurable indicators, data and associated development targets, and policy and design strategies.

For more information on the ENCHIA process, or to read the Final Report, visit:
http://www.sfdph.org/phes/ENCHIA.htm

Figure 1. Map of Executive Park Subarea

Map from SF Planning Department, July 22, 2006 presentation on Executive Park.

B) HDMT Application Context

Over the past decade, San Francisco has experienced significant residential and commercial development. In the southeastern sector of San Francisco alone, specifically Bayview Hunters Point (BVHP) and Visitacion Valley (VV), over one billion dollars of economic development project activity is anticipated to come to fruition by 2010.[1] Major projects include:

- Redevelopment of Hunters Point Shipyard
- A new Home Depot on Bayshore Avenue
- Completion of the Third Street Town Center and SF Muni Third Street Light Rail
- Redevelopment of the former Schlage Lock Site
- Development of Pier 7 and Candlestick Mall near Monster Park
- Development of Executive Park

Significant changes in San Francisco's demographics are accompanying new development. For example, the population of African-Americans in San Francisco has declined substantially over the years, reaching an all time low of 7% in 2005.[2] Between 1990 and 2000, there was also a notable increase in the number of new San Francisco residents aged 20 – 34, while the number of residents in almost every other age group decreased.[3] Research has also found that families with children are leaving San Francisco before their children reach kindergarten.[4] Between 1990 and 2000, the number of children in San Francisco dropped by 15% and the number of households with children dropped by 3%.

Demographic data also illustrate a trend towards growing income inequality in San Francisco, with significant disparities between populations. San Francisco's income gaps between Asians, African-Americans, Latinos, and Whites are wider than national averages and while the income gap between races is closing at the national level, San Francisco's continues to grow.[5]

Because much of the new development proposed for BVHP and VV is still in planning stages, the cumulative impact of these projects on health and the fulfillment of human needs are unknown. Bringing an estimated 8,000 residents to Executive Park, 15,000 residents to Candlestick Point, and 1,600 residents to the Schlage Lock area will dramatically increase demands for public and private services and infrastructure, including public transit, road maintenance, grocery stores, and schools. At the same time, increasing the number of residential and commercial properties will increase the property tax base for the City, thereby increasing funds available for social services, as well as increasing economic and social activity, ostensibly in these neighborhoods.

Against this backdrop, development plans and projects have both generated support and raised concerns from San Francisco's various constituencies. For example, as some argue that much of the City's recent development has worked to spur economic development and provide much needed housing, others argue that low-income and working class residents of San Francisco have been left behind and disproportionately burdened by these changes. In reality, both of these perspectives have some truth. This application of the HDMT to the Executive Park Subarea Plan is an attempt to contribute to development discussions and decision-making by identifying and analyzing the trade-offs associated with development through a lens that integrates public health, social equity, and sustainability.

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[1] Presentation to the U.S. Conference of Mayors, Workforce Development Council. June 2, 2006. Accessed online on May 23, 2007: http://usmayors.org/uscm/wash_update/documents/SanFranciscoCommunitiesofOpportunity.pdf

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Why is Land Use a Public Health Concern?

Significant scientific evidence supports the connection between land use and health. Extensively described in many reviews and peer-reviewed studies and articles, below are some of the key findings:

Housing

- Relatively expensive housing may force low-income tenants to use more of their resources to obtain shelter, leaving less for other necessities such as food.[6]
- Overcrowded housing conditions contribute to mortality rates, infectious disease risk,[7] and respiratory infections.[8]
- Children living in homeless shelters have been found to suffer from depression, have a behavioral problem, or have severe academic delay.[9]
- Residential segregation is associated with teenage childbearing, tuberculosis, cardiovascular disease, availability of food establishments serving healthy foods, and exposure to toxic air pollutants.[10]
- Segregated neighborhoods have been shown to have fewer assets and resources, such as schools, public transportation, food retailers and libraries, than non segregated neighborhoods[11] and a host of unwanted land uses such as power plants, solid and hazardous waste sites, and bus yards.[12]
- Substandard housing conditions can increase the risk of injury through exposed heating sources; unprotected upper-story windows and low sill heights,[13] slippery surfaces,[14] and breakable window glass in sites with a high likelihood of contact; and poorly designed stairs with inadequate lighting.[15]

Transportation

- Vehicle miles traveled are directly proportional to air pollution and greenhouse gas emissions.[16]
- Exposure to air pollution contributes to the development of cardiovascular diseases, heart disease, and stroke.[17]
- Areas with high levels of vehicle miles traveled per capita also tend to have higher accident and injury rates.[18] [19]
- Compact areas with lower levels of vehicle miles traveled per capita tend to have lower accident and injury rates.[20]
- Proximity to transit links is associated with reduced vehicle trips and improved access to social, medical, employment-related, and recreational activities.[21]

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Community Design

- Living in proximity to high-traffic density or flow results in reduced lung function and increased asthma hospitalizations, asthma symptoms, bronchitis symptoms, and medical visits.[22] [23]
- Sidewalk cleanliness and width, street design for pedestrian safety and speed control, and street lighting influence levels of pedestrian walkability and neighborhood crime and safety.[24]
- Walking or biking to work helps meet minimum requirements for physical activity. [25]
- People walk on average 70 minutes longer per week in pedestrian-oriented communities.[26] [27]
- Chronic noise exposure can adversely affect sleep, school and work performance, and cardiovascular disease.[28]
- Both the number of neighborhood parks in proximity to one's residence and the types of amenities at the park predict the duration of physical activity in children.[29]
- Living in proximity to green space is associated with reduced self-reported health symptoms, better self-rated health, and higher scores on general health questionnaires.[30]

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C) Background on Executive Park

Executive Park is located in the southeastern corner of San Francisco, between Bayview Hunters Point and Visitacion Valley (see Figure 2). Roughly 71 acres divided into nine parcels of land, Executive Park is one of the few remaining underdeveloped stretches of land in San Francisco.

Over the past thirty years, Executive Park has undergone numerous planning processes that have changed the intended land uses of the area to meet City and regional development needs. The current Plan, proposes to convert the land formerly zoned as a commercial business district (C-2) into a mixed-use medium density residential area (RM-3). The Plan estimates the development of up to 2,800 units for approximately 8,000 new residents.

Figure 2. SF Planning Districts and Executive Park

In the 1960s, Executive Park first served as a parking lot for Candlestick Park Stadium (now Monster Park). In 1978, the first development plan for the Executive Park area was created, proposing over one million square feet of office, hotel and retail space and 3,900 parking spaces. Between 1978-1992, plans underwent several revisions to alter building locations; increase office space, hotel space, residential units and parking spaces; and add space for a health club, child care and restaurant/retail space. Following a 1992 addendum approval of a supplemental environmental impact report, building permits were issued for 287 units in five residential buildings and three office buildings (which contain 320,000 square feet of office space and 2,500 square feet of retail use). This construction is essentially what remains today in Executive Park. The three office buildings constructed in the 1970s have experienced slower-than-anticipated occupancy and rental activity. Following the Bay Area dot-com boom and subsequent crash, office space was considered a less urgent need than housing, and rezoning was considered to convert the existing office space into residential uses.

As part of a larger effort to meet City and regional housing needs, the San Francisco Board of Supervisors adopted an amendment to the General Plan in October 2005 to allow an additional 499 residential units in Executive Park, to eliminate all proposed and existing space for offices and health club, and to reduce the amount of space for retail and childcare. In addition to passing the General Plan Amendment, the Board of Supervisors approved the "Visitacion Valley Community Facilities and Infrastructure Fee and Fund." This Ordinance placed a $4.58 per square foot impact fee on new residential development in Executive Park (and in Schlage Lock, a large redevelopment site in Visitacion Valley) to mitigate the impacts of those new residents on Visitacion Valley's public infrastructure. At the same time, the Board of Supervisors requested that the Planning Department create a neighborhood vision and comprehensive plan for Executive Park (the Executive Park Subarea Plan).[31] [32]

Currently, each parcel of land in Executive Park is at a various stage of the development and permitting process. The southeast corner of Executive Park is currently a gated residential development (The Cove), which when completed will include five 52-unit buildings. As of August 2007, 146 of the 176 units in The Cove were completed and sold, and 20 of the remaining 30 were on the market. The parcels on the southwest side of the Executive Park project area are currently commercial development with significant land dedicated for surface parking. The northern area of Executive Park, along Bayview Hill, is currently undeveloped but is being

[31] San Francisco Planning Department. "Executive Park: A subarea plan of the Bayview Hunters Point Area Plan." (2006) Accessed online May 9, 2007: http://www.sfgov.org/site/planning_index.asp?id=42414

[32] **San Francisco Municipal Code. Article 3. Zoning Procedures. Sec. 319. Visitacion Valley Community Facilities and Infrastructure Fee and Fund.** http://www.municode.com/content/4201/14139/HTML/ch003.html

terraced and prepared for residential development. Table 1 lists current property-owners and developers at Executive Park and their various development proposals.

Table 1. Overview of Current Project Developers and Proposals in Executive Park	
George Yerby	Number of Residential Units = 499 Number of Buildings Total = 5 Building Heights = varies between 8-24 stories each building Notes: Currently owns existing 3-story office building, proposes to demolish and develop housing
Signature Properties	Number of Residential Units = 450 ▪ 150 town houses ▪ 300 apartment condos Number of Buildings Total = Unknown Building Heights = Unknown Notes: Approved by Planning Department for development but design guidelines await community meeting process
Top Vision	Number of Residential Units = 504 Number of Buildings Total = 5 Building Heights = each 4 stories Parking = 1 to 2 underground parking spaces per unit Notes: Indicated would like to build some taller buildings on the site but plans have not been submitted to Planning Department as of 11.12.06 (nearing final approval). 2 buildings built in 2001; 128 units sold in 2004/2005. 3 buildings w/ 176 units under construction; first units ready to sell in December 2006
Universal Paragon Corporation	Number of Residential Units = 1,100 Number of Buildings Total = 8 Building Heights = varies between 4-24 each building Notes: Currently owns existing 2 office buildings, proposes to demolish and develop housing

D) Overview of Executive Park Subarea Plan

Released by the SF Planning Department in June 2006, the Executive Park Subarea Plan (The Plan) sets forth objectives and policies to aid the area's transition to a residential neighborhood. The Plan is intended to provide guidance in the development of this subarea to create "a welcoming environment for visitors and residents to the area through the creation of good streets, good urban design, and sound land use policies (Executive Park Subarea Plan, page 3)." The Plan states the following goals:

1. Create a new residential neighborhood to help address the City's and the region's housing needs, support regional transit use, and strengthen community facilities and services, including neighborhood-serving retail.
2. Create a livable urban community with easy access to the waterfront and well-designed streets and open spaces.
3. Create a pedestrian-oriented urban environment that encourages walking.
4. Enhance public linkages within the area and to nearby neighborhood commercial districts.
5. Encourage residents, workers, and visitors to use alternative modes of transportation.

The Executive Park Subarea Plan is organized into five main Elements – land use, streets and transportation, urban design, community facilities and services, and recreation and open space. The Plan also includes a

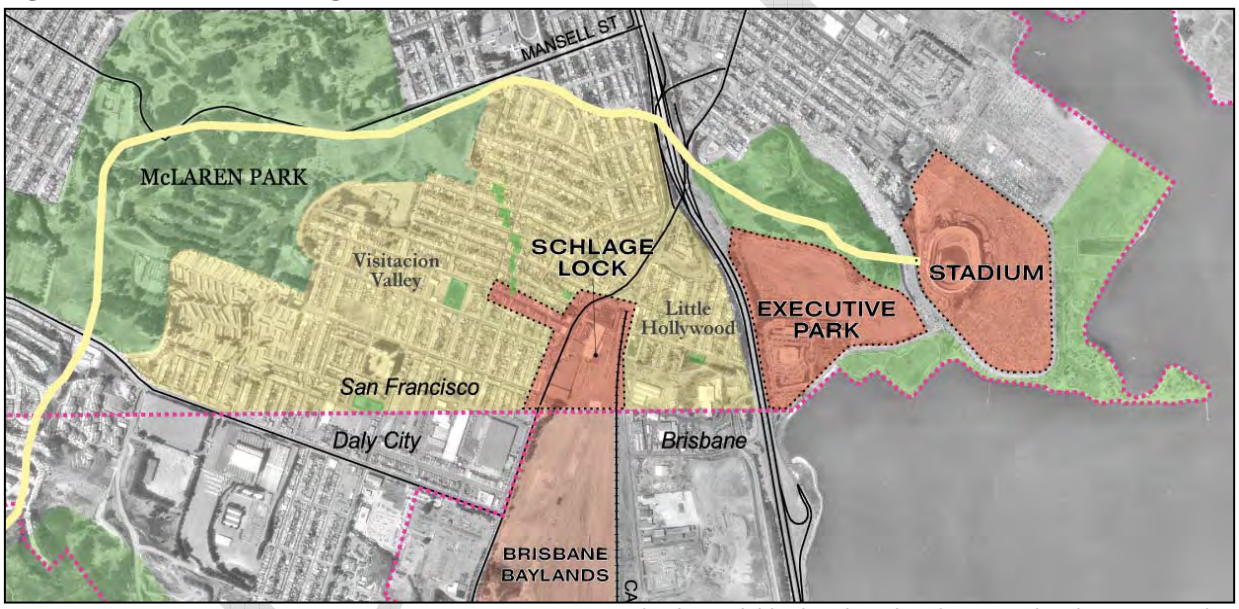
transportation management plan, design guidelines, and streetscape design guidelines.[33] The Plan is subject to environmental review, however, and a draft or final EIR for the Plan has not been published. The Plan and associated guidelines thus constitute the primary basis for this HDMT evaluation.

E) Overview of Surrounding Neighborhoods

Executive Park is bounded on the west by U.S. Highway 101, on the north by Bayview Hill, on the east by Candlestick Point Special Use District (which includes Monster Park), and on the south by Candlestick State Park and the San Francisco Bay. According to the San Francisco Planning Department, "While the area itself lies within Bayview Hunters Point, Executive Park is closely connected to Visitacion Valley and the Little Hollywood neighborhoods west of Highway 101. Being on the south side of Bayview Hill separates it physically from Bayview Hunters Point. Executive Park's focus on the Bay and its street network both orient the area to the neighborhoods to the west and to the south." (Executive Park Subarea Plan, Page 1)

As discussed in the introduction, both Visitacion Valley (VV) and Bayview Hunters Point (BVHP) will undergo significant redevelopment in the coming years. These changes will likely impact the demographic and socio-economic make up of the neighborhoods. The major development projects in VV include redevelopment of Schlage Lock and Leland Avenue, and in BVHP include redevelopment of Hunters Point Shipyard, Bayview Commercial District, and Monster Park. The Brisbane Baylands in San Mateo County just south of the San Francisco county line are also in the process of redevelopment (see Figure 3). See Appendix A for more detailed descriptions of the development projects surrounding Executive Park.

Figure 3. Map of Surrounding Areas and Selected Development Projects



Basemap courtesy of Asian Neighborhood Design, from SF Planning Presentation

On average, the BVHP and VV neighborhoods have high rates of poverty, low per capita and household median income, high rates of unemployment, and low rates of high school graduation in comparison to San Francisco (see Table 2). BVHP and VV are also home to a generally younger than average population compared to the rest of the City, and have higher rates of overcrowding than most San Francisco neighborhoods. There is also less residential mobility (persons staying in the same home for the past five years) compared to the citywide percentage. Home prices in BVHP and VV are also lower than the citywide median.

Both BVHP and VV are fairly racially and ethnically diverse. Historically, BVHP has been an African American neighborhood, although in recent years there has been an "exodus" of middle and working class African

[33] San Francisco Planning Department. "Executive Park: A subarea plan of the Bayview Hunters Point Area Plan." (2006) Accessed online May 9, 2007: http://www.sfgov.org/site/planning_index.asp?id=42414

Americans to neighboring suburbs such as Vallejo, Pittsburg, and San Leandro, leading Mayor Newsom to call for an investigation into the declining African American population in San Francisco.[34] VV has racial and ethnic enclaves throughout the community, such as is Sunnydale, Little Hollywood, and Portola. Overall, Asians and Pacific Islanders represent the largest racial/ethnic population (53.5%). Compared to most other San Francisco neighborhoods, VV has a higher percentage of foreign born residents (particularly from China and the Philippines) and persons who speak a language other than English at home, leading to higher rates of linguistic isolation among those populations.

Both neighborhoods used to contain a large number of industrial jobs, but have experienced significant job loss with the closing of major employers including Hunters Point Shipyard in BVHP and Schlage Lock in VV. These former industrial sites are both being considered for redevelopment as predominantly residential areas which would therefore provide few employment opportunities for currently unemployed residents.

Table 2. Demographic Characteristics of Bayview Hunters Point, Visitacion Valley and San Francisco			
	San Francisco	Visitacion Valley	Bayview Hunters Point
Number of Residents	776,733	19,809	34,653
Race/Ethnicity*			
White	49.6%	11.3%	9.2%
African American	7.6%	18.7%	45.1%
American Indian/Alaskan Native	0.5%	0.4%	0.5%
Asian/Pacific Islander	31.4%	53.5%	30.3%
Other	6.4%	11.9%	10.2%
Multi-Racial	4.5%	4.2%	4.7%
Hispanic/Latino	14.1%	18.4%	15.9%
Per capita income	$34,556	$14,885	$14,482
Weighted household median income	$59,148	$55,352	$43,950
% unemployment	4.6%	6.8%	9.5%
% below the poverty line	11.3%	14.0%	21.2%
% living in same house for past 5 years	54.2%	62.4%	61.6%
Avg. household size	2.3	3.8	3.5
Median home price **	$769,797	$630,750	$577,000
% 25+ yrs w <high school degree	18.8%	40.1%	36.6%
% non-English speaking at home	13.4%	23.4%	15.0%
% foreign born	36.8%	50.0%	32.1%
% under 19 years old	14.4%	25.6%	29.8%
% over 65 years old	13.8%	11.3%	11.3%
% families with children under 18 years	40.2%	50.2%	55.1%
Data from 2000 U.S. Census. // * The Hispanic/Latino category is an entirely separate variable. People counted as Hispanic/Latino are also counted in the race categories (i.e. those categories are not mutually exclusive). // ** National Association of Realtors. Metropolitan Area Existing-Home Prices and State Existing-Home Sales. Accessed on 10/30/06: www.realtor.org/Research.nsf/Pages/MetroPrice			

The health status of residents is poorer relative to the City as a whole. Both neighborhoods experience higher rates of homicide, physical assault, and rape/sexual assault than other SF neighborhoods (indicator PS.3.e) BVHP residents experience higher rates of morbidity for chronic conditions such as asthma and diabetes.[35] VV and BVHP have lower rates of first trimester prenatal care, higher childcare need (indicator PI.1.b), lower rates of supermarket/grocery store access (indicator PI.6.c), lower rates of walking and biking (indicator ST.3.d), and higher rates of overcrowding (indicator HH.1.e) than most SF neighborhoods. High rates of poverty, overcrowded living conditions, school failure, and lack of access to services are all community risk factors strongly associated with violence.[36] [37]

[34] Accessed online on May 29, 2007: http://www.sfgov.org/site/mayor_page.asp?id=59773. See also: http://www.sfgate.com/cgi-bin/article.cgi?file=/c/a/2007/04/09/MNGPBP56A51.DTL

[35] **See Health Outcome 6. Ambulatory Care Sensitive Conditions on the Healthy Development Measurement Tool Website: http://www.thehdmt.org/health_outcome.php?indicator_id=179**

[36] **San Francisco Safety Network. Community Survey on Public Safety . April 2006. Analysis provided by the National Council on Crime and Delinquency. Accessed on July 5, 2006 at: http://www.safetynetwork.org/article.php?id=60**

II. APPLICATION METHODOLOGY

A) A Pilot Application

As discussed in the introduction, the HDMT is an evidence-based method for decision-makers to evaluate health related conditions and needs in land use planning.[38] Prior to the creation of the web-based HDMT in March of 2007, SFDPH recognized the need to provide examples of HDMT applications to demonstrate its functionality and usefulness in the San Francisco development context.

Through conversations with Asian Neighborhood Design (AND), a community organization involved in land use planning in San Francisco who took part in the development of the HDMT, SFDPH was introduced to "Executive Park" as a large-scale development project that could benefit from a thorough application. SFDPH contacted the Visitacion Valley Community Development Corporation (VVCDC), a non-profit community housing developer based in the Visitacion Valley neighborhood, to be a resource and/or a partner in the HDMT application due to their familiarity and efforts with community planning near Executive Park.

During discussions with VVCDC, it was decided that SFDPH staff could apply the HDMT to the Executive Park Subarea Plan over several months, identifying positive and negative attributes of The Plan and generating policy and design strategy solutions. SFDPH would then share findings with the Planning Department, VVCDC, and other affected stakeholders. VVCDC agreed to the HDMT application and also agreed to meet with SFDPH periodically to discuss the Executive Park process and review the analysis.

Prior to this application, VVCDC identified a number of their own specific concerns with the Executive Park Subarea Plan, primarily that the Plan did not include enough affordable housing, public infrastructure, and community resources to support the anticipated 8,000 new residents. Given this lack of resources, as well as concerns with traffic and environmental pollution, VVCDC believed that residential spillover from Executive Park into the adjacent VV community would generate numerous health and environmental impacts in the VV neighborhood.

B) Scope

The application was formally launched in August 2006 and completed in May 2007. During this period, between three to six SFDPH staff worked part-time on the application. In total, the evaluation was completed for all HDMT indicators with available data (n = 83). Some of the remaining HDMT indicators without data were discussed in other indicator assessments and reviewed in the objective summaries.

C) Geography

The analysis of existing conditions and Plan impacts for this application occurred on three geo-spatial levels:

- Project Level: Executive Park
- Neighborhood Level: Visitacion Valley, Bayview Hunters Point
- Citywide Level: San Francisco

Nearly one-half of the indicators in the HDMT include data disaggregated at the neighborhood level. Much of the HDMT utilizes data collected by other agencies (e.g., the U.S. Census). The actual geographic area used for neighborhood-level analysis therefore varies based on the original data source's level of aggregation (e.g., whether data was collected and reported by aggregating at the level of census tract, Planning District, zip code, or Supervisorial District). For example, when indicator data was available at the census tract-level, SFDPH aggregated census tracts into their corresponding Planning Districts which reflect the neighborhood units used by the Planning Department. These Planning Districts reflect the HDMT's preferred level of aggregation for neighborhood analysis. However, the HDMT also includes indicator data only available at the zip code or

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[37] **Alameda County Blueprint for Violence Prevention. Accessed on: July 6, 2006: http://www.preventioninstitute.org/alameda.html**

[38] Fore more information on the structure of the HDMT, visit www.theHDMT.org.

Supervisorial District level. The geographic areas represented by these three units of analysis do not correspond to each other exactly (See Appendix B and C for maps showing geographic boundaries), and importantly, have varying degrees of meaning to neighborhood stakeholders. For example, stakeholders often referred to their neighborhoods by smaller units of analysis, such as "Little Hollywood" or "Sunnydale", two sub-neighborhoods within the Visitacion Valley Planning District. Table 3 illustrates how the project and neighborhood areas referred to in this report correspond to each other, based on unit of analysis.

Table 3. HDMT Geographic References by Level and Units of Analysis

		Unit of Analysis			
HDMT Geographic Reference	**Level of Analysis**	**Census Tracts**	**Planning District**	**Zip Codes***	**Supervisorial District****
Executive Park	Project	Executive Park resides within Census Tract 0610	Executive Park does not constitute its own Planning District. Households living in Executive Park would be counted as part of the BVHP Planning District	94134	10 (Maxwell)
Visitacion Valley	Neighborhood	0258, 0259, 0263, 0264, 0605, 0610	Visitacion Valley	94134	10 (Maxwell)
Bayview Hunters Point	Neighborhood	0230, 0231, 0232, 0233, 0234, 0606, 0609, 0610	Bayview Hunters Point	94124	10 (Maxwell)
* - Zipcode 94134 includes Executive Park, Little Hollywood, Sunnydale, Visitacion Valley, Portola, parts of Excelsior and Crocker Amazon. Zipcode 94124 includes Bayview Hunters Point.					
** - Supervisorial District 10 includes Executive Park, Little Hollywood, Sunnydale, Visitacion Valley, Portola Bayview Hunters Point, Potrero Hill, and parts of Excelsior and Crocker Amazon.					

As noted in Table 3, Executive Park resides within Census Tract 0610, which also includes Little Hollywood in VV and the Bayview Hill section of BVHP. (See Appendix B for Map of Census Tracts for Executive Park Pilot Application). Because the only residential units currently in Executive Park were constructed in 2001, it is assumed that none of the current residents were included in the 2000 U.S. Census for Executive Park. According to the U.S. Census, census tract 0610 included 2,400 individuals living in 666 housing units over 1.16 sq mi. We therefore assumed those 2,400 individuals lived either in Little Hollywood or near Bayview Hill.

D) Inputs

The primary document analyzed in the application was the Executive Park Subarea Plan. Staff also identified and gathered a series of additional analysis "inputs." These were defined as City documents, land use plans, maps, community meeting notes and presentations, site visits, and interviews that provided context for the Executive Park Subarea Plan. Specifically, these included the following:

- SF Planning Department Presentations on Executive Park
- Visitacion Valley Community Facilities and Infrastructure Fee and Fund Ordinance
- BVHP Community Revitalization Concept Plan and Redevelopment Plan
- VV/Schlage Lock Strategic Concept Plan and Workshop Summary
- Leland/Bayshore Commercial District Revitalization Plan
- Brisbane Baylands Redevelopment Plan
- San Francisco General Plan
- Newspaper Articles
- Developers' Websites
- Craigslist.org

Staff also conducted four site visits / field assessments of Executive Park, VV and BVHP neighborhoods and attended three community planning meetings hosted by the Planning Department. In addition, staff also conducted several key informant interviews in-person and by phone. Finally, innumerable phone calls and emails were sent to individuals and organizations to gather information regarding specific indicators.

E) Assessment

Plan assessment consisted of a number of steps. For every indicator in the HDMT that had available data (n=83), staff completed the following steps:

- Assessing the data with respect to each of the units of analysis described above
- Identifying relevant facts from The Plan and if necessary other applicable documents
- Evaluating The Plan based on its impact on the indicator and HDMT development target
- Identifying potential Plan improvements
- Summarizing findings

As this was a pilot case study, for each indicator assessment, staff also identified a series of recommendations to improve the HDMT. Some of the recommendations are listed in the Indicator Analysis pages in the Appendix. These and other recommendations are being incorporated into ongoing revisions of the Healthy Development Measurement Tool website, www.theHDMT.org.

III. HDMT APPLICATION FINDINGS AND RECOMMENDATIONS

The application of the Healthy Development Measurement Tool (HDMT) to the Executive Park Subarea Plan has generated findings and recommendations at three different levels described in this Report. At the broadest level, analysis across all seven elements of the HDMT generated a series of general findings and crosscutting recommendations for the Executive Park Subarea Plan and the SF Planning Department. Following these general findings are summaries of our analysis of HDMT indicators and development targets, organized by objective. At the most detailed level, we include comprehensive documentation of the individual indicator and development target analyses. These are provided in Appendix E of this Report.

III.A HDMT Sustainability Spider Diagram

The HDMT Sustainability Spider Diagram (Figure 4) provides a graphic representation of the Healthy Development Measurement Tool evaluation of the Executive Park Subarea Plan. This diagram illustrates the importance of multi-dimensional or multi-objective evaluations of health and land use planning and decision-making. The six axes of the diagram represent the six elements of the HDMT which were evaluated in this report. Community Participation is the seventh element of the HDMT, however due to lack of data, this element was not evaluated in this report and therefore excluded from the Spider Diagram.

The percent along each of the six axes represents the proportion of indicators that achieved a minimum or higher development target in the Plan evaluation. Development targets that were not applicable (e.g., ones that were relevant to industrial development or new schools) and indicators that did not have sufficient data to evaluate attainment of development targets (e.g., evaluation of park quality could not be determined until after parks were established) were excluded from this diagram. For example, of the 21 development targets in the Environmental Stewardship element, seven were not applicable or lacked sufficient data to be analyzed. Therefore fourteen Environmental Stewardship development targets were analyzed, of which six did not meet the minimum development target, five met the minimum development target, and three met the benchmark or maximum attainable development target. In total, this meant that 8 of the 14 development targets (or 57%) evaluated achieved a minimum or higher ranking. Table 4 elaborates on the diagram and the elements in greater detail.

Figure 4. HDMT Sustainability Spider Diagram

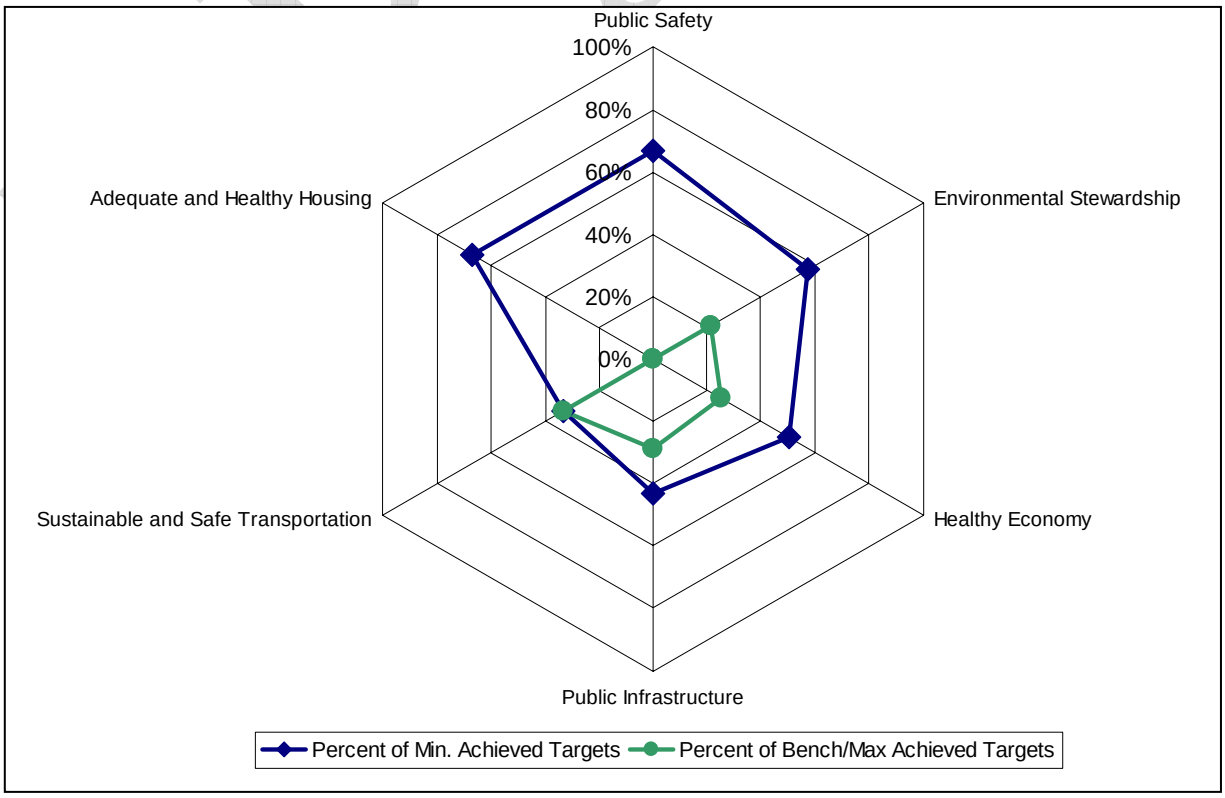

Table 4. HDMT Sustainability Spider Diagram Table

HDMT Sustainability Spider Diagram: Development Targets (DTs) Achieved as a Proportion of Development Targets Analyzed, by Element							
HDMT Elements	Number of Indicators Evaluated in HDMT[a] (n=84)	Number of DTs in HDMT[b] (n=87)	Number of DTs Analyzed[c] (n=43)	Number Achieving Minimum, Benchmark, or Max. DT[d] (n=22)	Proportion of DTs Achieving Min. or Higher DT[e]	Number Achieving Benchmark or Max. DT (n=9)	Proportion of DTs Achieving Benchmark or Max DT[f]
Public Safety	6	9	3	2	67%	0	0%
Environmental Stewardship	22	21	14	8	57%	3	21%
Healthy Economy	9	9	4	2	50%	1	25%
Public Infrastructure	24	21	7	3	43%	2	29%
Sustainable and Safe Transportation	14	14	9	3	33%	3	33%
Adequate and Healthy Housing	9	12	6	4	67%	0	0%
Community Participation	0	1	0	n/a	n/a	n/a	n/a
Total	84	87	43	22	51%	9	21%

a = As of May 2007, there were 109 indicators in the Healthy Development Measurement Tool. Of these 109 indicators, 84 were analyzable, meaning there was citywide data or community health assessment information or information in the plan related to the development target that would permit evaluation. The indicators are grouped together by element.
b = As of May 2007, there were 87 development targets for the 84 indicators that were analyzed in this HDMT analysis. Some indicators had more than one development target, whereas other indicators had no identified development targets. To view all of the development targets used in this analysis, please visit the individual indicator page analyses located in the Appendix.
c = Analysis was not conducted on development targets that (1) were not applicable, i.e. applied to industrial areas or to new schools but not to Executive Park residential development, or (2) lacked data and were unable to be analyzed, i.e. evaluation of park quality could only occur after the park was constructed.
d= Any development targets that do not attain at least a minimum are ones that fail to provide sufficient detail or are not likely to achieve the minimum development targets, even if all aspects of The Plan are implemented fully.
e = This is the number of development targets achieving at least a minimum target, divided by the total number of development targets evaluated for this element. This proportion is plotted on each of the six axes of the spider diagram in blue diamonds.
f = This is the number of development targets achieving a benchmark or maximum target, divided by the total number of development targets evaluated for this element. This proportion is plotted on each of the six axes of the spider diagram in the green squares.

The list of development targets and achievement of a minimum, benchmark or maximum standard are based upon the following important assumptions: All design guidelines and all parts of Executive Park Subarea Plan will be implemented, and any references in The Plan to a specific activity or method will be implemented (e.g. brief reference to the use of porous pavement means that porous pavement will be used to the maximum extent possible). This analysis also assumes that development will comply with: (1) new city ordinance that 65% of construction materials are reused or recycled, (2) sick day ordinance requiring all workers receive 1 paid hour of sick leave for every 30 hrs of work, up to 40 hours (5 days) of sick leave per year, (3) inclusionary housing requirements, (4) passage of the Health Care Security Ordinance which offers comprehensive healthcare services to uninsured San Franciscans and their employers at a reasonable cost, regardless of income, immigration status, or medical condition, and (5) any additional existing or future ordinances passed by the City applicable to the Executive Park Subarea, its owners or its residents.

The Executive Park Subarea Plan met between one-third and two-thirds of the development targets for each of the six elements evaluated. Adequate and Healthy Housing and Public Safety had the highest proportion of achieved development targets, and Sustainable and Safe Transportation had the lowest proportion of achieved development targets. As Table 4 illustrates, these proportions are generated from relatively small sample

sizes, thus the evaluation is descriptive but not statistically significant. For example, Public Safety achieved 67% of the development targets, because only three development targets were able to be evaluated, two of which were achieved because there currently are no alcohol outlets in Executive Park. Similarly, four of the six development targets achieved in the Adequate and Healthy Housing element were achieved because of the pre-existing Inclusionary Zoning Ordinance and the assumption that the Executive Park Subarea will comply with existing regulations to promote affordable housing.

Despite the limited generalizability of this information, the diagram provides a qualitative description of the Executive Park Subarea Plan's strengths and weaknesses, as evaluated by the Healthy Development Measurement Tool. As the following analysis describes in greater detail, the Sustainable and Safe Transportation element application is the weakest of the Executive Park Subarea Plan, which has considerable impact on the sustainability and livability of the proposed new neighborhood. The lack of attention to issues considered in the Public Infrastructure and Healthy Economy elements are also noticeable gaps in the Plan. These findings are described in more detail in the following pages.

III.B. General Findings and Recommendations

There are a number of general findings and recommendations generated through this application. Below we describe these in more detail. Findings relate to whether Executive Park is in fact San Francisco's first sustainable neighborhood or an urban island, to the lack of specificity in The Plan, to how the new neighborhood of Executive Park is counted, and to whether the impact fee should be reevaluated.

First Sustainable Neighborhood or an Urban Island?

In their July 2006 public presentation, the Planning Department identified Executive Park as San Francisco's "First Sustainable Neighborhood." The Planning Department described Executive Park as a neighborhood that plans to be urban, gracious and safe, family friendly, transit friendly, sustainable and green with green streets and open space, and green buildings. The intention to develop sustainable neighborhoods is a new concept and laudable goal for San Francisco, yet The Plan lacks a coherent definition of sustainability on which to evaluate this vision. The Plan does provide guidelines and recommendations for creating green streets, green buildings, open space, and using green construction and design practices. Furthermore, The Plan makes good use of available land in San Francisco by building at higher residential densities and at varying heights that complement the topography. Still, the scope of policies in The Plan and its Design Guidelines do not seem to advance a concept of sustainability that places economic, health, and equity goals on par with environmental goals.

The proposed sustainable neighborhood vision also contrasts with the physical reality of Executive Park, which one resident described as an "urban island". Because of the natural boundaries to the north and south (Bayview Hill and the San Francisco Bay) and the human-made boundaries to the east and west (Monster Park and Highway 101), Executive Park is geographically isolated. This isolation hinders environmental sustainability objectives related to transportation. In contrast, the proximity to Highway 101 makes Executive Park an ideal location for commuters who are using their cars to commute north or south. The additional lack of public transportation, lack of an active neighborhood commercial corridor or retail activity, and lack of physical and social connectivity to the surrounding neighborhoods further suggests that most Executive Park residents will be primarily using personal motor vehicles for transportation. Motor vehicle dependency is not an element of long-term sustainable, safe transportation.

A decade ago, dozens of individuals, organizations and government agencies were involved in the development of San Francisco's "Sustainability Plan", which included both a definition and framework for sustainable living. This framework could by utilized by the Planning Department to guide their development of sustainable neighborhoods. In the 1997 Sustainability Plan, a sustainable society was defined as "one that meets the needs of the present without compromising the ability of future generations to meet their own needs."[39] A complement to this definition is one which was developed by the United Nations Environment Program, the World Conservation Union, and the World Wide Fund for Nature: "sustainable development is improving the

[39] **San Francisco Sustainability Plan. Accessed on website June 24, 2007: http://www.sustainable-city.org/Plan/Intro/intro.htm**

quality of human life while living within the carrying capacity of supporting ecosystems."[40] Together, these two definitions of sustainability emphasize the importance of an intergenerational perspective that protects and promotes both human needs and ecosystems, which in turn promotes public health. Fundamentally, Executive Park's relative geographic isolation from the rest of San Francisco must be reconciled with the vision of this being a sustainable neighborhood by increasing public transportation, increasing retail activity, and increasing connectivity to other neighborhoods.

Lack of Specificity

SFDPH evaluation of The Plan against the development targets and indicators depends on explicit and clear implementation strategies. In many cases, evaluation was not possible because of lack of specificity in The Plan. There are a number of ways in which a lack of specificity manifests in the Executive Park Subarea Plan, including an absence of explicit and required implementation strategies and limited, references to surrounding neighborhoods and contemporary projects and plans. These are described in more detail below.

a) Lack implementation details

Many of the critiques of The Plan described in this analysis are related to a lack of specific details for implementation. Some objectives and policies are lacking implementing actions, and some implementing actions are vaguely worded. Some of the recommendations provided in the Indicator Analyses (Appendix F) and summarized in the Table of Recommendations (Appendix E) provide suggestions on more detailed wording and implementing actions.

In October 2006, the Board of Supervisors approved Article 36, the Community Improvements Area Plans and Programs Ordinance. The intent of the Ordinance is to promote interagency participation in the preparation and implementation of Community Improvement Plans and Implementation Programs. The Ordinance also intends to provide a means by which interested stakeholders can remain informed about, provide input into, and support for plan and program implementation.[41] The Planning Department has been working closely with other city agencies, including the Municipal Transportation Agency, Department of Public Works, Recreation and Parks Department, Department of the Environment, Mayor's Office of Housing, Mayor's Office of Economic and Workforce Development, and others to develop implementation details for the Eastern Neighborhoods Area Plans. It is anticipated that the Planning Department will work with these and other City agencies to develop a detailed implementation plan for Executive Park as well.

If the 2006 Ordinance is applied to the Executive Park Subarea Plan, an Implementation Plan will identify "the various facilities, infrastructure and other community improvements needed to address the identified conditions and needs (the "Community Improvements Plan") and an implementation program that summarizes the estimated costs of the various facilities and improvements identified in the Community Improvements Plan, proposes specific funding strategies and sources to finance them, identifies the responsible and supporting agencies, and outlines the steps, including as may be needed more detailed planning, program design, and environmental evaluation, required to refine the proposals and implement them (the "Implementation Program.")." [42]

b) Overlooking topics

To a large extent, the Plan lacks references to and a discussion of many of the infrastructure and services needed to support 8,000 new residents. For example, there is no discussion of access to schools, healthcare, arts, and jobs. There is no discussion of grocery store or foods access, though there is a large demand for grocery stores and supermarkets in southeastern San Francisco. Finally, the Plan fails to discuss issues like housing affordability levels and public safety. More details on each of these needs and services are available in the public infrastructure, housing and public safety analyses below.

c) Lack of discussion regarding surrounding neighborhoods

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[40] Accessed on website June 24, 2007: http://portal.unesco.org/education/en/ev.php-URL_ID=23279&URL_DO=DO_TOPIC&URL_SECTION=201.html

[41] Chapter 36. of San Francisco City Code. Community Improvements Area Plans and Programs. Accessed on August 20, 2007: http://www.municode.com/content/4201/14131/HTML/ch036.html

[42] Chapter 36. of San Francisco City Code. Community Improvements Area Plans and Programs. Accessed on August 20, 2007: http://www.municode.com/content/4201/14131/HTML/ch036.html

While the Executive Park Subarea Plan opens by discussing the community of Visitacion Valley, there are no references to the community of Bayview Hunters Point and its residents in the Plan, nor to the areas just south of the San Francisco county line. The Plan specifically states "Being on the south side of Bayview Hill separates it physically from Bayview Hunters Point. Executive Park's focus on the Bay and its street network both orient the area to the neighborhoods to the west and to the south." (Page 1). Although there is acknowledgement of Bayview Hill being a physical boundary, there is little attention to Highway 101 serving as a significant barrier to connections to Visitacion Valley and points south of Executive Park.

According to a sales representative for the Cove, a number of new residents work in the South Bay, near Palo Alto, San Jose, and Mountain View. On The Cove website, over one-third of the neighborhood shops, facilities and other desired attractions near The Cove were located south of the San Francisco county line, suggesting that they are marketing the housing to individuals who would be shopping and traveling south of the City on a regular basis.[43] Planning for an area that borders another county should attempt to include some regional analysis. Visitacion Valley Community Development Corporation and Asian Neighborhood Design are currently conducting a regional analysis of the Bayshore watershed area, which includes Visitacion Valley, Executive Park, Daly City and the Baylands area, to examine the needs of both residents in the southeastern section of San Francisco County and the northeastern section of San Mateo County. The needs identified in this analysis could be acknowledged and potentially addressed in the Executive Park Subarea Plan.

d) No references to surrounding projects and plans that have potential implications for Executive Park
There are a number of plans and projects under development in surrounding areas that are anticipated to have impacts on Executive Park; however, these projects and plans are not mentioned in the Executive Park Subarea Plan. For example, the Bayview Transportation Improvement Project, which proposes to reroute trucks from Third Street to Harney Way, will significantly increase the amount of truck travel near Executive Park. This increased truck travel will lead to increased noise, air pollution, traffic volumes, and pedestrian injuries on the streets surrounding the Executive Park Subarea. The Plan also fails to mention any other development projects, including Schlage Lock, Hunters Point Shipyard, Monster Park and a number of projects in San Mateo County, that that will likely impact traffic, infrastructure, and the availability of housing and retail for Executive Park residents. (See Appendix A for more details on these plans and projects)

How to Count a New Neighborhood?
According to language in the VVCFIFF, Executive Park is considered part of Visitacion Valley. While Executive Park is in zipcode 94134, the zipcode normally associated with VV, the Executive Park Subarea Plan is a Subarea plan of Bayview Hunters Point and historically has been considered part of BVHP because of the natural division created by Highway 101. As the population in Executive Park grows, Executive Park residents will constitute a larger and larger percentage of the neighborhood in which they are counted. For example, in 2000, before any persons resided in Executive Park, there were 2,400 persons in census tract 0610. With the proposed addition of 8,000 people, census tract 0610 will increase by 433%, considerably altering any analyses conducted at the census tract level. The inclusion of these new residents will change demographic characteristics of their "new" neighborhood substantially, with implications for the provision of public infrastructure, services and resources, as well as the predicted health outcomes – such as hospitalization rates for ambulatory care sensitive conditions. For example, Bayview Hunters Point currently has the highest rates of hospitalizations for asthma, diabetes and congestive heart failure in the City. If healthier residents move into Executive Park and Executive Park is counted as part of Bayview Hunters Point, the rates of hospitalization at the zipcode or neighborhood planning level will decrease, even though conditions among BVHP residents may not have improved. This may then have implications on funding for prevention and treatment services for BVHP residents. Thus, how and where the new residents are counted, (e.g., at the census tract, Planning District, zipcode, Supervisorial and other district levels) will have strong implications for the perceived needs of the neighborhoods. Clarification is needed for all City agencies and other organizations in their future analyses.

[43] **Neighborhood Map, The Cove at Candlestick Point Website. Accessed on March 30, 2007:** http://candlestickpoint.com/pdf/NeighborhoodMap.pdf

Re-evaluation of the Impact Fee

The Executive Park Subarea Plan discusses the creation of the Visitacion Valley Community Facilities and Infrastructure Fee and Fund (VVCFIFF), which was established to "mitigate impacts from new residential development in Executive Park and elsewhere on public infrastructure in Visitacion Valley." (Page 16)

As stated in the Ordinance, "The new development will have a profound impact on the neighborhood's dated infrastructure. A comprehensive program of community facilities and public infrastructure is necessary to mitigate the impacts of the proposed new development and to provide these basic community improvements to the neighborhood's growing residential population…While this fee will increase the overall burden on new development in the neighborhood, the burden is typically reflected in a reduced sale price for developable land, or passed on to the buyers/renters of housing in the neighborhood and thus is borne primarily by those who have caused the impact and who will ultimately enjoy the benefits of the community improvements it pays for."

Adopted by the Board of Supervisors in November 2005, fee revenues are to be used for:

- Active Recreation Spaces: development of neighborhood playground, pool, & outdoor education center
- Library Facilities: construction of a new neighborhood library
- Community Facilities: development of community spaces available for public uses
- Streetscape Improvements: Blanken Avenue sidewalk widening and lighting improvements; Leland Avenue streetscape improvements

Notably, all community facilities and infrastructure improvements in the Executive Park Subarea Plan and the VVCFIFF are explicitly oriented towards improving connections to VV. There are no references to improving connections to BVHP or to increasing utilization of services and goods in BVHP.

The $4.58 per square foot impact fee passed by the Board of Supervisors in October 2005 was based upon the projected impact 2,079 units of housing that totaled 2,449,000 square feet. Since the passage of the VVCFIFF in October 2005, another developer, Universal Paragon, has proposed to build an additional 1,100 units and several of the developers have increased the number of units proposed for the Executive Park Subarea. By increasing the number of units and residents in Executive Park, there may be an increased impact on the surrounding neighborhoods, as well as increased availability of funds generated from the increased number of housing units than what was originally calculated through the VVCFIFF impact fee. This HDMT analysis identified a number of additional potential impacts upon public infrastructure and transportation that are not currently addressed in the Executive Park Subarea Plan but that could be addressed through the increased availability of funding from the impact fee. See the Table of Recommendations in Appendix E for a complete list of recommendations.

General/Cross-Cutting Recommendations:

1. Define meaningful aspects of a "Sustainable Neighborhood" to help increase transparency and accountability for achieving goals stated in the Executive Park Subarea Plan. Build on the framework developed in San Francisco's 1997 Sustainability Plan which defined a sustainable society as "one that meets the needs of the present without compromising the ability of future generations to meet their own needs."[44]
2. Amend the Executive Park Subarea Plan to incorporate additional implementation actions and strategies. In accordance with Article 36, provide specific details on implementation strategies including estimated cost of facilities and improvements, proposed funding strategies, identification of responsible and supporting agencies, and an outline of steps to refine and implement proposed plan.
3. Incorporate a discussion of potential positive and negative impacts on Bayview Hunters Point and Visitacion Valley communities into both The Plan and EIR.
4. Promote regional analysis by insuring the cumulative EIR takes into consideration the following projects: Monster Park, 833-881 Jamestown Avenue, Schlage Lock/Leland Avenue, Hunters Point Shipyard, Bayview Redevelopment, and Bayshore Redevelopment Project including Brisbane Baylands, Geneva Avenue Extension, and Cow Palace. Consider utilizing VVCDC and AND watershed area analysis to assist with regional perspective.

[44] **San Francisco Sustainability Plan. Accessed on website June 24, 2007: http://www.sustainable-city.org/Plan/Intro/intro.htm**

5. Clarify whether Executive Park will be a part of the BVHP or VV Planning District.
6. Assess what the new neighborhood designation means for City funding for neighborhood services.
7. Re-evaluate the impact fee based on the increased number of units/square footage in Executive Park. Recalculation of the impact fee would lead to increased availability of funding for other projects in VV or Executive Park.
8. Assess whether some of the newly available funding could be allocated to increasing connectivity and infrastructure to Bayview Hunters Point, since no funding from the impact fee is currently allocated to this neighboring community.
9. Develop transparent, equitable method of determining how increased impact fees will be distributed.

III.C. Individual Indicator Analyses, Summarized by Objective

ES. ENVIRONMENTAL STEWARDSHIP

Stewardship of the environment is critical for ensuring the viability of the environment for future generations. To develop in the most sustainable way, one must consider the opportunities of new development to limit its impacts on the natural environment and consider ways to lower the increased demand new residents place on limited resources. Particularly in an urban environment, stewardship of the environment takes careful planning as growth, density and the need for goods, services, and infrastructure can compete for available and often limited resources. There are a number of construction and design standards (e.g., LEED) that provide opportunities for design and development to have long-lasting positive impacts on the environment.

Environmental stewardship has multiple impacts on health. For example, taking measures to limit the dependence on energy use helps conserve valuable natural resources, lower levels of pollution created through the extraction, transport, refinement and distribution of non-renewable forms of energy. Lowering pollution can decrease the incidence of asthma and other respiratory diseases. Additionally, money saved on energy bills can provide consumers with additional funds to spend on healthy features of life such as adequate housing, childcare, and healthy foods.

Objective ES.1: Decrease consumption of energy and natural resources

ES.1.a: Residential per capita natural gas use
ES.1.c: Total residential electricity use per capita
ES.1.d: Electricity use by industry type
ES.1.g: Total renewable energy/electricity produced in San Francisco
There is limited data available on energy consumption at the Executive Park project level. Average residential energy use in San Francisco is 221.21 therms (thm) of natural gas and 1487.16 kilowatt (kWH) of electricity. Residential energy use in Visitacion Valley (VV) is an average of 58.35 thm of natural gas and 442.61 kWH of electricity. Residential energy use in Bayview Hunters Point (BVHP) totals 153.05 thm of natural gas and 827.79 kWH of electricity. San Francisco uses 57.2% of electricity for commercial and industrial purposes, while 26% is used for residential purposes. Data is currently unavailable for indicator ES.1.d at the neighborhood level. Data is not yet available on the total renewable energy/electricity produced in San Francisco at the citywide or neighborhood levels.

While is not possible to determine conclusively whether the development targets will be met, The Plan references good strategies to "*promote sustainability of resources* (Page 13)." If the Design Guidelines noted in The Plan are followed to their maximum potential, it is likely that the minimum or benchmark development target for indicators ES.1.a, ES.1.c, and ES.1.d will be met.

With regard to renewable energy sources (ES.1.g), the minimum development target is not met by The Plan given the absence of language in the Design Guidelines for installation of solar panels or plumbing and circuits for roof-top panels. Executive Park is situated in a sunny part of San Francisco and therefore there is great potential to use natural light to minimize the use of non-renewable energy resources. In addition, because it is being built from the ground up, the possibilities of incorporating energy efficient design and solar panels is less costly than installing the necessary infrastructure on an already built building.

E.S.1.e: Gross per capita water use

According to the San Francisco Public Utilities Commission, the estimated gross per capita water use including industrial, commercial and residential uses in San Francisco is about 94 gallons per day. Of the approximate 90 million gallons sold per day in San Francisco, 53% is used residentially, 38% is sold to non-residential locations, and 9% is lost during distribution. Neighborhood specific and Executive Park project level data are currently unavailable. It is not possible to determine whether the development target for this indicator will be met as the Executive Park Subarea Plan lacks implementing actions to ensure compliance with water conservation.

ES.1.f: Annual per capita waste disposal

Approximately 1.8 million tons of municipal solid waste are generated annually in San Francisco from all sources including businesses, residents, institutions, construction and demolition sites, military bases, and government agencies. The commercial sector generates about two-thirds of San Francisco's waste and the residential sector the remaining one-third. Of the 1.8 million tons, it is estimated that 22% (or 400,000 tons) are compostable organics.

San Francisco City and County Ordinance 27-06 mandates all construction and demolition in San Francisco divert at least 65% of construction and demolition debris from landfills. Assuming that Executive Park developers are compliant with the Ordinance, the benchmark development target of recycling and/or salvaging at least 65% of non-hazardous construction and demolition debris will likely be achieved. It is not possible to confirm the achievement of the second development target addressing the use of salvaged, refurbished or reused materials and fixtures based upon lack of specific implementing actions in The Plan.

Objective ES.1 Potential Plan Improvements:

- Require the use of Energy Star products or compliance with LEED.
- Require the installation of solar paneling atop buildings with the highest allowed height limits.
- Add the following implementing actions into Urban Design, Objective 3, Policy 1:
    - Buildings should use the best practices of environmentally friendly building techniques.
    - Development should obtain environmental certifications, such as LEED or Energy Star.
    - Developers are required to submit plans that use products rated by EPA Energy Star or an equivalent level of energy efficiency to meet 50% of the total expected natural gas and electricity demand for their proposed developments.
    - Landscaping should employ low-waste techniques, such as the selection of native, drought resistant plants, recycled or captured water irrigation, and drip irrigation.
    - Where available and appropriate, salvaged, refurbished, or reused materials and fixtures should be used in lieu of new materials.
    - All homes and businesses should be fit with water saving fixtures including high efficiency toilets and low flow shower heads.
    - Incorporate the Executive Park Design Guidelines into the planning controls for the area.
    - Where provided by development, appliances such as clothes washing and dishwashing machines should be Energy Star certified.
    - Financial incentives and/or information on existing rebate programs (e.g., the San Francisco Public Utilities Commission has toilet and clothes washing machine rebate programs) should be provided to residents and businesses who wish to replace less efficient water fixtures or appliances with more efficient ones.
    - All residences and businesses should include maintenance plans for leaky water fixtures. A fee may be assessed to cover costs of a plan.
    - Information on how to conserve water and the associated benefits should be provided to all new residents and businesses.

Objective ES.2: Restore, preserve and protect healthy natural habitats

ES.2.a: Miles of publicly accessible shoreline

Many current EP residents have visual access and are in close physical proximity to the shoreline; however, Harney Way, a five-lane road, presents a significant physical barrier to safe pedestrian and bicycle access to the park. Similar physical access barriers exist for VV and BVHP residents.

The project will achieve minimum and benchmark development targets for this indicator. The Plan takes measures by varying height requirements to assure views of the shoreline. Physical access to the shoreline is improved by The Plan with increasing pedestrian, bike, and open space networks throughout Executive Park and in connection to nearby neighborhoods. It is less clear whether the access will ensure safety for non-motorized forms of access. The benchmark development target will also be met, in that all proposed development of Executive Park, will be at a distance greater than 100 feet from existing shorelines and any body of water. Candlestick State Park falls between the proposed development and the shoreline.

ES.2.b: Parks and open space with significant natural areas
Currently a large portion of Bayview Hill, which Executive Park sits at the bottom of, is considered significant natural areas, including approximately one-third of EP. Given the limited amount of remaining natural areas in San Francisco, existing significant natural areas should be protected from encroaching development. The minimum development target will not be met due to proposed residential development on significant natural areas in the northern parcels of Executive Park. The loss of natural areas in Executive Park would result in a loss of habitat for native plants and animals.

ES.2.c: Acres of publicly open space per capita
While open space is available in Supervisorial District 10, where Executive Park, VV, and BVHP are located, access to these spaces is limited by: physical barriers, such as U.S. Highway 101 and 5-lane Harney Way; available public transit, and; safe pedestrian and bike access. Open space such as plazas, civic centers, and community facilities are limited in District 10. The minimum and potential benchmark development targets will be met. However, the targets do not take into consideration the level of increased demand for public open spaces with the influx of 8,000 new residents.

ES.2.d: Percentage of tree canopy coverage
Executive Park currently has a limited number of mature trees with a fair number of new trees in The Cove development. San Francisco has approximately 12% tree canopy coverage, which is significantly lower than other large cities such as New York, Chicago, and Seattle. The Plan did not provide sufficient detail to assess whether the minimum development target of street frontage with 12% tree canopy will be met. The Plan includes trees into the streetscape via the Street Tree Plan and plans to increase the percentage of tree canopy in the area but to an unspecified degree. [See also PI.1.f, Street Tree Population analysis]

ES.2.e: Proportion of impervious ground surfaces
Currently, a significant share of the land at the Executive Park site (the northern parcels) is undeveloped and contains surfaces pervious to ground water. Much of the current pervious surface will become impervious following proposed development. If Design Guidelines are enforced to the fullest extent possible, it is likely that the development target will be met by maximizing the use of porous pavement materials on driveways, sidewalks, parking lots, and plazas.

ES.2.f: Proportion of buildings with green roofs
Green rooftops are infrequent in San Francisco and not currently present in the area. The Plan does mention the use of green roofs in the Executive Park Design Guidelines. Therefore, if the Guidelines are fully implemented, some green roofs will likely be created resulting in achievement of the minimum development target. Green roofs can compete with solar panels for rooftop space, both promoting environmental quality and resource efficiency. This conflict can be resolved using the buildings with lower heights for green roofs, while taller buildings utilize rooftops for solar panels.

Objective ES.2 Potential Plan Improvements:
- Improve bike and pedestrian access to the shoreline by creating safer traffic conditions *(see Objective ST.3 analysis for more details).*
- Codify Executive Park Design Guidelines into section of planning code where it can be best enforced.
- Add the following policy to Urban Design Objective 3: Avoid land use development on the northern parcels of Executive Park to prevent further loss of natural areas in San Francisco.

- Include more detailed implementing actions regarding the size, the infrastructure, and uses of the public open spaces indicated on the Pedestrian Network and Public Open Space Plan.
- Require the Executive Park Design Guidelines be implemented, or when Guidelines cannot be met, require mitigations before issuing planning permits to ensure better accountability.
- Include specific language on tree planting within the body of The Plan, such as "Require all streets to have trees planted every 20 feet on center. Where not possible, plant more trees in other sections to achieve an average of the same number of trees."
- Include implementing actions under Urban Design Objective 3, Policy 1 requiring the maximum use of porous pavement materials.
- Include an additional policy along with implementing actions under the Urban Design Section requiring all building under 65 feet include rooftop gardens.

Objective ES.3: Promote food access and sustainable urban and rural agriculture

ES.3.a: Proportion of households with ½ mile access to a community-supported agriculture drop-off site
ES.3.b: Proportion of households with ½ mile access to a farmer's market
ES.3.c: Proportion of farmers' markets with ½ mile access to public transportation
ES.3.d: Location of farmers' markets with EBT card acceptance relative to food stamp recipients
As of December 2005, there were no farmers' markets or community-shared agriculture (CSA) drop-off sites in Executive Park or VV. There was one farmer's market which was easily accessible by public transportation and no CSA drop-off sites in BVHP. The closest farmers' markets (Bayview and Alemany) to Executive Park, VV, and BVHP both accept EBT cards. Proximity to a CSA drop-off site is lower for Executive Park, VV, and BVHP than the citywide average of 38.5%.

ES.3.c is the only indicator in this assessment with a development target –creation of a CSA drop-off site. The Executive Park Subarea Plan did not specify implementing actions that would achieve this development target. There are no objectives, policies, or implementing actions to promote food access and sustainable urban and rural agriculture within The Plan.

ES.3.e: Proportion of households with ¼ mile access to a community garden
There are no community gardens in Executive Park. While the San Francisco General Plan's Open Space Element includes a policy to promote and preserve community gardens throughout the city, on average, 30% of San Francisco's residents live in 0.25 mile of a community garden. There are three community gardens in VV and two in BVHP. There is no established development target for this indicator.

ES.3.f: Commercial availability of composting and recycling pick up services
ES.3.g: Residential availability of composting and recycling pick up services
The two indicators addressing composting and recycling pick up were combined to provide one analysis of both residential and commercial pick up services. Currently composting and recycling services are available to all San Francisco businesses and residences through the Fantastic Three Program. These requirements should be applicable to new residential uses in San Francisco like Executive Park. Although it is assumed that Executive Park residents will be able to use the City's composting and recycling services, it is unknown whether there will be adequate and accessible space for recycling and composting pick-up, therefore there is insufficient data to determine achievement of the development target.

Objective ES.3 Potential Plan Improvements:
- Add a CSA drop-off site and/or location for a farmer's market within The Plan.
- Add space for a community garden in Executive Park in anticipation of the needs of the influx of new residents. Community gardens could also be used for educational purposes by nearby community organizations like Urban Sprouts. The Plan could also include a community garden as one of the "active uses" for the Executive Park area.
- Include the implementation and operation of these gardens in ongoing SF Recreation and Park Department's planning efforts.
- Include language in the Executive Park Design Guidelines to require clearly marked recycling bins next to each of the trash bins throughout Executive Park.
- Include language in the Executive Park Design Guidelines requiring all new and renovated buildings to

provided adequate and accessible space for recycling and composting pickup.

Objective ES.4: Promote productive reuse of previously contaminated sites

ES.4.a: Acres of unutilized contaminated sites and Brownfields
ES.4.b: Number of environmental compliance actions taken against local jurisdiction businesses resulting in fine or penalty
Data for this objective was not collected in time for the application of the HDMT to Executive Park. Executive Park is not classified as a Brownfield. Portions of the area are land that have not been developed and are considered significant natural areas. Because there is currently no data to analyze and Executive Park is not considered a Brownfield site, there are no recommended potential improvements with regard to this objective.

Objective ES.5: Preserve clean air quality

ES.5.a: Proportion of households living within 500 feet of busy roadways
In Executive Park, almost 100% of the existing housing at The Cove are within 1,000 feet of Highway 101, and the western portion of Executive Park will be within 500 feet of Highway 101. In VV, 24.9% of residential households are within 500 feet of Highway 101 or busy arterials, such as Bay Shore Boulevard, Mansell Street, and Geneva Avenue. In BVHP, 33.7% of residential households are within 500 feet of busy roadway. Citywide, 51% of residential households in San Francisco are within 500 feet of busy roadway.

The Executive Park Subarea Plan will place new sensitive residential uses in proximity to respiratory disease hazards from high traffic roadways including, Highway 101 and Harney Way. These hazards require assessment (e.g., through guassian dispersion modeling) and will likely require ventilation systems that filter particulate matter. There is no reference to preservation of air quality in the Executive Park Subarea Plan, nor to the installation of ventilation or filtration systems to protect residents from air quality hazards. Thus the minimum development targets for this indicator would not be achieved in The Plan.

ES.5.b: Proportion of households living within 500 feet of stationary source air pollution
Currently there are no households in Executive Park that are within 500 feet of a significant stationary source of air pollution. Zero percent (0%) of households in VV are within 500 feet of a significant stationary source of air pollution. The Bay Area Air Quality Management District (BAAQMD) identified three facilities with emissions of potentially toxic levels, the SF Transfer Station and Recycling Facility, Schlage Lock Company, and Leland Cleaners. In BVHP, 0% of residential households live within 500 feet of the one identified stationary source of air pollution, the former Pacific Gas and Electric Power Plant. Prior to its closing in May 2006, the PG&E plant was the single largest point source pollution site in San Francisco and was cited as one of the oldest and dirtiest power plants in California.[45] The data and map for this indicator were gathered and created prior to the plant closing. As defined by the BAAQMD, there were 42 facilities in SF releasing toxic air contaminants listed in the 2002 BAAQMD Toxic Inventory. As defined by EPA AIRS, 2.3% of residential households in San Francisco are within 500 feet of a stationary source of air pollution. The development target for this indicator would be met based on current land uses.

ES.5.c: Proportion of households living within 500 feet of designated truck route
Currently there are no households in Executive Park that are within 500 feet of a currently designated truck route, as defined by the San Francisco General Plan's Transportation Element map of Freight Traffic. However, this will likely change with the implementation of the Bayview Transportation Improvement Project. In VV, 15.9% of households live within 500 feet of a designated truck route. The three freight traffic routes closest to VV are Bay Shore Boulevard, Highway 101, and Geneva Avenue. In BVHP, 36.2% of residential households are within 500 feet of a designated truck route. A significant proportion of these households are downwind of Highway 101. Due to the extensive commercial and industrial activity in this area there is extensive truck traffic especially along Third Street and Cargo Way resulting in diesel particulate exposure to residences within 500 feet of these roadways. In San Francisco, 38.9% of residential households are within 500 feet of a designated truck route.

[45] Comments by SF City Attorney Dennis J. Herrera to the CA Regional Water Quality Control Board, SF Bay Region on the Tentative Order Granting a Waste Discharge Permit for the Portrero Power Plant. Accessed online on June 21, 2007: https://www.geotracker.waterboards.ca.gov/regulators/site_documents/4785542130/S%20F%20Comments%20Mar%2020'06.pdf

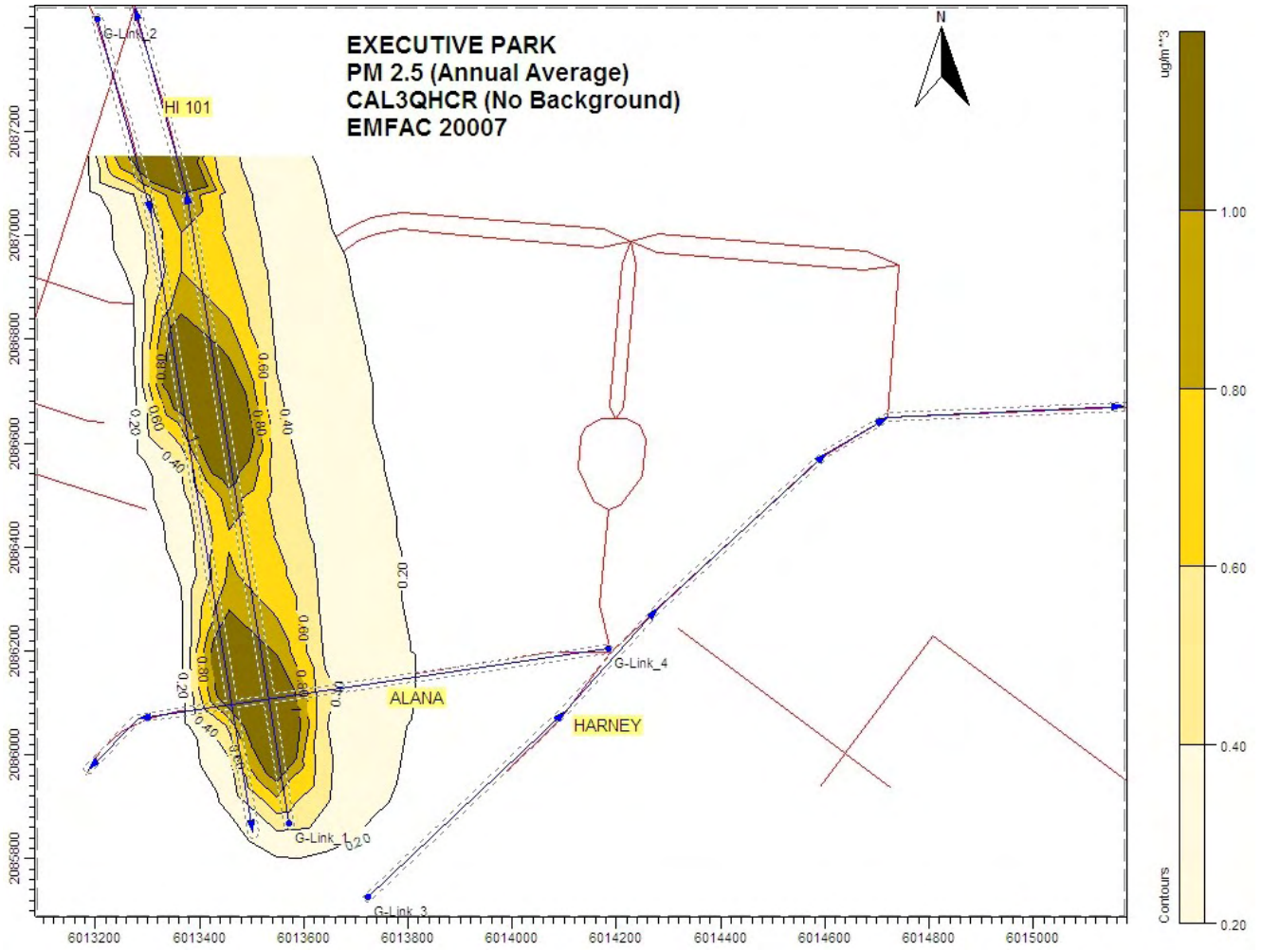
The Executive Park Subarea Plan will place new sensitive residential uses in proximity to respiratory disease hazards from truck routes including, Highway 101 and Harney Way. These hazards require assessment (e.g., through guassian dispersion modeling) and will likely require ventilation systems that filter particulate matter (see recommendations below). There is no reference to preservation of air quality in the Executive Park Subarea Plan, nor to the installation of ventilation or filtration systems to protect residents from air quality hazards. Thus the minimum development targets for this indicator would not be achieved in The Plan.

Four southern route alternatives are proposed by the Bayview Transportation Improvement Project. These are anticipated to have a positive impact on the health of residents near Third Street. At the same time, however, these changes will increase freight truck traffic on Harney Way thereby increasing health burdens for the anticipated 8,000 new residents in Executive Park. The use of Harney Way as a truck route is inconsistent with objectives in the San Francisco General Plan and the BVHP Area Plan.

Objective ES.5 Potential Plan Improvements:

- Conduct a site assessment to prevent roadway-related negative health effects before approval of Executive Park Subarea Plan. Such an assessment should include: 1) hazard identification that assesses the cumulative traffic volumes and vehicle mix on roadways within a specified distance of the planned use and 2) use of available air pollution exposure modeling tools to assess the impact of roadway traffic on air quality at the site and the safety of residential development and need for mitigation measures. Include this assessment only if the environmental review process does not include thorough analysis of air quality.
- Include language within The Plan to allow only conditional approval of sensitive uses in Executive Park based on the inclusion of available engineering strategies to reduce indoor levels of ambient air pollution. Engineering solutions include: providing mechanical ventilation; keeping building interiors under positive pressure; installing particulate filtration and carbon filtration as needed; and, locating air intakes away from pollution sources.
- Include language for proper ventilation in the Design Guidelines. Ventilation design needs to be informed by a standard exposure assessment method and either represent best available technology or certified by an air quality professional.
- Include language in The Plan to locate new residential buildings and other sensitive receiver locations, such as daycares and playgrounds, at distances feasible from mobile sources of air pollution.
- Conduct a study of odor migration from the Garbage Transfer Facility for all seasons of the year to determine all necessary disclosures regarding potential odor to new residents before approval of Executive Park Subarea Plan.
- Include disclosure requirements within The Plan to inform new residents of all increased health risk associated with residing proximal and downwind from Highway 101 and adjacent to Harney Way.
- Include language in the Design Guidelines for the construction of Executive Park, including dust control measures and best available control emissions technologies for construction equipment. This is in an effort to reduce the amount of toxics and particulate release into the air during demolition and construction in Executive Park.

Figure 5. Annual Average PM 2.5 Distribution near Executive Park



Map created by San Francisco Department of Public Health, Environmental Health Section.

Background/Explanation:

According to the Eastern Neighborhoods Draft Environmental Impact Report, exposures of particulate matter 2.5 (PM 2.5) of 0.2 grams per mile (ug /m3) or higher require ventilation mitigations. This exposure threshold corresponds to an approximately 0.3% increase in non-injury mortality or an increase of approximate twenty excess deaths per 1,000,000 populations per year, based on a recent study by Michael Jerrett and colleagues in Los Angeles. SFDPH believes that this is a reasonable threshold for requiring health protective action in an urban area such as San Francisco. However, SFDPH recognizes that this threshold should be reviewed through an open public process and that it may be reasonable to adjust such a threshold in either direction to take into account sensitive populations and competing environmental health interests. This map indicates that the western quarter of the proposed Executive Park area will be exposed to PM 2.5 at levels of 0.20 ug /m3 or higher, with highest levels right next to Highway 101. Lack of ventilation mitigations in these areas could result in increased non-injury mortality.

The determination of exposure level is based upon Caltrans traffic counts for Highway 101 and associated entrance and exit ramps as indicated in the highway links (Alanna and Harney) on the model map. The auto and truck percentages are combined with emission data for San Francisco from EMFAC 2007 to calculate an average vehicle emission in grams per mile for PM 2.5 at 55 mph, 50% relative humidity and 50 degrees F. The vehicle counts and emission data is entered into the dispersion model CAL3QHCR together with one year (1990) of meteorological data from SFO and OAK airports. The model calculates the annual exposure at selected sites within the project area. In this case a grid was established to evaluate the entire area. Since background PM 2.5 levels were not included in the model input, the output indicates excess exposure associated with locating proximal to high volume traffic roads.

ST. SUSTAINABLE TRANSPORTATION

Effective integration of land use and transportation planning can support both health and environmental goals by improving people's access to the places they need to go while reducing trips by personal vehicles that result in pollution and injuries. In sustainable planning, access takes precedence over mobility and speed. Instead of creating transportation systems that allow rapid movement of people over large distances, access is enhanced more simply by co-locating the range of daily needs in close proximity to each other. Such "location efficient growth" ensures that new residential uses are in neighborhoods that are pedestrian friendly, with retail shops and amenities, schools, parks and other services, such that the use of automobiles is less necessary. Location efficient growth also places jobs and housing near local and regional transit systems. The environmental and public health value of such an approach is clear -- the reliance on personal vehicles, vehicle trips and miles traveled decreases while walking, biking, and public transit usage increases. These collective shifts in how people travel decrease traffic collisions, reduce exposure to traffic-related air and noise pollution, and increase levels of physical activity.

The Executive Park Subarea Plan explicitly aims to reduce automobile dependency and develop San Francisco's first sustainable neighborhood. In order to effectively realize these goals, The Plan must facilitate residents' usage of private automobile alternatives, including public transit, walking and biking, for access to their day-to-day needs. The three complementary objectives of the Sustainable and Safe Transportation Element (ST) of the HDMT provide a lens to evaluate these Plan goals. Importantly, achievement of any one objective requires and supports achievement of the other two objectives. *[See Figure 9 on page 127 for descriptive diagram of interrelationships between transportation modes and trip predictors.]*

Objective ST.1: Decrease private motor vehicle trips and miles traveled

Vehicle miles traveled (VMT) and vehicle trips are indicators of the amount of driving a project is anticipated to generate. Car ownership is one predictor of the amount of motor vehicle trips and miles traveled by project residents. New development typically increases the number of vehicle trips, by serving as a new origin or destination for travel. However, increased residential density, mixing residential and commercial uses, locating development in proximity to public transit and ensuring connections to pedestrian and bicycle routes can contribute to decreased car ownership, vehicle trips and miles traveled. Additionally, parking supply, pricing and management may influence car ownership and therefore the number of vehicle trips and miles traveled.

ST.1.a: Proportion of households owning a car

Currently no data is available on car ownership among EP residents because no residents lived in Executive Park at the time of the 2000 Census. However, according to the 2000 Census, 89% of households in census tract 0610 (where Executive Park is located) own at least one car which is a higher rate than the City as a whole. In the existing Candlestick Cove residences, there is one parking space currently included with each unit. The development target for this indicator is not met due to the Executive Park Subarea Plan not providing structured parking ratios. Given that the current and future residents of EP will be relatively more isolated from public transportation than existing residents in census tract 0610 (specifically those in Little Hollywood and near Bayview Hill), it is likely that almost all households in EP will have at least one car.

ST.1.b: Average vehicle miles traveled by San Francisco resident per day
ST.1.c: Gross number of vehicle trips per San Francisco resident per day

Currently, data on vehicle trips or vehicle miles traveled specific to the Executive Park project area are unavailable. However, at the citywide level, the average San Francisco resident travels 8.8 vehicle miles per day and makes 1.32 vehicle trips per day. The Executive Park Subarea Plan lacks specific strategies to reduce vehicle trips or VMT by predictable amounts; therefore, we cannot judge the achievement of the development target. A detailed analysis of the EIR Transportation Section may help quantify project generated vehicle trips.

ST.1.d: Number of motor vehicle collisions

Currently, data specific to the Executive Park project level are unavailable. However, at the neighborhood level, 459 motor vehicle collisions occurred in VV and 1,635 occurred in BVHP between 2001 and 2005. This number was higher than the number of motor vehicle collisions in the surrounding neighborhoods. The Executive Park Subarea Plan does not specify strategies to reduce vehicle collisions; therefore, we cannot judge the achievement of the development target. Transportation demand management strategies that reduce vehicle trips and VMT, would reduce the risk of traffic collisions. Traffic calming programs also would reduce traffic collision risk and severity.

Objective ST.1 Potential Plan Improvements:

- Revise ST Objective 3, Policy 1. Implementing Action to state "Require the provision of carshare spaces throughout the neighborhood *in proportion to the estimated number of residents to eliminate the need to own a car. Proactively and publicly promote the use of carshare.* Information on vehicle locations and availability should be publicly available to the community."
- Create implementing actions in ST Objective 3, Policy 3 to "Unbundle the cost of parking from the sale of residences or rent of commercial space, in order to increase public transportation ridership." Building owners shall be able to lease or sell excess parking spaces and the City should regulate residential parking and on-street parking to avoid spillover problems that could result if residents use on street parking in EP or nearby neighborhoods to avoid paying rents for parking spaces.
- Mandate the unbundling of parking from the housing sales.
- Cap the number of parking spaces for the residential uses at a minimum of three spaces for every four households.
- Increase inclusionary housing and mandating inclusionary housing be on-site.
- Coordinate collaboration with transportation and street planning by city agencies including the SF County Transportation Authority, SF Municipal Transportation Agency, and the Department of Parking and Traffic in regards to traffic safety and transportation planning efforts in the area. Specifically try to: 1) Increase public transportation to Executive Park by requiring coordination with transit service providers, adding additional routes, expanding coverage, increasing service frequency and offering longer hours of operation in public transportation system around Executive Park to increase ridership. 2) Consider adding a downtown express bus and require expansion of the Third Street Light Rail to provide necessary public transit for Executive Park.
- Implement the Transportation Management Plan, including providing parking spots for car share.
- Require transit pass discounts for all low-income Executive Park residents/households.
- Implement safer pedestrian walking environments between neighborhoods, including lighting, wide sidewalks, and pedestrian crosswalks, through a development agreement or other means to make pedestrian access to public transportation outside of EP safer and encourage transit ridership.

<u>Objective ST.2: Provide affordable, safe, and sustainable transportation options</u>

There are a number of factors that affect the use of public transportation. Factors external to the transportation system include socio-demographic characteristics such as income, land use features such as density, development, and urban area size, transportation cost in relation to employment, gas prices, car ownership, and parking supply. Multiple land use strategies are often employed to influence these factors and ultimately increase the use of public transportation. For example, increasing housing density and neighborhood convenience to access goods and services shortens trips and encourages the use of public transportation. The co-location of retail, commercial, open space, and other essential services with residential areas promotes walking and the use of public transportation for both commuting to work and for shopping. Decreased availability and increased price of parking significantly increases the use of public transportation. Socio-demographic factors also play a role in the use of public transportation. Public transportation is much less expensive than commuting by private vehicle. Lower income communities tend to rely more heavily on public transportation than higher income communities, in part due to less car ownership.

Transportation system characteristics (internal factors) which influence the use of public transit include frequency, pricing, reliability, perceived and actual safety, and coverage. For example, decreasing the cost of public transit would encourage increased rider utilization. Peoples' access to resources can also be determined by their use and access to public transportation. Transit ridership tends to increase if more people

live and work near transit stops. Other non-motorized forms of transportation, such as walking and biking also have the potential to improve access to public transportation. Per capita transit ridership tends to increase with the quality of the pedestrian and bicycle environment. In addition to these factors, transportation management programs can help facilitate trip reductions, reduce car ownership, and promote the use of public transportation.

ST.2.a: Proportion of commute trips made by public transit

While, data specific to Executive Park residents is unavailable, census data reveals only 23% of the population in the area surrounding Executive Park (which includes the neighborhood of Little Hollywood and Bayview Hill) use public transportation to commute to work. The development target for indicator ST.2a seeks to increase the use of public transit for commute trips by a minimum 10%. The change in zoning, increased density, ground-floor commercial uses, a town center, and expanded shuttle service to public transportation stated in the Executive Park Subarea Plan has the potential to increase the use of public transportation. The potential for these urban design factors to affect transit ridership vary and their influence is relative to socioeconomic factors and changes in public transit level of service. Other potential policies which are ill-defined within the Executive Park Subarea Plan, but would increase the use of public transportation if implemented appropriately, include the intermixing of small scale retail and other essential services, requiring retail tenants to hire a certain percentage of local residents (as opposed to the addition of a HOV lane on Highway 101), discounts on transit passes, and the unbundling of parking. At the time of analysis, the impact of SF Muni's closing of the 15-Third bus line and the opening of the Third Street Light Rail in April 2007 upon public ridership was not known. Thus, at time of analysis, there is insufficient data to determine whether the plan would achieve the development target.

ST.2.b: Proportion of households with .25 mile access to local bus or rail link

ST.2.c: Proportion of households with .50 mile access to regional bus, rail or ferry link

Although all household units are or will be within 0.25 miles of a local bus/rail stop and The Plan meets the benchmark development target for Indicator ST.2.b, there are major deficiencies in the system which provides disincentives to those who seek to travel by public transit. For example, there is only one bus line (Muni #56) that runs through Executive Park that comes once every half hour and does not run during late evenings. The Plan does not meet any development target for Indicator ST.2.c. because Executive Park lacks an integrated regional transportation system, the regional transit is more than a ½ mile away and there are significant barriers to accessing this station. The lack of neighborhood serving public transit is a fundamental problem at present in Executive Park and in the Executive Park Subarea Plan. One major obstacle in increasing the use of public transportation is that The Plan lacks any definitive expansion of public transit infrastructure and does not centrally and conveniently locate a variety of transit stops. To ensure and exceed transportation goals, additional routes, expanded coverage, increased service frequency, and longer hours of operation are needed in the public transportation system surrounding Executive Park.

ST.2.d: Average transport expense relative to median income in San Francisco

Currently, data specific to the Executive Park project level are unavailable. However, at the citywide level, the average San Francisco resident spends 16% of their median income on transportation. Transportation costs are particularly burdensome for low-income households. The Executive Park Subarea Plan proposes subsidized transit passes for residents, but subsidy levels are not referenced and providing these passes is not a requirement of the development. Without any clear guidelines, The Plan does not meet the development target which calls for development to subsidize public transit passes for households earning <200% of the poverty line.

Objective ST.2. Potential Plan Improvements:

- Revise ST Objective 3, Policy 1 Implementing Action to state "Require the provision of carshare spaces throughout the neighborhood *in proportion to the estimated number of residents to eliminate the need to own a car. Proactively and publicly promote the use of carshare.* Information on vehicle locations and availability should be publicly available to the community."
- Create implementing actions in ST Objective 3, Policy 3 to "Unbundle the cost of parking from the sale of residences or rent of commercial space, in order to increase public transportation ridership." Building owners shall be able to lease or sell excess parking spaces and the City should regulate residential parking and on-street parking to avoid spillover problems that could result if residents use on street parking in EP or nearby neighborhoods to avoid paying rents for parking spaces.

- Coordinate collaboration with transportation and street planning by city agencies including the SF County Transportation Authority, SF Municipal Transportation Agency, and the Department of Parking and Traffic in regards to traffic safety and transportation planning efforts in the area. Specifically try to: (1) Increase public transportation to Executive Park by requiring coordination with transit service providers, adding additional routes, expanding coverage, increasing service frequency and offering longer hours of operation in public transportation system around Executive Park to increase ridership. (2) Consider adding a downtown express bus and require expansion of the Third Street Light Rail to provide necessary public transit for Executive Park.
- Establish a residential transit pass program to be used on all transit services around Executive Park that charges each residential unit each month through homeowner's fees. All below market rate units should receive free or discounted passes.
- Implement safer pedestrian walking environments between neighborhoods, including lighting, wide sidewalks, and pedestrian crosswalks, through a development agreement or other means to make pedestrian access to public transportation outside of EP safer and encourage transit ridership.

Objective ST.3: Increase traffic safety and non-motorized forms of transport

The number of people who walk in an area is impacted by pedestrian environmental quality, which reflects transportation system factors including: street and sidewalk design and connectivity, presence of street furniture, traffic volume, traffic calming features, pedestrian safety interventions such as crosswalks and countdowns, slope and the aesthetics and safety of the surrounding environment. Mixed-use, dense residential and commercial development, as well as close (i.e., <.5 mile) proximity of development to public transit, decreases the distance between people's residential, employment, and other (e.g. shopping, errands, social) activities and increases walking as a means of transportation. Walking is further impacted by socio-demographic factors. For example, low-income people may walk regardless of environmental quality because it is their primary affordable means of transportation. Children, seniors or people with certain disabilities may have a limited ability to walk.

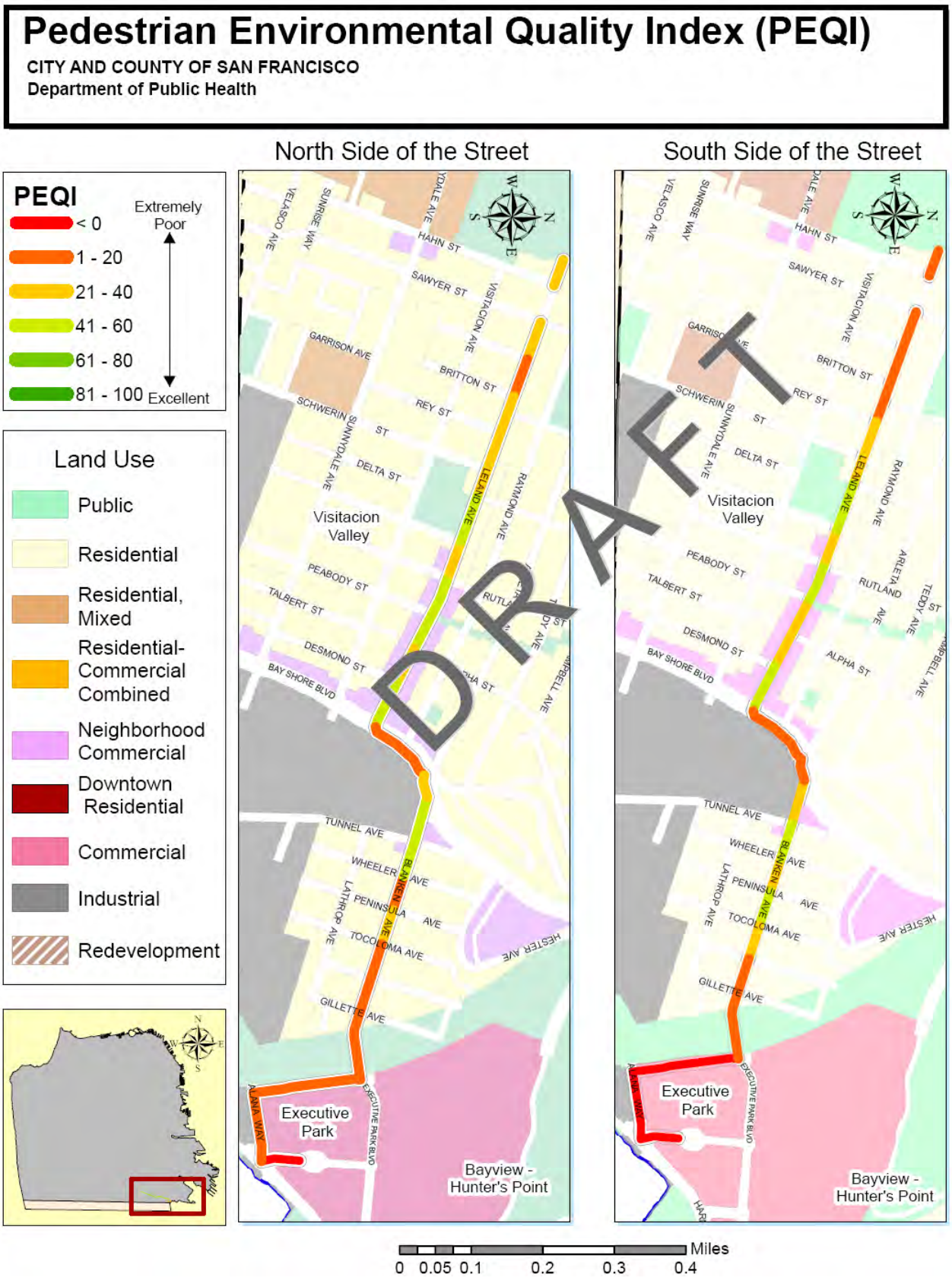
The number of people biking in an area is largely impacted by the presence and quality of bike lanes, bicycle network connectivity, proximity of development to public transit and other destinations, traffic volume and speed, slope and presence of bike storage, bike locks, and bike racks (including on public transit). Biking is further impacted by socio-demographic factors, including ability to ride a bike and for what distance.

Motor vehicle collisions with pedestrians and bicyclists resulting in injuries and fatalities are impacted by pedestrian and bicyclist volumes as well as traffic volume, traffic speed, and the street, sidewalk, and bike route environment. Pedestrian and bicyclist collision prevention would be supported by decreasing vehicle trips, miles traveled, and speeds. Land use and transportation system factors that promote pedestrian and bicycle safety and encourage cautious driving include: policies that promote decreased vehicle ownership and amount of driving (see Objective ST.1 analysis); practices that promote access and use of public transit (see Objective ST.2 analysis); traffic calming features that decrease vehicle speeds; and pedestrian and bicycle facilities that promote safety including connected, dedicated sidewalks, lanes, and paths, and interventions, such as pedestrian signals.

ST.3.a: Area score on the Pedestrian Environmental Quality Index [in process]

As baseline data for this indicator is still being analyzed, we are not currently able to evaluate The Plan against its development target. However, The Plan details numerous potential improvements to and expansions of pedestrian and bicycle facilities accompanying the new residential development in EP, and has the potential to meet HDMT development targets if design guidelines, policies, and implementing actions are clearly defined and enforceable.

Figure 6. Executive Park and the Pedestrian Environmental Quality Index (PEQI)



PEQI Background/Explanation:
The Pedestrian Environmental Quality Index (PEQI) is a quantitative observational instrument to describe and summarize street and intersection environmental factors known to affect people's travel behaviors at the street-level. Factors are grouped into five main categories: traffic, sidewalks, land use, intersections and safety. Each category contains several indicators with indicator values. The indicator values are given a numerical score based on a devised weighted scale peer-reviewed by national experts. The total score for each street segment and intersection reflects pedestrian quality. Each street segment is thematically mapped in order to visualize neighborhood street conditions. Maps can be made on the basis of an additive scale or can be deconstructed in order to see each environmental factor.

Figure 6 illustrates the preliminary street segment scores of the streets (Alanna Way, Blanken Avenue, Bayshore Boulevard, and Leland Avenue) connecting Executive Park to Visitacion Valley. At the time of publication, SFDPH is still developing the weighted scale using the multiple indicators and the associated development targets by which to evaluate the Executive Park and other San Francisco areas.

ST.3.b: Ratio of miles of bicycle lanes and paths to miles of roads
Currently, there are no roads with official bike lanes in Executive Park. If implemented, the Executive Park Subarea Plan would achieve the HDMT development target for this indicator, which is to include bike lanes linked to the City's existing bicycle network.

ST.3.c: Proportion of residential streets with 20 mph speed limit
A qualitative assessment of the Executive Park Subarea found that there were no speed limits posted. Therefore, the de facto San Francisco city speed limit of 25 mph applies to the area. Additionally, based on speed limit data provided by the HDMT, Harney Way, which is not a residential street but rather a key street in the Executive Park Subarea Plan that connects the new residential community to the waterfront, has a posted speed limit of 35-40 mph. While The Plan references traffic calming in its Design Guidelines for Streets, it does not provide any detail regarding specific traffic calming measures and/or their locations beyond "internal to the site", reference the design speed limits for traffic calming, nor require traffic calming implementation Overall, the plan does not provide sufficient information to determine achievement of this development target.

ST.3.d: Proportion of commute trips made by walking, biking, or other means
Currently, data specific to Executive Park is unavailable; however, according to the Census, only 2% of the 2,400 residents in census tract 610 (which includes Executive Park) walk or bike to work, which is notably lower than the 14% of residents walking or biking to work in the City overall. Given that at the time of Census data collection, surveyed residents were located in Little Hollywood and near Bayview Hill which are less geographically isolated areas than EP, it is assumed that current and future EP residents' commute trips by walking or biking would be equal to or less than the 2% reported in the 2000 Census.

Based on Executive Park Subarea Plan, an increased use of the pedestrian and bicycle facilities by residents to walk or bicycle to work is unlikely given the relatively small number of potential jobs in Executive Park and VV that would be accessible relative to the projected large influx of residents. The safety of pedestrian and bicyclist connections to potential jobs in areas outside of the Executive Park Subarea would also limit such pedestrian trips. The Plan does not currently impact VV and BVHP pedestrian and bicycle infrastructure, neighborhoods with some of the lowest proportions of residents walking or biking to work in the City. Non-commute related walking and bicycling would similarly be impacted not only by the quality of pedestrian and bicycle facilities, but also by destination factors including public transportation as well as recreation and other (i.e., shopping, errands, social) proximate destinations evaluated in the public infrastructure analysis. Overall, it is unlikely that The Plan would meet the development targets for this indicator.

ST.3.e: Number of pedestrian collisions
ST.3.f : Number of bicycle collisions
Reviewing an intersection level map reveals that three pedestrian injury collisions were reported in the Executive Park census tract from 2001-2005. Data on this indicator are currently unavailable for bicycle collisions at the Executive Park level. At a neighborhood level, VV has fewer pedestrian and bicycle collisions than the citywide average, whereas BVHP has higher than average numbers of pedestrian and bicycle collisions between 2001 and 2005. The Plan seeks to increase pedestrian and bicycle activity, but does not

require any established design and engineering strategies empirically known to reduce pedestrian injuries and promote pedestrian safety, such as calming traffic to speeds less than 20 mph in residential areas. Given that Executive Park is introducing a new population to an area with a notable traffic route (i.e. Harney Way) that is borded by a highway, it is assumed there is increased potential hazard for pedestrian injury. Therefore it is unlikely that the proposed Plan will meet the ST.3.e minimum development target of a 10% reduction in pedestrian injuries. If implemented as detailed, The Plan meets and exceeds the ST.3.f benchmark development target of employing or supplementing the implementation of three strategies to reduce bicycle-vehicle collisions – as it includes bike lanes, shared use paths, secure and conveniently located bicycle parking, and redesigned intersections (i.e., Harney Way).

Objective ST.3. Potential Plan Improvements:

- Coordinate collaboration with transportation and street planning by city agencies including the SF County Transportation Authority, SF Municipal Transportation Agency, and the Department of Parking and Traffic in regards to traffic safety and transportation planning efforts in the area. Specifically try to: (1) Increase public transportation to Executive Park by requiring coordination with transit service providers, adding additional routes, expanding coverage, increasing service frequency and offering longer hours of operation in public transportation system around Executive Park to increase ridership. (2) Consider adding a downtown express bus and require expansion of the Third Street Light Rail to provide necessary public transit for Executive Park.
- Provide more specific details on the implementation of traffic calming measures and pedestrian and bicycle safety mitigations. This is particularly important in sites where there is high traffic volume and projected bicycle or pedestrian activity, notably Harney Way and roads with higher traffic volume and pedestrian and bicycle routes based on the Circulation Plan. Traffic calming to speeds less than 20 mph in residential areas is a proven effective implementing action for traffic safety.
- Coordinate Executive Park Subarea Plan with San Francisco's *Better Streets Plan,* which will consist of a Streetscape Master Plan and a Pedestrian Transportation Master Plan, and is being drafted as of Spring 2007.
- Quantify anticipated increases in pedestrian and bicycle collisions associated with the environmental changes from the development and its increase in resident population, which could inform traffic safety interventions.

PS. PUBLIC SAFETY

Objective PS.1: Improve accessibility, beauty and cleanliness of public spaces

PS.1.a: Proportion of sidewalk lengths with pedestrian scale lighting
PS.1.b: Ratio of public toilets to area retail space in neighborhood business districts
PS.1.c: Ratio of public litter receptacles to area retail space in neighborhood business districts
PS.1.d: Public plazas and parks exposed to high wind levels from buildings
PS.1.e: Public plaza or parks exposed to shadow from buildings
The majority of indicators for Objective PS.1 do not yet have publicly available data. Notably, pedestrian scale lighting, litter receptacles, minimization of wind in open spaces and maximization of sunshine upon buildings are all addressed within the Executive Park Design Guidelines. If these guidelines are implemented, the Executive Park Subarea Plan may achieve the development targets for PS.1.a, PS.1.c, PS.1.d, and PS.1.e, however at the current time there is insufficient data to analyze the development targets.

There is no reference to public toilets in The Plan, likely because this is being zoned as a residential neighborhood. The commercial uses are anticipated to be few, thus the area would not be considered a neighborhood business district. Public toilets may be needed for visitors to Candlestick Park however, and those toilets could be located within the state recreational park area.

As discussed in the indicator analysis for PI.3.d, the property-owners will maintain responsibility for the maintenance and cleanliness of public spaces within the Executive Park Subarea. Ongoing commitment to maintenance and cleanliness of the plazas, parks, greenways, alleys, streets, and other areas within EP will impact the cleanliness, accessibility, and beauty of public spaces.

PS.1.f: Street tree population
Currently, parts of EP, particularly in the commercial area, are lined with street trees. Supervisorial District 10, the largest district (land mass) in the city which includes the neighborhoods of Bayview, VV and Potrero Hill, have the third highest number of street trees of San Francisco's eleven Supervisorial Districts, for a total of 12,511 street trees. Of these trees, approximately 27% are publicly maintained by the SF Department of Public Works. The HDMT does not currently include a development target for this indicator. Still, The Plan appears to increase the number of trees within Executive Park through the addition of trees along Harney Way and potentially along all streets within EP, as indicated by the Street Tree Plan in the Subarea Plan. The proportion of residents per tree will likely decrease significantly however, given the influx of 8,000 new residents and the limited streetscape available for planting trees.

Objective PS.1 Potential Plan Improvements:
- Implement the Executive Park Design Guidelines. Where guidelines cannot be followed, submit design constraints and mitigation measures to Planning prior to permit approval.
- Include specific language on tree planting within the body of The Plan requiring all streets to have trees planted every 20 feet on center. Where not possible, plant more trees in other sections to achieve an average of the same number of trees.

Objective PS.2: Maintain safe levels of community noise

PS.2.a: Daytime and nighttime outdoor noise levels
According to the HDMT noise map, the day and nighttime noise levels of the Executive Park Subarea is almost entirely between 65 and 70 decibels. Noise levels are higher than those considered ideal for residential uses

by the World Health Organization. This level is close to the 70 decibels EPA-defined threshold for safe levels of community noise. As illustrated on the map, areas closest to Highway 101 are most at risk for unsafe levels of noise.

Despite the proximity to Highway 101 and the comparatively higher daytime/nighttime noise levels relative to other parts of the city, there is no reference to noise levels anywhere in the Executive Park Subarea Plan, nor any reference to potential noise insulation measures to be taken to reduce environmental levels of indoor and outdoor noise. Although interior noise level can be protected by implementing Title 24, Acoustical Insulation Requirements, the high exterior noise levels degrade the quality of this location for residential use. The Plan will not significantly worsen the major existing source of noise, the nearby Highway 101.

The Planning Department's concurrent Bayview Transportation Improvement Project's may reroute trucks from Third Street to Harney Way increasing the number of trucks traveling past Executive Park along with the ambient noise levels. The high traffic noise also degrades the quality of the adjacent Candlestick Point State Recreation Area. Monster Park, the large sports facility bordering Executive Park, may also contribute to increased noise levels from both stadium activity and traffic going to and from the stadium on game days. The lack of mitigation measures to address these existing high noise levels in The Plan suggests there will not be achievement of the development target, however mitigation measures may be included in the Environmental Impact Report.

Objective PS.2 Potential Plan Improvements

- Conduct complete acoustical insulation evaluations and plans prior to residential construction at Executive Park. Post-construction measurements should be taken in all new facilities to determine compliance with Title 24 interior sound levels.
- Evaluate sound wall installation for Highway 101 and Harney Way for the purpose of improving exterior noise levels throughout the development. To the extent that sound walls would improve the exterior noise level by 3 dBA they should be installed as part of the development.
- Assess how loud demolition and construction noises are and mitigate loud noises in whatever ways possible, as well as limiting the hours of construction to daytime hours.
- Limit the times of day when trucks may travel on Harney Way, to reduce sleep disturbances of Executive Park residents.

Objective PS.3: Promote safe neighborhoods free of crime and violence

PS.3.a: Density of take-out alcohol outlets per square mile
PS.3.b: Alcohol-related pedestrian injuries

There currently are no take-out alcohol outlets in Executive Park, nor were there any recorded alcohol-related pedestrian injuries between 2000 and 2004 in the Executive Park Subarea. Both neighborhoods surrounding Executive Park, BVHP to the north and VV to the West, have a density of take-out alcohol outlets per square mile that is roughly one-third of the citywide density. However, if density were calculated using acres of commercial, light industrial, and residential lands (i.e., the areas actually inhabited by residents) and excluded industrial lands and parks, the density of take-out alcohol outlets per square mile in the surrounding neighborhoods would be substantially higher. There are three alcohol outlets on nearby Leland Avenue, which is promoted in The Plan as the closest commercial district to Executive Park. The Plan supports the creation of small-scale retail use; however, under the current and proposed zoning, alcohol outlets would not be permitted, ensuring the achievement of the development target for both indicator PS.3.a and PS.3.b.

Improving pedestrian connectivity to Leland Avenue and within EP suggests that The Plan seeks to promote safe pedestrian activity within EP. However, as noted objective analysis ST.3, the relative geographic isolation of Executive Park and the lack of access to public transportation in the Executive Park Subarea suggest that individuals will be primarily dependent upon cars for transportation.

It remains to be seen whether the Executive Park Subarea is as well-lit for pedestrians as intended in The Plan. There is no explicit plan to increase lighting along the southern side of Harney Way near Candlestick Park. Increasing the number of pedestrians will increase the likelihood of pedestrian injuries in this area, particularly if Harney Way becomes a truck route.

PS.3.d: Location of fire stations

National and San Francisco standards state that fire stations should be able to respond to fire and medical emergencies within five minutes of the initial call. Executive Park is currently covered by Station 44 in VV. Travel analyses of the response times in SF show that almost all of the City, including Executive Park, is within 5 minutes drive of a fire station. Currently there is no development target for this indicator. There is no reference to fire stations or fire detection or prevention equipment in the Executive Park Subarea Plan, but permitting process requires compliance with SF Fire Code. As new construction that would be compliant with fire code and will provide fire detection services, it is anticipated that EP residents will be at lower risk of fire-related injuries and death than other nearby neighborhoods with older and more overcrowded living conditions.

PS.3.e: Number of violent crimes

Violence is caused by multiple risk factors and absence of protective (or resiliency) factors. EP is surrounded by two neighborhoods (BVHP and VV) that have numerous risk factors for violence, less presence of resiliency factors, and as a result, experience high rates of violent crime. At the census tract level, the census tracts experiencing the highest degree of socio-economic marginalization and highest rates of homicide, physical assault, and rape/sexual assault within BVHP and VV tend to be the ones located furthest from EP (specifically in southwestern VV and northeastern BVHP). There is no specific development target for Indicator PS.3.e, however the planning and development process provide several opportunities to promote violence prevention strategies.

Similar to pedestrian injuries, violent crimes are a preventable adverse health outcome. One method to promote violence prevention is through construction of a built environment that includes the creation of safe, walkable neighborhoods; urban design that promotes eyes on the street, social interactions, and opportunities for community activity; and the creation of quality jobs, affordable housing, and open space. Another method is through proactive programming and planning through the use of a community benefits agreement.

The Executive Park Subarea Plan, references the value of a diverse neighborhood to help reduce crime (Land Use Element, Objective 1, Policy 3). There are numerous other objectives and policies listed above that promote a "safe", well-lit, walkable and bikeable neighborhood within EP that may have beneficial effects on crime. The Plan seeks to create a positive built environment, which is a resiliency factor for violence. The degree to which The Plan actually does achieve a safe pedestrian environment, good urban design, livable communities, usable open spaces, non-car dependent transit, and public linkages to other communities is dependent upon The Plan's implementation.

Objective PS.3 Potential Plan Improvements:

- Require any new alcohol outlets established in EP to be a certain distance from schools and playgrounds.
- Ban billboards or other forms of advertising about alcohol or tobacco within a certain distance of schools and playgrounds.
- Add lighting on the southern side of Harney Way.
- Ensure pedestrian crossings across Harney Way from EP to Candlestick Park are well-defined and well-lit.
- Implement proposed lighting guidelines and policies.
- Develop a maintenance plan for the fire detection, alarm and sprinkler system and discourage residents from disconnecting any fire detection equipment.
- Develop and distribute a plan to tenants and organize an annual fire drill to ensure alarms and plans are functional.
- Install fire alarms with both strobe lights and noise alarms to provide increased safety for persons with hearing or visual impairments.
- Revisit and implement the SF Controller's recommendations to increase the medical services capacity of the Fire Department.
- Implement safer pedestrian walking environments between neighborhoods, including lighting, wide sidewalks, and pedestrian crosswalks, through a development agreement or other means to make pedestrian access to public transportation outside of EP safer and encourage transit ridership
- Place restrictions on the density of alcohol outlets in proximity to each other (at the block level), if these types of restrictions do not already exist

- Consider allocating additional impact fee revenues to BVHP (additional revenues will come from increased number of residential units being built in Executive Park than originally was calculated in the Visitacion Valley Community Facilities and Infrastructure Fee and Fund).
- Promote "eyes on the street" and other Crime Prevention Through Environmental Design (CPTED) measures within the Mayor's Violence Prevention Planning Initiative
- Encourage or require developers to make contribution to violence prevention via a community benefits agreement. Community benefits agreements (CBA) have the ability to influence a number of factors associated with violence prevention, such as family/community interaction, police/community interaction and youth opportunities. Possible activities include:
  - Fund at least one cultural event at or near the new development per year such as a music or film festival, family day, holiday party, or community health fair in consultation with community residents.
  - Provide tours of the developer's facilities to educate residents and youth about the development process, architectural design, construction, and environmental remediation.
  - Create a multi-purpose community center that provides space for community meetings, trainings by local service and community agencies, and provides affordable entertainment for youth and afterschool programming.
  - Help tie job training and placement programs for community residents to neighborhood beautification maintenance, infrastructure and commerce development, and female economic empowerment.
  - Hire youth to disseminate information and promote community engagement in proposal development and implementation.
  - Hire a part-time youth coordinator that can coordinate programs for youth in or near the new development.
  - Hire youth to create murals on walls, trash cans, and other designated areas of the development, maintain community gardens, and remove graffiti.
  - Organize periodic town hall meetings between police, elected officials, and current residents to discuss the impact of new development and ways to improve neighborhood safety.
  - Encourage police patrolling on bike and foot; police integration with neighborhood schools and community centers; and police patrolling in public transportation near new development.
  - Create a multi-purpose center that includes space for a community policing station as well as self-defense workshops, afterschool programming, and police-teen buddy programs.

See also Appendix D for Potential Violence Prevention-Related Land Use Interventions.

PI. PUBLIC INFRASTRUCTURE/ ACCESS TO GOODS AND SERVICES

Overview
One aspect of a healthy neighborhood is access to affordable, high quality goods and services and ongoing investments in public infrastructure. This public infrastructure/access to goods and services section below focuses specifically on the project's effects on childcare, schools; parks/recreation areas; libraries; spaces for artistic expression, performance, and community gatherings; health care/health facilities; and access to grocery stores. Walkable streets and sidewalks, and transportation options are discussed in the Sustainable Transportation and Public Safety analyses. Healthy and affordable foods and space for community leisure activities are discussed below and also in the Environmental Stewardship analysis. The existence of local businesses providing goods and services is discussed below and in the Healthy Economy analysis. Discussion of San Francisco's inclusionary zoning laws for affordable housing are discussed in the Adequate and Healthy Housing analysis.

The influx of new residents to EP will bring increased demand on the existing local public infrastructure. Increased usage of public infrastructure means increased wear and tear of streets; increased usage of police, fire, and emergency and trash/recycling disposal services; increased energy and water consumption; and increased usage of parks and open spaces. The increased demand on public infrastructure results in increased costs to the City and local taxpayers. As noted in the Executive Park Subarea Plan, "While new development will generate real estate transfer taxes and annual property tax increases, pay citywide school fees and meet inclusionary housing requirements, additional investments in parks, streets, and community facilities and services – beyond what can be provided through property tax revenue – is essential to meeting the needs of new residents." (Page 16). Although the City provides the primary financial support for many of these services/facilities described above, development can help mitigate increased financial burden on public infrastructure in a number of different ways. For example, developers can contribute to an impact fee, participate in a community benefits agreement, provide free or reduced rent for particular needed services or facilities, and provide maintenance and support for trees, streets, affordable housing, and parks.

Objective PI.1: Assure affordable and high quality child care for all neighborhoods

PI.1.a: Difference between number of children eligible for childcare subsidies and number of childcare subsidies available
PI.1.b: Supply to demand ratio for licensed childcare slots disaggregated by age of child
PI.1.d: Childcare as a percentage of family budget

Both BVHP and VV have more children than can be accommodated in existing BVHP and VV licensed childcare facilities, have large populations of families who are eligible but not receiving childcare subsidies, and spend a higher percentage of median family income on childcare than the citywide average. Calculating demand for childcare is complicated by the need to account for numerous personal and structural factors. Indicators provide descriptions of licensed childcare availability, numbers of children, and eligibility for childcare subsidies to postulate the of availability compared to potential demand. However, actual demand must be calculated with more specific data. Data is not currently available specific to the EP Subarea. Given that the current office buildings will be demolished with implementation of The Plan, current tenants, including existing childcare providers, will have to relocate out of Executive Park.

The San Francisco Board of Supervisors passed an ordinance dedicating 10,000 square feet of retail space in EP to childcare, but childcare is not mentioned in The Plan explicitly. The zoning designation allows certain childcare as of right. The Plan states the following goals: "Create a neighborhood supportive of diverse families and mixed incomes" and "Meet the daily needs of residents within the neighborhood." To meet these

goals and attract families to EP, the Executive Park Subarea Plan should explicitly address the potential need for childcare and include more family and child specific policies. Projected childcare demand in Executive Park should be calculated using the LINCC Toolkit or other forecasting models.

Given the anticipated cost of housing, it is unlikely that the population moving into EP will be similar demographically to existing VV and BVHP populations. Another area that has had similar development could be selected as a comparable community to project age and number of children per household. Analysis of the other factors could be used to predict childcare demand for the proposed 8,000 new residents in EP. Currently, there are no development targets identified for Indicators PI.1.a or PI.1.d. By designating space for childcare in the ordinance, The Plan has the potential to meet the minimum development target for Indicator PI.1.b. However, because childcare is not mentioned in The Plan, there is insufficient data to determine whether or not the minimum development target will be achieved.

Objective PI.1 Potential Improvements

- Revise Implementing Actions for Land Use Element, Objective 1, Policy 3 to:
  - Require 40% of all units in new developments to have two or more bedrooms
  - Change language from "encourage 10% of units to provide three or more bedrooms" to "require 10% of units to provide three or more bedrooms"
  - Increase from 10% to 15% the number of three or more bedrooms encouraged
- Provide specifics on the capacity (numbers/ages of children) and acceptance of subsidies at proposed childcare center, as well as a target for the number of residents with children. Additional information on type, cost, and age groups to be serviced in reserved childcare space is also needed.
- Estimate project specific demand for childcare, based upon the best judgments on demographics and childcare preferences of future residents. The LINCC Toolkit states that to estimate childcare demand, we would need to have: the number and bedroom count of housing units, census data from a comparable community, Survey of Income and Program Participation (SIPP) data, childcare type preferences (i.e., larger vs. smaller, near work vs. home), capacity of existing childcare centers in surrounding neighborhoods, and future plans that may affect neighborhood dynamics (i.e., increased availability of public transportation, development of nearby areas, etc). *LINCC Toolkit available to be ordered online at:*
  http://www.lincc-childcare.com/docs.php?oid=1000000042&ogid=1000000002
  (Accessed online on November 15, 2006)

Objective PI.2 - Assure accessible and high quality educational facilities

PI.2.a: Proportion of residential units with ½ mile access to public elementary school

Zero percent (0%) of residential units in EP will be within 0.5 mile of BVHP and VV elementary schools. The closest schools, Bret Harte and Visitacion Valley Elementary, are over one mile away. Streetscape improvements on Blanken Avenue may improve pedestrian access to local VV public schools. However, such improvements may not be enough to encourage children's access to elementary schools on bike or foot or to encourage families to consider moving to EP. There are no planned pedestrian improvements heading towards BVHP. While The Plan does state that new development will increase contributions to citywide school fees (page 16), there is no explicit discussion in The Plan of increased demand for school services or facilities by new EP residents and families. Therefore, The Plan does not meet any development targets for this indicator.

PI.2.b: Ratio of public school population to citywide school-aged population, by ethnicity
PI.2.c: Proportion of schools achieving an academic performance index base of 800+
PI.2.d: Proportion of students graduating from high school by school

Schools in VV and BVHP have lower than citywide averages on the Academic Performance Index (API). None of the VV or BVHP schools obtained a score of 800 or higher on the API, compared to 8% citywide. High school graduation rates at the Burton High School in VV are lower than the city average, whereas in BVHP, graduation rates from Marshall High are higher than the city average. Racial segregation in SF schools has decreased over the past 20 years. However, there remains a persistent under-representation of white children and overrepresentation of non-white children in public schools, suggesting higher attendance of white children in private schools.

The HDMT development target for these indicators is not relevant to the existing Executive Park Subarea Plan, because the plan does not include the creation of new public schools. More information is needed on the demographics of future Executive Park residents, whether they will have children, and their potential school preferences in order to determine the future impact on VV and BVHP schools.

Since an impact fee will provide funding for new community center, this community center could be linked to children's needs, affiliated with a local school, and used as a multi-use facility potentially improving school quality. Activities could include involving a collaborative of organizations and offering pre- and after-school programming, a recreational facility, neighborhood park, and community serving non-profits. The community center could also offer tutoring, skills and interview training, mentoring, and other education-oriented programming for neighborhood youth.

PI.2.e: Proportion of children with 30 minute public transit access to public middle school and/or high school
The closest schools to EP are over one mile away, with limited safe pedestrian and bike routes. SFUSD school placement policies suggest that roughly 25% of children are placed in school outside of their neighborhood, thus increasing need for vehicle transportation to schools. Executive Park currently has very limited public transportation options, making it potentially difficult for students to regularly use public transport to access schools. Given the lack of project, neighborhood and citywide data on public school commuting times, there is insufficient data to determine whether The Plan would meet the development target. However, based on the analyses of public transportation access in Objective ST.2, it is unlikely that students attending public schools would have less than a half hour commute. The plan could be improved by specifically providing for the needs of public school student transportation in the Executive Park Transportation Management Plan.

PI.2.f: Proportion of public schools with onsite kitchen facilities
PI.2.g: Proportion of public schools with a school garden
As of 2005, two of the six schools in VV and four of eight schools in BVHP have a school garden. Among 48 SFUSD respondents to SF Food Alliance survey, 37 schools have functioning kitchens but only 17 schools have food that is prepared on site. Recent passage of Measure A may help increase funding to create and expand school gardens and kitchens, but funding distribution specifics remain to be seen.

The development targets for both Indicator PI.2.f and PI.2.g are relevant to new or expanded schools, thus are not currently relevant to The Plan unless the incoming number of children to EP becomes so large that it requires expansion of existing or creation of new school facilities. The Executive Park Subarea Plan could better promote the use of and pedestrian access to community gardens. The new community center proposed in VV could include a garden and on-site kitchen facility.

Objective PI.2 Potential Plan Improvements:

- Build pedestrian connectivity to and along Jamestown Avenue in order to promote access to Bret Harte public elementary school, as well as safer pedestrian crossings to access Candlestick Point community gardens. Construct wider sidewalks, street lighting, and pedestrian crossings to promote walkability and connectivity of neighborhoods.
- Modify Transportation Management Plan (TMP) to include children as an additional demographic to be serviced in order to promote families' use of public transit and carpooling to children's activities (i.e., school, day care, playgrounds, and community activities).
- Add the following policies to promote families moving to Executive Park:
    - Include children in Transportation Management Plan
    - Require children's playground in Executive Park
    - Discuss childcare to be provided in Executive Park (as required by 11/2005 Ordinance)
    - Provide incentives to carpool children to local schools and children's activities
- Assess the impact that Executive Park development will have on VV and BVHP public schools, include this in impact fee distribution.
- Locate the new community center near a school and promote collaboration between the center and school to help improve academic performance in schools.
- Conduct an analysis of current commuting times of students residing in VV and BVHP as a way to extrapolate what the commuting times of Executive Park student residents might be.
- Increase frequency of shuttles during school travel hours along the TMP route to reduce commuting times of students in Executive Park.

- Add space for a community garden in Executive Park in anticipation of the needs of the influx of new residents. Community gardens could also be used for educational purposes by nearby community organizations like Urban Sprouts. The Plan could also include a community garden as one of the "active uses" for the Executive Park area.
- Survey schools in VV and BVHP to assess school kitchen facility status. Consider stipulating that some of the impact fee will be dedicated to improving school kitchen facilities in VV and BVHP.
- Create an on-site kitchen facility in the proposed new community center to allow provision of fresh snacks as part of before and afterschool programs.
- Include the improvement and creation of school kitchen facilities as one of the recommended ways that Measure A and Prop 1D funds should be allocated.
- Survey all SF schools on access to kitchens and gardens to facilitate more comprehensive analysis.

Objective PI.3: Increase park, open space, and recreation facilities

PI.3.a: Proportion of population with ¼ mile access to neighborhood or regional park

One hundred percent (100%) of EP residents will live within 0.25 miles of a neighborhood or regional park. Eighty-one percent (81%) of VV residents, 85% of BVHP residents, and 76% of SF residents live within 0.25 miles of a neighborhood or regional park. The plan achieves the maximum development target because of the proximity of the development to Bayview Hill and Candlestick Point Parks. However, safe pedestrian access to both parks is currently limited. Access to both parks can be improved with better trails and pedestrian crossings. The impacts of a proposed alternative truck route along Harney Way should be evaluated in relation to access to parks and views of open space.

PI.3.b: Proportion of population within ¼ mile access of a community recreational facility

Zero percent (0%) of the proposed EP area will be within 0.25 miles of an existing recreation facility. Sixty-six percent (66%) of VV residents, 42% of BVHP residents, and 46% of SF residents citywide live within 0.25 miles of a recreation facility. Currently the HDMT development target associated with this indicator relates to open space, not to a recreation facility. Please see Indicator Analysis ES.2.c for discussion of open space.

Clarification is needed on whether the proposed community center would also serve as a recreational facility and where it may be located. As described in The Plan, the purpose of the new community center is to create community meeting spaces, which is separate from active recreational spaces, such as a neighborhood playground, pool, and outdoor education center. A new community center could also include recreational spaces if planned appropriately.

PI.3.c: Proportion of public parks receiving a Park Evaluation Score of 95% or more

Only two of the eighteen park facilities in the neighborhoods surrounding EP received an average park evaluation score of 95% or higher by the San Francisco Recreation and Parks Department (SFRPD) in 2005-2006. The Executive Park Subarea Plan requires property owners to maintain parks, which may have positive effects on park quality. Executive Park residents could use SFRPD evaluation guidelines and record park quality as part of the Neighborhood Parks Council ParkScan Program. The Executive Park Design Guidelines could be revised to address factors evaluated by SFRPD as part of Park Maintenance Standards. The development target for this indicator cannot be assessed until the new parks are created and evaluated for quality, accessibility and cleanliness.

PI.3.d: Per capita public recreational and park funding

In 2005-2006, average park expenditures reached a high of $216.39 per person in San Francisco, based in part from a large one time gift to the Recreation and Parks Department. In the past five years, average expenditures have been $130-180 per person. The Executive Park Subarea Plan achieves the minimum development target through the creation of the VV Community Facilities and Infrastructure Fee and Fund. It is noted however that all impact fee funding goes to VV, none to BVHP.

If impact fee re-evaluated, there could be a substantial increase in the amount of funding available for the development of and improvements to community facilities and infrastructure, both in VV and possibly BVHP. The Planning Department specifically acknowledges that the costs of park maintenance may exceed existing revenues from property taxes. Without knowing the total projected costs of park maintenance, it is not possible to determine whether the fees and taxes collected shall sufficiently cover the financial costs

associated with parks maintenance. The Plan places the burden of development and maintenance of new public areas within the Executive Park Subarea upon the property owners. This will not include Candlestick Point or Bayview Hill Parks which are maintained by the state and city, respectively.

Objective PI.3 Potential Plan Improvements:

- Ensure safe pedestrian access from Executive Park to Candlestick Point across Harney Way. Require multiple crosswalks, sidewalks, street lights, and traffic calming measures.
- Assess pedestrian accessibility of proposed trail and road to Bayview Hill Park.
- Evaluate and mitigate health impacts of proposed Bayview Transportation Improvements Plan (specifically looking at impact on Harney Way).
- Create new objectives, policies, and implementing actions in the Recreation and Open Space section of the Executive Park Subarea Plan to promote the use of public art in open spaces. For example, (1) Encourage the installation of permanent public art within Executive Park development (2) Design parks and open spaces to be accessible and usable for arts and cultural activities.
- Incorporate active recreational uses into the new community center.
- Consider locating the new community center in Executive Park and improve access for both BVHP and VV residents to use the new center.
- Consult residents of VV and BVHP regarding the type of facility, type of services/activities offered, and whether funding should support and expand existing recreation facilities.

Objective PI.4: Assure spaces for libraries, performing arts, theatre, museums, concerts, festivals for personal and educational fulfillment

PI.4.a: Proportion of population which lives within ½ mile of art/cultural facility

Almost 100% of current and future residents of Executive Park will live within 0.5 mile of Monster Park, which provides a limited set of cultural uses for a regional audience. Otherwise, compared to the northeastern section of the City, BVHP, VV, and EP lack art and cultural facilities as currently defined. Because The Plan does not reference any support of existing or creation of new art/cultural facilities or space, the HDMT minimum development target is not achieved. The Executive Park Subarea Plan could support the development of other art and cultural facilities or perhaps additional uses of Monster Park for smaller art and cultural events. The development could also promote community art in the design and construction of new development. Proximity to an art/cultural facilities does not equal access. Consideration must be given to how to develop art and cultural facilities as local community resources.

PI.4.c: Percent of schools offering arts education

As of September 2006, 100% of schools in the SFUSD offer arts education. No public schools are located in Executive Park and therefore, there are no schools offering arts education. Bret Harte Elementary School, the closest public school to EP, is an elementary Arts Magnet School, offering interdisciplinary learning including visual and performing arts. There is no mention of arts or cultural facilities or education in The Plan. There is no identified development target for this indicator.

PI.4.d: Designated federal, state and city funding for the arts

According to Grants for the Arts, "San Francisco gives more support per capita to the non-profit arts than any other city in the United States."[46] Roughly two thirds of public funding for the arts (through the Hotel Tax Fund) is allocated to the five major museums in San Francisco and the Yerba Buena Cultural District. The remaining third of funding is distributed to over 220 arts organizations via SF Grants for the Arts. Granting organizations such as Grants for the Arts and the SF Arts Commission, systematically collect the mailing addresses of their grantees, and not the locations of their performances/work. As a result, the list of grantees does not represent the full number of grant recipients in San Francisco, the geographic location of performances, nor where grant resources are utilized.

[46] San Francisco Grants for the Arts. 2005-2006 Annual Report. Page 3. Accessed on website on December 18, 2006: http://www.sfgfta.org/grants_html/news.html

In recent years, there have been dramatic cuts to state and federal funding for the arts (for example, in 2003-2004, the CA Arts Council experienced a 94% budget cut). Projected and actual allocations for the Hotel Tax Fund differ. In recent years, the General Fund has received increasing actual allocations, even though the funding is projected for the arts. The EP Plan does not include requirements for funding public arts. There is no identified development target for this indicator.

Pl.4.e: Proportion of population which lives within 1 mile of a public library

The Executive Park area is within one mile of the VV Branch Library ensuring the achievement of the development target. In the future, the VV Branch Library will be moving into a new facility on Leland Ave paid for through dedicated bond funding. VV community residents have been involved in developing a plan for the new library, which will also be used for community meetings. The VVCFIFF will help fund new construction costs.

Pl.4.f: Art/cultural facilities within ½ mile of a regional transit stop

The primary cultural facility near Executive Park is Monster Park, whose primary tenant, the San Francisco 49ers Football team is planning to relocate sometime in the next decade. Monster Park is not within ½ mile of regional transit. The HDMT development target is applicable to new arts/cultural facilities, and therefore is not relevant to this assessment.

Objective Pl.4 Potential Plan Improvements:

- Evaluate impacts on game days, on non-game days, if Monster Park was to be converted into a multi-use facility with additional housing, and if Monster Park were to be demolished.
- Re-evaluate impact fees to include increased residential density in Executive Park.
- Create Objective 2 under Community Facilities and Services to "Increase and improve spaces for art and cultural activities" with the following policies:
    - Policy 1: Dedicate a portion of VV Community Facilities and Infrastructure Fees and Fund for arts and cultural programming in new and existing public spaces, such as schools, parks, recreational facilities, and community centers.
    - Policy 2: Encourage the use of schools and park facilities for low-to-no cost art and culture activities in Executive Park and the surrounding neighborhoods.
    - Policy 3: Incorporate community based art in both market-rate and affordable mixed-use housing developments in Executive Park.
    - Policy 4: Promote the creation of a neighborhood cultural center in southeastern SF.
    - Policy 5: Expand outreach to increase resident participation in local educational and cultural programs.
- Create new objectives, policies, and implementing actions in the Recreation and Open Space section of the Executive Park Subarea Plan to promote the use of public art in open spaces. For example, (1) Encourage the installation of permanent public art within Executive Park development (2) Design parks and open spaces to be accessible and usable for arts and cultural activities.
- Promote local involvement in the arts by:
    - Involving local artists in design and creation of open space, signage, street furniture or public facilities
    - Contracting local artists to create the sculptures, murals, and walkways in Executive Park and surrounding areas, including Blanken Ave tunnel.
    - Developing a community advisory board to select the artists.
    - Striving to make sure the art reflects the diversity of the surrounding areas.
    - Involving the local public schools in the creation of a mural.
    - Funding an annual arts/cultural event to take place in Executive Park.
    - Voluntarily dedicating 1-2% of total construction costs to arts.
    - Protecting and maintaining existing art work on site and in surrounding neighborhoods.
    - Identifying or allocating a site appropriate for art or cultural activities.
    - Designate spaces for arts/cultural organizations to perform and/or practice in.
    - Incorporate arts and cultural education into the construction of new community facilities and services funded by VVCFIFF.
- Promote public transportation for Executive Park to/from the VV Branch Library and to other art and cultural facilities in VV and BVHP.

- Incorporate in Transportation Management Program shuttles to public transit that promote attendance at free, low cost art and cultural facilities events.
- Promote and fund the development of other art and cultural facilities, or perhaps additional uses of Monster Park for smaller art and cultural events.

PI.5: Assure affordable and high quality public health facilities

PI.5.a: Proportion of population covered by health insurance, by type of insurance
PI.5.b: Number of hospital beds per 100,000 population
PI.5.c: Health facilities within .5 miles of a regional transit stop
PI.5.d: Distribution of health care facilities relative to population density

According to data from the California Health Interview Survey, 66% of San Franciscans under the age of 65 receive health insurance through their employer, 13% are uninsured, 9% privately purchased insurance, and 8% are on Medicaid. The rates of coverage by type of insurance vary by race/ethnicity, notably with Whites and Asians having higher rates of employer-based insurance coverage. Information is not currently available at the neighborhood or project level. For additional discussion of employment-based health coverage, please see Objective HE.2.

There are no health care facilities in Executive Park. The public hospital closest to Executive Park is San Francisco General Hospital, which has the second largest number of hospital beds in the City, after Laguna Honda Hospital. The closest public health facilities are the Northeast Medical Services Clinic on Leland Avenue and the Southeast Health Center on Keith Street in BVHP. The VV clinic is within 0.5 miles of the Bayshore Caltrain regional transit stop. Neither the Southeast Health Center nor the Bayview Hunters Point Foundation Third Street Clinic, the two public health facilities in BVHP, are located within 0.5 miles of a regional transit stop, although both are located close to the Third Street Light Rail. Both VV and BVHP have lower population densities than most other SF neighborhoods, in part due to the large amount of industrial land included in acreage. More evaluation is needed to determine whether the existing health facilities adequately service the neighborhood populations and how increasing the population density of Executive Park will impact demand on local health facilities.

Bayview Hunters Point has the highest rates of ambulatory care sensitive conditions (ACSC) hospitalizations in the city. Visitacion Valley ranks in top quarter to half for ACSC hospitalizations. These indicate a strong need for increased access or utilization of primary care and prevention services. Recent legislation to provide health insurance coverage will help reduce financial barriers to preventative care for some individuals and households. However, other financial, logistical, social, and geographical barriers may still remain.

The HDMT development target associated with this objective is only relevant to the building of a new health facility. As a result, assessment of The Plan against this development target is not applicable. Executive Park will significantly increase the population of either BVHP or VV, depending upon which neighborhood it is considered to be a part of. The associated demographic shift will potentially reduce existing disparities in health status associated with socio-economic status. Promoting opportunities for healthy living through creating access to safe pedestrian routes, public transportation, and affordable housing will help reduce the number of ACSC hospitalizations and demand for medical services.

Objective PI.5 Potential Plan Improvements:

- Promote awareness of the SF Health Access Plan to building contractors hired by Executive Park developers and future employees in neighborhood serving retail.
- Encourage Executive Park contractors and employers with less than 20 employees provide health insurance to employees.
- Encourage contractors that hire day laborers to provide health care to temporary employees.
- Clarify how Executive Park residents will be included in future census tracts, zipcodes, planning neighborhoods, and other neighborhood-based categorizations.
- Include access to healthcare facilities as part of the Transportation Management Plan.

Objective PI.6: Assure access to daily goods and service needs, including financial services and healthy foods

PI.6.a: Neighborhood completeness indicator for key public services
PI.6.b: Neighborhood completeness indicator for key retail services
PI.6.d: Proportion of retail food facilities accepting EBT/food stamp/WIC
At the time of publication, data for these indicators was still in process of being collected. However, some of the services included in a neighborhood completeness analysis have been discussed above or in other sections of this analysis. The following services were identified through the ENCHIA process as services contributing to the completeness of a neighborhood:

- Licensed and unlicensed childcare centers
- Public health services
- Youth services
- Community gardens
- Commercial corridors
- Banks and credit unions
- Check-cashing facilities and pawn brokers
- Full-service supermarkets and grocery stores
- Places that accept EBT
- Restaurants and food establishments

Executive Park is being zoned as a primarily residential area that will support neighborhood serving retail. See Healthy Economy for additional discussion of the potential commercial activity within Executive Park. The closest commercial corridors are Leland Avenue in VV and Third Street in BVHP. Many areas in BVHP, including Third Street, include designated redevelopment areas. Leland Avenue is currently being considered for redevelopment area designation as part of Schlage Lock re-use. Both commercial districts have recently undergone economic analyses to assess sales leakage. For more information about the Leland-Bayshore Commercial District Revitalization Plan, visit: http://www.andnet.org/FinalReport.pdf [Accessed on May 21, 2007]. For more information about the BVHP Community Revitalization Concept Plan, visit: http://www.sfgov.org/site/sfra_page.asp?id=5581#Concept_Plan [Accessed on May 21, 2007].

PI.6.c: Proportion of population within ½ mile from full-service grocery store/supermarket
Zero percent (0%) of Executive Park and VV residents, and 38% of BVHP residents, live within 0.5 miles of a grocery store. Under the current plan, the development target would not be met. The plan could identify grocery stores or access to food as an explicit neighborhood retail need. Area transportation planning could also include provisions for access to retail food resources. Because proposals for surrounding areas such as Schlage Lock, Cow Palace, Monster Park, and Bayshore, contain multiple plans for a grocery store, wider-area level coordination of retail food planning is recommended.

Objective PI.6 Potential Plan Improvements:

- Acknowledge the need for a supermarket/full-service grocery store, as has been done in the Visitation Valley Community Concept Plan and Bayshore Redevelopment Plan.
- Provide financial and political support for the construction or designation of new space for a grocery store in or near Executive Park.
- Accommodate direct and easy access to off-site grocery stores via public transit or pedestrian and bike access..

HH. ADEQUATE AND HEALTHY HOUSING

The location and types of housing that can be built are a function of land use planning. The affordability and size of housing can impact who lives within that housing, (e.g., whether it is affordable enough to people of different incomes, large enough to support families). Additionally, the location of housing can be a driver of transportation patterns and commercial, infrastructure, and service provision. In recent years, San Francisco has experienced increasing housing prices and changing demographics. The Executive Park Subarea Plan will create a large residential neighborhood where one has not existed in the past. Based on The Plan, it is possible that the area will experience approximately 8,000 new residents.

Because The Cove is the only residential use currently in EP, this analysis uses The Cove housing prices as a baseline to assess overall affordability within EP. With the addition of a considerable number of new residential units, amenities and infrastructure, the land values are likely to rise and area home prices will likely increase as well.

The HDMT identifies two objectives in relation to housing affordability: HH.1: Preserve and construct housing in proportion to demand with regard to size, affordability, tenure, and location; and, HH.3: Increase opportunities for home ownership. Using these objectives, a number of the HDMT indicators attempt to gauge housing affordability from a variety of angles. The various angles were combined into one more comprehensive affordability analysis.

It is important to note that for objective HH.1 (Preserve and construct housing in proportion to demand with regard to size, affordability, and location), only demand for affordable housing is quantified using data provided by the Association of Bay Area Governments, Regional Housing Needs Determination analysis. The demand for housing with regard to size, tenure, and location are more difficult to assess. Demand is thus based on looking at current data on overcrowding, size, tenure, and affordability and making assumptions for the needs of current residents, keeping in mind the need for flexibility in growth with regard to future needs.

Location desirability is considered in a number of HDMT analyses outside of the housing section. Desirable housing locations tend to be located near goods and services, including public infrastructure, services, and transit. Executive Park is isolated with limited public transportation and access to goods and services. Yet, the close freeway access and proximity to both SF and the Silicon Valley may make it a desirable location for some. In general, a diversity of options with regard to affordability, size, tenure, and location are important to accommodate the diverse needs of San Francisco residents and allow flexibility for changing populations.

Objective HH.1: Preserve and construct housing in proportion to demand with regards to size, affordability, tenure, and location

HH.1.a: Ratio of housing production to future demand

Between 1999 and 2005, San Francisco met 134.0% of the estimated demand for market rate housing as projected by the Regional Housing Needs Determination (2001). In contrast, San Francisco met only 9.8% of the housing demand for moderate income earners, 51.6% of the housing demand for low-income earners, and 69.9% of the housing demand for very low-income earners. Therefore, the current unmet need for moderate-, low-, and very low-income housing is extremely high, while the production of market rate housing has exceeded need.

HH.1.b: Proportion of families paying greater than 50% of their household income on their homes

Citywide, 16% of renter households and 12% of owner-occupied households in San Francisco pay greater than 50% of their income on monthly housing costs. Individuals making the San Francisco median income

($59,148) pay approximately 43% of their monthly income on the median 2-bedroom rent, which is above the federal housing affordability standard of 30% as set by the United States Department of Housing and Urban Development.

Within The Cove, the lowest market rate 2-bedroom condo is priced at $514,000. A household in VV making the median income would have to spend slightly more than 50% of their incomes to be able to purchase the cheapest 2-bedroom in EP. The BVHP median household would have to spend approximately 64% of their household income to purchase a home in EP. The 1- and 2-bedroom inclusionary units (priced between $328,000 and $415,000) could be purchased by a household earning the median income in VV, and could almost be purchased for those in BVHP with 50% or less of their income. Notably, the quantity of units is limited to 12% of the total number of units.

With respect to renting, EP is also not affordable to the majority of SF residents. To afford the going rate for a 2-bedroom apartment at The Cove, $2,000 per month (Carrie Smith, The Cove Sales Representative, October 19, 2006), the BVHP median income household would be spending 55% of their annual gross salary on rent, while the median VV household would spend 43% of gross income. The monthly rent at EP is 41% of the citywide median household gross income. Neither rent nor home purchasing price include utilities, and therefore the percent spent on housing would likely be higher than current calculated percentages. This illustrates that current housing at EP is unaffordable by federal standards, where 30% of gross income spent on housing is considered affordable.

HH.1.e: Housing wage as a percent of minimum wage
To afford the rent of a 2-bedroom unit at EP, at 30% of gross income, one would need to make $41.67/hour, which is 456% of the current SF minimum wage ($9.71/hour). With two minimum wage workers pooling their income, the rent would be 228% of their combined hourly wage to afford a 2-bedroom unit at 30% of gross salary. These numbers do not take into consideration utilities, generally considered part of gross rent costs. If utilities were included, the housing wage would be higher, therefore making it more unaffordable to minimum wage workers.

HH.1.g: Census tracts with median income sufficient to afford 2-bedroom apartment at fair market rent (FMR)
The 2-bedroom rent at The Cove is 23% above the citywide monthly fair market rent ($1,551) for 2007. A household would have to make a minimum of $80,000 per year to afford the 2-bedroom rent at The Cove ($2,000). The current rental prices in EP are above FMR, without including utility costs.

Barely two percent (1.6%) of census tracts within VV and seven percent (7.2%) of census tracts within BVHP would be able to afford the FMR for a 2-bedroom in SF. Using the HUD standard for housing affordability (i.e., 30% of gross income), the affordable monthly gross rent for the median household income in VV is $1,384, and in BVHP is $1,099. Both fall below current FMR ($1,551) and the current rent for a 2-bedroom in Executive Park ($2,000).

HH.1.h: Proportion of households living in overcrowded conditions
Given that many households double up to afford housing, the high cost of housing in SF may be one reason why 11% of the total population lives in overcrowded conditions. Both VV and BVHP are the second and third most overcrowded neighborhood respectively, next to Chinatown. Another reason for overcrowding in SF may be the limited number of 3- or more-bedroom homes, given that 76% of housing units in SF are 2-bedrooms or less (SF Housing Inventory, 2006).

HH.1.k: Underutilized development potential
The SF Housing Element indicates that the City has the potential to develop an additional 29,190 units citywide under current zoning restrictions (2004). The Regional Housing Needs Determination indicated in their 2001 report that San Francisco had the potential for the unconstrained development, which may exceed current zoning laws of 55,020 new units of housing between 1995 and 2020 (See Indicator HH.1.k). Based on the 2006 1st quarter pipeline report, the City can expect 25,977 new residential units (San Francisco Planning Department), the large majority of which fall within the Eastern Neighborhoods.

HH.3.a: Median household income and housing tenure
In San Francisco, 65% of households rent and 35% of households own their own home. Homeownership in the neighborhoods surrounding EP is high when compared to citywide rates of homeownership. In VV, 42% of total households rent, while 58% of households own their own home. In BVHP, 46.7% of total households rent, while 53.3% of households own their own home.

HH.3.b: Housing purchasing capacity of the median income household
Looking at housing affordability from another perspective, in November 2006, the citywide median home sales price was $768,000, nearly three times the purchasing capacity of the median income household in SF. A household would have to make just under $85,000 per year to have the purchasing capacity to buy the cheapest 2- bedroom at The Cove ($514,000). This income level is nearly 2 times the median household income in BVHP, 1.5 times the median household income of VV, and 1.4 times the median SF household income. The median home sales price citywide for November 2006 was nearly 1.5 times the price of the cheapest 2-bedroom at The Cove.

Development Target Evaluation For the Above Housing Affordability Indicators
The Plan makes explicit the goal to "create a new residential neighborhood to help address the City's and the region's housing needs (page 3), "supportive of diverse families and mixed incomes *(*page 6)," The Executive Park plan does not provide implementing actions for housing affordability except the stated intent to meet the Inclusionary Zoning Ordinance (IZ) of San Francisco. With citywide Inclusionary Zoning requirements, EP would add approximately 375 moderate income housing -affordable to those making 100% of SF median income- to help meet the large demand for moderate income housing. The HDMT minimum development target specific to affordability (Indicators HH.1.a, HH.1.b, HH.1.e, HH.1.g) will thus be met (i.e., meeting the local inclusionary housing ordinance without public subsidies). However, Executive Park will not help meet the existing unmet demand for low- and very low-income housing. Moreover, the plan for Executive Park will add considerable supply of market-rate housing (approximately 2,125 units).

Looking into the near future, there are a significant number of development projects proposed or in preliminary discussions in and around EP. These include a new light rail, numerous new housing developments, retail and entertainment facilities, and more public infrastructure. Due to such increased investments in the area, rent and home sale prices may increase at a neighborhood level in the future. At time of publication, there were no established development targets for HH.3.a or HH.3.b.

With regard to overcrowding, The Plan *encourages* that 10% of units be 3- or more bedrooms, and *requires* 40% to be at least 2-bedroom units. This is less than the citywide average unit size, where 24% of households are 3- or more bedrooms, and less than the citywide need for 3+ bedroom housing, with 47% of the population in San Francisco having 3 or more persons per household. Therefore EP will not increase the proportion of 3- or more-bedroom units in SF. Furthermore, because overcrowded households may be those least able to afford new housing, it is likely that The Plan will not alleviate overcrowding. Because Executive Park is built from the ground up and not replacing or renovating existing housing, the minimum development target for HH.1.h is not applicable. However, assuming that 10% or less of units in Executive Park will be 3 or more bedrooms, it is unlikely that The Plan will meet the benchmark development target for Indicator HH.1.h which would meet the unit size and bedroom needs of expected new SF workers.

Planning documents suggest that the majority, if not all, development at EP will be for sale and individual owners may rent their homes if they choose. The Plan does not mention incentives for development of rental property or intent to promote rental development.

With regard to utilization of land to its maximum residential density, The Plan does a good job of increasing density within Executive Park and setting minimum density requirements to use the land to its fullest potential for residential development. It is likely that the minimum development target will be met, however there is currently insufficient data to ensure maximum attainment of residential density allowed by zoning.

Objective HH.1 and HH.3 Potential Plan Improvements:

- Create an Element in the Executive Park Subarea Plan dedicated to housing. In this section, provide specific language on how The Plan goal of meeting city and regional housing needs will be addressed

with specific implementing actions. This Element should take into consideration that the city and regional housing needs are tied closely to affordability levels and use direct language requiring and/or incentivizing various affordability levels for housing.

- Include public benefit zoning to capture a portion of the increased land value from the conversion of commercial land to residential, and increased height limits, to increase the number of affordable units.
- Create a new zoning category for EP which requires at least 30% of all new housing units be affordable at the SF median income. Given that much of the land in EP has not been built on, this implementation policy could be used throughout the Executive Park area as a form of public benefit.
- Require that market-rate housing projects provide below market rate (BMR) units at a range of affordability levels between 60% and 80% of SF median income. This would help address the city and regional housing needs for BMR units that serve not only moderate income families, but those that are low- to very low-income.
- Require BMR units to come with a variety of number of bedrooms to address the need for affordable housing for a variety of household sizes. Given that it may be more costly for developers to produce 3-bedroom inclusionary housing, The Plan could make this a requirement for the locations where density will be highest (RM3).
- *Require*, instead of *encourage,* 10% of units be 3-bedrooms or more to address the need for housing with regard to size.
- Provide incentives for development of rental property.

Objective HH.2: Protect residents from involuntary displacement

At time of publication, data for Indicators HH.2.a and HH.2.b were not available and thus there are not comprehensive indicator analyses located in the Appendix of the report for these indicators.

HH.2.a: Proportion of SF housing stock that is deed restricted, public, inclusionary, rent-controlled and section 8 accessible

There will be no loss of any type of affordable housing with the proposed EP development. Executive Park will be a new residential neighborhood where one has not existed in the past. Therefore, there will be a net gain of housing overall including housing affordable to moderate incomes due to the citywide Inclusionary Zoning law. Thus, Executive Park will either: 1) add approximately 15% moderate income housing onsite, 2) add 20% moderate income housing within one mile of the project area, or 3) add money to a fund for the development of more affordable housing.

In relation to rent control, City ordinance only requires rent control (or rent stabilization) for units built before 1978, therefore EP residential units will not be rent controlled. Regarding section 8 accessibility, because it is likely that all residential development in EP will be for sale, the option to make homes accessible to section 8 vouchers will be left to the discretion of individual owners. No public housing projects are proposed for the area. Because this development is not resulting in the demolition or loss of deed restricted, public, inclusionary or rent-controlled housing, the development target is not applicable within Executive Park.

HH.2.b: Ratio of annual residential neighborhood rent increase/decrease to citywide rent increase/decrease

Data on this indicator was not available for this application. Recent rent and property value trends in SF have caused some neighborhoods, particularly in the Eastern Neighborhoods of San Francisco to experience displacement of lower income residents. The Executive Park area falls within the Eastern Neighborhoods but because housing is new to EP it is not an area to which the concept of gentrification applies. Residential rents in EP are approximately $2,000 for a 2-bedroom unit (Carrie Smith, The Cove Sales Representative, October 19, 2006). This is lower than the citywide average of $2,220 (San Francisco Housing Inventory, using data from MetroRent). As discussed above, neighborhood area rents may increase with the development of EP and area infrastructure. There is insufficient data to evaluate The Plan against the development target.

Objective HH.4: Increase spatial integration by ethnicity and economic class

HH.4.a: Diversity index

The diversity index is a measure of segregation and reflects the probability that two persons from the same area will be from different race/ethnic groups. The neighboring communities of VV and BVHP are tied for the fourth most diverse communities in SF with a diversity index of 77 in comparison to the citywide index of 58.

Overall, San Francisco is economically diverse, with a large range of median and per capita income levels. Both wealth and poverty are concentrated in SF, with neighborhood median per capita and household incomes varying considerably between neighborhoods. Lower income communities in SF also tend to have higher diversity indices indicating a relationship between race, income, and residential integration. For example, the lowest neighborhood median per capita income is found in BVHP at $14,482 whereas Pacific Heights is home to the highest neighborhood median per capita income of over $86,585. Notably, BVHP is the fourth most diverse neighborhood, while Pacific Heights is the second least diverse. This trend is true for the majority of neighborhoods in San Francisco.

The minimum development target of maintaining the diversity index by implementing development measures with regard to size and affordability such that new development appeals to a diversity of race/ethnicities, is not explicitly addressed within The Plan. The Plan will be subject to the City's Inclusionary Zoning Ordinance requiring that either: 1) 15% of onsite units be affordable at 100% of SF median income, 2) 20% of units be affordable at 100% of SF median income offsite, or 3) Plan developers pay into a fund for affordable housing. The overall implications of The Plan on racial/ethnic and economic diversity are mixed. The impacts include limited diversity at the project level, an increase in diversity at the neighborhood level, and reduced diversity at the City level. Because the project will likely decrease diversity at the Executive Park and citywide level, it is assumed that the minimum development target will not be achieved unless more specific actions are taken to promote economic and racial/ethnic diversity in Executive Park.

Objective HH.4.a: Potential Plan Improvements

- Include definitions and policy goals for race, economic and size diversity in The Plan. Include complementing implementing actions.
- Require 20% or more of units be 3 or more bedrooms.
- Require incremental increases in affordable units with incremental increases in heights.
- Require 10% or more of below market rate housing (inclusionary housing) to be 3 or more bedrooms

HE. HEALTHY ECONOMY

The principal focus of the Executive Park Subarea Plan is to create a residential community, not to promote employment or industrial development. However, new residential development can impact the economy in several ways. First, new development may increase the value of property and the local tax base. Second, new residential development may displace existing uses, including productive commercial, industrial, or public uses. Third, new residents may create a new market for goods and services, increasing businesses and employment opportunities.

As the thrust of The Plan is on residential development, an analysis of the economic and employment activity may not be an appropriate use of the Healthy Development Measurement Tool. Nonetheless, we provide a limited assessment of economic activity in EP through the lens of people who will work there and people who will live there.

San Francisco's labor market is generally viewed in the context of a regional economy, with a significant amount of daily county-to-county and intra-county commuting. Economic and job opportunities do not present themselves to individuals at a neighborhood-by-neighborhood level. In other words, new residents who move to Executive Park will not be competing for jobs in VV and BVHP against VV and BVHP residents. They likely will be competing with regional residents for access to employment opportunities both regionally and in San Francisco proper. As such, in contrast to other elements in the HDMT, an analysis of the impact of new Executive Park residents on the local economies and job opportunities of VV and BVHP would not be logical. (e.g., examining the impact of Executive Park residents on VV and BVHP traffic or parks is more rationale as traffic and the need for parks is more localized at the neighborhood level than access to jobs.)

Tax Base and Property Values Increase
Development in San Francisco has focused on facilitating housing development due to the current strong market for new ownership housing. As such, the Executive Park Plan proposes to take an underutilized portion of developable land and focus its development where the market rate of return is the greatest. This development should positively impact the value of the property and San Francisco's tax base. Residential development also creates new needs for public infrastructure and services. Given the likely purchase price of the proposed residential development, it is unlikely that the development will create a significant demand for new public safety net services. The development may create new City budget demands on more general services such as for the operation of libraries, schools, and parks.

Displacement of Existing Uses
The Plan involves the loss of Executive Park office space. The fate of these uses is unclear; however, there appears to be an abundance of office space located in San Francisco, primarily in the public transit-rich and centrally-located Downtown and Eastern neighborhoods. Increased demand for existing San Francisco office space may contribute to increased costs for commercial tenants. At the same time, from the standpoint of sustainable transportation, re-location of office use to existing space in a transit rich area could reduce personal vehicle use. This analysis will not focus either on the relocation of these office-based businesses and jobs to another part of San Francisco or to outside the City, particularly because there is not a "No Change" alternative to the proposed Executive Park Subarea Plan. In other words, there is no great effort to retain Executive Park's office-based zoning designation. Nor are there alternative development proposals for Executive Park.

New markets for goods and services
With an anticipated increase of 8,000 new residents over time, Executive Park can be expected to create new demands for goods and services. Some of these demands may be met by new onsite or offsite commercial use, particularly in the retail and service sectors of the economy. The Plan does not refer extensively to new

economic and business activity within Executive Park itself, instead describing the existing Leland Avenue commercial district as a potential to support goods and service needs for Executive Park residents.

Objective HE.1: Increase high-quality employment opportunities for local residents

HE.1.a: Jobs paying wages greater than or equal to the self-sufficiency wage
HE.1.b: Proportion of households living on income below the Bay Area self-sufficiency standard
In San Francisco, the 2003 self-sufficiency standard wage was $13.26 per hour for an adult, $24.28 for an adult with an infant, $23.79 for an adult with a preschooler, $27.68 for an adult with a preschooler and one school age child. For 2 adults, 1 preschooler, and 1 infant, the self-sufficiency standard wage was $32.60 per hour. For a definition of the self-sufficiency wage, see indicator analysis HE.1.a. In 2003, the Bayview Public Use Microdata Area (PUMA) had the highest proportion of households (46%) living on income below the Bay Area self-sufficiency standard compared to the six other PUMA areas in San Francisco.

New residential development at Executive Park will displace existing office uses while creating new markets for retail goods and services for future residents. The Executive Park Subarea Plan does not discuss the quality of jobs (either short- or long-term) that will be located in the area. While there is a mention of new neighborhood-serving retail uses, there is no discussion of the extent to which these jobs will provide good wages or benefits. As a result, the Executive Park Subarea Plan fails to meet the minimum HDMT development target for HE.1.a and HE.1.b of 60% of new jobs providing entry level wages greater than or equal to the self-sufficiency standard.

Because The Plan does not discuss these jobs specifically, it is difficult to ascertain what the effects of The Plan will be on community health indicators HE.1.a and HE.1.b. However, based on an assessment of prevailing wages for short-term construction-related jobs, it is plausible that the jobs provided in developing Executive Park will be a source of wages on par with the self-sufficiency wage. In contrast, based on data from state and local employment data, long-term retail and service-sector jobs at Executive Park would likely not provide wages on par with the self-sufficiency standard. Indicator HE.1.a would therefore be affected differentially based on whether we are discussing short- and long-term jobs. With respect to HE.1.b, it is likely that residents who can afford the high cost of housing in Executive Park will likely make high enough incomes that are on par with the self-sufficiency wage – thereby having a positive impact in indicator HE.1.b.

HE.1.c. Proportion of jobs available in San Francisco filled by SF residents
Data is unavailable for this indicator at the project or neighborhood level. According to the Association of Bay Area Governments and the U.S. Census, 56.1% of jobs available in San Francisco are filled by SF residents. In contrast, 77.3% of San Francisco working residents (322,010 of 416,263) work in San Francisco. This figure does not include the unemployed, children or the elderly. This means that 22.7% of working residents in SF work outside of the city limits. The proportion of jobs filled by local residents is lower because these residents only partially fill the demand for employees. The development target for indicator HE.1.c focuses on commercial (not residential) development and the payment of jobs-housing linkage fees. As such, it is not applicable to this indicator.

Aside from the development target, an evaluation of this indicator can ask two questions: First, will new commercial uses provide jobs through which employees will be able to afford homes in San Francisco's housing market. Second, will residential uses be accessible and affordable to those working in future San Francisco jobs.

Because of the expected price of housing, Executive Park is unlikely to provide significant homeownership opportunities to the average San Francisco worker; however, the project may provide housing to San Francisco workers earning relatively higher incomes. And, while there is one policy geared towards developing neighborhood-serving retail uses, there is little discussion of whether local residents will fill these jobs. The exception is in Transportation Management Program, where local hiring is described as one way of reducing non-residential trips in Executive Park. There are no other details related to this idea described in The Plan.

Given the low level of commercial activity expected for the area, the impact on local jobs for local residents would likely be insignificant. If commercial uses were integrated into Executive Park over time, jobs/housing linkage fees could be triggered, increasing the number of new jobs for local residents. Attention to long-term

development at Executive Park would help insure that jobs/housing linkage fees were implemented and that jobs are available to local residents.

HE.1.d. Land zoned for production, distribution and repair (PDR) uses
New development at Executive Park would not affect PDR uses directly or available land for PDR uses. The Executive Park Subarea Plan retains a parcel of land as an M-1 zoning district, i.e., available for PDR uses. In addition, according to the EPS Study, "Most of the land currently zoned for industrial use in the Bayview/Hunters Point, Central Waterfront, and Mission areas would continue to be zoned for PDR under Option B rezoning." (page 10) Therefore, as The Plan does not remove any land zoned for PDR uses, the minimum HDMT development target is achieved. Finally, given that PDR land is decreasing in the rest of the Eastern Neighborhoods and citywide, the fact that it is being retained in The Plan could be viewed as having a positive effect on the indicator.

Separately, the Executive Park Plan does not discuss the relationship between potentially conflicting zoning designations, nor does it propose mitigations to deal with residential-industrial conflicts. The Plan should identify potential land use conflicts between the RM-3 and M-1 zoning districts and require mitigation of those conflicts.

Objective HE.1: Potential Plan Improvements
- Identify the types of jobs that will be generated through neighborhood retail businesses.
- Require that businesses who locate in Executive Park provide jobs that pay wages equal to or above self-sufficiency wages.
- Implement a community benefits agreement where developers commit to hire locally and to provide prevailing and living wages for construction-related jobs.
- Include Plan goal to retain M-1 zoned land for PDR use and implementation strategies to recruit an appropriate commercial activity for the site.
- Identify potential land use conflicts between the RM-3 and M-1 zoning districts. Require mitigation of those conflicts.

Objective HE.2: Increase jobs that provide healthy, safe and meaningful work
While the Executive Park Subarea Plan does not address either job-related health insurance or paid sick days directly, San Francisco legally requires both benefits for most San Francisco employers. Whether these benefits apply to new commercial and retail uses in The Plan area will depend on the size and type of the businesses.

HE.2.a Jobs providing health insurance to employees
The recent adoption of the San Francisco Health Care Security Ordinance means that any uninsured person, even if they are employed, can receive health insurance through the SF Health Access Program. If employers do not provide health insurance to employees directly, medium- and large-sized businesses will be required to pay into a City health care fund to administer health care services to the uninsured. Importantly, however, the Program exempts businesses with less than 20 employees from the requirement to pay into a fund. Without further specificity on the number and type of commercial uses in Executive Park Subarea, it is not possible to evaluate the degree to which this Citywide requirement will apply and whether the minimum HDMT development target of 70% of new jobs providing job-based health insurance will be met. Small neighborhood-serving retail businesses located in Executive Park are likely to be exempted from the health care requirement.

HE.2.b Jobs providing sick days benefits to employees
In November 2006, San Franciscans approved Proposition F, which would mandate paid sick leave for all employees. In contrast to the Health Care Security Ordinance, small businesses are not exempt from providing paid sick leave to employees. Given this Ordinance, all Executive Park based businesses will be required to provide sick leave benefits to employees based at Executive Park. As such, the HDMT minimum development target of 70% of new jobs providing sick leave benefits to employees will be met.

HE.2.e Occupational non-fatal injury rate by industry
No data for Indicator HE.2.e is currently available at the project, neighborhood or city level. Statewide data show that industries with the highest non-fatal occupational injury rate include public administration,

construction, manufacturing, transportation and warehousing, health care and social assistance, and education and health services.

The Executive Park Subarea Plan does not discuss the quality and overall safety of jobs in Executive Park. The HDMT development target calls for new development that anticipates *commercial tenants* in industries with above average occupational injury rates provide documentation of tenant injury and illness prevention plans. This HDMT target does not apply to the short-term contractors and construction companies hired to build at Executive Park. However, given the higher than average rates of injuries in this industry and the large number of anticipated jobs associated with building 8,000 units of housing, this indicator might be impacted negatively by Executive Park development processes. As such, The Plan could propose that construction-related businesses provide injury and illness prevention plans.

Requiring that developers and contractors demonstrate proof of workers compensation insurance for all employees (short or long term) as a condition of city permits, would help ensure that short term laborers have access to benefits for injured workers. Also, given that the "retail trade" industry has lower than the statewide average injury and illness rates, the HDMT target also does not apply. However, injury and illness rates vary substantially by industry subcategory, and the HDMT development target could be triggered based on the type of retail business brought into Executive Park, requiring commercial tenants to provide documentation of tenant injury and illness prevention plans.

Objective HE.2: Potential Plan Improvements

- Identify the types of jobs that will be generated through neighborhood retail businesses.
- Require that businesses who locate in Executive Park and are exempt from the San Francisco Health Care Security Ordinance to provide job-based health insurance to employees.
- Require businesses that have higher than average occupational injury rates provide documentation of injury and illness prevention plans.
- Encourage all businesses to develop a workplace injury and illness prevention plan.
- Require contracting, construction, and building companies working at Executive Park provide documentation of injury and illness prevention plans, given that there are higher than average injury rates in the construction trades.
- Encourage contracting, construction, and building companies working at Executive Park who also hire day laborers to have the occupational safety and health training provided by SFDPH.
- Require that developers and contractors demonstrate proof of workers compensation insurance for all employees (short or long term) as a condition of city permits.

Objective HE.3: Increase equality in income and wealth

HE.3.a Income inequality

Data is unavailable for this indicator at the project or neighborhood level. At time of publication, there was no identified development target for this indicator. However at the citywide and regional level, the Bay Area, and San Francisco County in particular, have some of the highest income disparities in the state of California. Using the 80/20 percentile ratio, the wealthiest fifth of San Francisco households earns 4.5 times more than the poorest fifth of San Francisco households ($249,722 vs. $58,813). Citywide, 11.3% of the population lives below the poverty level. The per capita income is $34,556 and the household median income is $59,148.

The Executive Park Subarea Plan does not discuss the types or quality of jobs (i.e., wages and benefits) that will be located in the area. Other than Objective 2, Policy 1, there are few references to economic and business activity within Executive Park itself. Nonetheless, the Executive Park Subarea Plan has the potential to influence income inequality through generating service and retail sector jobs that pay low wages. While there is no development target associated with this indicator, analysis of indicators HE.1.a and HE.1.b reveals that the types of jobs to be provided through Executive Park businesses will likely be ones that provide lower wages. For example, a full-time service worker earning $11.19 per hour would earn approximately $23,000 a year. This income would fall on the bottom two-fifths of the quintile distribution, thereby holding a very small share of income in San Francisco. If this was a typical wage provided, employers located in Executive Park would be contributing to a growth in low wage earnings and a resulting increase in income inequality.

Objective HE.3: Potential Plan Improvements

- Identify the types of jobs that will be generated through neighborhood retail businesses.
- Require that businesses who locate in Executive Park provide jobs that pay wages equal to or above self-sufficiency wages.

Objective HE.4: Benefits and protects natural resources and the environment

HE.4.a Businesses meeting or exceeding city green business standards

There are currently over fifty certified green businesses in San Francisco as of January 2007, including four in BVHP and none in Executive Park or VV. There is no identified HDMT development target for this indicator, and therefore the Executive Park Plan cannot be evaluated with respect to green business practices. The Plan, however, does not discuss whether businesses locating in Executive Park in the future will meet San Francisco green business standards.

For a building to be LEED or Energy Star certified does not mean that the tenant business locating into that building will automatically meet the criteria of the SF Green Business Program. Many of the energy and water efficient products and the stormwater management systems will support Executive Park in the long run with respect to sustainability. If buildings are designed to be resource efficient and pollution preventing, tenant businesses will be in a much better place to comply with the SF Green Business Program. To be certified as a green business, however, day-to-day behaviors, practices and standards must also be put into place in businesses to achieve program goals.

Objective HE.4: Potential Plan Improvements

- Improve existing Plan policies and implementing actions to require resource efficiency and pollution prevention in the development process.
- Establish clear design guidelines that require compliance with LEED and Energy Star.
- Require compliance with the SF Green Business Program as a prerequisite for operating a business in Executive Park.
- Require specific activities of businesses via a community benefits agreement to support observance of green business standards. For example, businesses could use low toxicity cleaning products; recycle all paper, cardboard, fluorescent lamps, bottles, batteries, toner and ink cartridges, cans, spent fuel canisters, and old cell phones; stock recycled, reusable, rechargeable, tree-free and other environmentally preferred products; reuse all packaging materials; and, stop the use of pesticides in businesses.
- Provide support to businesses in adjacent neighborhoods with respect to resource conservation and pollution prevention practices to mitigate the impacts associated with new residents.

CP. COMMUNITY PARTICIPATION

Unlike the other six elements which have citywide or neighborhood level key indicators, the community participation element focuses on project, plan, or policy level processes. Specifically, assessment of equitable and democratic participation throughout the planning process requires analysis of who, how, when, and why people were engaged in plan development for the specific proposed policy or project. As a result, there are no specific citywide or neighborhood level key indicators in this section, but rather project-level goals and associated development targets.

Although recommendations on how to improve community engagement may be made throughout the entire planning process, analysis of the quality of participation may only be conducted during or after a proposal has been developed (not before) because the content to be analyzed is the process itself.

The Executive Park Planning Process was started back in the late 1970s and has gone through numerous different plans and proposed land uses. Because the SFDPH started the EP analysis in fall 2006 and there are limited publicly available notes on community meetings and outreach throughout the past 30 years, it is not possible to conduct a full analysis of community participation in the Executive Park Planning Process.

According to residents attending the Executive Park planning meetings in summer and fall 2006, there was a community advisory board established by George Yerby, one of the EP developers, when they first started planning for Executive Park. The Executive Park Advisory Committee had three representatives from each of the three impacted communities – Bayview, Little Hollywood and Visitacion Valley. The advisory board was established to help promote community input on the plan. At the 2006 Planning Meetings, a couple residents voiced concern that the Executive Park Advisory Committee had been a closed, non-transparent group that didn't actually represent the community. One of the few original members of the Committee responded by stating that they were in the process of revisiting their bylaws and the committee wanted to open it more to the public, make the committee more inclusive, and wanted to establish a working relationship with the impacted residents. It remains to be seen whether the Advisory Committee did change their practices, and how this recommendation body will impact the Executive Park planning process.

The creation of an Advisory Committee is just one of several different ways in which communities can be involved in the planning process. The quality of community participation is impacted by numerous factors including:

- Opportunities to comment on the proposal throughout the entire planning process
- The provision of culturally appropriate translation services to address differences in language, age, gender, educational attainment, nationality/ethnicity, and familiarity with planning
- The provision of information about the proposed plan in publicly available locations (both on the internet and in hardcopy)
- The translation of information into content that is accessible and understood by lay audiences
- The utilization of a variety of different planning, visioning and outreach activities and strategies

For a list of ways to improve community participation in the planning process, please visit the Community Participation page on the HDMT website:
http://www.thehdmt.org/objective.php?element_id=7&objective_id=27

IV. CONCLUSION AND LESSONS LEARNED

Overall the application of the Healthy Development Measurement Tool (HDMT) to the Executive Park Subarea Plan demonstrates that the HMDT is a feasible methodology that can be used to conduct a comprehensive health and sustainability assessment of a land use development project. Through analysis of available community health indicator data and the stated plans and facts in the Executive Park Subarea Plan, staff from SFDPH were able to evaluate the potential health impacts of the proposed plan upon future residents of Executive Park, current residents in Visitacion Valley and Bayview Hunters Point, and San Franciscans in general, as well as make recommendations to the Planning Department to promote a healthier, more sustainable Executive Park. In an effort to improve the Plan and mitigate potential impacts, SFDPH staff identified 134 recommendations, some of which can be incorporated directly into the Executive Park Plan and others that could be addressed post-Plan adoption, during the environmental review process, and/or through broader city policy. Through this process, SFDPH staff also identified a number of ways in which they could improve the Healthy Development Measurement Tool for future applications.

Based on this evaluation, chief strengths of The Plan include:

- The goal of becoming the first sustainable neighborhood in San Francisco
- Design guidelines that promote green building and access to open space
- Promotion of pedestrian activity and biking within Executive Park
- The creation of an impact fee to fund community benefits in the surrounding neighborhood

The evaluation also highlighted a number of improvement opportunities, including:

- Increasing specificity (e.g., in implementing actions) to achieve Plan goals and policies
- Attending to the area's geographical isolation by improving transportation systems and access to goods and services
- Coordinating the Plan's objectives with other area development projects, such as Schlage Lock, the Bayview Transportation Improvement Project, Candlestick Park and Hunters Point Shipyard

There were a number of challenges in completing this application and lessons learned for future HDMT applications. Key challenges included the intense allocation of resources needed to complete the application, standardization between the depth of analyses across HDMT elements, limited public information related to the project and projects in surrounding areas, and staff unfamiliarity with the project area and surrounding neighborhoods. These challenges and related recommendations are discussed below.

Challenges for the HDMT application on Executive Park Subarea Plan

Significant staff resources were needed to comprehensively apply the HDMT to the Executive Park Subarea Plan. Resource requirements for this application do not reflect those for subsequent applications. In particular, because this was the first pilot application, no trainings, templates or frameworks existed to guide the process. As Executive Park represented the first full scale application of the HDMT, staff simultaneously were developing a template and methodology for application. Staff also used the application to create ways to improve the HDMT, including its indicators and development targets, during the application process itself.

The Executive Park application was a collective effort of several individuals. Given that numerous staff worked on the application, it was difficult to standardize the depth of evaluation across HDMT elements. This was particularly true with regards to qualitative and field research. For example, some staff contacted more individuals and organizations to gain context in their indicator applications. As such the depth of analysis across indicators is not uniform.

Because development in areas near Executive Park would impact the needs of current and future EP residents, regional analysis was needed for a full understanding of impacts. Extensive simultaneous development activity occurring in the southeast sector of the City and the inherently political nature of these development processes made it difficult to track all the information that could potentially impact Executive Park and therefore our analysis. For example, a Mayoral proposal to relocate the San Francisco 49er's Stadium to another area in BVHP would have significant impacts on both communities. The evaluation of Executive Park took place in a discrete time period, and therefore, it was impossible to assess the cumulative impacts of regional and

neighborhood developments on Executive Park residents within the current evaluation using the HDMT. Overall however, the analyses documented in this Report provide the best possible assessment given existing data and resource limitations.

Finally, at the beginning of this application, HDMT staff had limited relationships with organizations requesting the analysis and had limited familiarity with the VV neighborhood. To address this, staff conducted several site visits and interviews with stakeholders. Staff also shared the assessment with VVCDC to ensure that findings reflected known facts and concerns about the area. Overall however, the lack of knowledge about the neighborhood may limit the extent to which the assessment reflects the day-to-day experience of living, working, and playing in these communities.

Key Recommendations for Future Applications of the HDMT

This application also identified various ways to improve HDMT content and future applications. Recommendations include:

- Resource and capacity requirements to conduct a comprehensive HDMT evaluation might be reduced by having available area level data (e.g., project environmental impact review, a comprehensive site assessment, community based planning effort) or by conducting the application in close partnership with planners, developers, architects, knowledgeable area residents who are familiar with this data.

- A phased approach to HDMT application may also be appropriate and may focus resources required for application. For example, a screening analysis could be used to identify data needs for indicators and development targets. Follow-up analysis could be based on prioritization by stakeholders.

- Reducing the overall number of indicators could reduce resource needs for HDMT application and contribute to wider use of the HDMT. One approach that could be used in future applications is to identify some indictors and development targets as primary (e.g., more measurable and actionable by development) and others as secondary (e.g., having influences beyond the scope of development).

- Because of the comprehensive, multi-objective nature of the HDMT, major project plans, neighborhood/area plans, and general plans appear to be the most appropriate subjects for future application.

- Applications to projects that involve only one type of land use (e.g., residential) without changes in other uses (e.g., transportation networks or public infrastructure) provides less subject matter for evaluation and would not have measurable relationships to many objectives and indicators in the HDMT.

The first application of the HDMT to a land use plan has demonstrated that it is possible to comprehensively and constructively assess development plans with an eye towards promoting healthy, equitable and sustainable communities. By making the tradeoffs in development more transparent, we hope that this pilot application will provide various stakeholders, including San Francisco agencies, community organizations, residents, and developers, with clear examples of how to constructively and broadly assess development plans with an eye towards promoting healthy, equitable and sustainable communities.

APPENDICES

A. Proposed Development Projects near Executive Park

B. Map of Census Tracts for Executive Park Area

C. Maps showing Census Tract, Zipcode, Supervisorial, and Planning District Boundaries in SF

D. Violence Prevention Related Land Use Interventions

E. Table of Recommendations, Organized by Suggested Action and Proposed Location in Executive Park Plan

F. List of All Individual Indicator Analyses

G. All Individual Indicator Analyses, Ordered by Element & Objective

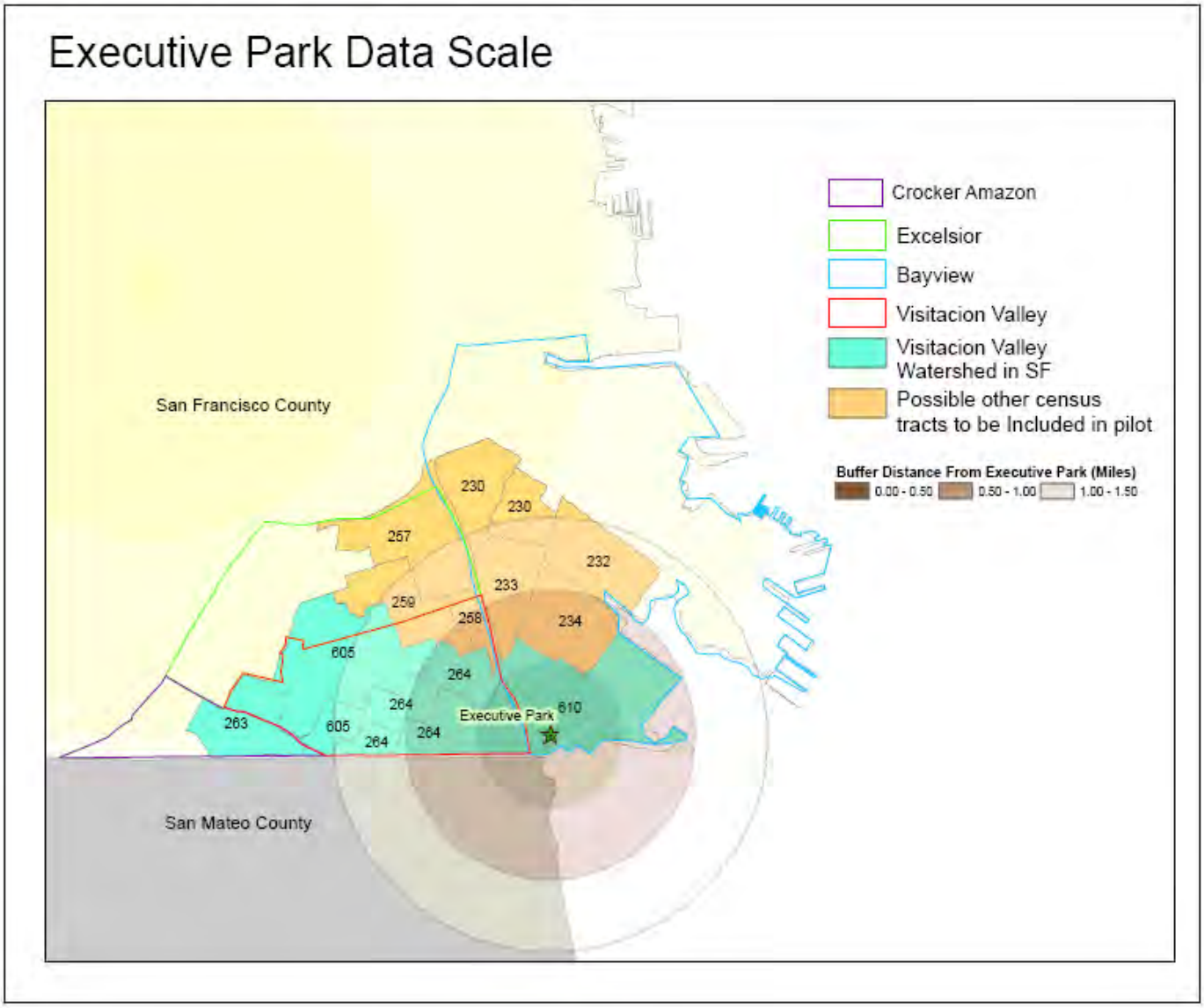
APPENDIX A.

Table 6. Proposed Development Projects near Executive Park

Name of Project	Location/ Size	Project Developer	Brief Proposal Overview
Monster Park/ Candlestick Point	~600 feet east of Executive Park 276 acres	Lennar Corporation	- High rise buildings - 6,500 housing units (200 of which would be for people currently in Alice Griffith housing) - 1,500 acre Waterfront Park - 150,000 sq ft of office space - 400,000 sq ft of retail/entertainment - 8,000-10,000 seat arena - Main St. sports bars/restaurants/live music venues - A grocery store & 200 room hotel - Proposal formerly included 69,000 seat stadium (rejected by 49ers) http://www.hunterspointshipyard.com/news_reports.html
833-881 Jamestown Ave.	0.8 miles north/northeast of Executive Park, accessed on Jamestown Avenue.	Noteware Development	- catered to families - 198 condos - 11 structures - 3-story "neo-mediterranean" homes w/ 30 ft facades - 37 3BR units, 149 2BR, 12 1BR - 24 affordable units - 3 play areas and a clubhouse - 75,000 sq ft open space - possibly promising upgrades to Bayview Hill Park & Coronado Street Park http://www.sfgov.org/site/uploadedfiles/bdsupvrs/motions04/m04-0069.pdf
Schlage Lock/ Leland Avenue	~0.5 to 1.0 miles west of Executive Park, using Executive Park Blvd (under Highway 101) to Blanken Ave 20 acres	Schlage-Lock site currently owned by Ingersoll-Rand, Union Pacific and Universal Paragon. Ingersoll-Rand refuses to sell land without indemnification from developer.	- Community vision for site generated in 2002 - Land uses are determined by length and extent of environmental cleanup needed from previous uses - As of 11/06, Schlage Lock divided into 6 sections. Plots near Bay Shore/Tunnel Ave and recycling center/Tunnel Ave will be residential housing. Retail – specifically a grocery store, along with other stores – will be located along Bay Shore from Visitacion Ave down to Sunnydale. - Leland Avenue-Bay Shore Economic Revitalization Plan developed as part of response to community visioning. Plan includes street design and economic revitalization - SF Supervisors recently designated VV as Survey Area to determine whether could be eligible for redevelopment classification. http://www.sfgov.org/site/planning_index.asp?id=44209
Hunters Point Shipyard	~ 2-3 miles, north/ northwest of Executive Park in Bayview, along the Bay	Formerly owned by US Navy Parcels are being sold and redeveloped	http://www.hunterspointshipyard.com/index.html
Bayview Redevelopment	The majority of Bayview Hunters Point area		Community involvement in redevelopment planning started in 1986. In 1997, Bayview Hunters Point Project Area Committee started developing community vision for the area. Planning/redevelopment is ongoing. http://www.sfgov.org/site/sfra_page.asp?id=5581
Bayshore Redevelopment Project includes: Brisbane Baylands, Geneva Ave, Extension, and Cow Palace	~ 0.5-1.8 miles west/southwest of Executive Park, in San Mateo County 530 acres	Universal Paragon cleaned toxins from Pacific Railway	Daly City considering: - retail &/or residential on Baylands near train tracks - converting some Cow Palace parking lot into commercial area - extending Geneva Avenue across the Baylands to add additional exit to Highway 101, thereby increasing access to Daly City without going through VV http://www.dalycity.org/city_news/news/BayshoreImplement_VB4.pdf

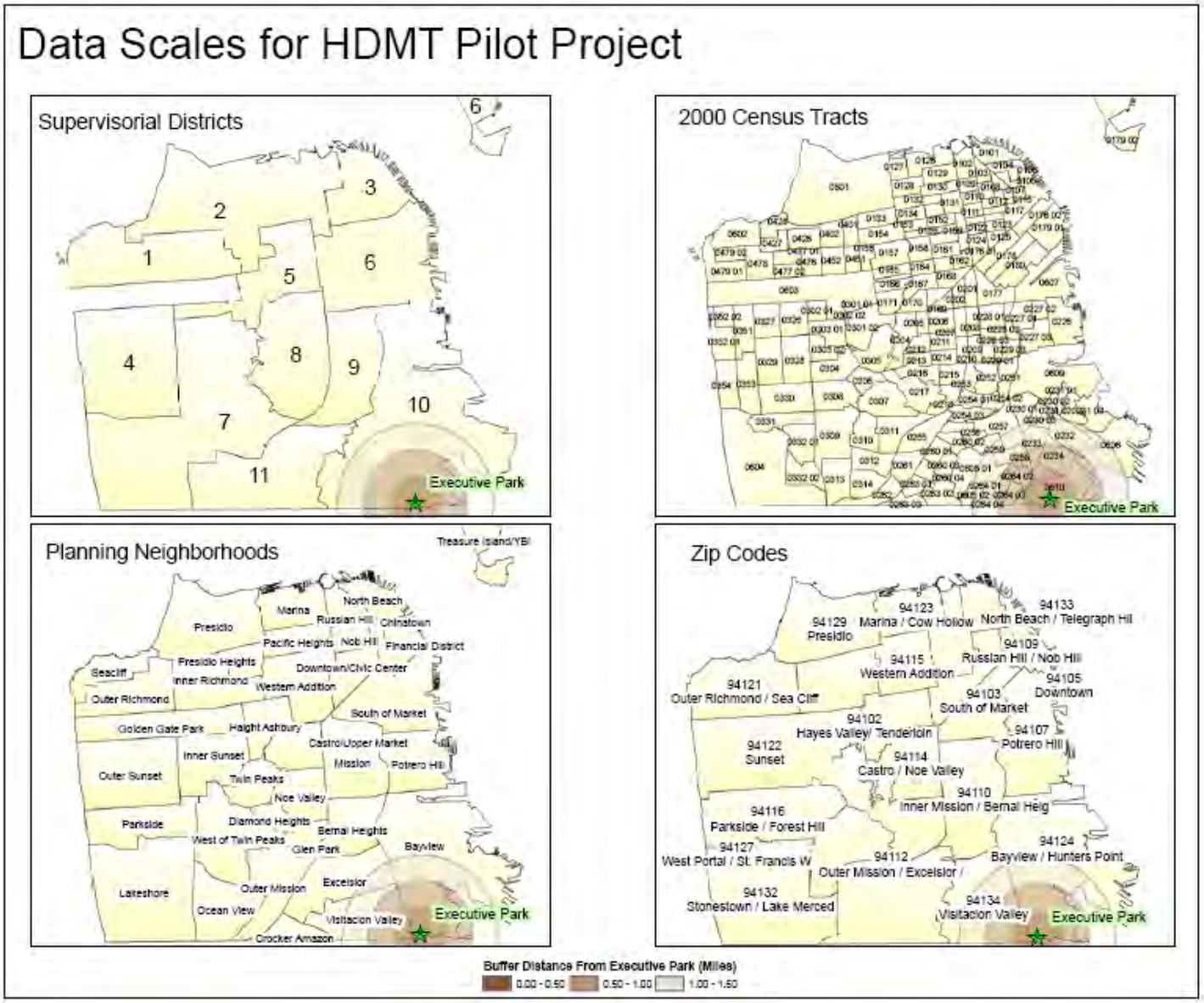
APPENDIX B.

Figure 7. Map of Census Tracts for Executive Park Area



APPENDIX C.

Figure 8. Maps showing Census Tract, Zipcode, Supervisorial, and Planning District Boundaries in SF



APPENDIX D.

Table 6. Violence Prevention Related Land Use Interventions

Risk Factor for Violence	*Resiliency Factor for Violence*	*Relevant HDMT Element*	*Potential Land Use Intervention*
Community deterioration	Built environment	ES ST PS PI HH HE CP	- Design guidelines to promote safe, accessible environment including: o Well-lit, clean, well-kept streets o Wide, clean sidewalks o Presence of trees, benches, and street furniture o Traffic calming devices o Places for community interactions, such as community centers and plazas o Cohesive, usable open spaces o Buildings that open onto the street o Ped. and bike-friendly environment with clearly defined paths o Cohesive streetscapes o Limit ground-floor podium parking and active usage on ground-floor level o Windows overlooking sidewalks and parking lots o Short, non-sight inhibiting fences where possible - Create and fund programming at community and recreational centers - Promote access to reliable, affordable and sustainable transportation - Promote access to affordable, good quality housing - Promote access to goods and services/public infrastructure - Promote access to healthy natural habitats and open spaces - Promote access to healthy, safe and meaningful employment - Promote equitable and democratic participation in planning process *(see recommendations in other parts of HDMT analysis for suggested actions)*
Poverty and economic disparity	Economic capital	HE	- Promote reliable and affordable transportation to jobs - Hire locally for construction, retail, maintenance, landscaping, etc. - Provide self-sufficiency wage and benefits - Preserve PDR jobs - Offer apprenticeship program during construction phases
Illiteracy and school failure	Artistic and creative opportunities	PI	- Promote schools as multi-use community centers and facilities by funding school infrastructure development explicitly for use of - Support arts and other activities in recreation centers, parks, schools, etc. - Fund cultural events using local parks, recreation and open spaces - Promote youth engagement and awareness of development process (i.e. remediation, architecture, planning, construction, management, etc) - Hire youth to create murals on walls, trash cans, and other areas of the development, maintain community gardens, and remove graffiti - Hire a part-time youth coordinator that can coordinate programs for youth in or near the new development - Create a multi-purpose center that provides affordable entertainment for youth, families and afterschool programming
Alcohol, drugs, firearms	Services and institutions Good physical and mental health	PS	- Zoning to limit number of alcohol, tobacco and firearm outlets - Limit advertising around schools and playgrounds - Zoning to promote beneficial services and institutions, like grocery stores, stores selling recreational and art supplies, medical clinics, community centers, etc. - Promote reliable, affordable public transportation to access jobs and services - Promote safe, walkable neighborhoods (see Built environment above)
Incarceration/ re-entry	Positive police presence	HE	- Training program for former prisoners and immigrants (see Oak-to-Ninth benefits agreement) - Encourage police patrolling on bikes, and foot; police integration with neighborhood schools and community centers; and police patrolling in

			public transportation near new development
Power and control	Meaningful opportunities for participation Social Capital	HE CP PS	- Promote community engagement throughout planning process - Provide opportunities for local resident leadership development - Organize periodic town hall meetings between police, elected officials, and current residents to discuss the impact of new development and ways to improve neighborhood safety - Fund a multi-purpose center that includes space for a community policing station as well as self-defense workshops, skills development, and afterschool programming - Promote jobs training, creation and retention - Hire residents to promote engagement in community planning process
Experiencing and Witnessing Violence	Positive attachments and relationships	PI	- Zoning for counseling/mental health centers - Creating community/recreation centers that can be used for support groups and to promote alternative activities - Construct environments that facilitate social interactions - Promote integration of youth/families and seniors in affordable housing developments
Others - negative family dynamics - mental illness - discrimination / oppression - gender socialization - media violence	Others -Media marketing -Ethnic, racial and intergroup relations -Emotional and cognitive competence		The other risk and resiliency factors for violence are less directly tangible but still connected to land use. The built environment can impact the ways in which individuals and families interact with each other interpersonally and as a community. Segregated neighborhoods foster a lack of awareness and understanding of the lives of others' outside their neighborhood, which can lead to increased social and political isolation of particular groups. Integrated neighborhoods facilitate increased ethnic, racial and intergroup relations. Negative family dynamics tend to be exacerbated when families are stressed about finances and inability to provide basic needs, such as rent/mortgage, food, childcare, transportation, etc. Each of these basic needs is impacted by the presence or lack of affordable housing, affordable and reliable transportation, affordable childcare, proximity to grocery stores, proximity to other basic services, etc. Worry about basic needs can lead to diagnosable depression, anxiety, and other stress-related mental illnesses. Potential Actions include: ▪ Promote diversity in neighborhood planning (types of diversity includes (but is not limited to): racial/ethnic, age, class/income, disability, educational, gender, etc.) ▪ Avoid displacement of existing residents by incorporating at least a 1:1 replacement of affordable housing into new residential developments ▪ See actions listed above in Comm. Deterioration/Built environment

APPENDIX E.

Table 7. Table of Recommendations, Organized by Suggested Action and Proposed Location in EP Plan

HDMT Recommendations for Executive Park Subarea Plan, Organized by Suggested Action and Proposed Location in EP Plan				
Abbreviations Used	*HDMT Objective Abbreviations* *ES = Environmental Stewardship; HE = Healthy Economy; HH = Adequate and Healthy Housing; PI = Public Infrastructure; PS = Public Safety; ST = Sustainable Transportation; General = Cross-cutting recommendation across multiple objectives* *Abbreviation Example: ES.1 = Environmental Stewardship Element, Objective 1.* *Suggested Location in Executive Park Subarea Plan Abbreviations:* *LU = Land Use; ST = Streets & Transportation; UD = Urban Design; CFS = Community Facilities & Services; ROS = Recreation and Open Space; DG = Design Guidelines; TMP= Transportation Management Program; SDS = Streetscape Design Standards.* *Abbreviation Example: UD.3.1 = Urban Design Element, Objective 3, Policy 1.*			
No.	**HDMT Objective**	**Recommendation**	**Suggested Action**	**Suggested Location in EP Plan**
1	ES.1	Require the use of Energy Star products or compliance with LEED.	General	
2	PI.2	Include the improvement and creation of school kitchen facilities as one of the recommended ways that Measure A and Prop 1D funds should be allocated.	General	
3	PI.2	Survey all SF schools on access to kitchens and gardens to facilitate more comprehensive analysis.	General	
4	PS.3	Require any new alcohol outlets established in EP to be a certain distance from schools and playgrounds.	General	
5	PS.3	Ban billboards or other forms of advertising about alcohol or tobacco within a certain distance of schools and playgrounds.	General	
6	PS.3	Place restrictions on the density of alcohol outlets in proximity to each other (at the block level), if these types of restrictions do not already exist.	General	
7	HH.1 & HH.3	Create an element in the Executive Park Subarea Plan dedicated to housing. In this section, provide specific language on how The Plan goal of meeting city and regional housing needs will be addressed with specific implementing actions. This element should take into consideration that the city and regional housing needs are tied closely to affordability levels and use direct language requiring and/or incentivizing various affordability levels for housing.	Incorporate in EP Plan	(HH.1)
8	HH.1, HH.3, & HH.4	Include public benefits zoning to capture a portion of the increased land value from the conversion of commercial land to residential, and increased height limits, to increase the number of affordable units. For example, require incremental increases in affordable units with incremental increases in heights.	Incorporate in EP Plan	(HH.1)
9	HH.1 & HH.3	Create a new zoning category for EP which requires at least 30% of all new housing units be affordable at the SF median income. Given that much of the land in EP has not been built on, this implementation policy could be used throughout the Executive Park area as a form of public benefit.	Incorporate in EP Plan	(HH.1) LU.1.3
10	HH.1 & HH.3	Require that market-rate housing projects provide below market rate (BMR) units at a range of affordability levels between 60% and 80% of SF median income. This would help address the city and regional housing needs for BMR units that serve not only moderate income families, but those that are low- to very low-income.	Incorporate in EP Plan	(HH.1) LU.1.3
11	PI.4	Promote local involvement in the arts, by: o Involving local artists in design and creation of open space, signage, street furniture or public facilities o Contracting local artists to create the sculptures, murals, and walkways in Executive Park and surrounding areas, including Blanken Ave tunnel. o Developing a community advisory board to select the artists. o Striving to make sure the art reflects the diversity of the surrounding areas. o Involving the local public schools in the creation of a mural. o Funding an annual arts/cultural event to take place in Executive Park. o Voluntarily dedicating 1-2% of total construction costs to arts. o Protecting and maintaining existing art work on site and in surrounding neighborhoods. o Identifying or allocating a site appropriate for art or cultural activities. o Designating spaces for arts/cultural organizations to perform and/or practice in. o Incorporating arts and cultural education into the construction of new community	Incorporate in EP Plan	CFS.(2)

		facilities and services funded by VVCFIFF.		
12	PI.4	Promote and fund the development of other art and cultural facilities, or perhaps additional uses of Monster Park for smaller art and cultural events.	Incorporate in EP Plan	CFS.(2)
13	PI.4	Create Objective 2 under Community Facilities and Services to "Increase and improve spaces for art and cultural activities" with the following policies: o Policy 1: Dedicate a portion of VV Community Facilities and Infrastructure Fees and Fund for arts and cultural programming in new and existing public spaces, such as schools, parks, recreational facilities, and community centers. o Policy 2: Encourage the use of schools and park facilities for low-to-no cost art and culture activities in Executive Park and the surrounding neighborhoods. o Policy 3: Incorporate community based art in both market-rate and affordable mixed-use housing developments in Executive Park. o Policy 4: Promote the creation of a neighborhood cultural center in southeastern SF. o Policy 5: Expand outreach to increase resident participation in local educational and cultural programs.	Incorporate in EP Plan	CFS.(2.1-5)
14	General	Re-evaluate the impact fee based on the increased number of units/square footage in Executive Park. Recalculation of the impact fee would lead to increased availability of funding for other projects in VV or Executive Park.	Incorporate in EP Plan	CFS.1.
15	General	Assess whether some of the newly available funding could be allocated to increasing connectivity and infrastructure to Bayview Hunters Point, since no funding from the impact fee is currently allocated to this neighboring community.	Incorporate in EP Plan	CFS.1.
16	General	Develop transparent, equitable method of determining how increased impact fees will be distributed.	Incorporate in EP Plan	CFS.1.
17	ES.3	Add a CSA drop-off site and/or location for a farmer's market within The Plan.	Incorporate in EP Plan	CFS.1.(2) ROS.1.(3)
18	ES.3	Add space for a community garden in Executive Park in anticipation of the needs of the influx of new residents. Community gardens could also be used for educational purposes by nearby community organizations like Urban Sprouts. The Plan could also include a community garden as one of the "active uses" for the Executive Park area.	Incorporate in EP Plan	CFS.1.(2) ROS.1.(3)
19	HE.1	Implement a community benefits agreement where developers commit to hire locally and to provide prevailing and living wages for construction-related jobs.	Incorporate in EP Plan	CFS.1.1
20	HE.4	Require specific activities of businesses via a community benefits agreement to support observance of green business standards. For example, businesses could use low toxicity cleaning products; recycle all paper, cardboard, fluorescent lamps, bottles, batteries, toner and ink cartridges, cans, spent fuel canisters, and old cell phones; stock recycled, reusable, rechargeable, tree-free and other environmentally preferred products; reuse all packaging materials; and, stop the use of pesticides in businesses.	Incorporate in EP Plan	CFS.1.1
21	PI.2	Locate the new community center near a school and promote collaboration between the center and school to help improve academic performance in schools.	Incorporate in EP Plan	CFS.1.1
22	PI.2	Create an on-site kitchen facility in the proposed new community center to allow provision of fresh snacks as part of before and afterschool programs.	Incorporate in EP Plan	CFS.1.1
23	PI.3	Incorporate active recreational uses into the new community center.	Incorporate in EP Plan	CFS.1.1
24	PI.2	Add space for a community garden in Executive Park in anticipation of the needs of the influx of new residents. Community gardens could also be used for educational purposes by nearby community organizations like Urban Sprouts. The Plan could also include a community garden as one of the "active uses" for the Executive Park area.	Incorporate in EP Plan	CFS.1.1 ROS.1.1
25	ES.2	Include specific language on tree planting within the body of The Plan, such as "Require all streets to have trees planted every 20 feet on center. Where not possible, plant more trees in other sections to achieve an average of the same number of trees."	Incorporate in EP Plan	Design Guidelines
26	ES.3	Include language in the Executive Park Design Guidelines to require clearly marked recycling bins next to each of the trash bins throughout Executive Park.	Incorporate in EP Plan	Design Guidelines
27	ES.3	Include language in the Executive Park Design Guidelines requiring all new and renovated buildings to provided adequate and accessible space for recycling and composting pickup.	Incorporate in EP Plan	Design Guidelines
28	ES.5	Include language in the Design Guidelines for the construction of Executive Park, including dust control measures and best available control emissions technologies for construction equipment. This is in an effort to reduce the amount of toxics and particulate release into the air during demolition and construction in Executive Park.	Incorporate in EP Plan	Design Guidelines
29	HE.4	Establish clear design guidelines that require compliance with LEED and Energy Star.	Incorporate in EP Plan	Design Guidelines
30	PS.1	Include specific language on tree planting within the body of The Plan requiring all streets to have trees planted every 20 feet on center. Where not possible, plant more trees in other sections to achieve an average of the same number of trees.	Incorporate in EP Plan	Design Guidelines
31	PS.3	Add lighting on the southern side of Harney Way.	Incorporate in EP Plan	Design Guidelines ST.1.1

32	PS.3	Ensure pedestrian crossings across Harney Way from EP to Candlestick Park are well-defined and well-lit.	Incorporate in EP Plan	Design Guidelines ST.1.1
33	ST.3	Provide more specific details on the implementation of traffic calming measures and pedestrian and bicycle safety mitigations. This is particularly important in sites where there is high traffic volume and projected bicycle or pedestrian activity, notably Harney Way and roads with higher traffic volume and pedestrian and bicycle routes based on the Circulation Plan. Traffic calming to speeds less than 20mph in residential areas is a proven effective implementing action for traffic safety.	Incorporate in EP Plan	Design Guidelines ST.2.2 ST.2.3
34	ST.1	Cap the number of parking spaces for the residential uses at a minimum of three spaces for every four households.	Incorporate in EP Plan	Design Guidelines ST.3.3
35	ES.5	Include language in The Plan to locate new residential buildings and other sensitive receiver locations, such as daycares and playgrounds, at distances feasible from mobile sources of air pollution.	Incorporate in EP Plan	LU.1.3
36	ES.5	Include disclosure requirements within The Plan to inform new residents of all increased health risk associated with residing proximal and downwind from Highway 101 and adjacent to Harney Way.	Incorporate in EP Plan	LU.1.3
37	HE.1	Require that businesses who locate in Executive Park provide jobs that pay wages equal to or above self-sufficiency wages.	Incorporate in EP Plan	LU.1.3
38	HH.1 & HH.3	Require BMR units to come with a variety of number of bedrooms to address the need for affordable housing for a variety of household sizes. Given that it may be more costly for developers to produce 3-bedroom inclusionary housing, The Plan could make this a requirement for the locations where density will be highest (RM3).	Incorporate in EP Plan	LU.1.3
39	HH.1 & HH.3	*Require*, instead of *encourage,* 10% of units be 3-bedrooms or more to address the need for housing with regard to size.	Incorporate in EP Plan	LU.1.3
40	HH.1 & HH.3	Provide incentives for development of rental property.	Incorporate in EP Plan	LU.1.3
41	HH.4	Include definitions and policy goals for race, economic and size diversity in The Plan. Include complementing implementing actions.	Incorporate in EP Plan	LU.1.3
42	HH.4	Require 20% of units be 3-bedrooms or more.	Incorporate in EP Plan	LU.1.3
43	HH.4	Require incremental increases in affordable units with incremental increases in heights.	Incorporate in EP Plan	LU.1.3
44	HH.4	Require 10% or more of below market rate housing (inclusionary housing) to be 3 or more bedrooms	Incorporate in EP Plan	LU.1.3
45	PI.1	Revise Implementing Actions for Land Use Element, Objective 1, Policy 3 to: o Require 40% of all units in new developments to have two or more bedrooms o Change language from "encourage 10% of units to provide three or more bedrooms" to "require 10% of units to provide three or more bedrooms" o Increase from 10% to 15% the number of three or more bedrooms encouraged	Incorporate in EP Plan	LU.1.3
46	ST.1	Increase inclusionary housing and mandate inclusionary housing be on-site.	Incorporate in EP Plan	LU.1.3
47	PI.1	Provide specifics on the capacity (numbers/ages of children) and acceptance of subsidies at proposed childcare center, as well as a target for the number of residents with children. Additional information on type, cost, and age groups to be serviced in reserved childcare space is also needed.	Incorporate in EP Plan	LU.1.3 CFS.1.1
48	ST.1, ST.2	~~Require transit pass discounts for all low income Executive Park residents/households.~~ Establish a residential transit pass program to be used on all transit services around Executive Park that charges each residential unit each month through homeowner's fees. All below market rate units should receive free or discounted passes.	Incorporate in EP Plan	LU.1.3 ST.3.1
49	HE.1	Identify the types of jobs that will be generated through neighborhood retail businesses.	Incorporate in EP Plan	LU.2.1
50	HE.1	Include Plan goal to retain M-1 zoned land for PDR use and implementation strategies to recruit an appropriate commercial activity for the site.	Incorporate in EP Plan	LU.2.1
51	HE.1	Identify potential land use conflicts between the RM-3 and M-1 zoning districts. Require mitigation of those conflicts.	Incorporate in EP Plan	LU.2.1
52	HE.2	Identify the types of jobs that will be generated through neighborhood retail businesses.	Incorporate in EP Plan	LU.2.1
53	HE.2	Require that businesses who locate in Executive Park and are exempt from the San Francisco Health Care Security Ordinance to provide job-based health insurance to employees.	Incorporate in EP Plan	LU.2.1
54	PI.6	Acknowledge the need for a supermarket/full-service grocery store, as has been done in the Visitation Valley Community Concept Plan and Bayshore Redevelopment Plan.	Incorporate in EP Plan	LU.2.1
55	PI.6	Provide financial and political support for the construction or designation of new space for a grocery store in or near Executive Park.	Incorporate in EP Plan	LU.2.1
56	PI.4	Promote public transportation for Executive Park to/from the VV Branch Library and to other art and cultural facilities in VV and BVHP.	Incorporate in EP Plan	LU.2.1 ST.3.1
57	PI.6	Accommodate direct and easy access to off-site grocery stores via public transit or pedestrian and bike access.	Incorporate in EP Plan	LU.2.2

58	PS.3	Implement safer pedestrian walking environments between neighborhoods, including lighting, wide sidewalks, and pedestrian crosswalks, through a development agreement or other means to make pedestrian access to public transportation outside of EP safer and encourage transit ridership.	Incorporate in EP Plan	LU.2.2 ST.1.1 ST.2.1
59	ST.1, ST.2	Implement safer pedestrian walking environments between neighborhoods, including lighting, wide sidewalks, and pedestrian crosswalks, through a development agreement or other means to make pedestrian access to public transportation outside of EP safer and encourage transit ridership.	Incorporate in EP Plan	LU.2.2 ST.1.1 ST.2.1
60	PI.3	Create new objectives, policies, and implementing actions in the Recreation and Open Space section of the Executive Park Subarea Plan to promote the use of public art in open spaces. For example, (1) Encourage the installation of permanent public art within Executive Park development (2) Design parks and open spaces to be accessible and usable for arts and cultural activities.	Incorporate in EP Plan	ROS.(2.1)
61	PI.4	Create new objectives, policies, and implementing actions in the Recreation and Open Space section of the Executive Park Subarea Plan to promote the use of public art in open spaces. For example, (1) Encourage the installation of permanent public art within Executive Park development (2) Design parks and open spaces to be accessible and usable for arts and cultural activities.	Incorporate in EP Plan	ROS.(2.1)
62	PI.3	Ensure safe pedestrian access from Executive Park to Candlestick Point across Harney Way. Require multiple crosswalks, sidewalks, street lights, and traffic calming measures.	Incorporate in EP Plan	ST.1.1
63	PS.3	Promote "eyes on the street" and other Crime Prevention Through Environmental Design (CPTED) measures within the Mayor's Violence Prevention Planning Initiative	Incorporate in EP Plan	ST.1.1 LU.1.1
64	ES.2	Improve bike and pedestrian access to the shoreline by creating safer traffic conditions *(see Objective ST.3 analysis for more details).*	Incorporate in EP Plan	ST.1.3
65	ES.2	Include more detailed implementing actions regarding the size, the infrastructure, and uses of the public open spaces indicated on the Pedestrian Network and Public Open Space Plan.	Incorporate in EP Plan	ST.2 ROS.1
66	ST.3	Coordinate Executive Park Subarea Plan with San Francisco's *Better Streets Plan,* which will consist of a Streetscape Master Plan and a Pedestrian Transportation Master Plan, and is being drafted as of Spring 2007.	Incorporate in EP Plan	ST.2.1
67	ST.1, ST.2	Revise ST Objective 3, Policy 1 Implementing Action to state "Require the provision of carshare spaces throughout the neighborhood *in proportion to the estimated number of residents to eliminate the need to own a car. Proactively and publicly promote the use of carshare.* Information on vehicle locations and availability should be publicly available to the community."	Incorporate in EP Plan	ST.3.1
68	PI.2	Increase frequency of shuttles during school travel hours along the TMP route to reduce commuting times of students in Executive Park.	Incorporate in EP Plan	ST.3.1 ST.3.2 TMP
69	ST.1	Reduce minimum parking requirements for housing.	Incorporate in EP Plan	ST.3.3
70	ST.1, ST.2	Create implementing actions in ST Objective 3, Policy 3 to "Unbundle the cost of parking from the sale of residences or rent of commercial space, in order to increase public transportation ridership." Building owners shall be able to lease or sell excess parking spaces and the City should regulate residential parking and on-street parking to avoid spillover problems that could result if residents use on street parking in EP or nearby neighborhoods to avoid paying rents for parking spaces.	Incorporate in EP Plan	ST.3.3
71	General	Define meaningful aspects of a "Sustainable Neighborhood" to help increase transparency and accountability for achieving goals stated in the Executive Park Subarea Plan. Build on the framework developed in San Francisco's 1997 Sustainability Plan which defined a sustainable society as "one that meets the needs of the present without compromising the ability of future generations to meet their own needs."	Incorporate in EP Plan	throughout
72	General	Amend the Executive Park Subarea Plan to incorporate additional implementation actions and strategies. In accordance with Article 36, provide specific details on implementation strategies including estimated cost of facilities and improvements, proposed funding strategies, identification of responsible and supporting agencies, and an outline of steps to refine and implement proposed plan.	Incorporate in EP Plan	throughout
73	PI.2	Modify Transportation Management Plan (TMP) to include children as an additional demographic to be serviced in order to promote families' use of public transit and carpooling to children's activities (i.e., school, day care, playgrounds, and community activities).	Incorporate in EP Plan	TMP
74	PI.4	Incorporate in Transportation Management Program shuttles to public transit that promote attendance at free, low cost art and cultural facilities events.	Incorporate in EP Plan	TMP
75	PI.5	Include access to healthcare facilities as part of the Transportation Management Plan.	Incorporate in EP Plan	TMP
76	PI.2	Add the following policies to promote families moving to Executive Park: o Include children in Transportation Management Plan o Require children's playground in Executive Park o Discuss childcare to be provided in Executive Park (as required by 11/2005 ordinance)	Incorporate in EP Plan	TMP ROS.1.1 CFS.1.1

		o Provide incentives to carpool children to local schools and children's activities		
77	ES.2	Include an additional policy along with implementing actions under the Urban Design Section requiring all building under 65 feet include rooftop gardens.	Incorporate in EP Plan	UD.2.3 UD.3.1
78	ES.2	Add the following policy to Urban Design Objective 3: Avoid land use development on the northern parcels of Executive Park to prevent further loss of natural areas in San Francisco.	Incorporate in EP Plan	UD.3.(2)
79	ES.1	Require the installation of solar paneling atop buildings with the highest allowed height limits.	Incorporate in EP Plan	UD.3.1
80	ES.1	Add the following implementing actions into Urban Design, Objective 3, Policy 1: o Buildings should use the best practices of environmentally friendly building techniques. o Development should obtain environmental certifications, such as LEED or Energy Star. o Developers are required to submit plans that use products rated by EPA Energy Star or an equivalent level of energy efficiency to meet 50% of the total expected natural gas and electricity demand for their proposed developments. o Where available and appropriate, salvaged, refurbished, or reused materials and fixtures should be used in lieu of new materials. o Incorporation of the Executive Park Design Guidelines into the planning controls for the area	Incorporate in EP Plan	UD.3.1
81	ES.1	Add the following implementing actions into Urban Design, Objective 3, Policy 1: o Landscaping should employ low-waste techniques, such as the selection of native, drought resistant plants, recycled or captured water irrigation, and drip irrigation. o All homes and businesses should be fit with water saving fixtures including high efficiency toilets and low flow shower heads. o Where provided by the development, appliances such as clothes washing and dishwashing machines should be Energy Star certified. o Financial incentives and/or information on existing rebate programs (i.e., the San Francisco Public Utilities Commission has toilet and clothes washing machine rebate programs) should be provided to residents and businesses who wish to replace less efficient water fixtures or appliances with more efficient ones. o All residences and businesses should include maintenance plans for leaky water fixtures. A fee may be assessed to cover costs of a plan. o Information on how to conserve water and the associated benefits should be provided to all new residents and businesses.	Incorporate in EP Plan	UD.3.1
82	ES.2	Include implementing actions under Urban Design Objective 3, Policy 1 requiring the maximum use of porous pavement materials.	Incorporate in EP Plan	UD.3.1
83	HE.4	Improve existing Plan policies and implementing actions to require resource efficiency and pollution prevention in the development process.	Incorporate in EP Plan	UD.3.1
84	HE.4	Require compliance with the SF Green Business Program as a prerequisite for operating a business in Executive Park.	Incorporate in EP Plan	UD.3.1
85	HE.4	Provide support to businesses in adjacent neighborhoods with respect to resource conservation and pollution prevention practices to mitigate the impacts associated with new residents.	Incorporate in EP Plan	UD.3.1
86	PI.5	Promote awareness of the SF Health Access Plan to building contractors hired by Executive Park developers and future employees in neighborhood serving retail.	Incorporate in EP Plan	
87	PI.5	Encourage Executive Park contractors and employers with less than 20 employees provide health insurance to employees.	Incorporate in EP Plan	
88	PI.5	Encourage contractors that hire day laborers to provide health care to temporary employees.	Incorporate in EP Plan	
89	PS.3	Encourage or require developers to make contribution to violence prevention via a community benefits agreement. Community benefits agreements (CBA) have the ability to influence a number of factors associated with violence prevention, such as family/community interaction, police/community interaction and youth opportunities. Possible activities include: o Fund at least one cultural event at or near the new development per year such as a music or film festival, family day, holiday party, or community health fair in consultation with community residents. o Provide tours of the developer's facilities to educate residents and youth about the development process, architectural design, construction, and environmental remediation. o Create a multi-purpose community center that provides space for community meetings, trainings by local service and community agencies, and provides affordable entertainment for youth and afterschool programming. o Help tie job training and placement programs for community residents to neighborhood beautification maintenance, infrastructure and commerce development, and female economic empowerment. o Hire youth to disseminate information and promote community engagement in proposal development and implementation.	Incorporate in EP Plan/ Next steps post adoption of EP Plan	CFS.1.(3)

		o Hire a part-time youth coordinator that can coordinate programs for youth in or near the new development. o Hire youth to create murals on walls, trash cans, and other designated areas of the development, maintain community gardens, and remove graffiti. o Organize periodic town hall meetings between police, elected officials, and current residents to discuss the impact of new development and ways to improve neighborhood safety. o Encourage police patrolling on bike and foot; police integration with neighborhood schools and community centers; and police patrolling in public transportation near new development. o Create a multi-purpose center that includes space for a community policing station as well as self-defense workshops, afterschool programming, and police-teen buddy programs.		
90	PS.2	Limit the times of day when trucks may travel on Harney Way, to reduce sleep disturbances of Executive Park residents	Incorporate in EP Plan/ Next steps post adoption of EP Plan	LU.1.1
91	PS.2	Consider installation of double pane windows for noise reduction	Incorporate in EP Plan/ Next steps post adoption of EP Plan	LU.1.1 Design Guidelines
92	HE.3	Require that businesses who locate in Executive Park provide jobs that pay wages equal to or above self-sufficiency wages.	Incorporate in EP Plan/ Next steps post adoption of EP Plan	LU.1.3
93	PI.2	Build pedestrian connectivity to and along Jamestown Avenue in order to promote access to Bret Harte public elementary school, as well as safer pedestrian crossings to access Candlestick Point community gardens. Construct wider sidewalks, street lighting, and pedestrian crossings to promote walkability and connectivity of neighborhoods.	Incorporate in EP Plan/ Next steps post adoption of EP Plan	ST.1.1
94	ST.1, ST.2. ST.3	Coordinate collaboration with transportation and street planning by city agencies including the SF County Transportation Authority, SF Municipal Transportation Agency, and the Department of Parking and Traffic in regards to traffic safety and transportation planning efforts in the area. Specifically try to: (1) Increase public transportation to Executive Park by requiring coordination with transit service providers, adding additional routes, expanding coverage, increasing service frequency and offering longer hours of operation in public transportation system around Executive Park to increase ridership. (2) Consider adding a downtown express bus and require expansion of the Third Street Light Rail to provide necessary public transit for Executive Park.	Incorporate in EP Plan/ Next steps post adoption of EP Plan	ST.3.2
95	PS.2	Assess how loud demolition and construction noises are and mitigate loud noises in whatever ways possible, as well as limiting the hours of construction to daytime hours.	Incorporate in EP Plan/ Next steps post adoption of EP Plan	
96	ES.5	Include language within The Plan to allow only conditional approval of sensitive uses in Executive Park based on the inclusion of available engineering strategies to reduce indoor levels of ambient air pollution. Engineering solutions include: providing mechanical ventilation; keeping building interiors under positive pressure; installing particulate filtration and carbon filtration as needed; and, locating air intakes away from pollution sources.	Incorporate in EP Plan/ Next steps post adoption of EP Plan / include in EIR	Design Guidelines
97	ES.5	Include language for proper ventilation in the Design Guidelines. Ventilation design needs to be informed by a standard exposure assessment method and either represent best available technology or certified by an air quality professional.	Incorporate in EP Plan/ Next steps post adoption of EP Plan / include in EIR	Design Guidelines
98	General	Incorporate a discussion of potential positive and negative impacts on Bayview Hunters Point and Visitacion Valley communities into both The Plan and EIR.	Incorporate in EP Plan/ Next steps post adoption of EP Plan / include in EIR	throughout
99	ES.3	Include the implementation and operation of Executive Park community gardens in ongoing Recreation and Park Department's planning efforts.	Next steps post adoption of EP Plan	CFS.1.(2) ROS.1.(3)
100	PI.2	Survey schools in VV and BVHP to assess school kitchen facility status. Consider stipulating that some of the impact fee will be dedicated to improving school kitchen facilities in VV and BVHP.	Next steps post adoption of EP Plan	CFS.1.1
101	PI.3	Consider locating the new community center in Executive Park and improve access for both BVHP and VV residents to use the new center.	Next steps post adoption of EP Plan	CFS.1.1
102	PI.3	Consult residents of VV and BVHP regarding the type of facility, type of services/activities offered, and whether funding should support and expand existing recreation facilities.	Next steps post adoption of EP Plan	CFS.1.1
103	PI.4	Reevaluate impact fees to include increased residential density in Executive Park.	Next steps post adoption of EP Plan	CFS.1.1
104	ES.2	Codify the Executive Park Design Guidelines into a section of planning code where it can be best enforced.	Next steps post adoption of EP Plan	Design Guidelines
105	ES.2	Require the Executive Park Design Guidelines be implemented, or when Guidelines cannot be met, require mitigations before issuing planning permits to ensure better	Next steps post adoption of EP Plan	Design Guidelines

		accountability.		
106	ES.5	Conduct a site assessment to prevent roadway-related health effects before approval of Executive Park Subarea Plan. Such an assessment should include: 1) hazard identification that assesses the cumulative traffic volumes and vehicle mix on roadways within a specified distance of the planned use and 2) use of available air pollution exposure modeling tools to assess the impact of roadway traffic on air quality at the site and the safety of residential development and need for mitigation measures. Include this assessment only if the environmental review process does not include thorough analysis of air quality.	Next steps post adoption of EP Plan / include in EIR	
107	ES.5	Conduct a study of odor migration from the Garbage Transfer Facility for all seasons of the year to determine all necessary disclosures regarding potential odor to new residents before approval of Executive Park Subarea Plan.	Next steps post adoption of EP Plan / include in EIR	
108	General	Clarify whether Executive Park will be a part of BVHP or VV Planning District	Next steps post adoption of EP Plan	
109	General	Assess what the new neighborhood designation means for City funding for neighborhood services.	Next steps post adoption of EP Plan	
110	General	Promote regional analysis by insuring the cumulative EIR takes into consideration the following projects: Monster Park, 833-881 Jamestown Avenue, Schlage Lock/Leland Avenue, Hunters Point Shipyard, Bayview Redevelopment, and Bayshore Redevelopment Project including Brisbane Baylands, Geneva Avenue Extension, and Cow Palace. Consider utilizing VVCDC and AND watershed area analysis to assist with regional perspective.	Next steps post adoption of EP Plan / include in EIR	
111	HE.2	Require businesses that have higher than average occupational injury rates provide documentation of injury and illness prevention plans.	Next steps post adoption of EP Plan	
112	HE.2	Encourage all businesses to develop a workplace injury and illness prevention plan.	Next steps post adoption of EP Plan	
113	HE.2	Require contracting, construction, and building companies working at Executive Park provide documentation of injury and illness prevention plans, given that there are higher than average injury rates in the construction trades.	Next steps post adoption of EP Plan	
114	HE.2	Encourage contracting, construction, and building companies working at Executive Park who also hire day laborers to have the occupational safety and health training provided by SFDPH.	Next steps post adoption of EP Plan	
115	HE.2	Require that developers and contractors demonstrate proof of workers compensation insurance for all employees (short or long term) as a condition of city permits.	Next steps post adoption of EP Plan	
116	HE.3	Identify the types of jobs that will be generated through neighborhood retail businesses.	Next steps post adoption of EP Plan	
117	PI.1	Estimate project specific demand for childcare, based upon the best judgments on demographics and childcare preferences of future residents. The LINCC Toolkit states that to estimate childcare demand, we would need to have: the number and bedroom count of housing units, census data from a comparable community, Survey of Income and Program Participation (SIPP) data, childcare type preferences (i.e., larger vs. smaller, near work vs. home), capacity of existing childcare centers in surrounding neighborhoods, and future plans that may affect neighborhood dynamics (i.e., increased availability of public transportation, development of nearby areas, etc). LINCC Toolkit available to be ordered online at: http://www.lincc-childcare.com/docs.php?oid=1000000042&ogid=1000000002 (Accessed online on November 15, 2006)	Next steps post adoption of EP Plan	
118	PI.2	Assess the impact that Executive Park development will have on VV and BVHP public schools, include this in impact fee distribution.	Next steps post adoption of EP Plan / include in EIR	
119	PI.2	Conduct an analysis of current commuting times of students residing in VV and BVHP a way to extrapolate what the commuting times of Executive Park student residents might be.	Next steps post adoption of EP Plan / include in EIR	
120	PI.3	Assess pedestrian accessibility of proposed trail and road to Bayview Hill Park.	Next steps post adoption of EP Plan	
121	PI.3	Evaluate and mitigate health impacts of proposed Bayview Transportation Improvements Plan (specifically looking at impact on Harney Way).	Next steps post adoption of EP Plan / include in EIR	
122	PI.4	Evaluate impacts on game days, on non-game days, if Monster Park was to be converted into a multi-use facility with additional housing, and if Monster Park were to be demolished.	Next steps post adoption of EP Plan / include in EIR	
123	PI.5	Clarify how Executive Park residents will be included in future census tracts, zipcodes, planning neighborhoods, and other neighborhood-based categorizations.	Next steps post adoption of EP Plan	
124	PS.1	Implement the Executive Park Design Guidelines. Where guidelines cannot be followed, submit design constraints and mitigation measures to Planning prior to permit approval.	Next steps post adoption of EP Plan	
125	PS.2	Conduct complete acoustical insulation evaluations and plans prior to residential	Next steps post	

		construction at Executive Park. Post-construction measurements should be taken in all new facilities to determine compliance with Title 24 interior sound levels.	adoption of EP Plan / include in EIR	
126	PS.2	Evaluate sound wall installation for Highway 101 and Harney Way for the purpose of improving exterior noise levels throughout the development. To the extent that sound walls would improve the exterior noise level by 3 dBA they should be installed as part of the development.	Next steps post adoption of EP Plan / include in EIR	
127	PS.3	Implement proposed lighting guidelines and policies.	Next steps post adoption of EP Plan	
128	PS.3	Develop a maintenance plan for the fire detection, alarm and sprinkler system and discourage residents from disconnecting any fire detection equipment.	Next steps post adoption of EP Plan	
129	PS.3	Develop and distribute a plan to tenants and organize an annual fire drill to ensure alarms and plans are functional.	Next steps post adoption of EP Plan	
130	PS.3	Install fire alarms with both strobe lights and noise alarms to provide increased safety for persons with hearing or visual impairments.	Next steps post adoption of EP Plan	
131	PS.3	Revisit and implement the SF Controller's recommendations to increase the medical services capacity of the Fire Department.	Next steps post adoption of EP Plan	
132	PS.3	Consider allocating additional impact fee revenues to BVHP (additional revenues will come from increased number of residential units being built in Executive Park than originally was calculated in the Visitacion Valley Community Facilities and Infrastructure Fee and Fund).	Next steps post adoption of EP Plan	
133	ST.1	Implement the Transportation Management Plan, including providing parking spots for car share.	Next steps post adoption of EP Plan	
134	ST.3	Quantify anticipated increases in pedestrian and bicycle collisions associated with the environmental changes from the development and its increase in resident population, which could inform traffic safety interventions.	Next steps post adoption of EP Plan / include in EIR	

APPENDIX F.

List of All HDMT Indicators Analyzed in Executive Park Report

ELEMENT: ENVIRONMENTAL STEWARDSHIP		Start Page
Objective ES.1 Decrease consumption of energy and natural resources		
ES.1.a	Residential per capita natural gas use	83
ES.1.c	Total residential electricity use (kWH) per capita	83
ES.1.d	Electricity use by industry type	83
ES.1.e	Gross per capita water use	87
ES.1.f	Annual per capita waste disposal	90
ES.1.g	Total renewable energy/electricity (in kWH) produced in San Francisco	83
Objective ES.2 Restore, preserve and protect healthy natural habitats		
ES.2.a	Miles of publicly accessible shoreline	93
ES.2.b	Parks and open space with significant natural area	97
ES.2.c	Acres of publicly accessible open space per capita	100
ES.2.d	Percentage of tree canopy coverage	105
ES.2.e	Proportion of impervious ground surfaces	107
ES.2.f	Proportion of buildings with green roofs	110
Objective ES.3 Promote food access and sustainable urban and rural agriculture		
ES.3.a	Proportion of households with 1/2 mile access to a CSA drop-off site	112
ES.3.b	Proportion of households with 1/2 mile access to a farmer's market	112
ES.3.c	Proportion of farmers' markets with 1/2 mile access to public transportation	112
ES.3.d	Location of farmers' markets with EBT card acceptance relative to food stamp recipients	112
ES.3.e	Proportion of households with 1/4 mile access to a community garden	115
ES.3.f	Commercial availability of composting and recycling pick up services	117
ES.3.g	Residential availability of composting and recycling pick up services	117
Objective ES.4 Promote productive reuse of previously contaminated sites		
	No indicator data currently available for this objective	
Objective ES.5 Preserve clean air quality		
ES.5.a	Proportion of households living within 500 feet of busy roadways	118
ES.5.b	Proportion of households living within 500 feet of stationary source air pollution	118
ES.5.c	Proportion of households living within 500 feet of designated truck routes	118
ELEMENT: SUSTAINABLE TRANSPORTATION		
Introduction to Sustainable Transportation		126
Objective ST.1 Decrease private motor vehicle trips and miles traveled		
ST.1.a	Proportion of households owning a car	129
ST.1.b	Average vehicle miles traveled by San Francisco residents per day	129
ST.1.c	Gross number of vehicle trips per San Francisco resident per day	129
ST.1.d	Number of motor vehicle collisions	129
Objective ST.2 Provide affordable, safe, and sustainable public transportation options		
ST.2.a	Proportion of commute trips made by public transit	135
ST.2.b	Proportion of households with 1/4 mile access to local bus or rail link	135
ST.2.c	Proportion of households with 1/2 mile access to regional bus, rail or ferry link	135
ST.2.d	Total transport expense relative to median income	135
Objective ST.3 Increase traffic safety and non-motorized forms of transport		
ST.3.a	Area score on Pedestrian Environmental Quality Index	141
ST.3.b	Ratio of miles of bicycle lanes and paths to miles of road	141
ST.3.c	Proportion of residential streets with 20 mph speed limit	141

HH.1.a	Ratio of housing production to demand	225
HH.1.b	Proportion of families paying greater than 50% of their household income on their homes	225
HH.1.e	Housing wage as a percent of minimum wage	225
HH.1.g	Census tracts with median income sufficient to support 2-bedroom apartment at fair market rent (FMR)	225
HH.1.h	Proportion of households living in overcrowded conditions	225
HH.1.k	Underutilized development potential for residential dwelling units	225
Objective HH.2 Protect residents from involuntary displacement		
	No indicator data currently available for this objective	
Objective HH.3 Increase opportunities for home ownership		
HH.3.a	Median household income and housing tenure	225
HH.3.b	Housing purchasing capacity of the median income household	225
Objective HH.4 Increase spatial integration by ethnicity and economic class		
HH.4.a	Multi-group diversity index	236
ELEMENT: HEALTHY ECONOMY		
Objective HE.1 Increase high-quality employment opportunities for local residents		
HE.1.a	Jobs paying wages greater than or equal to the self-sufficiency wage	240
HE.1.b	Proportion of households living on income below the Bay Area self-sufficiency standard	240
HE.1.c	Proportion of jobs available in San Francisco filled by SF residents	244
HE.1.d	Land zoned for production, distribution and repair (PDR) uses	247
Objective HE.2 Increase jobs that provide healthy, safe and meaningful work		
HE.2.a	Jobs providing health insurance to employees	249
HE.2.b	Jobs providing sick days benefits to employees	252
HE.2.e	Occupational non-fatal injury rate by industry	255
Objective HE.3 Increase equality in income and wealth		
HE.3.a	Income inequality	258
Objective HE.4 Benefits and protects natural resources and environment		
HE.4.a	Businesses meeting or exceeding city green business standards	261

As of June 2007, the following indicators did not yet have data available for analysis. Some of these indicators are briefly discussed in the objective summaries in the Executive Park Final Report, however none of the indicators below have a full indicator analysis page in this Appendix.

ES.1.b Commercial natural gas use by industry type
ES.4.a Acres of unutilized contaminated sites and Brownfields
ES.4.b Number of environmental compliance actions taken against local businesses resulting in fine or penalty
PS.1.a Proportion of sidewalk lengths with pedestrian scale lighting
PS.1.b Ratio of public toilets to area of retail space in neighborhood business districts
PS.1.c Ratio of public litter receptacles to area of retail space in neighborhood business districts
PS.1.d Public plazas and parks exposed to high wind levels from buildings
PS.1.e Public plaza or parks exposed to shadow from buildings
PS.3.c Number of police officers per capita
PI.1.c Proportion of licensed childcare facilities achieving environment quality rating scale of 5 or better
PI.6.a Neighborhood completeness indicator for key public services
PI.6.b Neighborhood completeness indicator for key retail services
PI.6.d Proportion of retail food facilities accepting EBT/food stamp/WIC
HH.1.i Number of per capita code violations for housing safety and habitability in the past year
HH.1.j Proportion of vacant or underutilized public land preserved or created for affordable housing production
HH.1.l Proportion of homelessness
HH.2.a Proportion of SF housing stock that is deed restricted, public, inclusionary, rent-controlled & Section 8 accessible
HH.2.b Ratio of annual residential neighborhood rent increase/decrease to citywide rent increase/decrease
HE.1.e Proportion of estimated entry level jobs accessible to individuals with a GED / high school diploma
HE.1.f Proportion of locally owned businesses
HE.2.c Jobs providing retirements benefits to employees
HE.2.d Proportion of unemployed served annually by job training programs
HE.3.b Unemployment by race
HE.4.b Proportion of jobs accessible within 1/2 mile of regional transit link
Objective CP.1 Assure equitable and democratic participation throughout the planning process

Executive Park Subarea Plan
Health Impact Assessment Report
Draft for Public Review

APPENDIX G.

INDIVIDUAL INDICATOR ANALYSES

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.1: Decrease consumption of energy and natural resources
Indicator	ES.1.a: Residential per capita natural gas use (thm) ES.1.c: Total residential electricity use (kWH) per capita ES.1.d: Electricity use by industry type ES.1.g: Total renewable energy/electricity (in kWH) produced in San Francisco
Development Target	ES.1.a, ES.1.c, ES.1.d: Development uses products rated by EPA Energy Star or a equivalent level of energy efficiency: ▪ Min: To meet 25% of the development's total expected natural gas and electricity demand ▪ Benchmark: To meet 50% of total expected natural gas electricity demand ▪ Max: To meet 90% of total expected natural gas and electricity demand ES.1g: Development shall contribute to local renewable energy production by: ▪ Min: Providing plumbing and circuits for rooftop solar energy collections ▪ Benchmark: Using 25% of space for rooftop solar ▪ Max: Using all accessible space for rooftop solar

Community Health Assessment

For the purposes of the HDMT application, natural gas usage is measured in Therms (thm) and electricity usage is measured in kilowatt hours (kWH). Therms are approximately the energy equivalent of burning 100 cubic feet of natural gas at standard temperature and pressure. It is equivalent to 100,000 British thermal units (Wikipedia, accessed March 19, 2007). A kilowatt hour is the amount of energy expended by a one-kilowatt load drawing power for one hour (Wikipedia, accessed March 19, 2007). A kilowatt is 1000 watts.

Executive Park

ES.1.a: Data on this indicator are currently unavailable at the EP project level.

ES.1.c: Data on this indicator is currently collected at the census tract level. Executive Park is in census tract 610, which also includes Little Hollywood, a small neighborhood often included as part of Visitacion Valley in neighborhood level data analysis. As of January 2007, there were only 157 residential units in Executive Park, all located in The Cove residential complex. The existing tenants of The Cove represent a small proportion of the total population in census tract 610 and are assumed to currently represent a small proportion of the total residential electricity use for this census tract.

ES.1.d: Executive Park is currently comprised of four office buildings that are home to a number of small, medium and large-sized businesses. It is unknown what percentage of the City's total electricity use these office buildings consume. Building occupancy rates and the degree to which lights are kept on overnight would influence electricity usage in the area.

ES.1.g: Data on this indicator are currently unavailable at the EP project level.

Visitacion Valley

ES.1.a and ES.1.c: Residential energy use in VV averages 58.35 thm of natural gas and 442.61 kWH of electricity.

ES.1.d: Data on this indicator are currently unavailable at the VV neighborhood level. However, VV is a predominantly residential neighborhood with a small commercial corridor which likely expends smaller amounts of commercial and industrial energy usage in San Francisco in comparison to other neighborhoods.

ES.1.g: Data on this indicator are currently unavailable at the VV neighborhood level.

Bayview/Hunters Point

ES.1.a and ES.1.c: Residential energy use in BVHP averages153.05 thm of natural gas and 827.79 kWH of electricity.

The Draft South Bayshore Area Plan notes that both "single family and multi-family homes in South Bayshore Bayview Hunters Point consume more gas and electricity per unit than homes found in any other area of San Francisco" (March 2, 2006; Pg. 44). One reason sited for this is due to the older age of housing in the Bayview area.

ES.1.d: Data on this indicator are currently unavailable at the BVHP neighborhood level. However, BVHP houses a relatively high share of City industrial lands and uses in San Francisco, thus increasing the likelihood that BVHP is a heavy contributor to the City's total industrial electricity usage.

ES.1.g: Data on this indicator are currently unavailable at the BVHP neighborhood level.

Citywide

ES.1.a and ES.1.c: Average residential energy use in San Francisco is 221.21 thm of natural gas and 1487.16 kWH of electricity.

ES.1.d: Over one-half (57.2%) of electricity used in san Francisco is used for commercial and industrial purposes and 26.0% is used for residential purposes.

ES.1.g: Data on this indicator is currently unavailable at the citywide level. PG&E provides the majority of residential, commercial and industrial energy used in San Francisco. Power Enterprise, run by the Public Utilities Commission (PUC) which runs geothermal energy from Hetch Hetchy, supplies all the energy for streetlights and City facilities. San Francisco imports the majority of its energy in recent years. Statewide, PG&E generates 12% of its total energy from renewable sources, which are primarily made up of wind, with some biomass and solar (PUC & SF Department of the Environment, 2002, last accessed on April 12, 2007 from http://www.sfenvironment.com/aboutus/energy/resource-plan.pdf). Nationwide, PG&E purchases 12% of its energy from renewable energy sources (biomass and waste, 4%; geothermal, 2%; small hydroelectric, 4%; solar, less than 1%, and; wind, 1%) (PG&E, Annual report of actual electricity purchases for Pacific Gas & Electric in 2006, monthly bill insert, April 2007).

The PG&E report states that "Programs to harness sun, wind, water, and other natural sources to expanding renewable energy will be a high priority. The objectives for solar are: 7MW by 2004; 28 MW by 2008; 50 MW by 2012; for wind: 50MW by 2008; 150 MW by 2012 (pg 67)." They note a plan to install solar power development at the Moscone Center to produce about 688 kW, and a 600-kW site for the Southeast wastewater treatment plant, and propose other sites including the airport and the port. San Francisco Public Utilities Commission (SFPUC) is looking into installing wind development in adjacent to Bay Area reservoirs. They estimate that San Francisco's use of wind power could them exceed 150 megawatts (MW). In 2001 SFPUC installed the means to use biogas from the Oceanside Water Treatment Control Plant. The planned a 2 MW biogas plant at the Southeast Water Treatment Control Plant for 2002.

Caveats

- There is substantial variation amongst San Francisco neighborhoods with regard to energy use. For example, Potrero Hill uses an average of 28.26 thm of natural gas, while the Presidio uses nearly 20 times more with an average of 554.72 thm of natural gas. Potrero Hill uses an average of 366.20 kWH of electricity while Pacific Heights uses over seven times more with an average of 2663.56 kWH's.
- Some of the difference could be due to the fact that if one user within a census tract uses more than 85% of the total usage within the tract, data is not made public to protect the individual user's personal usage information. Both BVHP and VV have several census tracts unaccounted for due to this, which may make their actual residential energy usage higher than what is published.
- Many factors influence energy usage, such as climate, housing size, type and age and building design factors such as availability of natural light and windows that open.
- Both BVHP and VV are neighborhoods with considerable sunshine in San Francisco's various micro-climates. Given their distance from the ocean fog and breeze they receive more natural sunlight, potentially decreasing their use of heaters and in-turn decreasing their energy usage.
- Certain areas of both neighborhoods may be perceived as unsafe by some residents and therefore people may be less likely to leave windows and doors open, relying more on indoor appliances to regulate temperature, and thereby increasing their energy usage.
- Both BVHP and VV have a substantial number of single family homes in comparison to the City as a whole. Single family homes are more energy consuming than multi-family homes (SF Planning, Draft South Bayshore Area Plan, March 2, 2006).
- It is likely that energy usage in both VV and BVHP is higher than some areas of San Francisco, but also lower than some areas. A large number of homes in this area were built prior to 1950 and close to 90% of the homes were built prior to the adoption of the California building energy standards. The age of housing has been directly associated with energy efficiency –the older the home the more inefficient the use of energy (SF Planning, Draft South Bayshore Area Plan, March 2, 2006).

Stated Plan/Project Facts

The Planning Department has called EP the first planned sustainable neighborhood in San Francisco (July 2006, Planning Meeting). The 71 acres of EP will be nearly all residential with some neighborhood serving bottom-floor commercial at the main intersection of Executive Park Way and Thomas Mellon Drive. The EP Subarea Plan estimates as many as 2,800 new dwelling units for approximately 8,000 new residents (Pg. 3).

Executive Park Subarea Plan

Urban Design

- *Objective 3:* Promote the sustainability of resources
- *Objective 3, Policy 1:* In the design and construction of new buildings, streets, and open space in Executive Park, use best practices for sustainable design and resource conservation
- *Objective 3, Policy 1, Description:* Sustainability addresses the topic of energy to "promote resource conservation...using an environmentally sensitive "green building standards" approach to development"
  - The policy elaborates that components of green building include resource-efficient design principles. This policy does not include any specific implementing actions.
- *Objective 2, Policy 4, Implementing Action:* Incorporate the Executive Park Design Guidelines into the planning controls of the area

Design Guidelines

- The "guidelines are intended to guide new development,…[to] help property owners understand what is expected of them,…[to] inform the criteria by which the Planning Department will assess the [development] proposals, [and] can help to inform the community about the elements of well-designed projects."
- Development should seek environmental certifications such as LEED or Energy Star.
- The Plan notes energy efficiency as a major aspect of environmentally friendly building design and includes the following definition: "Passive solar heating (living spaces on south side, shading devices), natural daylighting (shallow units, greater perimeters to units, south-facing orientation, clerestory windows), minimized heat gain and loss (operable windows, energy-efficient windows, proper insulation and sealing), use of renewable energy sources."
- The Plan also notes that aspects of environmentally friendly building designs include indoor air quality, noting "natural daylight and ventilation, operable windows" as important components.

Community Meetings

At the July 22, 2006 community meeting on The Plan, held by the Planning Department, one community member voiced their concern about green energy, asking that the Planning Department consider promoting solar power and wind power.

Evaluation of Plan/Project

With regard to energy efficiency (ES.1.a, ES.1.c, ES.1.d), the absence of required design guidelines in the Executive Park Subarea Plan does not permit a determination of whether the development targets will be met. The Plan references good strategies to "promote sustainability of resources" (p. 13). If the guidelines noted in The Plan were followed to their maximum potential, it is likely that the minimum or possibly the benchmark development target will be met. The Plan does note the incorporation of the design guidelines into the SF Planning Code as an implementing action. If the guidelines were to be adopted into planning controls adherence would be better enforced.

With regard to renewable energy sources (ES.1.g), the minimum development target is not met by The Plan given the absence of language in the design guidelines for installation of solar panels or plumbing and circuits for roof-top panels. Executive Park is situated in a sunny part of San Francisco and therefore there is great potential to use natural light to minimize the use of non-renewable energy resources. In addition, because it is being built from the ground up, the possibilities of incorporating energy efficient design and solar panels is less costly than installing the necessary infrastructure on an already built building.

Residential uses accounts for 1/4 of the electricity consumed and 2/3 of the natural gas used in San Francisco (SF Planning, Draft South Bayshore Area Plan, March 2, 2006). Currently, EP houses several office buildings that will be demolished to make way for residential buildings. Currently, there is little residential development in EP. With a large influx of new residents (estimated at 8,000), natural gas and electricity use will unequivocally increase from current levels.

Because of the addition of a large residential neighborhood, overall City residential energy usage is likely to increase as well, while commercial usage may decrease slightly with the loss of the commercial properties currently in Executive Park. Industrial usage in San Francisco is not likely to change based on proposed EP development plans.

Notably, with the influx of new residents, the demand on surrounding commercial infrastructure is expected to increase considerably as well. It is reasonable to assume that commercial services will expand to meet this demand and consequently draw more energy to sustain increased business. Therefore, there will potentially be an increase in commercial energy usage in the surrounding areas as well.

While The Plan does a good job of noting ways to minimize non-renewable energy sources, including specific guidelines, The Plan provides no concrete implementing action or requirement to do so. The Plan uses vague language such as "to guide", "to help", "to inform" and "can help", when describing the intentions of these guidelines. This leaves room for interpretation and negotiation with regard to the accountability of developers to these guidelines. One implementing action in the Urban Design Element of The Plan uses more specific language with regard to implementing the design guidelines: "Incorporate the Executive Park Design Guidelines into the planning controls for the area" (p. 13). According to a staff person at the SF Planning Department, this implementing action indicates intent by The Plan to codify the design guidelines so they are more enforceable and can assure better compliance and implementation.

In contrast, in the Urban Design Element of The Plan, one implementing action uses more defined language of incorporating "the guidelines into planning controls" (p. 13). The SF Planning Code carries more weight and accountability than Area Plans and would better assure compliance with the implementing action.

In addition, because EP is an area that has not been built, it is important to require energy efficiency and possibly renewable energy sources, such as a percentage of solar panelings, in the planning of the community and buildings right from the start. Once a building is built, renovations for conservation and renewable energy technologies are labor-intensive and expensive. Also, as non-renewable energy continues to become scarcer, the cost of natural gas and coal are likely to increase, making energy efficiency an even greater concern for future tenants and owners. Thus, building EP in energy efficient ways from the ground up will help minimize consumption of energy and help secure the viability of the City for future residents.

Potential Plan/Project Improvements

Given the benefits of energy efficient development and design, it is important for the Executive Park Subarea Plan to include specific requirements and implementing actions regarding energy efficiency. Where possible, codify the design guidelines for sustainability into a section of SF Planning Code where it can be enforced. Within The Plan, the Planning Department could also make more direct requirements of developers with respect to following the energy efficiency design guidelines.

Add the following Implementing Action to The Plan's Urban Design Element, Objective 3, Policy 1:

- Developers are required to submit plans that use products rated by EPA Energy Star or an equivalent level of energy efficiency to meet 50% of the total expected natural gas and electricity demand for their proposed developments.

Developers could therefore use the guidelines provided in The Plan to inform and guide their decisions for how best to reach this target and the SF Planning Department could review The Plan to ensure compliance.

The Plan can also require the use of Energy Star products or compliance with LEED more specifically.

To offset the increased demand for energy with the influx of new residents, the design guidelines could require the installation of solar paneling atop buildings with the highest allowed height limits. This would also increase the amount of renewable energy produced in San Francisco and harness the sunny location of Executive Park.

Recommend Changes to the HDMT

- Combine indicators ES.1.a, ES.1.c, and ES.1.d into one energy usage indicator.

Healthy Development Measurement Tool Application	
Element	Environment Stewardship
Objective	ES.1: Decrease Consumption of Energy and Natural Resources
Indicator	ES.1.e: Gross Per Capita Water Use
Development Target	Development uses water conserving techniques (including native plant selection, irrigation efficiency, water-efficient pluming fixtures, rainwater harvesting and/or greywater systems) to meet: ▪ Min: 25% of the development's total expected water demand ▪ Benchmark: 50% of the development's total expected water demand ▪ Max: 90% of the development's total expected water demand

Community Health Assessment

Executive Park

Data on this indicator are currently unavailable at the EP project level.

Visitation Valley

Data on this indicator are currently unavailable at the VV neighborhood level. However, VV is a predominantly residential area, with 39% of households in VV being single family homes. Single family homes are known to consume more water per capita than multifamily dwellings. Qualitatively, it appears that the majority of single-family units do not maintain a lawn or large outdoor gardens.

Bayview/Hunters Point

Data on this indicator are currently unavailable at the BVHP neighborhood level. However, the BVHP neighborhood is a mix of residential, commercial, and industrial uses, and thus would likely have a range of water consumption levels based on residential and non-residential uses. According to the 2000 U.S. Census, 33% of households in BVHP are single family homes, which are known to consume more water per capita than multi-family dwellings and apartment buildings.

San Francisco

According to the San Francisco Public Utilities Commission, the estimated gross per capita water use including industrial, commercial and residential uses is about 94 gallons per day. Of the approximate 90 million gallons sold per day in San Francisco, 53% is used residentially, 38% is sold to non-residential locations, and 9% is lost during distribution.

Per capita residential water consumption in San Francisco is estimated at 62 gallons per day. In San Francisco, single-family units comprise approximately 33% of the total households, and use approximately 40% of the total water delivered to the residential sector. Multi-family units such as apartments are responsible for 60% of residential water use. Due to the moderate climate and the high density of housing in San Francisco, water use within the residential sector is used almost entirely indoors. For multi-family units, the average outdoor water use is considered negligible. For single-family residential units, the average, outdoor water use is less than ten percent of their total use." (Accessed on March 30,2007: http://sfwater.org/detail.cfm/MC_ID/13/MSC_ID/165/MTO_ID/286/C_ID/2776)

In 1999, the American Water Works Association published the results of its Residential End Uses Water Study. According to the study, almost 31% of residential indoor water use occurs at toilet fixtures. Another 25% is used in clothes washers, 19% in showering and 18% through faucets. A significant amount of water is also lost to leaking. On average, 22 gallons of water per day per house were lost to leaks during the study.

According to SFPUC's Urban Water Management Plan, "Per capita water use in San Francisco has been declining since the early 1980s and is one of the lowest in the region and the state. Between 1994 and 2000 residential per capita water use has decreased from 74 gallons per capita per day (gpcd) to 62 gpcd. It is assumed that much of the decrease in per capita use is a result of San Francisco's long-term conservation programs and a change in water use habits. However… the SFPUC estimates that approximately 4.5 mgd of additional water conservation can be achieved by 2030 and San Francisco is currently working to further identify, quantify, and develop programs to capture these savings." As of 2004, non-residential customers including industrial, commercial and municipal uses accounted for less water use than residential customers. However, as the City's conservation efforts have traditionally focused on reducing residential uses, future projections estimate increasing demand by non-residential customers. (Accessed on March 30, 2007: http://sfwater.org/Files/Reports/Final_2005_UWMP_SanFrancisco_reduced.pdf)

Caveats

- As noted above, although single-family units comprise 33% of the total households in San Francisco, they

consume approximately 40% of the total water delivered to the residential sector. This would suggest that single-family unit consumption of water per capita may be higher than per capita consumption of persons living in multi-family houses or apartment buildings. One possible explanation would be that single family homes are more likely to have lawns, outdoor gardens, pools, and other outdoor water uses than non-single family homes. Another explanation is that single family homes may be more likely to own water-consuming appliances and fixtures, such as washing machines, dishwashers, bathtubs, and multiple toilets than multi-unit homes.

- Rates of water consumption per capita are significantly affected by the number of water-conserving techniques that are used in a home or business, such as low-flow toilets, recycling of water uses, and capture of rainwater for irrigation. Additionally, as the number of service and retail jobs increase and the number of industrial jobs decrease in San Francisco, the types of non-residential water consumption will change as well.

Stated Plan/Project Facts

Executive Park Subarea Plan

Urban Design

- *Objective 3*: Promote the Sustainability of Resources
- *Objective 3, Policy 1*: In the design and construction of new buildings, streets, and open space in Executive Park, use best practices for sustainable design and resource conservation
- *Objective 3, Policy 1, Description:* Sustainability addresses topics including energy, hazardous materials, water, human health, parks, open spaces, streetscapes, transportation and building methodologies and technologies. Promote resource conservation and rehabilitation of the built environment, using an environmentally sensitive "green building standards" approach to development. Ongoing commitment to conservation saves, recycles, rehabilitates and reuses valuable materials. The components of green building standards include resource-efficient design principles both in rehabilitation and deconstruction projects, the appropriate selection of materials, space allocation within buildings and sites for recycling, and low-waste landscaping techniques. The salvage and reuse of construction and demolition materials that are structurally sound as part of new construction and rehabilitation projects promotes the principles of green building standards and achieves sustainability.
- *Objective 3, Policy 1:* No implementing actions are included.

Design Guidelines

- Buildings should strive to use the best practices of environmentally friendly building techniques. Development should seek environmental certifications such as LEED or EnergyStar.
- Water Efficiency: Water-efficient landscaping, water efficient fixtures, use of captured rain or recycled water for landscaping, innovative wastewater technologies.
- Stormwater runoff on development sites and within the rights of way (R.O.W.'s) should be retained. The following methods can slow, treat, or maintain stormwater and pollutants within the right of ways (R.O.W.) of Executive Park. An analysis should be conducted to determine the appropriateness of the following technologies for each development.
- Greenroofs (not within R.O.W): These planted roofs are an alternative to having large impervious surfaces. The collected stormwater from the roof can be used for irrigation and gray water use in the buildings. It can be stored in cisterns before being recycled into buildings or released into vegetated swales. Greenroofs also reduce heat islands, improve the views from adjacent buildings, and extend the life of the roof.

Evaluation of Plan/Project

The Plan and its Design Guidelines suggest the use of a number of water saving techniques including water efficient landscaping, water efficient fixtures, and the use of captured rain or recycled water for landscaping. Certifications such as LEED and Energy Star are also encouraged. However, because The Plan does not project future water needs, it is not possible to assess The Plan using the HDMT development target (Minimum: Development uses water saving techniques to meet 25% of the development's total expected water demand; Benchmark: 50% of the development's total expected water demand; Maximum: 90% of the development's total expected water demand) for this indicator. Insufficient information is available to infer what proportion of the development's total expected water demand would be reduced through implementation of suggested water saving techniques.

The Plan's Urban Design Element, Objective 3, Policy 1 addresses water conservation. The policy calls for sustainable design and resource conserving practices and the use of "green building standards." However, the policy lacks implementing actions and is therefore unlikely to meet the stated objective. As indoor residential water use accounts for

the majority of water consumption in San Francisco, this policy and its implementing actions should mandate the use of ongoing, residential water saving techniques such as incorporation of water saving fixtures.

Potential Plan/Project Improvements

The following implementing actions should be incorporated into The Plan's Urban Design Element, Objective 3, Policy 1:

- Buildings should use the best practices of environmentally friendly building techniques.
- Development should obtain environmental certifications such as LEED or EnergyStar.
- Landscaping should employ low-waste water techniques such as the selection of native, draught resistant plants, recycled or captured water irrigation, and drip irrigation.
- All homes and businesses should be fit with water saving fixtures including high efficiency toilets and low flow shower heads.
- Where provided by the development, appliances such as washing machines should be EnergyStar certified.
- Financial incentives and/or information on existing rebate programs (e.g., the San Francisco Public Utilities Commission has toilet and clothes washing machine rebate programs) should be provided to residents and businesses who wish to replace less efficient water fixtures or appliances with more efficient ones.
- All residences and businesses should include maintenance plans for leaky water fixtures. A fee may be assessed to cover costs of a plan.
- Information on how to conserve water and the associated benefits should be provided to all new residents and businesses.
- Incorporate the Executive Park Design Guidelines into the SF planning controls for the area.

Recommend Changes to the HDMT

The development target should be more tangible. It would be easier to assess, for instance, if the indicator were the number of different water saving techniques. An examples is:

- Min: 2 water saving technologies are incorporated into development design and construction
- Benchmark: 4 water saving technologies are incorporated into development design and construction
- Max: More than 6 water saving technologies are incorporated into development design and construction.

The development target could include water saving techniques for construction, and certifications such as LEED and EnergyStar.

Healthy Development Measurement Tool Application	
Element	Environment Stewardship
Objective	ES.1: Decrease Consumption of Energy and Natural Resources
Indicator	ES.1.f: Annual Per Capita Waste Disposal
Development Target	Projects and plans recycle and/or salvage non-hazardous construction and demolition debris at least: ▪ Min: 50% of the time ▪ Benchmark: 65% of the time ▪ Max: 75% of the time Development shall use salvaged, refurbished or reused materials and fixtures such that the sum of these constitutes at least: ▪ Min: 5% ▪ Benchmark: 10% ▪ Max: 20% based on cost of the total values of materials on the project.

Community Health Assessment

Executive Park

Data on this indicator are currently unavailable at the EP project level. Given the limited development currently in EP, it is assumed that there is relatively little cumulative waste disposal for the area. However, as discussed below, with an anticipated 8,000 new residents in EP, there will likely be increased annual waste disposal generated from the area.

Visitation Valley

Data on this indicator are currently unavailable at the VV neighborhood level. The San Francisco Recycling Center and Dump is located in VV, just south of the Little Hollywood neighborhood. Although the location of the dump does not impact per capita waste disposal figures, the location does impact local residents' exposure to the air and noise pollution associated with dump trucks traveling to and from the facility, as well as air quality and noise of daily activities taking place at the dump facilities.

Bayview/Hunters Point

Data on this indicator are currently unavailable at the BVHP neighborhood level. However, the BVHP neighborhood is a mix of residential, commercial, and industrial land uses, and thus would likely have a higher per capita waste disposal rate than exclusively residential areas. According to Jeff Nalle, Hazardous Waste Senior Inspector in the SFDPH Environmental Health Section, there have been numerous anecdotal reports of construction workers dumping demolition-related waste and individuals dumping residential or commercial waste in vacant lots in BVHP to avoid paying City waste removal fees. (Group conversation, 3/16/07)

San Francisco

According to the SF Department of the Environment, over 1.9 million tons of municipal solid waste are generated annually from all sources including businesses, residents, institutions, construction and demolition sites, military bases and government agencies in San Francisco. (Accessed from City and County of San Francisco Press Release, May 9, 2007: http://sfgov.org/site/mayor_page.asp?id=59337)The commercial sector generates about two-thirds of San Francisco's waste and the residential sector the remaining one-third. (Accessed from BioCycle Journal interview on April 3, 2007: http://www.jgpress.com/archives/_free/000380.html)

Through recycling, reuse and composting activities such as the Fantastic Three Program, San Francisco has achieved a current waste diversion rate of about 69%. (Accessed from City and County of San Francisco Press Release, May 9, 2007: http://sfgov.org/site/mayor_page.asp?id=59337) Of the over 1.9 million tons, an estimated 22% are compostable organics. (Accessed from BioCycle Journal interview on April 3, 2007: http://www.jgpress.com/archives/_free/000380.html) The City has set a 75% diversion goal for 2010 and a 100% diversion goal for 2020. All San Francisco waste destined for a landfill is disposed of in sites within California.

Construction of new buildings is resource intensive. An estimated 40% of energy needs and 30% of wood and raw materials used in the U.S. are employed in the construction and maintenance of buildings. (http://globalgreen.org/greenbuilding/). To reduce construction and demolition related waste in SF, Ordinance 27-06, effective July 1, 2006, requires a minimum diversion rate of 65% of construction and demolition debris. (http://www.sfenvironment.com/aboutus/recycling/construction.htm)

Caveats

- According to Jack Macy, the Coordinator of SF Commercial Recycling, daily commuters increase San Francisco's population (of roughly 750,000 persons) by 50%. Between daily commuters and visitors to San Francisco, there are a large number of persons who are creating waste, but are not directly responsible for paying for the waste disposal in a manner similar to residents who are charged directly by the City for waste disposal. Increased costs for waste disposal could in theory be passed onto the customers via increased prices.
- Residents, apartments, and businesses throughout SF receive a three-cart recycling system, called "Fantastic Three". Small businesses pay for all pick-up, but receive a 25% discount for recyclable and compostable refuse carts. Although recycling and composting service may be available to all businesses within City, this does not signify that all businesses participate. This approach is designed to incentivize reduction of waste production. See indicator analysis ES.3.f and indicator analysis ES.3.g for discussion of residential and commercial recycling and composting pick up in San Francisco.
- Although Fantastic Three is universally available, there is not universal compliance with separating trash from compostable, recyclable or reusable materials.

Stated Plan/Project Facts

Executive Park Subarea Plan

Urban Design

- *Objective 3:* Promote the Sustainability of Resources
- *Objective 3, Policy 1:* In the design and construction of new buildings, streets, and open space in Executive Park, use best practices for sustainable design and resource conservation.
- *Objective 3, Policy 1, Description:*
  - Sustainability addresses topics including energy, hazardous materials, water, human health, parks, open spaces, streetscapes, transportation and building methodologies and technologies. Promote resource conservation and rehabilitation of the built environment, using an environmentally sensitive "green building standards" approach to development.
  - Ongoing commitment to conservation saves, recycles, rehabilitates and reuses valuable materials. The components of green building standards include resource-efficient design principles both in rehabilitation and deconstruction projects, the appropriate selection of materials, space allocation within buildings and sites for recycling, and low-waste landscaping techniques. The salvage and reuse of construction and demolition materials that are structurally sound as part of new construction and rehabilitation projects promotes the principles of green building standards and achieves sustainability.
- *Objective 3, Policy 1, Implementing Actions:* No implementing actions are included.

Design Guidelines

- Buildings should strive to use the best practices of environmentally friendly building techniques. Development should seek Environmental certifications such as LEED or EnergyStar.
- Major aspects of environmentally friendly building design include but are not limited to:
  - Materials and resources: Materials with recycled content, rapidly renewable resources (bamboo, straw, wool, etc.), locally and regionally produced resources, FSC (Forest Stewardship Council)-certified wood.

Evaluation of Plan/Project

The Executive Park Subarea Plan proposes to demolish the existing office buildings and to create a new residential area for roughly 8,000 residents. Once The Plan is implemented, this process will create a substantial amount of demolition waste and dramatically increase the number of individuals living, and thus producing residential waste, in the area.

In accordance with state mandates, San Francisco has established multiple policies to reduce the amount of waste going into landfills. These policies seek to promote composting, recycling and reuse of materials. As discussed in indicator analysis ES.3.f and ES.3.g, the "Fantastic Three" program (a three cart system of compost, recycleables, and garbage) is now available to all residences and businesses in San Francisco and therefore will be available to new EP residents. As noted above, although the program is made available to all residents and businesses, availability does not equal compliance and there may be significant amounts of materials that could be composted, recycled or reused that are thrown in the trash.

According to an interview in BioCycle, Jack Macy, the SF Coordinator of Commercial Recycling stated, "San Francisco

measured exact participation [in the Fantastic 3 program] back in 2000. The average weekly setout participation rate for compostables was about 40 percent, while recyclables were almost twice that. Over a month's span, the average participation rate was nearly 60 percent for compostables. We believe these rates are similar now based on anecdotal observations. It varies by neighborhood and by week." (Accessed from BioCycle Journal interview on April 3, 2007: http://www.jgpress.com/archives/_free/000380.html)

The Plan and its Design Guidelines suggest the use of sustainable building methodologies and technologies, and the application of green building standards including salvaging and reusing construction and demolition materials. LEED certification is also encouraged.

While The Plan does not include implementing actions for the Urban Design Element, Objective 3, Policy 1 and insufficient information is available to infer the extent to which materials will be recycled or salvaged, San Francisco implemented an ordinance in July 2006 mandating recycling or reuse of at least 65% of construction materials. San Francisco also requires the handling of construction and demolition waste be handled by specially licensed waste haulers and that such waste not be disposed in the traditional solid waste stream. If EP development is compliant with the new ordinance, the benchmark for the development target of recycling and or salvaging non-hazardous construction and demolition debris at least 65% of the time will be attained.

The second HDMT development target (development shall use salvaged, refurbished or reused materials and fixtures such that the sum of these constitutes at least 5% of the total cost of materials, 10% of the total cost of materials or 20% of the total cost of materials) is unlikely to be met. While The Plan Design Guidelines suggest the use of materials with recycled content and the implementation of green building standards which could include the use of salvaged, reused or refurbished materials, The Plan does not include explicit requirements or standards to ensure that this goal is met.

Potential Plan/Project Improvements

Because San Francisco now mandates the diversion of at least 65% of construction and demolition debris, no additional changes need to be made to The Plan to meet the benchmark for the first HDMT development target. However, if desired, planners could strengthen their commitment to reducing construction related waste by including implementing actions in The Plan which would place stricter limits.

The second HDMT development target dictates the use of refurbished and salvaged materials in construction. Plan language is vague and does not mandate their use, however. The Plan could be enhanced in regards to the use of refurbished and salvaged materials in construction by adding the following implementing actions to the Urban Design Element, Objective 3, Policy 1:

- Where available and appropriate, salvaged, refurbished or reused materials and fixtures should be used in lieu of new materials.
- Incorporate the Executive Park Design Guidelines into the Planning controls for the area.

Recommend Changes to the HDMT

The first development target-- projects and plans recycle and/or salvage non-hazardous construction and demolition debris at least 50% of the time, 65% of the time, or 75% of the time—may no longer be useful as all developments are required to meet the benchmark by City and County ordinances.

To tie the indicator with the development target, the HDMT could include information on the importance of construction and demolition waste (i.e., "The construction and maintenance of buildings are responsible for 40% of U.S. energy use and 30% of wood and raw materials use" (http://globalgreen.org/greenbuilding/)).

Consider separate indicators for residential and commercial waste

Group together this indicator with ES.3.f and ES.3.g (residential and commercial recycling and composting).

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.2: Restore, preserve and protect healthy natural habitats
Indicator	ES.2.a: Miles of publicly accessible shoreline
Development Target	Development is located to: ▪ Min: Assure maximum feasible public views and public access to the shoreline ▪ Benchmark: Be at a distance greater than 100 feet from existing shorelines of water bodies--seas, lakes, rivers, streams and tributaries--and wetlands ▪ Max: No identified maximum development target

Community Health Assessment

Executive Park

The majority of land area in EP has the potential to have good physical and visual access to publicly accessible shoreline given physical proximity to Candlestick Point State Recreational Area (also known as Candlestick Park) and the San Francisco Bay. Some existing EP residents (living at The Cove) have visual access of the shoreline in Candlestick Park from their homes. Physical access to the shoreline in Candlestick Park is affected by several factors in addition to proximity, including pedestrian accessibility and perceived safety of Candlestick Park.

To access the Candlestick Park shoreline, current EP residents must cross Harney Way, the five lane street bordering Executive Park to the South. Although there are sidewalks along the northern/Executive Park side of Harney Way, there currently are no sidewalks on the southern/Candlestick Park-side of the road closer to the shoreline. As of April 2007, there are three intersections where EP residents can cross Harney Way to access Candlestick Park. The first intersection is where Harney Road, Thomas Mellon Drive, Alanna Way and Harney Way intersect. There are no pedestrian crossings from Thomas Mellon Drive or Alanna Way across Harney Way to Candlestick Point, and it is difficult for persons crossing Alanna Way to see east-bound traffic on Harney Way without being in the middle of the intersection on Alanna Way. The second intersection, Harney Way and Executive Park East, has limited visibility of cars and trucks driving east around the bend on Harney Way and the downward slope of Harney Way (leading to increased speeds) driving west. The third intersection is 800 feet away from the nearest entrance to EP at Harney Way and Executive Park East.

Visitacion Valley

VV is a land-locked neighborhood with no direct access to a shoreline. Several parts of VV, particularly near northern Little Hollywood and McLaren Park, have visual access to shoreline to the east and south of VV. The closest physical access to the shoreline is via Candlestick State Park. Highway 101 is a significant physical barrier for VV residents wanting to access Candlestick Park and the shoreline using non-motorized transportation. Public transit from VV to Candlestick Park is also limited, thus significantly reducing shoreline access to persons not within walking distance and not owning a car.

Bayview/Hunters Point

Bayview/Hunters Point has over 14 miles of Bay coastline (From Bayview Hunters Point Community Concept Plan, accessed April 10, 2007 from: http://www.bvhp-pac.org/about_conceptplan.htm). A portion of the 14 miles of shoreline surrounds Hunters Point, a federal Superfund site that is undergoing cleanup, where access is restricted due to contamination. Hunters Point is not currently publicly accessible but this is expected to change with the implementation of development plans for the area. The shoreline in Hunters Point is surrounded by old, rundown industrial shipyard businesses.

The shoreline north of the Hunters Point shipyard is accessible to the public at Heron's Head Park, India Basin Park, and India Basin Open Space. Heron's Head Park, formerly known as Pier 98, "is a 24 acre wetland comprised of upland and tidal habitats" (Literacy for Environmental Justice, last accessed March 26, 2006 from: http://www.lejyouth.org/prog_hhp.php4) at the foot of the PG&E power plant that was recently shut down due to years of community protest. A field assessment of both Heron's Head and India Basin Park demonstrated loud construction noises from the deconstruction of the power plant and large rotting debris from boats just offshore.

India Basin Open Space is just north of Hunters Point along the Bay shoreline. It follows the shoreline north and around towards India Basin Park. The open space is isolated because of its remote location at the foot of the India Basin Flats, almost eight acres of undeveloped Bay-fill, which includes a seawall and sand to fill in the Bay Area. The shoreline is again accessible south of Hunters Point through a few industrial areas that end at the shoreline at or near Yosemite Slough. The area is not constructed to allow desirable public access.

The rest of the shoreline south is fenced off until Candlestick State Park. The Candlestick Park shoreline is easily accessible by car. As mentioned above, public transit to Candlestick Park is very limited. One infrequent bus from VV drops individuals off at Thomas Mellon Drive, but this bus line is inaccessible to persons in BVHP except by transferring bus lines. From BVHP, the #29 bus is the one closest to Candlestick Park, which drops individuals off at Gilman Playground. BVHP public transit using visitors would then need to cross two large vacant lots used for Monster Park parking or walk along Hunters' Point Expressway for approximately 1000 feet to access Candlestick Park. People use Candlestick Park frequently for wind surfing because of the easy Bay access and windy climate.

The Bayview Hunters Point Community Concept Plan notes, "Accessible Open Space and Waterfront Planning, as one of it's major community issues and needs" (Accessed online April 6, 2007 from, http://www.bvhp-pac.org/about_conceptplan.htm). It also states that "The "sense of place" felt in Bayview Hunters Point has much to do with the combination of its rolling topography, watershed patterns, bayshore frontage and splendid views to the water."

San Francisco

San Francisco City and County has a total of 37 miles of shoreline, 28 of which are Bay-front and 9 of which are coastal. There is a trail along the coastal portion of the shoreline, which is publicly accessible and includes public amenities. Of the 28 miles of Bay-front shoreline, approximately 12 miles have been completed and are publicly accessible via a trail. Sixteen miles of the trail remain incomplete, which does not necessarily mean that the shoreline is inaccessible to the public. There may be no fence blocking access, or flat sections currently used for biking, walking or running, but sections which remain incomplete have not yet been made accessible or repaired to San Francisco Bay Trail standards.

According to a gap analysis of the San Francisco Bay Trails Project, the section of the San Francisco Bay Trail that is nearly completely accessible stems from the Golden Gate Bridge following east along the shoreline past the Bay Bridge down approximately to Mariposa Street, situated in lower Potrero Hill. The remaining southern portion of the trail to San Mateo County remains incomplete with the exception of two small sections. One of the completed sections is just north of Hunters Point in Bayview (Heron's Head Park) heading south circling a small bay reaching the northern-most point of Hunters Point. The second complete section in the southern part of the Bay Trail starts at the San Mateo County line and follows north along Candlestick State Park (directly in front of the Executive Park area) along Harney Way to Jamestown Street going around Candlestick Park to the northern-most point of Candlestick State Park (Association of Bay Area Governments, 2003, last accessed March 26, 2006 from http://baytrail.abag.ca.gov/gap-analysis/GAP-ANALYSIS-REPORT-all.pdf).

Caveats

- Candlestick Park is located in a relatively inactive and unpopulated area of San Francisco. The isolated location of the Park in the midst of Monster Park, large surface parking lots, Highway 101 and Bayview Hill, as well as limited lighting at the Park and along Harney Way may decrease the perceived safety of Candlestick Park, reducing resident utilization of the available shoreline.
- While the physical construction of the Bay Trail may be complete in some areas, access to the trail and shoreline may be influenced by numerous facts such as, access to transportation, perceived or actual safety, lighting, gradation/accessibility for seniors and persons with disabilities, pedestrian access to the trail from neighborhoods across major streets/highways, quality of the path, and numerous other factors.

Stated Plan/Project Facts

Executive Park Subarea Plan

Goals

The second of the five stated goals for the Subarea Plan is to:

- Create a livable urban community with easy access to the waterfront and well-designed streets and open spaces.

Streets and Transportation

- *Objective 1, Policy 1* states the development and implementation of the Street Master Plan to achieve the "major goal" of creating a "residentially scaled street pattern." The Plan states that the Executive Park Street Master Plan would among other things, "Improve the physical and visual connections to the Bay and to other neighborhoods." In addition the Street Master Plan would "Connect public spaces throughout the subarea."
- *Objective 1, Policy 2* is concerned with reconfiguring the intersection of Harney Way, Thomas Mellon Drive, and Alanna Way. It notes that this intersection is currently not conducive to a residential neighborhood. The Plan

goes on to the say the intersection "separates the subarea visually and physically from the Bay."

- *Objective 1, Policy 3* is to "Redesign Harney Way as an attractive waterfront street and as an asset to the neighborhood." The Plan notes that "Harney Way is the main street to Executive Park, the Bay and uses to the east. It should be a gracious boulevard linking the neighborhood to the waterfront." The Policy goes on to state that "Harney Way should retain the potential to accommodate future public transit. Harney Way should have a strong edge, to ensure the adjacent uses front the street rather than turn away from it. To allow for and encourage this, developers should provide a new 15 foot sidewalk parallel to the northern side of the street…The area between this new sidewalk and the existing roadway should be landscaped and planted with street trees…."

Circulation Plan

- The Circulation Plan map on page 10 indicates a bike lane and a transit corridor along Harney Way with a future transit stop at the edge of western-most point of Candlestick State Park.

Urban Design

- *Objective 2:* Create a distinctive skyline that compliments the larger form of Bayview Hill, the surrounding neighborhoods and the Bay
- *Objective 2, Policy 1:* Preserve public views of the Bay from the neighborhood and through the neighborhood from key distant public locations. New buildings that extend to heights greater than 85 feet should not block significant views of public open spaces, especially parks and the Bay. Buildings near these open spaces should permit visual access, and in some cases physical access, to them. This plan uses height limits and design guidelines to define the area's public realm and building form to preserve public views and affect the variety, activity, and livliness of the area.
- *Objective 2, Policy 2:* Respect the form of Bayview Hill and follow policies already established in the Urban Design Element that address building heights near the waterfront. New buildings should accentuate the topography of Bayview Hill while allowing for visual permeability to the Bay.
- *Objective 2, Policy 4, Implementing Action:* Incorporate the Executive Park Design Guidelines into the planning controls for the area.

Design Guidelines

- *Urban Design:* Buildings over 65 feet in height should be slender and adequately spaced in order to allow sunlight and sky access to streets and public spaces, to preserve views through the district to San Francisco Bay and to Bayview Hill.
- *Public Open Space:*
  - Emphasize the provision of public open space over private open space. Ensure that public open space is visually and physically accessible to the public.
  - Maximize public open space to serve the site and neighboring communities.

Recreation and Open Space

- *Objective 1:* Enhance public open space and connections to it
- *Objective 1, Policy 1:* Provide convenient access to a variety of recreation opportunities.
  - The policy specifically notes that the "San Francisco Bay is among the major recreation resources of the city, and visual and physical access to the Bay should be maximized."
  - The implementing actions of this policy reference the Pedestrian Network and Public Open Space Plan.
- *Objective 1, Policy 1, Implementing Action:* Link the area through pedestrian and bicycle improvements to other public open spaces such as Candlestick State Park and Bayview Hill Park.

Pedestrian Network and Public Open Space Plan (PNPOS)

- The PNPOS demonstrates a pedestrian walkway connection between all open spaces within Executive Park. Additionally the pedestrian network shows a connection into the southern part of Bayview Park and two pedestrian crossings across Harney Way near the western-most points of Candlestick State Park.

Community Meetings

Several comments have been made by community members during the community meetings held by the Planning Departments expressing concern over the proposed heights and its impacts on the communities' visual access to the Bay. Some of these comments include:

- *"How do you plan on putting 20-story buildings and not affect the openness and view of the neighborhood?"*
- *"How are the people in Little Hollywood supposed to see the gracious waterfront with all the towers in the way?"*

Evaluation of Plan/Project

The minimum and benchmark HDMT development targets will likely be achieved. The Plan takes measures by varying height requirements, allowing the tallest buildings closest to the base of Bayview Hill and Highway 101, to assure maximum feasible public views of the shoreline. Access to the shoreline is also addressed in The Plan with increasing pedestrian, bike and open space networks throughout EP and in connection to nearby neighborhoods, in an effort to increase physical access to the shoreline. It is less clear whether the pedestrian and bike access will be safe with the proposed transportation planning of EP.

The benchmark development target will also be met, in that all proposed development of EP, will be at a distance greater than 100 feet from existing shorelines and any body of water. Candlestick State Park falls between the proposed development and the shoreline.

Because of EP's close proximity to the Bay, the location is particularly appealing for shoreline views. The views and access to the shoreline are one of the largest attractions to homes in EP. The Plan makes an effort to incorporate planning and design mechanisms to achieve both density and maximum visual access to the waterfront. Heights are varied, with the use of Special Use Districts to limit blocking the Bay views for the influx of new residents.

The impact of the tall buildings on the visual access of the surrounding communities, particularly Little Hollywood, is a concern of current community members. Because Little Hollywood is located adjacent to the northwest corner of EP, the tall buildings will directly impact their views of the shoreline, which concerns some community members. Therefore, overall visual access to the shoreline will decrease from the existing state. The design guidelines specifically mention mitigating visual access to the Bay by having buildings over 65 feet in height be "slender." While slender buildings will help limit visual blockage of the Bay, it is likely that the height and width of the buildings will block some shoreline views.

Physical access and connectivity to the shoreline is also noted in a number of objectives and policies with the implementing actions being the engineering of the Circulation Plan and the Pedestrian Network and Open Space Plan, both of which do not specify street and sidewalk designs. Due to the close proximity of the shoreline at Candlestick State Park, it is likely that the majority of EP residents will access the Bay on foot, by crossing Harney Way. The non-motorized transportation plans for EP have been assessed to have limited measures to protect pedestrian safety (see Sustainable Transportation analysis for more details). In general, little specificity is provided in The Plan with regard to traffic calming mechanism, intersection reconfigurations for safe pedestrian traffic and street designs. The Streets Master Plan, once released, should include more details of the aforementioned properties.

Furthermore, with the influx of an estimated 8,000 new residents into EP, in combination with poor public transit options and the isolated location of the development with regard to employment opportunities, it is very likely that car traffic will increase along Harney way, the major traffic route out of EP. In addition, the proposed new Bayview Truck Route along Harney Way will increase truck traffic significantly. This increased traffic may decrease visual access to the shoreline as well as decrease safe physical pedestrian and bicycle access across Harney Way to the shoreline.

Currently, to cross Harney way one must walk approximately 1/4 mile east to the nearest crosswalk. While a crosswalk will be added and sidewalk on the north side expanded, the expansion of Harney Way to allow room for future public transit and the increased traffic will continue to create unsafe conditions to access the shoreline.

The addition of bicycle lanes and wider sidewalks, as well as a proposed transit stop at the west end of Candlestick Park will allow increased access to the shoreline for neighboring communities. The increased car traffic from the large number of new residents will also impact neighboring communities' safe non-motorized access to the shoreline.

Potential Plan/Project Improvements

- Safe access to the waterfront can be improved with more specifics on street and sidewalk design and traffic calming measures to allow safer, easier pedestrian access to the shoreline across and along Harney Way. Some of these measures include, but are not limited to: increased pedestrian crossings, traffic lights, speed bumps, a landscaped middle-divide between ongoing and outgoing traffic, and low traffic speeds monitored by police. These improvements may also help increase VV access to the shoreline at Candlestick Park by improving pedestrian safety, but may not help increase BVHP utilization of the southern SF shoreline.
- Where possible, codify the design guidelines into a section of planning code where it can be best enforced.

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.2: Restore, preserve and protect healthy natural habitats
Indicator	ES.2.b: Parks and open space with significant natural areas
Development Target	Development protects and restores natural native habitats / natural resource areas by: ▪ Min: Not developing in natural resource areas ▪ Benchmark: Restoring 10% of development footprint using native plant materials ▪ Max: Restoring 20% of development footprint using native plant materials/vegetation

Community Health Assessment

Overview

Protecting natural areas promotes absorption of stormwater runoff, decreases the "urban heat effect", and increases plant and natural absorption of air and water pollution, among other environmental quality benefits. "Significant Natural Areas" are defined by the City of San Francisco to be:

1) Areas with relatively undisturbed remnants of San Francisco's original landscape that either support diverse and significant indigenous plant and wildlife habitats or contain rare geologic formations or riparian zones;
2) Sites that contain rare, threatened, or endangered species or areas likely to support these species; and,
3) Areas adjacent to other protected natural resource areas.

Executive Park

The EP area is situated at the base of Bayview Hill. Bayview Park sits on the north side of Bayview Hill. All 43.9 acres of publicly owned land atop Bayview Hill make up Bayview Park and are classified as Natural Areas by the San Francisco Recreation and Parks Department (SFRPD). There is roughly four acres of land at the top of the hill which is privately owned by Bonneville Radio Station which also qualifies as significant natural area atop the Hill (Lisa Wayne, Natural Areas Program, April 10, 2007).

Currently, a portion of the south side of Bayview Hill, what appears to be approximately 1/3 of what was once natural landscape has been razed and leveled for development in preparation for residential development. These parcels are privately owned and have been undeveloped in the past. Though grading has occurred at the site, the area would still likely qualify as significant natural areas because of its grasslands and because it is home to wildlife (Lisa Wayne, Natural Areas Program, April 10, 2007). As mitigation, Signature Properties (the developers of the land), are creating a 20-acre conservation easement on the steep slopes of the south-east portion of Bayview Hill. This acreage is not owned by SFRPD and therefore will now be protected by deed restrictions to help protect open space in perpetuity (Daniel LaForte, SFRPD, April 10, 2007). Signature Properties plans to build a trail and a small public use area in Bayview Park to increase resident access (Lisa Wayne, Natural Areas Program, April 10, 2007).

Currently, there is not a direct path to access Bayview Hill from EP. Residents must walk or drive up Jamestown Avenue, Key Avenue and then Bayview Park Road an estimated 1.5 miles to the summit. The steep slopes of Bayview Hill create difficult access to Bayview Park and natural areas. There is a concept plan for a network of trails to increase access for EP residents with the development of zig-zagging trails up the south part of Bayview Hill. Due to the steepness of the slope, the trails will not reach the summit of Bayview Hill (Daniel LaForte, SFRPD, April, 10, 2007).

Visitacion Valley

Residents of VV are near McLaren Park. Approximately one-half (165.3 acres) of McLaren Park is considered a significant natural area. The nearest access to McLaren Park for VV residents is via Sunnydale Avenue. This entrance opens onto Gleneagles Golf Course with takes up approximately a quarter of the McLaren Park, but is not considered a significant natural area. To access a natural area one must enter along Mansell Street.

Bayview/Hunters Point

BVHP has two parks classified by SFRPD as having significant natural areas: India Basin Shoreline Park, with 6.2 acres of natural area, on the north shoreline of BVHP, and Bayview Hill, with 43.9 acres of natural area on the southern portion of BVHP.

India Basin Park has recently been renovated and reopened in 2001. A little over one-half of India Basin Park qualifies as significant natural areas. Tidal wetlands and native planting has recently restored the natural setting of the park (Trust for Public Land, last accessed April 10, 2007 from: http://www.tpl.org/tier3_cdl.cfm?content_item_id=5850&folder_id=1565).

According to the Neighborhood Parks Council (NPC), Bayview Park provides "some of the finest examples of coastal grass, shrubs and Monterey Pines in the City." Other species and ecosystems that can be found in Bayview Park include California oak, grassy open space, red tail hawks, wildflowers, "rock layering formed from prehistoric ocean creatures named radiolarian and offer geological processes that tool place over 100 million years ago." NPC also notes that over the years Bayview Park has been "overlooked for park improvements and developments efforts" (Last accessed on April 16, 2007 from: http://www.sfneighborhoodparks.org/nitc/wm-bayview.html).

The Bayview Hunters Point Community Concept Plan states that the hills in BVHP provide a "sense of place" for residents. The "hilly topography, water drainage patterns, depths to groundwater, and major view planes" are the characteristics of the landscape, with its "unique geography and natural history, [that] have set the stage for the cultural experiences and evolution of the Bayview Hunters Point Community." It goes on to note that "The original lay of the land upon which the community resides has changed dramatically over the last 150 years as successions of people and their values became interwoven with the natural ecology." (Last accessed April 13, 2007 from: http://www.bvhp-pac.org/about_conceptplan.htm)

In addition to the development in EP, a 198 unit residential condo development has also been approved by the SF Planning Department at 833-881 Jamestown Avenue. Bulldozers have razed and leveled a portion of the east side of Bayview Hill in preparation for the new development. The other portions of the planned development will be at the base of the hill where an overflow parking lot exists for Monster Park. The developer, Noteware Development, is mitigating some impacts noted in the 2004 Environmental Impact Report by making improvements to drainage and slope stabilization and some replanting for affected areas upslope from the planned development (Daniel LaForte, SFRPD, April 10, 2007).

San Francisco

San Francisco has approximately 1,105 acres of publicly owned significant natural areas. According to SFRPD, significant natural areas make up approximately 4% of San Francisco's 49 square mile land space (last accessed April 16, 2007 from: (http://www.parks.sfgov.org/wcm_recpark/SNRAMP_Final_Draft/1_Overview.pdf). Total park area constitutes approximately 19% of the total land area of San Francisco (Neighborhood Parks Council, last accessed April 16, 2007 from: http://www.parkscansf.org/pdf/Parkscan2006FinalReportweb.pdf, 2007).

Caveats

- There are natural areas not accounted for in the citywide acreage. Certain acres that are not publicly owned such as the lower perimeter of Bayview Hill are unaccounted for.
- Acres of significant natural areas alone is not the only measure in appraising a city's natural areas system.
- Further analysis of San Francisco's natural area system is needed to determine the quality and accessibility of the space. For example, although significant natural areas are present, resources may not be available for its upkeep and maintenance.

Stated Plan/Project Facts

Executive Park Subarea Plan

The Plan does not discuss the issue of protecting natural areas.

The list of plants in the Design Guidelines list 15 plant types that will be used throughout the streetscape design. Of these 15, two are native to North America or California, Cercis occidentalis and prunus caroliniana.

In the Design Guidelines Element of The Plan, design mechanisms are included to mitigate environmental quality issues posed by loss of natural areas such as vegetated swales, porous pavement, green roofs and catch basins.

Community Meetings

One community member noted during the July 22, 2006 EP Community Workshop held by the SF Planning Department, "provide access to Bayview Hill from south side, protect habitat for jackrabbits, etc" (Planning Department Workshop notes, July 22, 2006).

Evaluation of Plan/Project

A large portion of EP will be developed at the base of Bayview Hill in an area that is considered to be significant natural areas. This will prevent the achievement of the minimum HDMT development target for this indicator.

Mitigation actions are not detailed in The Plan though measures have been proposed and discussed between the developers of the land, Signature Properties and the San Francisco Recreation and Parks Department. The Environmental Impact Report, once released, will include more detailed information on the environmental impacts of the loss of natural areas in San Francisco.

The recently built residential development, The Cove, was developed on an area that would qualify as significant natural area (Lisa Wayne, Natural Areas Program, April 10, 2007). The development of the northern parcels will continue to decrease the amount of land that qualifies as natural areas, which are lands that cannot be recovered once developed upon. Throughout the history of San Francisco, small percentages of natural areas have been cut away for development to serve the needs of the current and future populations. As such, what remains is limited. The Bayview Hill natural area is considered a premiere natural area with significant historic rock formation, and is home to native plants and animals (Lisa Wayne, Natural Areas Program, April 10, 2007). This decrease would not impact the designated 43.9 acres of natural areas that are publicly owned land in Bayview Park, but will decrease the overall natural habitat and limit the natural resources for nature enthusiasts in San Francisco.

The "sense of place" described in the Bayview Concept Plan is tied directly into the topography and nature of the land. The change in the natural setting of Bayview Hill will impact the sense of place felt by residents and those entering San Francisco, as EP is the southern gateway into the City, visible from Highway 101.

While one mitigation measure envisions a conservation easement which will assure approximately 20 acres of natural areas (not publicly owned) that will be conserved in perpetuity, this will still result in an overall loss of natural areas from the existing situation. The conservation easement also appears proposed for an area where development is infeasible due to steep slopes. In addition to loss of habitat for native plans and animals, the loss of natural areas will result in limiting absorption of stormwater runoff, increasing the "urban heat effect", and decreasing the absorption of air and water pollution, among other environmental quality issues. While The Plan's Design Guidelines include design mechanisms to help mitigate these environmental impacts by including such design options as green roofs and vegetated swales, there is likely to be a net loss of environmental quality given the loss of significant natural areas. In addition, the Design Guidelines are not required in The Plan and may not be implemented.

Potential Plan/Project Improvements

- Avoid land use development on the northern parcels of EP to prevent loss of significant natural areas.
- Include more native plant species in the streetscape and prioritize the planting of native plants.

Recommend Changes to the HDMT

- Possibly include on indicator page the numbers from ES.2.c – of total open space – to understand that it is not all the park area that the City has. The data may seem misleading on total park acreage (last column) b/c it doesn't include all the park (only those with any natural areas).
- Revise development targets:
    - Min: Restoring 10% of development footprint using native plant materials
    - Benchmark: Restoring 20% of development footprint using native plant materials/vegetation
    - Max: Not developing in natural resource areas
- Should not include native planting as a development target. Loss of significant natural areas can't be mitigated by planting native trees in the streetscape.

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.2: Restore, preserve and protect healthy natural habitats
Indicator	ES.2.c: Acres of publicly accessible open space per capita
Development Target	Development replaces open space used in the course of development as follows: ▪ Min: Provide 1:1 replacement of public open space utilized ▪ Benchmark: 1.5:1 replacement of utilized public open space ▪ Max: Achieve a standard of 10 acres of open space per 1,000 population in the planning area

Community Health Assessment

Overview

"Open space" refers to several categories of shared public spaces, including neighborhood parks (PI.3) and includes mini-parks (0.5 acres or smaller), neighborhood parks (0.5 to 30 acres), regional parks (greater than 30 acres), civic plazas and squares, children's play areas, decorative fountains, and other open areas for public use. The data for this indicator comes from the San Francisco Recreation and Parks Department (SFRPD) and may not include all privately owned but publicly accessible open spaces.

This indicator, ES.2.c (Acres of publicly accessible open space per capita) is similar to indicator PI.3.a (Proportion of population within 0.25 miles of a neighborhood or regional park) in its attempt to address neighborhood "access" to open space and parks. It is important to note that the metrics differ; ES.2.c is measured by the number of persons in a Supervisoral district (which calculate BVHP and VV together) divided by the total number of acres of open space for that district; PI.3.a is measured by the number of persons in a Planning district (which calculates BVHP and VV separately) living within 0.25 miles of a neighborhood or regional park, divided by the total numbers of persons in the Planning district.

Additionally, PI.3.a focuses specifically on neighborhood or regional parks (parks larger than 0.5 acres), whereas ES.2.c includes open spaces smaller than 0.5 acres, such as community gardens, children's play areas, civic plazas and squares, decorative fountains and outdoor performance spaces. As a result, PI.3 is defining access to parks as geographic proximity to parks, whereas ES.2.c is defining access to open space as the presence of open space that is "publicly accessible." Future versions of the HDMT will seek to improve definitions and measurements of accessibility.

Executive Park

Data on this indicator is currently unavailable at the EP project level. Within EP, public open space is limited to grassy spaces between buildings and streets. The residential development at EP, The Cove, is a gated community, limiting public access to the south east side of the area.

EP is situated between Bayview Park and Candlestick State Park. Both parks allow for open space, natural areas and access to the shoreline. There is no pedestrian access to Bayview Park, and to access Candlestick Park, one must cross 5-lane Harney Way. The closest cross-walk is approximately 0.25 of a mile down Harney Way.

District 10

Supervisorial District 10, which includes both VV and BVHP, has the fourth highest open space per capita of San Francisco's eleven districts. The district has 9.3 acres per 1,000 residents, in comparison to the citywide average of 7.3 acres per 1,000 residents. This is mainly due to the high acreage of regional parks in the area, including McLaren Park, Bayview Park, Candlestick State Park, as well as the portion of the Bay Trail that have been completed following Candlestick Park north along the Bay to Hunters Points.

While open space per capita in District 10 is more abundant than many San Francisco neighborhoods, the accessibility of these open spaces is limited. VV residents' access to open spaces in BVHP, and BVHP residents' access to VV open spaces, is limited by Highway 101. Public infrastructure such as sidewalks and bike lanes connecting Bayview Park, Candlestick State Park and parts of McLaren Park to residential areas are also limited. Both Bayview and McLaren Park are on steep hills, limiting some pedestrian and bike access.

Visitacion Valley *(See Also District 10 Above)*

Visitacion Valley is home to McLaren Park, the fourth largest park in SF. McLaren Park contributes to the high percentage of open space in District 10. Approximately a quarter of McLaren Park is the Gleneagle Golf Course. While golf courses count as open space, they are used only by a small proportion of the population who golf. The closest access point into McLaren Park for the majority of VV residents opens into the golf course from Sunnydale Avenue making it difficult for

those not golfing to access the park easily. Because of the natural topography of the region, the natural hills of the Parks make access not as easy.

Plazas and civic centers are rare in VV. The majority of the community is residential with limited communal open spaces outside of McLaren Park. Because of the anticipated impacts and needs of new residents of EP on VV infrastructure, the VVCFIFF has been established in 2005. The Fund will provide funding for "Active Recreational Spaces: development of neighborhood playground, pool and outdoor educational center; …Community Facilities: development of community spaces available for public uses…" (Visitacion Valley Community Facilities and Infrastructure Fee and Fund, adopted 2005). This new infrastructure will add significant new public spaces for residents to access.

In addition, after intense pressure from community activists, Visitacion Valley residents, SFRPD has recently created the VV Greenway, "a linear series of six publicly owned parcels, cutting a verdant swath through the heart of Visitacion Valley…." [Accessed online on November 20, 2006: http://www.visvalley.org/green.html]

Bayview/Hunters Point *(See Also District 10 Above)*
Some public open spaces in BVHP, including Heron's Head Park and India Basin Park are located near the former PG&E power plant and have debris near the shoreline making them aesthetically less welcoming. The PG&E power plant has ceased operating and is undergoing deconstruction. The construction is loud and may temporarily hinder residents from accessing the parks.

Candlestick Park is infamous for being windy, making it less desirable for park goers, though popular with wind surfers. Candlestick Park's remote location (between the 101, Monster Park and Bayview Hill), in combination with limited access to the Park via public transportation, may inhibit usage of Candlestick Park by BVHP residents.

Plazas and civic centers are also rare in BVHP. The community is separated into industrial areas and residential areas, neither of which have abundant accessible public open spaces. The limited commercial area available in BVHP currently has little public open spaces for residents. Plans for the Hunters Point Naval Shipyard include those for several large parks. However, at present, the former shipyard is inaccessible to the public pending the adoption and implementation of development plans

San Francisco
San Francisco has a mix of public open spaces including neighborhood parks, regional parks and plazas and civic centers. San Francisco averages approximately 7.5 acres per 1,000 residents. This is below the National Recreation and Parks' Association's national standard of 10 acres of open space per 1,000 people. As well, the majority of the Supervisorial districts (7 of 11) also do not meet the national standard.

For more details on access to parks, please see indicator analysis for PI.3.a. For more details on significant natural areas, please see indicator analysis for ES.2.b.

Caveats
- San Francisco's average acres of open space per capita can be misleading. Five (5 of 11) Supervisorial Districts have less than 2 acres per 1,000 residents. The top three have between 17 and 25 acres per 1,000 residents. This drives the average up. The large majority of residents in San Francisco do not have access to seven acres per 1,000 residents of open space.
- Different sources calculate and define open space differently, for example, what is "usable" open space, and whether or not to include regional and/or private parks.
- Acreage per population alone is not the only measure in appraising access to open space. Other elements of accessibility include travel time, safety, park maintenance, and usability.

Stated Plan/Project Facts

Executive Park Subarea Plan

The introduction to The Plan's Neighborhood Vision states: "*it envisions a new San Francisco neighborhood: a mixed-used residential neighborhood with attractive public streets and open spaces*."

The Plan lists one of its five goals as to "*Create a livable urban community with easy access to the waterfront and well-designed streets and open spaces*."

The Plan identifies "open space" to include, bioswales, greenways, plazas and public open spaces. It specifically defines that public open spaces include "neighboring parks, plazas and greenways suitable for active and passive recreation. Sidewalk extensions and bulb-outs with seating, play and landscaped areas could also be considered public open space, if the extended area is a minimum of 12-feet wide and is useable for active or passive recreation.

Streets and Transportation

- *Objective 1, Policy 1, Implementing Action:* Connect public spaces throughout the subarea
- *Objective 2, Policy 1:* Pedestrian network should include public plazas and open spaces
- *Objective 2, Policy 1, Implementing Action:* New development to provide pedestrian improvements to meet or exceed the standards of the Pedestrian Network and Public Open Space Plan

Urban Design

- *Objective 2, Policy 4, Implementing Action:* Incorporate the Executive Park Design Guidelines into the planning controls for the area

Community Facilities and Services

- *Objective 1, Policy 1*: Encourage development that provides the necessary community facilities to serve the intended population and create a livable neighborhood
- The Plan mentions "the Visitacion Valley Community Facilities and Infrastructure Fee and Fund to mitigate impacts from new residential development in EP and elsewhere on public infrastructure in Visitacion Valley." It states that the fees will be used for a variety of facilities including, "active recreational spaces: development of neighborhood playground, pool, and outdoor education center…."

Recreation and Open Space

- *Objective 1:* Enhance Public Open Space and Connections to it
- The implementing actions include the Pedestrian Network and Public Open Space Plan, as well as the action to "Link the area through pedestrian and bicycle improvements to other public open spaces such as Candlestick Park and Bayview Hill Park."
- *Objective 1*, *Policy 2:* Provide adequate maintenance for public areas
- *Objective 1*, *Policy 2, Implementing Action*: Require property owners to be responsible for the development and maintenance of public areas within the subarea

Pedestrian Network and Public Open Space Plan

- Figure 8 includes designations for both passive and active open space as well as pedestrian connections.
- The figure is difficult to read but does show a circular open space planned for the intersection of Thomas Mellon Drive and a street in between EP Drive and Harney Way.
- Another open space is planned in an oval shape in the furthest northwest corner.
- Open space is planned along Harney Way and a street between EP East and Thomas Mellon Drive.
- The triangular corners of this street as it intersects with Harney Way will also include open space.
- The triangular corner of Harney Way and Thomas Mellon Drive will also include open space.
- Another designated open space is on the northern side of the corner of EP West and EP Drive.
- Passive open space is identified also along a pedestrian path running north-south in the north-west comer of EP.

Design Guidelines

The Public Open Space (POS) section contains 22 points guiding the creations of public open space:

- Emphasize public open space over private open space and ensure physical and visual access to the public.
- Should be publicly accessible at reasonable hours (parks: 5am to 10pm; plazas and greenways: open at all times)
- Should be no security gates for parks.
- Open spaces should be at-grade and interior should be visible from the street.
- Should be connected to adjacent rights-of-way by paved paths; if an open space bisects a right-of-way, a walking path should continue that alignment through the open space.
- Maximize POS to serve site and neighboring communities.
- Should be provided in cohesive, usable spaces that become an organizing principle for surrounding development, not in the leftover spaces between buildings.
- Provide a mix of public open space.
- Neighborhood parks should be central to the neighborhood and serve people who live on the site and nearby.
- Plazas are appropriate in specific instances, such as transit waiting areas and as seating areas to outdoor cafes.

- Greenways should be useable for non-auto passage and provide recreational opportunities and seating.
- POS should be activated, useable, and safe.
- Size of the open space should relate to the scale of the surrounding neighborhood.
- For neighborhood parks and greenways, a significant amount of softscape elements, such has open grassy areas, shrubs, etc.
- Design of parks should enhance their safety.
- Landscaping should be planted in the ground and no in aboveground planters.
- Alternative paving materials should be used in hardscape areas and walking paths.
- Should be sited to receive maximum sun.
- Should be sited to be sheltered from prevailing winds.
- Active uses are encouraged.
- Should be well lit.
- Should contain ample seating.

VV Community Facilities and Infrastructure Fee

- The San Francisco Recreation and Park Department has provided a cost estimate of necessary improvements to the Kelloch-Velasco Playground ($2,222,500), the Coffman Pool ($10,600,000), and the Visitacion Valley Greenway-Educational Center for the Sciences and Arts at Tioga Avenue ($2,054,000). The total developer contribution is deemed to be $3,451,348….
- …The Visitacion Valley Community Facilities and Infrastructure Fee shall be established at $4.58 per square foot, or 90% of the estimated costs of the community improvements. By charging developers less than the maximum amount of the justified impact fee, the City avoids any need to refund money to developers if fees collected exceed costs.

Community Meetings

Community members have voiced their interest in parks and open spaces at both the July 22nd and November 8th community workshops help by Planning. Some of the comments include: "*provide access to Bayview Hill from south side*"; "p*laygrounds*" were mentioned several times, and; active recreational spaces, examples provided were gyms, baseball or soccer field.

Evaluation of Plan/Project

The Plan will likely meet the HDMT development target of 1:1 replacement of all public open spaces. Currently much of EP is surface parking with limited public open spaces. While difficult to gauge, it may be that the benchmark target of 1.5:1 replacement of utilized public open space will also be met.

What is not reflected in these development targets is the balance between demand and supply. Currently, the majority of EP is office buildings with an abundance of surface parking and one residential development project. The demand, or need, for public open spaces are limited for those who work in the area, and the limited number of residents. With the influx of an approximate 8,000 new residents, the demand for public open spaces will increase dramatically while the amount of public open space will remain constant. For example, District 10 data indicate a high acreage per thousand residents (9.3/1,000 residents) in comparison to the citywide average (7.3 acres/1,000 residents). The estimated 8,000 new residents of EP in District 10 will change the overall acreage per capita in the District. Thus, 1:1 replacement does not take into account the increased need for public open space as population increases. This is particularly important for incoming EP residents given the isolated nature of EP in relation to surrounding neighborhoods.

Without safe pedestrian access between open space and residential communities, future EP residents cannot benefit from the existing public open spaces or the new facilities planned with the VVCFIFF. To access open spaces in VV, residents must cross under Highway 101 in one of the two accessible tunnels and then travel between 0.5 and 1.5 miles to reach VV open spaces. To access open spaces in BVHP, EP residents must go around Bayview Hill on Jamestown Avenue or around Monster Park on the Hunters Point Expressway to access the green spaces. Therefore, residents may be less likely to access existing public open spaces in neighboring communities on foot. The improvements proposed in The Plan for EP and Harney Way including a trail to Bayview Park, a bicycle path, wider sidewalks and crosswalks will improve pedestrian and bike access between open spaces and residential communities.

The implementing action to enhance public open space refers to the Pedestrian Network and Public Open Space Plan

(PNPOSP). While a map of the location of the pedestrian network of public open spaces is shown in the PNPOSP, what is less clear is the usability and character of these open spaces. Little information is provided in The Plan with regard to the square footage, types of infrastructure and uses available at these locations. One example is the public open space located in the center of a roundabout.

The only other implementing action in The Plan requires property-owners to maintain the public areas within EP. Enforcement and funding for the private maintenance of public areas is not noted.

The Plan does a good job of pointing out the importance of connectivity within EP and between EP and surrounding neighborhoods, but provides limited implementing actions to improve connectivity. The Plan also does well in illuminating the importance of pedestrian access and connectivity between public open spaces throughout EP. The pedestrian safety and infrastructure is less clear (see Sustainable Transportation indicator analysis for more details).

The Design Guidelines provide a comprehensive list of ways in which public open spaces should be located, designed and maintained to maximize the benefits of open spaces for residents and nearby communities. The Plan does not require adherence to the Design Guidelines, but instead uses vague language such as “to guide”, “to help”, “to inform” and “can help”, when describing the intentions of these guidelines. This leaves room for interpretation and negotiation with regard to the accountability of developers to these guidelines.

One implementing action in The Plan, in the Urban Design Element uses more specific language with regard to implementing the design guidelines: “Incorporate the Executive Park Design Guidelines into the planning controls for the area.” According to a staff person at the SF Planning Department, this implementing action indicates intent by The Plan to codify the design guidelines so they are more enforceable to assure better compliance and implementation.

Potential Plan/Project Improvements

Implementing actions under the Recreation and Open Space Element, for Objective 1, to “Enhance Public Open Space and Connections to it,” should include more details regarding the size, infrastructure and uses of the public open spaces.

The Plan could eliminate the vague language in regard to the Design Guidelines and include that: The Plan “requires” that all Design Guidelines be met prior to Planning Department approval. Specific design reasons for why a guideline cannot be met, including potential mitigations measure, must be submitted and approved prior to Planning Department approval.

Where possible, codify the design guidelines for sustainability into a section of planning code where it can be best enforced.

Recommend Changes to the HDMT

- Change the development target to be more reflective of the demand for public open space. In version 2 of the Tool, we need to make sure that we have clearer definition of “demand”.

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.2: Restore, preserve and protect healthy natural habitats
Indicator	ES.2.d: Percentage of tree canopy coverage
Development Target	Development shall provide street frontage tree canopy coverage in the following proportions: ▪ Min: 12% canopy coverage ▪ Benchmark: 25% canopy coverage ▪ Max: 50% canopy coverage

Community Health Assessment

Executive Park

Data on this indicator is currently unavailable at the EP project level. A field assessment shows that there are a fair number of trees in EP, lining the perimeters of the currently developed offices, along Executive Park North and East, as well as Harney Way between EP East and Thomas Mellon Drive. The residential portion of EP has less tree canopy coverage. This may also be because the residential development is relatively new, approximately five years old, and trees have not grown to full maturity and therefore their canopy is small.

Visitacion Valley

Data on this indicator is currently unavailable at the VV neighborhood level. A qualitative assessment shows that McLaren Park has numerous trees and covers a good percentage of the park with its canopies. The rest of VV is quite sparse regarding trees in public spaces. The majority of the trees appear to be in backyards and private property. Therefore the canopy coverage of public spaces is quite limited.

Bayview/Hunters Point

Data on this indicator is currently unavailable at the BVHP neighborhood level. A qualitative assessment indicates that BVHP has limited tree canopy coverage. Atop the three hills there is the highest number of trees, and tree canopy. Bayview Hill in particular, with Bayview Park, has the highest concentration of trees. Throughout the remaining BVHP neighborhood, trees are limited. A large portion of BVHP is zoned industrial, which are generally areas that contain very few trees. The Hunters Point shipyard contains nearly no trees, with the exception of one portion in the north-central area of Hunters Point. The limited commercial and residential areas also have limited number of trees.

San Francisco

In 2004, the United States Department of Agriculture (USDA) Forest Service calculated the surface area covered by tree canopies in San Francisco to be approximately 12% of San Francisco. This compares to 10% in Los Angeles, 27% in New York City, 28% in Chicago and 34% in Seattle. Larger neighborhood and regional parks, including Golden Gate Park, the Presidio, and Golden Gate National Recreational Area, hold the majority of the trees in San Francisco.

Mayor Gavin Newsom launched a plan to plant 5,000 trees per year in 2004 and as of March 2007 had planted over 16,000 new trees. While trees may take time to grow to develop substantial tree canopy, the future tree canopy coverage in San Francisco should increase significantly. See press release http://www.sfgov.org/site/mayor_index.asp?id=56899.

Stated Plan/Project Facts

Executive Park Subarea Plan

Streets and Transportation

- *Objective 1, Policy 3*, notes that between the new planned sidewalk on the north side of Harney Way and the roadway, "should be landscaped and planted with street trees at a minimum of 20 feet on center." This standard is again outlined in the Design Guidelines (see below).
- *Objective 1, Policy 3, Implementing Action:* Require new development to meet or exceed the standards for street trees…as outlined in this plan and be in accordance with the Street Master Plan.
- The Streets Master Plan has not yet been released.

Urban Design

- *Objective 2, Policy 4, Implementing Action:* Incorporate the Executive Park Design Guidelines into the planning controls for the area

Design Guidelines

- *Streets:* Street trees should be planted every 20 feet on center. Where this spacing is not feasible due to driveway or other obstructions, spacing elsewhere should be reduced or other means should be taken to achieve at least the same number of trees as would be provided at the 20-foot interval.

Streetscape Design Standards

- Includes a list of trees to plan in the streetscape. Also includes a detailed map of the Street Tree Plan (Figure 9) which indicates the location of the trees to be planted and in some instances the species of trees. Figure 9 demonstrates that The Plan calls for all streets to be lined with trees.

The Street Sections diagrams, also demonstrate intent to include trees along both sides of Alanna, Executive Park East, Thomas Mellon Drive, and along one side of Executive Park West and Harney Way.

Evaluation of Plan/Project

It is difficult to gauge how The Plan might impact tree canopy coverage in EP. The Plan does incorporate trees into the streetscape through a Street Tree Plan. This Plan calls for new trees on the north side of Harney Way. The remaining language on the subject of trees is in the Design Guidelines.

The Plan does not require adherence to the Design Guidelines, but instead uses vague language such as “to guide”, “to help”, “to inform” and “can help”, when describing the intentions of these guidelines. This leaves room for interpretation and negotiation with regard to the accountability of developers to these guidelines.

One implementing action in The Plan, in the Urban Design Element uses more specific language with regard to implementing the design guidelines: “Incorporate the Executive Park Design Guidelines into the planning controls for the area.” (page 13) According to a staff person at the SF Planning Department, this implementing action indicates intent by The Plan to codify the design guidelines so they are more enforceable, to assure better compliance and implementation.

Potential Plan/Project Improvements

Where possible, codify the Design Guidelines into a section of the SF Planning Code where it can be best enforced to assure better compliance and increase tree canopy coverage.

In addition, the Plan could use stronger language with regard to accountability to the Design Guidelines. For example, The Plan could require that the guidelines be followed.

Within the Streets and Transportation Element of The Plan, under Objective 1, Policy 1, add the following design guideline as a specific Implementing Action:

- Street trees should be planted every 20 feet on center. Where this spacing is not feasible due to driveway or other obstructions, spacing elsewhere should be reduced or other means should be taken to achieve at least the same number of trees as would be provided at the 20-foot interval.

In this way, the body of The Plan will require the planting of a sufficient number of trees.

Recommend Changes to the HDMT

Possibly change development target to include the number of trees, instead of specific percentages of tree canopy which are difficult to gauge and will not be included in planning documents. An example includes:

- Min: New development will not decrease the number of trees and therefore decrease tree canopy coverage.
- Benchmark: New development will increase the number of trees by approximately 10%.
- Max: New development will increase the number of trees by approximately 25%.

Consider combining street trees indicator with tree canopy indicator. Would need to pay attention to whether certain types of trees have larger canopy than others (i.e. palms vs. oaks), thus number of street trees does not equal street canopy.

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.2: Restore, preserve and protect healthy natural habitats
Indicator	ES.2.e: Proportion of impervious ground surfaces
Development Target	Development maximizes the use of porous pavement materials on drives, sidewalks, parking lots and plazas

Community Health Assessment

Overview and Definitions

According to the Environmental Protection Agency, "impervious or impermeable surfaces" are defined as surfaces that either do not allow, or allow only with great difficulty, the movement or passage of water. (Accessed online on April 17, 2007: http://www.epa.gov/OCEPAterms/)

Executive Park

Data on this indicator are currently unavailable at the EP project area level. Based on field visits and a review of planning documents (qualitative assessments), approximately one-half of the EP area is concrete streets, surface parking and buildings (both residential and office). Therefore, a majority of that space is assumed to be impervious surface spaces. The northern parcels of EP are an extension of the lower side of Bayview Hill and are leveled and terraced for development. Though this northern section has been zoned commercial, no development has yet occurred on the land. This area is currently consists of leveled earth, thus assumed to currently be a pervious surface.

Visitacion Valley

Data on this indicator are currently unavailable at the VV neighborhood level. Qualitative assessments suggest that the majority of VV ground surfaces are impervious or mildly pervious, given the current level and type of development in VV. The three dominant land uses in VV are residential, open space/park (McLaren Park) and industrial (at the former Schlage Lock site). As noted in the citywide indicator below, City streets, parking lots and driveways can represent a significant amount of a neighborhood's non-permeable ground surfaces.

Most home fronts are cemented driveways, but it is unknown how many houses and apartment buildings have non-concrete backyards with permeable surfaces. Aerial photos of VV from Google maps suggest limited amounts of pervious surfaces. One notable exception is Sunnydale apartments, which have relatively large grassy open spaces between the housing structures allowing for more permeability of water.

The former Schlage Lock site is mostly concrete and assumed to be impervious surfaces, but there are plans to convert the site into a mixed use area including some open space areas, which would increase the amount of permeable land in VV.

The largest amount of pervious land in VV is the 313 acres of McLaren Park, almost all of which is pervious land, with natural terrain and a golf course.

Bayview Hunters Point

Data on this indicator are currently unavailable at the BVHP neighborhood level. Qualitative assessments suggest that there is a mix of pervious and impervious ground surfaces in BVHP. The four dominant land uses in VV are industrial, residential, commercial and open space/parks. As noted in the citywide indicator below, City streets, parking lots and driveways can represent a significant amount of a neighborhood's non-permeable ground surfaces. Redevelopment in BVHP will impact the types of land uses and resultant permeability of ground surfaces.

BVHP holds the majority of San Francisco's heavy industry, therefore maintaining a majority of the City's industry-related concrete impervious ground. Most notable among the BVHP industrial sites is Hunters Point, which is almost entirely concrete, thus assumed to be almost entirely impervious ground surface. In preparation for residential development, a portion of Hunters Point known as Parcel A is currently being engineered with elaborate terracing, thus changing the natural topography of the land.

Monster Park is another significant land use in BVHP and consists of extensive areas of surface level parking. Qualitative assessments reveal that the stadium parking lot appears concrete, therefore with limited permeability. The overflow parking area for Monster Park is made of earth and is sprinkled with gravel, thus allowing pervious ground surface. Monster Park, the current home of SF's professional football team, may relocate to Hunters Point and result in parking,

commercial and residential development, thus altering the current permeability of Hunters Point ground surfaces.

Similar to VV, the majority of BVHP residential homes appear to have cemented driveways but it is unknown how many houses and apartment buildings have non-concrete backyards with pervious surfaces. The commercial areas of BVHP appear to have very little pervious ground surfaces.

Aside from the large number of impervious surfaces, BVHP also maintains a substantial amount of pervious natural areas via existing parks and open spaces including Candlestick Park, the undeveloped Indian Basin Flats, Indian Basin Open Space, Indian Basin Park, and Heron's Head Park. Bayview Park, along with non-publicly owned natural areas of Bayview Hill, makes up more than 75 acres of pervious natural areas. Unlike most San Francisco hills, which consist of densely built streets and housing along the slopes of the hill, the other two hills in BVHP remain relatively less paved and include more grassy areas. Therefore, a field assessment suggests that Bayview has more pervious ground surfaces in the residential areas than most other SF neighborhoods, with the clear exceptions of Golden Gate Park and the Presidio.

San Francisco

The majority of San Francisco is impervious surfaces including buildings (26%), and streets, parking lots, driveways, and sidewalks (43%). The remaining 31% of San Francisco land includes parks, mulch, landscaping and water. The parks and open spaces in San Francisco are mostly pervious surfaces. "Open space" in San Francisco totals about 5,745.90 acres of the City.

Caveats

- Although porous pavement is generally recommended in most areas for its benefits related to storm water runoff and decreased heat retention, porous pavement should be considered carefully in areas heavily traveled by idling cars and trucks.

Stated Plan/Project Facts

Executive Park Subarea Plan

Urban Design

- *Objective 3:* Promote the sustainability of resources
- *Objective 3, Policy 1:* In the design and construction of new buildings, streets, and open space in Executive Park, use best practices for sustainable design and resource conservation
- *Objective 3, Policy 1, Description*: Sustainability addresses the topic of energy and to "promote resource conservation...using an environmentally sensitive "green building standards" approach to development." The policy elaborates that components of green building include resource-efficient design principles. This policy does not include any specific implementing actions.
- *Objective 2, Policy 4, Implementing Action*: Incorporate the Executive Park Design Guidelines into the planning controls of the area

Design Guidelines

- The "guidelines are intended to guide new development,…[to] help property owners understand what is expected of them,…[to] inform the criteria by which the Planning Department will assess the [development] proposals, [and] can help to inform the community about the elements of well-designed projects."
  - *Green Streets:* Green Streets principles should be adhered to where possible, including; 1) alternative paving materials for aesthetics and for stormwater filtration are encouraged on sidewalks and on parking lanes. 2) Paving and landscape that increases permeability and helps to decrease peak flows to the sewer system are encouraged.
  - *Porous Pavement:* Many versions of porous pavement are available, including unit pavers, asphalt, concrete, and turf block. These materials could be used in on-street parking strips and/or pedestrian crosswalks. Note that some surfaces are not ADA accessible.
  - *Public Open Space:* Alternative paving materials should be used in hardscape areas and walking paths. The latest thinking about ecological landscape design should be incorporated in parks and greenways, such as use of bio-swales for natural drainage.
  - *All Buildings:* Buildings should strive to use the best practices of environmentally friendly building techniques. Major aspects of environmentally friendly building design include but are not limited to…Stormwater management: Increased ground infiltration through pervious paving and roofs…

Evaluation of Plan/Project

The absence of required design guidelines in The Plan does not permit a determination of whether the development target will be met. The draft Plan references good strategies in the Urban Design Guidelines to help maximize the use of porous pavement materials. If the guidelines noted in The Plan were followed to their maximum potential, it is likely that the development target will be achieved. The Plan does note the incorporation of the design guidelines into the planning code as an implementing action. If the guidelines were to be adopted into planning controls, adherence would be better enforced.

With the development of buildings and streets in the northern parcels of EP, the loss of the naturally porous earth which currently exists there will result in a significant decrease in the porous surface at EP. It is also important to evaluate the impacts of increased development and impermeability given the specific topography of the land. EP lies at the foot of Bayview Hill and is part of a steep watershed leading to the Bay. The loss of permeability would create a fast pathway for water to travel to the Bay with limited fresh water captured. The permeability of EP would allow for the water to help replenish groundwater. The Environmental Impact Report, once published, may include required mitigating actions regarding water drainage.

Urban Design Element, Objective 3, states "promote the sustainability of resources" but does not include any implementing actions. The policy description states "sustainability addresses topics including energy, hazardous materials, water, human health, parks, open spaces, streetscapes, transportation, and building methodologies and technologies." The description also states that components of green building standards include "low-waste landscaping techniques." Thus retention of rainwater and replenishment of groundwater supplies through the promotion of permeable surfaces in building design is one way to achieve the desired sustainable use of resources.

The Design Guidelines provide a set of possible options for creating pervious surfaces in the development of EP, but The Plan does not provide concrete implementing action or requirement to do so. The Plan does not require adherence to the Design Guidelines, but instead uses vague language such as "to guide", "to help", "to inform" and "can help", when describing the intentions of these guidelines. This leaves room for interpretation and negotiation with regard to the accountability of developers to these guidelines.

One implementing action in The Plan, in the Urban Design Element uses more specific language with regard to implementing the design guidelines: "Incorporate the Executive Park Design Guidelines into the planning controls for the area." According to a staff person at the SF Planning Department, this implementing action indicates intent by The Plan to codify the design guidelines so they are more enforceable, to assure better compliance and implementation.

If the Design Guidelines specifically noted in above were to be incorporated into SF Planning Code, it would provide more assurance that the HDMT development target will be met and maximum pervious materials and construction will be implemented at EP.

Potential Plan/Project Improvements

- Given the significant loss of pervious ground in the northern sections of EP, as well as the natural topography it is important for the EP Subarea Plan to include specific requirements and implementing actions regarding stormwater management and surface permeability within The Plan.
- More specifically, add the following Implementing Action under the Urban Design Element, Objective 3, Policy 1:
- Developers are required to follow design guidelines to assure maximum use of porous pavement materials on drives, sidewalks, parking lots and plazas.
- The Plan could eliminate the vague language in regard to the Design Guidelines and include a statement that The Plan "requires" all design guidelines be met prior to Planning Department approval. Specific design reasons for why a guideline cannot be met, including potential mitigations measure, must be submitted and approved prior to Planning Department approval.
- Where possible, codify the Design Guidelines for sustainability into a section of planning code where it can be best enforced.

Recommend Changes to the HDMT

- Add development target: Minimum: Not lower the permeability of the surface with proposed development.

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.2: Restore, preserve and protect healthy natural habitats
Indicator	ES.2.f: Proportion of buildings with green roofs
Development Target	Development contributes to the promotion of green roofing by: ▪ Min: Designing and building roof structures for rooftop gardens ▪ Benchmark: Establishing and maintaining rooftop gardens on at least 25% of usable roof space ▪ Max: Using all accessible roof space for rooftop gardens

Community Health Assessment

Executive Park

Data on this indicator is currently unavailable at the EP project level. A qualitative assessment from site visits and aerial photographs indicate that no green roofs currently exist at EP.

Visitacion Valley

Data on this indicator is currently unavailable at the VV neighborhood level. A review of aerial photographs found no green roofs.

Bayview/Hunters Point

Data on this indicator is currently unavailable at the BVHP neighborhood level. A review of aerial photographs found no green roofs.

San Francisco

Data on this indicator is currently unavailable at the City. A review of aerial photographs found green roofs to be rare. An effort has been made by local organizations such as SPUR to promote green roofs (see http://www.spur.org/documents/110706_report_01.shtm, last accessed May 4, 2007).

Stated Plan/Project Facts

Executive Park Subarea Plan

Urban Design

- *Objective 2, Policy 4*, *Implementing Action:* Incorporate the Executive Park Design Guidelines into the planning controls for the area.

Design Guidelines

- *Stormwater:* Greenroofs (not within R.O.W [right of ways]): These planted roofs are an alternative to having large impervious surfaces. The collected stormwater from the roof can be used for irrigation and gray water use in the buildings. It can be stored in cisterns before being recycled into buildings or released into vegetated swales. Greenroofs also reduce heat islands, improve the views from adjacent buildings, and extend the life of the roof.

Evaluation of Plan/Project

It is difficult to gauge from The Plan whether the minimum HDMT development target will be met. The only place green roofs are mentioned is within the Design Guidelines, which are not required. Green roofs are presented in the Design Guidelines as one of four ways to manage stormwater runoff. The Plan does not require the developer within EP to follow a particular strategy. The Plan does not require adherence to the Design Guidelines, but instead uses vague language such as “to guide”, “to help”, “to inform” and “can help”, when describing the intentions of these guidelines. This leaves room for interpretation and negotiation with regard to the accountability of developers to these guidelines.

One implementing action in The Plan, in the Urban Design Element uses more specific language with regard to implementing the Design Guidelines: “Incorporate the Executive Park Design Guidelines into the planning controls for the area.” According to a staff person at the SF Planning Department, this implementing action indicates intent by The Plan to codify the Design Guidelines so they are more enforceable, to assure better compliance and implementation.

Green roofs can compete with solar panels for rooftop space, both promoting environmental quality and resource efficiency. This conflict can be resolved using the buildings with lower heights for green roofs, while taller buildings utilize rooftops for solar panels.

Potential Plan/Project Improvements

Require green roofs on the buildings with lower heights. Require that a proportion of all roofs in EP be green roofs. This will offer an attractive alternative to more traditional roofs, increase the visual appeal of the skyline from higher buildings, and provide the environmental quality benefits of green roofs, including stormwater management, pollution control, and temperature regulation.

Because the benefits of green roofs go beyond stormwater management, it is important to include green roofs in other portions of The Plan such as the Urban Design Element. Objective 2 of this Element could benefit from an added policy to require all buildings under 65 feet to include rooftop gardens. This would allow taller buildings to use roof space for solar panels and increase the visual appeal of the Bay from taller buildings.

The Plan should require specific Design Guidelines be met prior to Planning Department approval. Specific design reasons for why a guideline cannot be met, including potential mitigations measure, must be submitted and approved prior to Planning Department approval.

In addition, an effort should be made to, where possible, codify the design guidelines for sustainability into a section of planning code where it can be best enforced.

Recommend Changes to the HDMT

- Change minimum target to include a percentage, example 10%.

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.3: Promote food access and sustainable urban and rural agriculture
Indicators	ES.3.a: Proportion of households with ½ mile access to a community-supported agriculture drop-off site ES.3.b: Proportion of households with ½ mile access to a farmer's market ES.3.c: Proportion of farmers' markets with ½ mile access to public transportation ES.3.d: Location of farmers' markets with EBT card acceptance relative to food stamp recipients
Development Targets	ES.3.a: Development provides drop-off site for community-supported agriculture farms ES.3.b, ES.3.c, ES.3.d: No identified development target

Community Health Assessment

Executive Park

ES.3.a: As of December 2005, 0% of households in EP were within 0.5 mile access to a community-supported agriculture (CSA) drop-off site. No CSA drop-off sites are currently in EP.

ES.3.b: The closest farmers' markets are Bayview and Alemany Markets, which are 2 miles (Bayview) and 3.2 miles (Alemany) from EP.

ES.3.c: According to 511.org, using public transit (e.g., MUNI), it would take approximately 17 minutes to reach the Bayview Farmer's Market using bus #15 and 27 minutes to reach the Alemany Farmer's Market using bus #9. Both bus route starting points are 0.5 miles away from EP, specifically Executive Park Blvd. and Blanken Ave.

ES.3.d: Alemany Farmers' Market, which is roughly one-half hour away on public transit, accepts EBT cards. Food stamp utilization data is not available.

Visitacion Valley

ES.3.a: As of December 2005, 0% of households in VV were within 0.5 mile access to a CSA drop-off site.

ES.3.b: The closest farmers' market from the center of VV is the Alemany Market, which is 2.2 miles away from downtown VV (Leland Ave. and Bay Shore Blvd.).

ES.3.c: According to 511.org, using public transit (e.g., MUNI), it would take 27 minutes to reach the Alemany Farmer's Market from the center of VV on bus #9.

ES.3.d: Alemany Farmer's Market, which is roughly one-half hour away on public transit, accepts EBT cards. Compared to other SF neighborhoods, there are a high number of individuals receiving food stamps in the VV and Excelsior areas.

Bayview/Hunters Point

ES.3.a: As of December 2005, there was no CSA drop-off site located in BVHP. The closest CSA drop-off site is along the northwest border of the neighborhood in Bernal Heights. Only 5.4% of households in BVHP are within 0.5 mile access to a CSA drop-off site, which is low compared to the citywide average (38.5%).

ES.3.b: As of December 2005, there was one farmer's market in BVHP, located at Third Street and Palau Avenue. Approximately 39.1% of households in BVHP are within 0.5 mile access to this farmer's market. This is almost 15% higher than the City average.

ES.3.c: The BVHP farmer's market is accessible by public transportation using the Third Street Light Rail, and the several bus lines running along or near Third Street.

ES.3.d: BVHP has a high number of individuals receiving food stamps. The farmer's market on Third Street and Palau Avenue accepts EBT cards, which are used by food stamp recipients.

San Francisco

ES.3.a: As of December 2005, there were 32 CSA drop-off sites and nine farmers' markets across San Francisco. On average, approximately 38.5% of households in San Francisco are within 0.5 mile access to a CSA drop-off site.

ES.3.b: Approximately 25.2% of households in San Francisco are within 0.5 mile access to a farmer's market.

ES.3.c: 100% of San Francisco's nine farmers' markets are accessible by public transportation.

ES.3.d: Seven out of nine farmers' markets citywide accept EBT cards.

Caveats

- Proximity to a farmer's market or CSA site does not always equal access. Factors such as cost, hours and locations, transportation, dietary and cultural preferences, and publicity about the farmers' markets or CSAs may impact participation and utilization of the markets and CSAs to access fresh, locally grown produce.
- There are numerous barriers to participating in food stamp programs and acceptance of EBT cards at farmers' markets does not equal utilization of this service. Low-income seniors and the disabled are not eligible for food stamps if they receive cash assistance from Supplementary Security Income/State Supplementary Payment (SSI/SSP) program. Participation in food stamps requires fingerprinting and photo imaging, which may serve as a barrier to participation by immigrants concerned about possible deportation and other populations.
- Additionally, barriers like inadequate access to transportation, lack of child care, inaccessible hours of operation, complicated and lengthy food stamp enrollment processes, language barriers and/or cultural food preferences, and other factors may inhibit utilization of EBT cards at farmers' markets.
- CSA drop-off sites do not accept EBT cards.

Stated Plan/Project Facts

Executive Park Subarea Plan

There are no policies or implementing actions in The Plan that specifically address CSA drop-off sites, farmers' markets, or EBT card acceptance.

Land Use

- *Objective 2, Policy 1*: Encourage the development of centralized neighborhood-serving retail uses to serve the daily needs of residents.
- *Objective 2, Policy 1, Implementing Actions*:
  - Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive.
  - Encourage small-scale retail uses throughout the subarea.

Evaluation of Plan/Project

One goal in The Plan is to meet the daily needs of residents. CSAs and farmers' markets increase community access to fresh, locally produced fruits, vegetables, and other food products in areas without access to full service supermarkets or produce markets. However, as of December 2005, the closest farmer's market or CSA drop-off site from EP was over 2 miles away. As a result, the HDMT development targets are not met.

As currently written, The Plan does not promote food access and sustainable urban and rural agriculture. There are no objectives, policies or implementing actions to promote food access and sustainable urban and rural agriculture in The Plan. There was also no reference to the development target, the creation of a CSA site, in The Plan.

Given that there are no CSA drop-off sites, no farmers' markets, and no full-service grocery stores in EP or VV, and there is only one farmer's market and one full-service grocery store in BVHP (both located in the north/northwestern section of BVHP), there is significant need for access to fresh fruits and vegetables in southeastern SF. The creation of a CSA drop-off site or the establishment of a farmer's market either in EP or in a nearby area like VV would help address this need.

Food retail resources in low-income areas often provide fewer choices for fruits and vegetables and higher costs for food. Acceptance of EBT cards at farmers' markets increases the potential for low-income communities to access fresh fruits and vegetables. In turn, increased accessibility may increase consumption of fruits and vegetables sufficient to achieve health-based consumption recommendations.

Both BVHP and VV have a substantial number of persons using food stamps/EBT cards. Although persons moving into EP may not need or be eligible for food stamps, the high usage of EBT cards in the surrounding communities would suggest that acceptance of food stamps at any newly created farmer's market in the southeastern section of SF would

significantly expand the market of potential customers and increase the potential for the low-income communities to access fresh fruits and vegetables.

It is currently unknown whether the various CSAs in SF accept food stamps. Although cost is not the only factor in CSA participation, acceptance of food stamps would increase the possibility of participation in CSAs by lower income communities.

One factor to be considered in the placement of a new farmer's market is accessibility via public transportation. Currently, there is very limited public transportation into and out of EP (once every half hour on the #56 bus). Expanding public transportation into and out of EP may increase the potential success of a farmer's market or CSA drop-off site in the EP area. Alternatively, a CSA drop-off site or farmer's market could be located near a Third Street light rail stop, either in VV or southern BVHP.

Potential Plan/Project Improvements

- Establish a farmer's market with EBT card acceptance and a CSA drop-off site, which EP residents can easily access. Could be part of the "town center" mentioned in Objective 2, Policy 1.

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.3: Promote food access and sustainable urban and rural agriculture
Indicator	ES.3.e: Proportion of households with ¼ mile access to a community garden
Development Target	No identified development target

Community Health Assessment

Executive Park

As of March 2007, the residential area of EP does not have any community gardens. Thus it is assumed that 0% of households are within 0.25 mile access of a community garden.

Visitacion Valley

In VV, there are three community gardens and 29% of households live within 0.25 mile of a community garden. The waiting list for the community gardens in VV is relatively low, with no more than 1 person per garden.

Bayview/Hunters Point

In BVHP, there are two community gardens and 30% of households live within 0.25 mile of a community garden. The waiting list for the community gardens in BVHP is relatively low, with no more than 1 person per garden.

San Francisco

On average, 30% of San Francisco's residents live in 0.25 mile of a community garden. San Francisco has 59 community gardens, with 803 plots tended by 674 community gardeners. Some gardens tend to be in high demand, while others are underutilized. To ensure equal opportunity and public access to all gardens, SFRPD formed a Community Garden Policy Committee.

San Francisco recognizes the importance and need for more community gardens through its City policy objectives as articulated in both the Sustainability Plan and the Open Space Element of the General Plan. The City's Sustainability Plan calls for "[e]stablish[ing] an aggressive program to create new opportunities for community gardens" (1-E-J). The General Plan calls for expansion of community garden "opportunities throughout the City" (Policy 2-12) and directs that "City Departments should fully cooperate with neighborhood organizations and non-profits…to establish, maintain and administer community gardens throughout the City. The City should also investigate opportunities to preserve existing gardens."

These Citywide policy objectives are being addressed through the Recreation and Park Department's continuing planning efforts which has resulted in a total of 12 on City-owned properties in 1986 to 40 gardens today.

Caveats

- The size, management and upkeep of community gardens differ considerably throughout the City.
- Geographic proximity to a garden (e.g., within a five minute walk) increases the likelihood that residents may access the benefits of community gardens.
- Geographic proximity to a garden does not equal access. Various factors, such as perceived safety of the neighborhood, topography, access to public transportation, hours of access to community garden, financial and time constraints, lengthy wait lists, and physical disability may limit access to community gardens.
- Caution is advised in using the waiting list for a community garden as a proxy for demand for community gardens. The various factors mentioned above, as well as cost for participation, publicity about the garden's existence, and awareness about who can use the garden all contribute to use and demand for a community garden.

Stated Plan/Project Facts

Executive Park Sub Area Plan

There are no specific references to providing space for a community garden in The Plan.

Design Guidelines

- Strategies to achieve an interesting roofscape may include vertical accents at corners, varied parapets, roof gardens and trellises.

Evaluation of Plan/Project

There are no objectives, policies or implementing actions to create or promote access to community gardens in the Executive Park Subarea Plan.

In the Design Guidelines, there is a reference to roof gardens as a way of achieving an "interesting" roofscape. "Roofscape" is defined as "the visual character of the roofs as viewed from above, such as from neighboring hills." Thus a roof garden may be visually appealing to individuals looking down at EP from Bayview Hill, but not visually accessible to any individuals at ground level in or near EP. The area may also be a hostile environment for roof-top gardens because of wind conditions.

The Plan mentions there should be strategies to achieve roof gardens, but it does not mention if they are public or private. In general, roof gardens tend to only be accessible to the individuals living in the building, thus the creation of roof gardens does not necessarily address the same need as does community gardens. In addition, plants appropriate for rooftop gardens are typically not the same plants found in community gardens.

Given that there are no community gardens in EP, the proportion of households living within 0.25 mile of a community garden is assumed to be 0%, which is lower than the proportion of households in VV, BVHP and citywide (~30%). Because the existing buildings in EP will be torn down and the community is being built "from the ground up," there is significant opportunity to create a community garden and more generally to promote access to sustainable urban agriculture in EP.

Public community gardens are under the jurisdiction of the Parks Department and should be referenced in the Recreation and Open Space polices.

Potential Plan/Project Improvements

- Locations for community gardens sufficient for demand based on current citywide utilization should be established in The Plan. Implementation and operation of these gardens should be included in ongoing SF Recreation and Park Department's planning efforts.

Recommend Changes to the HDMT

- Add development target of adding new community gardens in open space.

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.3: Promote food access and sustainable urban and rural agriculture
Indicator	ES.3.f: Commercial availability of composting and recycling pick up services ES.3.g: Residential availability of composting and recycling pick up services
Development Target	All new and renovated buildings provide adequate and accessible space for recycling and composting pickup

Community Health Assessment

All businesses and residences in San Francisco have available composting and recycling pick-up services under the Fantastic Three program (recycling, compost, and garbage).

Stated Plan/Project Facts

Executive Park Subarea Plan

There is no direct reference to recycling and composting trash materials in The Plan. However there are design guidelines that promote the use of recycled materials in building construction and the placement of trash receptacles throughout the subarea.

Urban Design

- *Objective 3, Policy 1*: In the design and construction of new buildings, streets, and open space in Executive Park, use best practices for sustainable design and resource conservation. Ongoing commitment to conservation saves, recycles, rehabilitates, and reuses valuable materials. The components of green building standards include resource-efficient design principles both in rehabilitation and deconstruction projects, the appropriate selection of materials, space allocation within buildings and sites for recycling, and low-waste landscaping techniques.

Design Guidelines

Street Furniture Standards and Specifications

- *Spacing*: Trash Receptacle – 1 per each major block intersection, or approx. 300' on center max.

Evaluation of Plan/Project

Residents, apartments, and businesses throughout SF receive a three-cart recycling system, called "Fantastic Three". Small businesses pay for all pick-up, but receive a 25% discount for recyclable and compostable refuse carts. Although recycling and composting service may be available to all businesses within the City, this does not signify that all businesses participate.

According to the U.S. Environmental Protection Agency, "Removing compostable materials from solid waste reduces the amount of space needed for landfills and better utilizes the material in useful and environmentally friendly ways. Compost also helps reduce or eliminate the need for chemical fertilizers, promotes higher yield agricultural crops, promotes environmental restoration and revitalization, removes solids, oil, grease, and heavy metals from stormwater runoff, captures and destroys 99.6% of industrial volatile organic chemicals (VOCs) in contaminated air, and provides cost savings of at least 50% over conventional soil, water, and air pollution remediation technologies, where applicable." (Accessed online on October 19, 2006: http://www.epa.gov/compost/)

"The San Francisco Board of Supervisors passed resolution 679-02 setting a goal for the City of 75% diversion of solid waste from landfill by 2010 and zero-waste by 2020. In the residential sector the diversion is currently under 50%. In order for the City to reach the 75% goal, an additional 25,000 tons must be diverted from the residential sector by 2010, just 3 years from now." (City and Count of San Francisco, Department of the Environment). By reducing environmental contamination and contributing to the recycling of goods and products, recycling and composting helps improve air, land, and water quality, as well as reduce energy demands associated with air pollution and green house gas emissions. Although there is a citywide policy to promote recycling and composting, it is not known how much compliance there is with recycling and composting requirements.

Potential Plan/Project Improvements

- All new and renovated buildings should be provided with adequate and accessible space for recycling and composting pickup.
- Include clearly marked recycling bins next to each of the trash bins proposed in the EP Design Guidelines.

Healthy Development Measurement Tool Application	
Element	Environmental Stewardship
Objective	ES.5: Preserve clean air quality.
Indicator	ES.5.a: Proportion of households living within 500 feet of busy roadways ES.5.b: Proportion of households living within 500 feet of stationary source air pollution ES.5.c: Proportion of households living within 500 feet of designated truck route
Development Target	ES.5.a, ES.5.b: Development: ▪ Min: Within 500 feet of stationary source air pollution provides HVAC system with appropriate filtration system ▪ Benchmark: Is consistent with the recommendations of the CARB handbook ▪ Max: N/A ES.5.c: Development: ▪ Min: Within 500 feet of freeway provides HVAC system with appropriate filtration system; Commercial development greater than 50,000 sq. feet should provide http://traffic-counts.dot.ca.gov/adequate on site truck parking ▪ Benchmark: Avoid placing sensitive uses adjacent to a truck route ▪ Max: Revises priority truck routes away from residential areas and schools

Community Health Assessment

Overview

Despite promulgation of National Ambient Air Quality Standards for criteria pollutants and implementation of air quality control plans, air pollutants continue to have significant impacts on human health. In part, these ongoing effects are due to non-attainment of air quality standards; however, exposure to air pollutants also results in health impacts even when levels are below existing standards.

The assessment of air pollution using community wide monitoring data does not provide estimates of actual population exposure within a city. Within an area or place, exposure typically varies spatially with higher levels of exposure in proximity to sources of pollution. Two particular sources of within-area variation in air pollution hazards are industrial sources and roadways.

Air quality does not affect every individual in the population in the same way, and some groups are more sensitive to adverse health effects. Sensitive population subgroups include the elderly and the young, those with asthma and COPD, and others with other environmental or occupational health exposures (e.g. indoor air quality) that impact cardiovascular or respiratory diseases.

Consistent with the theory that proximity to air pollution sources is likely to increase both relative exposure and hazards, in 2005, the California Air Resource Board (CARB) issued guidelines for the siting of sensitive land uses with regards to their proximity to both certain stationary and mobile sources of air pollution. The CARB guidelines make the recommendation that sensitive land uses including schools, park and playgrounds, day care centers, nursing homes, hospitals, and residential communities should not be sited within 500 feet of a highway with more than 100,000 vehicles per day.

Comprehensive air quality health assessment involves hazards identification, quantitative exposure assessment using modeling or direct measurement and, and health effects assessment. This analysis focuses on hazard identification and then makes some qualitative judgments about exposure and effects.

We interpret the CARB guidance to mean that a potential hazard exists when there is a volume of >100,000 vehicles per day in a 500 foot buffer around a sensitive receptor. To aid in hazard identification, one can use the CalTrans highway data can be found at http://traffic-counts.dot.ca.gov/. In addition, the California Environmental Health Tracking Program's (CEHTP) spatial linkage web service to assess the cumulative vehicle volume on roadways within a 500 feet buffer of the sensitive use site. (http://www.ehib.org/traffic_tool.jsp)

Executive Park

ES.5.a: U.S. Highway 101 is a busy intra-urban freeway with average daily traffic volumes of 214,000. 24.37% of the proposed land area for residential uses would fall within a 500 ft distance of U.S. 101. 55.46% of the proposed land area falls within 1,000 feet of Highway 101 and also may suffer increased respiratory disease hazard from proximity to the traffic. The prevailing winds are from the west most of the year suggesting that wind will not mitigate this hazard. Existing

residential buildings at The Cove that are within 1,000 feet of Highway 101 also may still be at risk for negative health effects such as asthma and respiratory illness. Air quality is expected to worsen with traffic congestion associated with events at Monster Park.

ES.5.b: Currently there are no households in EP that are within 500 feet of a stationary source of air pollution. The closest known stationary source is the San Francisco Garbage Transfer facility, which is located on the other side of Highway 101 in Little Hollywood. The Transfer Facility is evaluated by the Bay Area Air Quality Management Program as a potential stationary source of toxic air contamination, however levels of toxics (specifically cellosolve released (54.7 pounds in 2002)) are below the CARB-defined threshold for potential negative health threats. EP is downwind of the San Francisco Garbage Transfer facility and may be exposed to garbage odors during warm season. Bayview Hill is believed to provide some shelter to EP residents from any south-bound air pollution coming from BVHP.

ES.5.c: Currently there are no households in EP that are within 500 feet of a designated truck route, as defined by the San Francisco General Plan's Transportation Element map of Freight Traffic. The existing residential development, The Cove, was built on the eastern section of EP and is therefore the furthest from Highway 101 of the current and future buildings. According to Cyril Vasquez with the Department of Public Works, it has been estimated that there are roughly 40-60 trucks per hour between the peak hours of 8am and 10am traveling along Harney Way to eastern BVHP, and fewer trucks during the hours of 10am to 5pm. (Email communication, 2/14/07) According to the Department of Public Works, the majority of trucks traveling from the south to Hunters Point shipyard and other locations in Bayview currently use Third Street to access eastern section of BVHP. All four routes proposed by the Bayview Transportation Improvement Project as an alternative designated truck route involve using Harney Way, the road bordering Executive Park to the south. As discussed below, this will significantly increase the number of trucks passing by EP, which may increase the number of air pollution-related adverse health effects among EP residents.

Visitacion Valley

ES.5.a: 24.9% of households in VV are within 500 feet of Highway 101 or busy arterials such as Bayshore Boulevard, Mansell Street, and Geneva Avenue. According to Tom Rivard, SFDPH Air Quality Specialist, the prevailing winds in Visitacion Valley are predominately from the west, potentially mitigating exposure to persons living west of Highway 101. Exposure modeling or measurement is necessary to ascertain the degree of hazard.

ES.5.b: As defined by EPA AIRS, 0% of households in VV are within 500 feet of a stationary source of air pollution. The Bay Area Air Quality Management District (BAAQMD) identified three facilities with emissions of potentially toxic levels, the SF Transfer Station and Recycling Facility, Schlage Lock Company, and Leland Cleaners.

As discussed above, according to the 2002 BAAQMD Toxics Inventory, the stationary emissions from the SF Transfer Station and Recycling Facility are considered below the CARB-defined threshold for negative health effects. The City-operated facility at 501 Tunnel Ave exposes residences near those facilities to increased level of diesel particulates associated with delivery of garbage and recyclables to those facilities. Additionally, air quality is negatively impacted by the odors coming from the transfer facility, which is usually controlled but stronger on warm/hot days.

The Schlage Lock Company closed in 1999 and is also considered to be below the threshold for negative health effects. Although toxics remediation is needed for soil contamination, BAAQMD currently does not consider Schlage Lock to be significantly contributing to air pollution.

The one BAAQMD identified source of air pollution is Leland Cleaners, located at 151 Leland Avenue, in the center of the VV commercial district. In 2002 and 2003, Leland Cleaners emitted roughly 2,020 pounds of perchloroethylene, the chemical commonly used in dry cleaning. In 2003, Leland Cleaners had the second largest emissions of perchloroethylene in San Francisco, after Sagan Cleaners on Post Street, which emitted 3390 pounds of perchloroethylene. The amount of perchloroethylene used is dependent on numerous factors including the number and size of machines used and alternative chemicals for cleaning. In 2002, Leland Cleaners was the fifth largest producer of perchloroethylene in SF, but between 2002 and 2003, three of the four other cleaners substantially reduced the amount of perchloroethylene used, leaving Sagan and Leland Cleaners as the two largest perchloroethylene emitters. CARB guidelines recommend avoiding the siting of sensitive land uses within 300 feet of any dry cleaning operation, and for large operations with two or more machines, within 500 feet.

ES.5.c: 15.9% of households in VV live within 500 feet of a designated truck route, as defined by the San Francisco General Plan's Transportation Element map of Freight Traffic. The three truck routes closest to VV are Bayshore Boulevard, Highway 101 and Geneva Avenue. Little Hollywood is the section of VV with perhaps the greatest exposure to

diesel particulate matter because of the close proximity to Highway 101, Bayshore Boulevard, and the SF Transfer and Recycling Facility. According to Jeff Nalle, Hazardous Waste Management senior inspector, there are approximately 1400 trucks that weigh in at the transfer and recycling facility each day. The majority of trucks coming to the facility are able to exit directly off of Highway 101, thus reducing the amount of traffic through Little Hollywood. However, the high number of trucks coming and going from the facility suggests that there is a fair amount of diesel particulate matter pollution generation by the mobile sources.

Bayview Hunters Point

ES.5.a: 33.7% of households are within 500 feet of busy roadways in Bayview Hunters Point. The busy roadways in BVHP include Highway 101, Interstate 280, Bayshore Boulevard, Third Street, Evans Avenue, Oakdale Avenue, and Silver Avenue. Highway 101 and Interstate 280 are freeways and all other roads are high-traffic arterial streets. The busy roadways tend to be clustered along the western and northern halves of BVHP. It is assumed that exposure to traffic-generated air pollutants is highest in the northwestern section of BVHP (between Highway 101, Interstate 280 and the various routes heading towards Hunters Point and Third Street) and along Highway 101/Bayshore Boulevard (along the western border of BVHP).

ES.5.b: As defined by EPA AIRS, 0% of households in BVHP are within 500 feet of the one identified stationary source of air pollution, the Pacific Gas and Electric Power Plant. However, there were 42 facilities releasing toxic air contaminants listed in the 2002 BAAQMD Toxic Inventory. This included: 12 factories, 10 auto body shops, 5 printing companies, 3 dry cleaners, 3 City facilities, 2 communications companies, 2 construction companies, a waste water treatment facility, a private food recycling/collection company, and 2 other companies. Of those facilities which are monitored, only five were listed on the Emission Inventory as having emissions above CARB-defined health threat thresholds, Bell Cleaners and One Hour Martinizing on Third Street, Four Mile Cleaners on Lane Street, Pacific Gas and Electric Hunters Point Power Plant, and SF Southeast Treatment Plant on Jerrold Avenue.

ES.5.c: 36.2% of households in BVHP are within 500 feet of a designated truck route, as defined by the San Francisco General Plan's Transportation Element map of Freight Traffic. A significant proportion of these households are downwind of Highway 101. Due to the extensive commercial and industrial activity in this area there is extensive truck traffic especially along Third Street and Cargo Way resulting in diesel particulate exposure to residences within 500 feet of these roadways.

As noted by the Bayview Transportation Improvement Project, "Although there are now no signs that designate Third Street as a truck route, access between the industrial areas and the regional freeway facilities is primarily via Third Street and the Highway 101 ramps at the Jamestown Avenue/Bayshore Boulevard and Cesar Chavez Street interchanges. In order to access delivery sites in the commercial and industrial areas of the community that are east of Third Street, the trucks use intersecting residential streets." (Accessed on April 9, 2007: http://www.bayviewtrans.org/internal.asp?section=3b#e0)

San Francisco

ES.5.a: 51% of households are within 500 feet of busy roadway in SF. A busy roadway is defined as a freeway, highway or major arterial street going through San Francisco. In general, neighborhoods in central SF, such as Haight Ashbury, Twin Peaks, the Castro, Noe Valley, and Diamond Heights have less exposure to highways and freeways than neighborhoods bordering Highways 1, 101, or 280. From the standpoint of health, there is no distinction between living in proximity to a single high flow roadway versus living in proximity to multiple roadways with an equivalent cumulatively high flow. At this time, SFDPH has not assessed the proportion of households living in areas where there are >100,000 vehicles per day in a 500 foot buffer.

ES.5.b: As defined by EPA AIRS, 2.3% of residential households in SF are within 500 feet of a stationary source of air pollution. The stationary sources defined by EPA AIRS tend to be located in Chinatown, South of Market, the Mission, Potrero Hill, Nob Hill and Western Addition. BAAQMD monitors a large number of facilities in SF that may negatively impact citywide air quality. In 2002, BAAQMD monitored 309 facilities. Although all of the facilities monitored contribute to cumulative air quality (as defined by the CARB Toxic Air Emissions List), not all facilities emit individual levels of toxins considered dangerous to human health. For more details on the emissions thresholds, see caveats listed below and visit the BAAQMD website: http://www.baaqmd.gov/pmt/air_toxics/annual_reports/index.htm

ES.5.c: 38.9% of households in SF are within 500 feet of a designated truck route, as defined by the San Francisco General Plan's Transportation Element map of Freight Traffic. Throughout SF, there is considerable variation in the amount of truck routes going through a neighborhood and therefore variation in the proportion of households that are

potentially exposed to diesel fumes and other air pollution.

In general, neighborhoods in the northeast quarter of SF have substantially higher proportions of households living within 500 feet of a designated truck route than all other sections of the City. Neighborhoods with high potential air pollution exposure from proximity to truck routes include Financial District (100%), South of Market (93.5%), Chinatown (77.9%), Western Addition (77.7%) and Downtown/Civic Center (71.4%). In contrast, neighborhoods that have very low potential exposure to air pollution from truck routes, include Diamond Heights, Noe Valley, Golden Gate Park, Seacliff, and Treasure Island, all of which have 0% of households living within 500 feet of a truck traffic route.

Caveats

- There may be additional stationary sources of air pollution in VV or BVHP that are not mentioned above in the EPA AIRS or BAAQMD Inventory. Facilities that are not included may a) maintain a level of emissions below the threshold used by BAAQMD to determine health threats, b) have changed their amount of emissions since 2002 and/or c) open or closed thus increasing or decreasing the number of potential air polluting facilities.
- As noted by the CA Air Resources Board, "Emissions Are Not the Same as Exposure:...Emissions alone do not fully represent where and what extent of exposures to air pollution or possible health risks may occur. Weather and wind can result in exposures that occur in different locations from where the emissions actually occurred, and can create new pollutants due to chemical reactions in the atmosphere. Also, a larger number for emissions of a particular chemical may not be as important as smaller amounts of more potent chemicals. While air pollutant emissions information can serve as an indicator of local air pollution, it is the exposure to emissions that influences health effects. Exposure is the amount of pollution that someone actually breathes or otherwise ingests at different locations. Exposure varies with how far away the source is, how the emissions are released into the air and dispersed by the wind, and in what locations a person spends their time doing various activities. Exposure to air pollutants can also occur from indoor sources such as cooking, cleaning, and smoking… The importance of the exposure to health risk also depends on the combination of multiple air pollutants, the relative toxicity of the pollutants, and many other factors." For more information, visit: http://www.arb.ca.gov/ch/chapis1/chapis1.htm
- For more information about the Bay Area Air Quality Management District's 2002 Inventory of Toxic Air Contaminants, visit http://www.baaqmd.gov/pmt/air_toxics/annual_reports/2002/appendb1.pdf (Accessed on April 9, 2007)

Stated Plan/Project Facts

Executive Park Subarea Plan

There are no objectives, policies or implementing actions stated in the Executive Park Subarea Plan that specifically address the preservation of clean air quality. The items listed below directly or indirectly impact air quality in EP:

Land Use

- *Objective 1, Policy 2, Implementing Action:* Establish an Executive Park Residential Special Use District, with a base zone for the area changed from a C-2 to RM-3 Zoning District. The Special Use District should address the concentration of density at specific sites within Executive Park, and it should list the requirements in achieving a desired varied density. Rezone Executive Park from a C-2 (Community Business) Zoning District to a RM-3 (Residential, Mixed, Moderate Density) Zoning District.
- *Objective 1, Policy 3:* Create a neighborhood supportive of diverse families and mixed incomes.
- *Objective 1, Policy 3, Implementing Actions:*
  - Require a model supportive of families, as articulated in the Executive Park Design Guidelines.
  - Require 40 percent of all units in new development to have two or more bedrooms.
  - Encourage 10 percent of units in new development to provide three or more bedrooms.
- *Objective 2, Policy 1:* Encourage the development of centralized neighborhood-serving retail uses to serve the daily needs of residents.
- *Objective 2, Policy 2:* Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue.

Streets and Transportation

- *Objective 1, Policy 2:* Reconfigure the intersection of Harney Way, Mellon Drive and Alanna Way to support the subarea's new role as a residential neighborhood.
- *Objective 1, Policy 3, Implementing Action:* Implement the provisions of the Street Master Plan, including the realignment of the Harney Way, Thomas Mellon Drive and Alanna Way intersection.

- *Objective 2:* Encourage walking and bicycling as the primary means of accessing daily services and needs.
- *Objective 2, Policy 1, Description:* Conflicts between pedestrians and vehicular traffic should be minimized and street crossings should be gracious.
- *Objective 3:* Reduce dependency on the automobile.
- *Objective 3, Description:* Executive Park is also served with an existing shuttle system, a part of the area's Transportation Management Program, further discussed in Section IV, Exhibits.
- *Objective 3, Policy 1:* Provide a range of transportation opportunities to the residents of Executive Park
- *Objective 3, Policy 2:* Encourage the expansion of transit services to the area.
- *Objective 3, Policy 3:* Discourage the ownership of automobiles by unbundling parking from the provision of housing.

Urban Design

- *Objective 1, Policy 1:* Provide a consistent streetwall that defines the street as a useable, comfortable civic space
- *Objective 3:* Promote the sustainability of resources.
- *Objective 3, Policy 1:* In the design and construction of new buildings, streets and open space in Executive Park, use best practices for sustainable design and resource conservation.

Community Facilities and Services

- *Objective 1, Policy 1, Description:* The Visitacion Valley Community Facilities and Infrastructure Fee and Fund was established in November 2005. This ordinance imposed a fee… to mitigate impacts from new residential development in Executive Park and elsewhere on public infrastructure in Visitacion Valley. Fee revenues are to be used for… 4. Streetscape Improvements: Blanken Avenue sidewalk widening and lighting improvements, Leland Avenue streetscape improvements.

Transportation Management Program

- *Introduction*: The Transportation Management Program is intended to increase public transit ridership levels among the residents of Executive Park. It is also intended to divert residents from their cars to public transit.

Design Guidelines

- Open spaces should be sited to be sheltered from prevailing winds. Trees and other landscape features should be used as natural windbreaks.
- Major aspects of environmentally friendly building design include but are not limited to:
  - Energy efficiency: …. Minimized heat gain and loss (operable windows, energy-efficient windows, proper insulation and sealing)…
  - Indoor Air Quality: Non-toxic materials (low-VOC adhesives, sealants, paints, coatings and carpets, and wood with no added ureaformaldehyde resins), natural daylight and ventilation, operable windows."

Street Sections

- Alternative Street Section, Harney Way (including space for public transit), page 34.

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10,000 square feet of building space designated for childcare approved by Board of Supervisors in October 2005

Other Non-EP Plan References

San Francisco General Plan – Air Quality Element
Policy 3.7 - Exercise air quality modeling in building design for sensitive land uses such as residential developments that are located near the sources of pollution such as freeways and industries.
http://www.sfgov.org/site/planning_index.asp?id=24835

San Francisco General Plan – Transportation Element
http://www.sfgov.org/site/planning_index.asp?id=25047

Bayview Hunters Point Area Plan
Objective 3 - Make surface street and freeway improvements to encourage truck traffic away from neighborhood residential and commercial areas
http://www.sfgov.org/site/planning_index.asp?id=41398

Evaluation of Plan/Project

Current and future residents in EP are at risk of exposure to poor air quality due to mobile sources, specifically traffic on Highway 101 and trucks driving along Harney Way. Residents may also be exposed to odors from stationary sources, such as the SF Transfer Station and Recycling Facility. There is no reference to preservation of air quality in the Executive Park Subarea Plan, nor to the installation of ventilation or filtration systems to protect residents from air quality hazards. Thus the minimum development targets for Indicators ES.5.a, ES.5.b and ES.5.c were not achieved in the existing Plan.

Proximity to High Volume Roadways (ES.5.a)
Throughout The Plan, there are objectives, policies and implementing actions designed to promote the use of public transportation, reduce use of private automobiles, and promote walking and bicycling (see Objectives 2 and 3 of Streets and Transportation Element, Objective 1 of the Community Facilities and Services Element, and Transportation Management Program).

While the Executive Park Subarea Plan acknowledges that EP is "bounded on the west by Highway 101," there is no discussion of how close proximity to the highway may impact air quality for EP residents. The 500 foot buffer from Highway 101 which designates the area of potential air quality impact (as defined by CARB guidelines) extends roughly one-quarter of the way into the Executive Park Subarea. The prevailing winds for this location are from the west and it can be reasonably expected that particulate emissions from trucks and passenger vehicles will result in increased level of respiratory disease in residential populations within 500 feet. Policy 3.7 of the San Francisco General Plan states that the *City* should "Exercise air quality modeling in building design for sensitive land uses such as residential developments that are located near the sources of pollution such as freeways and industries." [Accessed online on April 11, 2007: http://www.sfgov.org/site/planning_index.asp?id=24835].

Proximity to Truck Routes (ES.5.c)
The rezoning of EP from a commercial district to primarily residential district suggests that there will be fewer diesel trucks coming through the neighborhood for pickups and deliveries. However, other concurrent SF Planning Department transportation planning processes may have an opposite effect by increasing traffic around Executive Park.

The 2004 Bayview Transportation Improvements Project aims to designate truck routes in BVHP to: 1) reduce truck traffic on Third Street and residential streets, and 2) develop a more direct route between U.S. Highway 101 and the existing and planned industrial areas in Bayview and Hunters Point Shipyard. Although not a stated goal of the process, the moving of truck routes to outside of BVHP residential neighborhoods is anticipated to have a positive impact on the health of residents near Third Street by decreasing exposure to diesel particulate matter and other air pollution, decreasing the number of pedestrian injuries, and ending some barriers to utilization of streets by pedestrians.

Following the scoping, technical studies and screening of alternatives, the Bayview Transportation Improvements Project proposed six alternative truck routes for BVHP, four alternatives for southern access to Hunters Point and two alternatives for northern access to Hunters Point. All four of the southern alternatives propose to divert truck traffic from Third Street and Jamestown Avenue to Harney Way, thus bordering Executive Park for the entire southern border of the EP subarea.

According to Cyril Vasquez with the Department of Public Works, it has been estimated that there are roughly 40-60 trucks per hour between the peak hours of 8am and 10am traveling along Harney Way to eastern BVHP, and fewer trucks during the hours of 10am to 5pm. (Email communication, 2/14/07) With the designation of Harney Way as a truck route, traffic volume of trucks would increase considerably, thereby increasing existing EP residents' exposure to diesel particulate matter. As noted above, locating new sensitive receivers (such as residential homes, families with children and childcare centers) adjacent to high volume truck routes creates a variety of health risks including increased asthma and respiratory disease hospitalizations. Air modeling is needed to predict the projected exposure and impacts upon health.

This process is an implementation of the SF General Plan's recommendation to create a Street Hierarchy System (Transportation Element, Objective 18). In the Street Hierarchy, Harney Way was "proposed to serve Candlestick Park, Hunters Point and new freight, commercial and recreational development." (Accessed online on April 11, 2007: http://www.sfgov.org/site/planning_index.asp?id=42913) Even when the proposed use of Harney Way was approved by the Planning Commission, there were some inherent conflicts between using Harney Way for transportation of freight goods and for recreation. As noted in Policy 18.5 of the Transportation Element of the General Plan, "Streets… along recreational parts of the shoreline should function primarily for access to recreational facilities and for scenic driving, not as thoroughfares. Heavy or fast surface traffic endangers pedestrians and cyclists, cuts off access to recreation and reduces

the pleasure of being in parks by causing noise, pollution and visual disharmony." (Accessed online on April 11,2007: http://www.sfgov.org/site/planning_index.asp?id=41415) Thus there is an inherent conflict between promoting Harney Way as a tuck traffic route and as a main access way for the shoreline Candlestick Park. Although there is one pedestrian crossing pictured in the Executive Park Circulation Plan to connect Executive Park to Candlestick Point, there is no reference to how frequent truck travel along Harney Way may impact utilization of Candlestick Park by EP residents nor the quality of residents' air.

Additionally, that The Plan creates a high density residential area next to Highway 101 and Harney Way is inconsistent with the Bayview Hunters Point Area Plan Objective 3 to "Make surface street and freeway improvements to encourage truck traffic away from neighborhood residential and commercial areas."

Additional analysis about the health impacts of the proposed transportation policies for Executive Park may be viewed in the Transportation section of this analysis.

Proximity to Stationary Sources of Air Pollution (ES.2.b)
Currently there are no households in Executive Park that are within 500 feet of a stationary source of air pollution. The closest known stationary source is the SF Transfer Station and Recycling Facility, which is located on the other side of Highway 101 in Little Hollywood.

Executive Park as a Family Neighborhood
Researchers have found that children, pregnant women, the elderly and persons with existing health problems are especially vulnerable to adverse health effects from exposure to air contaminants. These effects may range from relatively mild temporary conditions, such as minor eye or throat irritation, shortness of breath, or headaches, to permanent and serious conditions such as birth defects, cancer, or damage to lungs, nerves, liver, heart, or other organs. (Accessed online on April 11, 2007: http://www.baaqmd.gov/dst/glossary.htm)

The Plan proposes to "Create a neighborhood supportive of diverse families and mixed incomes" (Objective 3, Policy 1) by the provision of at least 40% 2+ bedroom units in EP and through requiring "a model supportive of families, as articulated in the Executive Park Design Guidelines." As discussed in other indicator analyses, there are very limited references in the EP Design Guidelines to family-specific actions or policies. The Board of Supervisors approved 10,000 square feet for childcare in EP, but there is no reference to the creation of a childcare facility in the Executive Park Subarea Plan.

Given that there is a stated intention to bring children and families to EP, attention should be paid to the proximity of children and other vulnerable populations to Highway 101 and Harney Way as it becomes a designated truck route. In compliance with the CARB guidelines, the new childcare facility and any playgrounds or other areas intended for children's use should be located at least 500 feet away from the two roadways. Appropriate air filtration systems should be included in all units within 500 feet of Highway 101, or if possible in all units in Executive Park since there have been some adverse health effects found among children living 1,000 feet from a high-traffic roadway. If other sensitive land uses, such as a school, a park, or a community center predominantly utilized by children and the elderly, are constructed in EP, those land uses should also be in compliance with the CARB guidelines of 500 feet.

The Executive Park Design Guidelines encourage the use of operable windows to increase energy efficiency in the heating and cooling of buildings. It should be noted that the use of operable windows may increase exposure to outside air pollution – thus there is a tradeoff in using operable windows. The EP Design Guidelines also promote the use of trees and other landscaping techniques to shelter open spaces from prevailing winds. Although this action may improve the usability of open spaces in Executive Park, it will not necessarily address air pollution from the surrounding roadways.

Short Term Air Pollution Impacts from Construction Practices
Objective 3, Policy 1, of The Plan state "In the design and construction of new buildings, streets and open space in Executive Park, use best practices for sustainable design and resource conservation." Given that construction of EP involves excavation into Bayview Hill and the demolition of existing office buildings, there is substantial potential for construction of EP residential buildings to generate short-term air pollution for existing residents of The Cove and surrounding areas. Measures using best available control technology should be used to reduce the amount of toxics and particulate release into the air during demolition and construction in EP.

Impacts on Indoor Air Pollution
The Plan promotes good indoor air quality via the Design Guideline suggestion to use "Non-toxic materials (low-VOC adhesives, sealants, paints, coatings and carpets, and wood with no added ureaformaldehyde resins), natural daylight and

ventilation, operable windows" however implementation of these guidelines remains to be seen.

Potential Plan/Project Improvements

- Future planning and environmental review should include a site assessment to prevent roadway-related effects. Such an assessment should include: 1) hazard identification that assesses the cumulative traffic volumes and vehicle mix on roadways within a specified distance of the planned use, 2) use of available air pollution exposure modeling tools to assess the impact of roadway traffic on air quality at the site and the safety of residential development and need for mitigation measures. This approach is consistent with CARB call for context-specific evaluation and Policy 3.7 of the San Francisco General Plan Air Quality Element. (See the SFDPH report, Assessment and Mitigation of Air Quality-Land Use Conflicts in Urban Infill Development, for details about exposure assessment and mitigation.)
- The approval of sensitive land uses should be conditional on the inclusion of available engineering strategies to reduce indoor levels of ambient air pollution. Engineering solutions include providing mechanical ventilation, keeping building interiors under positive pressure, installing particulate filtration and carbon filtration as needed, and locating air intakes away from pollution sources. Critical in this approach is to match the design of ventilation solutions to the findings of exposure assessment. Ventilation design should be informed by a standard exposure assessment method and either represent best available technology or be certified by an air quality professional.
- The location of new residential buildings and other such sensitive receiver locations as daycares and playgrounds shall be located as distant as feasible from mobile sources of air pollution.
- A study of odor migration from the SF Transfer Station and Recycling Facility for all seasons of the year shall be conducted to determine all necessary disclosures regarding potential odor to new residents.
- All new residents shall be informed of all increased health risk associated with residing in proximity to and downwind from Highway 101 and adjacent to Harney Way.
- Dust control measures and best available control emissions technologies for construction equipment should be used to reduce the amount of toxics and particulate release into the air during demolition and construction in Executive Park.

Recommend Changes to the HDMT

Things to consider generally for this objective:

- Air quality is always evaluated in EIR, therefore should recommendations be focused on what to evaluate in EIR and possible mitigations to be made?
- If possible, add traffic volume data for Highways 101, 1 and 280 on the indicator page, and/or create additional new indicator with traffic volume.
- Consider changing stationary source data from EPA AIRS (which is focused on larger facilities) to one that has more local/smaller sources of air pollution. Consider using CEIDERS, CHAMPIS, or BAAQMD inventory data.

ST. Sustainable and Safe Transportation

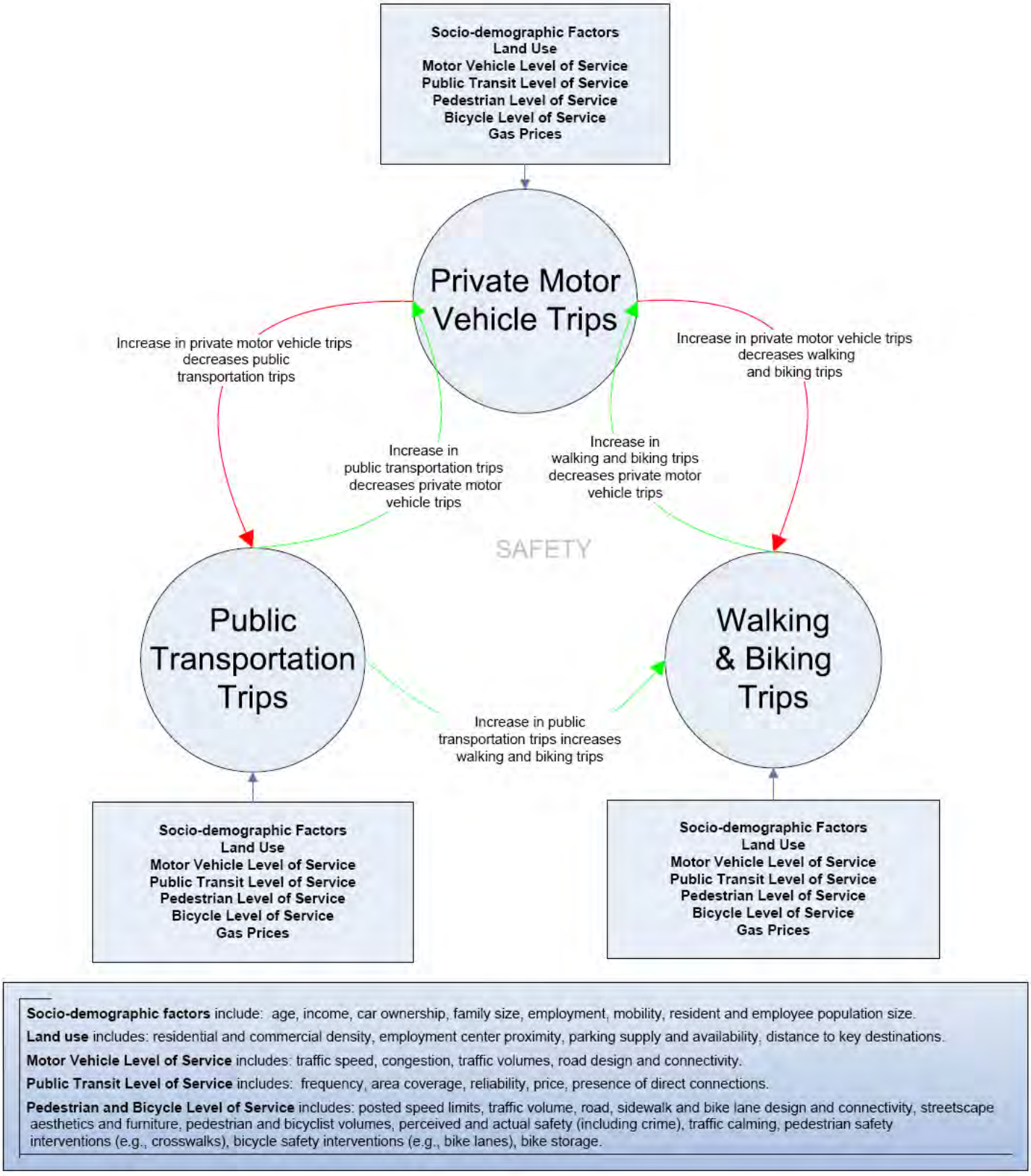
Sustainable and Safe Transportation (ST) Objectives:
ST.1 Decrease private motor vehicles trips and miles traveled
ST.2 Provide affordable, safe, and sustainable transportation options
ST.3 Increase traffic safety and non-motorized forms of transport

A critical principle in the design of sustainable neighborhoods is the integration of land use and transportation planning. This type of integrated planning supports a number of goals, including providing better *access* for people to the places they need to go and protecting our environment. *Access* is enhanced by co-locating the range of daily needs in closer proximity to each other. "Location efficient growth" ensures that new residential uses are in neighborhoods that are pedestrian friendly, and have retail shops and amenities, schools, parks and other services, such that the use of automobiles is less necessary. Location efficient growth also places jobs and housing near local and regional transit systems. The environmental and public health value of such an approach is clear – the reliance on personal vehicles, vehicle trips and miles traveled decreases while walking, biking, and public transit usage increases. These collective shifts in how people get around decrease traffic collisions, reduce exposure to traffic-related air and noise pollution, and increase levels of physical activity.

One of the goals of the Executive Park Subarea Plan is to reduce automobile dependency and develop San Francisco's first sustainable neighborhood. In order to effectively realize these goals, the Plan must facilitate residents' usage of non-private automobile dependent modes of travel, including the use of public transit, and walking and biking for access to their day-to-day needs. There are three complementary objectives in the Sustainable and Safe Transportation Element of the HDMT. Importantly, achievement of any one objective requires and supports achievement of the other two objectives. Achievement of all objectives is, in general, consistent with the stated Executive Park Subarea Plan.

Performance with respect to ST indicators and achievement of ST objectives is based on numerous and related land use, transportation and socio-demographic factors that impact motor vehicle, public transportation, and non-motorized transportation use and safety (Figure 1).

Figure 9. Transportation Modes, Trip Predictors and Inter-relationships



Objective ST.1 Decrease private motor vehicle trips and miles traveled
Residential car ownership is one predictor of the amount of motor vehicle trips and miles traveled associated with a project. Vehicle miles traveled (VMT) and vehicle trips are indicators of the amount of driving a project is anticipated to generate. Factors that influence private motor vehicle trips include socio-demographic factors, specifically income and family size. Lower income households tend to have lower rates of car ownership. Average family size correlates to higher car ownership rates.

Land use development also heavily influences vehicle trips, particularly in terms of the numbers of residents, employees, and patrons that will be users of a new development. Residential/commercial mix and density, and its proximity to public transit and pedestrian and bicycle routes can contribute to decreased car ownership, vehicle trips and miles traveled, by decreasing the distance between people's residential, employment, and other daily activities and increasing use of alternative travel modes. Additionally, parking supply, pricing and management may influence car ownership and therefore the number of vehicle trips and miles traveled. Land use practices that decrease driving, and therefore vehicle trips and VMT, reduce the risk of traffic collisions. Traffic calming programs that decrease posted and actual speeds, as well as road design, also reduces traffic collision risk and severity.

The quality, safety and convenience of public transit and pedestrian and bicycle facilities also determines transportation mode choice, and impacts indicators such as car ownership, vehicle trips and miles traveled. Increasing access to public transportation and public transportation options would generate a higher proportion of non-motorized trips and reduce the need for car ownership. Furthermore, "mobility management" programs that encourage efficient travel patterns may further decrease driving and car ownership.

Objective ST.2 Provide affordable, safe, and sustainable transportation options
There are a number of factors that affect the use of public transportation. Factors external to the transportation system include socio-demographic characteristics such as income, land use features such as density, development, and urban area size, transportation cost in relation to employment, gas prices, car ownership, and parking supply. Multiple land use strategies are often employed to influence these factors and ultimately increase the use of public transportation. For example, increasing housing density and neighborhood convenience to access goods and services shortens trips and encourages the use of public transportation. The co-location of retail, commercial, open space, and other essential services with residential areas promotes walking and the use of public transportation for both commuting to work and for shopping. Decreased availability and increased price of parking significantly increases the use of public transportation. Socio-demographic factors also play a role in the use of public transportation. Lower income communities tend to rely more heavily on public transportation than higher income communities, in part due to less car ownership.

Transportation system characteristics that influence use of public transit include frequency, pricing, reliability, perceived and actual safety, and coverage. For example, decreasing the cost of public transit would encourage increased rider utilization. Transit ridership also tends to increase if more people live and work near transit stops. Other non-motorized forms of transportation, such as walking and biking also have the potential to improve access to public transportation. Per capita transit ridership tends to increase with the quality of the pedestrian and bicycle environment. In addition to these factors, transportation management programs can help facilitate trip reductions, reduce car ownership, and promote the use of public transportation.

Objective ST.3 Increase traffic safety and non-motorized forms of transport
The number of people who walk in an area is impacted by pedestrian environmental quality (http://www.sfdph.org/phes/publications/Transportation/Tr_PEQI_Indicators.pdf), which reflects transportation system factors including: street and sidewalk design and connectivity, presence of street furniture, traffic volume, traffic calming features, pedestrian safety interventions such as crosswalks and countdowns, slope and the aesthetics and safety of the surrounding environment. Mixed-use, dense residential and commercial development, as well as close (i.e., <.5 mile) proximity of development to public transit, decreases the distance between people's residential, employment, and other (e.g. shopping, errands, social) activities and increases walking as a means of transportation. Walking is further impacted by socio-demographic factors, as many low-income people walk regardless of environmental quality because it is their primary means of transportation. Children, seniors or people with certain disabilities may have a limited ability to walk.

The number of people biking in an area is largely impacted by the presence and quality of bike lanes, bicycle network connectivity, proximity of development to public transit and other destinations, traffic volume and speed, slope and presence of bike storage, bike locks, and bike racks (including on public transit). Biking is further impacted by socio-demographic factors, including ability to ride a bike and for what distance.

Motor vehicle collisions with pedestrians and bicyclists resulting in injuries and fatalities are impacted by pedestrian and bicyclist volumes as well as traffic volume, traffic speed, and the street, sidewalk, and bike route environment. Pedestrian and bicyclist collision prevention would be supported by decreasing vehicle trips, miles traveled, and speeds. Land use and transportation system factors that promote pedestrian and bicycle safety and encourage cautious driving include: policies that promote decreased vehicle ownership and amount of driving (see ST Objective 1); practices that promote access and use of public transit (see ST Objective 2); traffic calming features that decrease vehicle speeds; and pedestrian and bicycle facilities that promote safety including connected, dedicated sidewalks, lanes, and paths, and interventions, such as pedestrian signals.

Our analysis of the Executive Park Subarea Plan will focus on factors specific to Land Use and Transportation Systems.

Healthy Development Measurement Tool Application	
Element	Sustainable Transportation
Objective	ST.1: Decrease private motor vehicles trips and miles traveled
Indicators	ST.1.a: Proportion of households owning a car ST.1.b: Average vehicle miles traveled by San Francisco resident per day ST.1.c: Gross number of vehicle trips per San Francisco resident per day ST.1.d: Number of motor vehicle collisions
Development Target	ST.1.a: Development provides structured parking ratios at the following ratios as a maximum: ▪ Min: Three spaces for every four households ▪ Benchmark: One space for every two households ▪ Max: N/A ST.1.b, ST.1.c: Development results in regional contributions to vehicle miles traveled that are: ▪ Min: Twenty percent below standard area trip generation rate for type and size of project ▪ Benchmark: Thirty percent below area trip generation rate ▪ Max: N/A ST.1.d: Development installs established design and engineering strategies empirically known to reduce motor vehicle collisions: ▪ Min: Implement or supplement of strategy cumulatively estimated to achieve a 10% reduction in motor vehicle collisions ▪ Benchmark: Strategies achieve an estimated 20% reduction in motor vehicle collisions ▪ Max: Employ or supplement implementation of all possible strategies to reduce vehicle collisions

Community Health Assessment

Executive Park

ST.1.a: According to the 2000 U.S. Census, 89% of the occupied households have at least one car in the census tract which EP resides in. It is highly likely that residential units in Executive Park are closer to 100% because of its geographic isolation. In the existing Candlestick Cove residences, there is one parking space currently included with each unit.

ST.1.b, ST.1.c: Data on these indicators are currently unavailable at the EP project level. The Metropolitan Transportation Commission (MTC) provides data on vehicle miles traveled (VMT) and numbers of vehicle trips at the county level and certain sub-county areas, but not for specific neighborhoods. The EIR for this project should include a traffic study that will estimate project generated vehicle trips and assign them to area roads. Based on a qualitative assessment of the project area, the average VMT within EP varies throughout the day and between days. The weekday daytime VMT is notable throughout EP, with drivers commuting to and from the office buildings in EP, residents from The Cove traveling to and from their homes, and commercial/industrial trucks traveling through EP using Harney Way. Football games at the adjacent Monster Park Stadium dramatically increase the traffic in the area, with hundreds of vehicles traveling on Harney Way, along Executive Park. According to Jim Mercurio (Director of Stadium Operations for the San Francisco 49ers), on game days, there are up to 21,000 vehicles parked at and around the stadium.

ST.1.d: According to Statewide Integrated Traffic Records System 2001-2005 data, 0 – 75 motor vehicle collisions occurred in or around Executive Park.

Visitacion Valley

ST.1.a: According to the 2000 U.S. Census, 79% of households have at least one car in VV. VV is in the MTC Mission

Superdistrict, which in 2005 had 1.358 average vehicles per household. MTC projects this figure to decrease to 1.320 by the year 2030.

ST.1.b, ST.1.c: Data on these indicators are currently unavailable at the VV neighborhood level.

ST.1.d: According to Statewide Integrated Traffic Records System 2001-2005 data, 459 motor vehicle collisions occurred in VV.

Bayview Hunters Point

ST.1.a: According to the 2000 U.S. Census, 77% of households have at least one car in BVHP. BVHP is in the MTC Mission Superdistrict, which in 2005 had 1.358 average vehicles per household. MTC projects this figure to decrease to 1.320 by the year 2030.

ST.1.b, ST.1.c: Data on these indicators are currently unavailable at the BVHP neighborhood level.

ST.1.d: According to Statewide Integrated Traffic Records System 2001-2005 data, 1,635 motor vehicle collisions occurred in BVHP.

Citywide

ST.1.a: According to the 2000 U.S. Census, 71% of households have at least one car in SF. In the year 2005, average vehicles per household ranged from a low of .526 vehicles per household in the Downtown Area to 1.134 in the Richmond District, 1.358 in the Mission District to a high in the Sunset of 1.497.

ST.1.b: According to the MTC, SF residents travel 8.8 vehicle miles per day within the Bay Area. In contrast, the Bay Area average is 15.9 VMT per day. Vehicle miles traveled per SF resident is the number of vehicle miles traveled by SF residents traveling within the Bay Area, divided by the number of residents living in SF for that year. This excludes all commercial/truck travel and all inter-regional travel, as well as VMT generated by non-residents commuting to work, shop, or play into a particular county or region. Compared to other Bay Area counties, SF has a relatively low VMT per resident.

ST.1.c: In 2006, the average vehicle trips traveled per resident in SF was 1.32 trips. In contrast, Bay Area residents generated 1.85 trips per day.

ST.1.d: According to Statewide Integrated Traffic Records System 2001-2005 data, 24,502 motor vehicle collisions occurred in SF.

Stated Plan/Project Facts

Executive Park Subarea Plan

Car ownership, VMT, vehicle trips, and vehicle collisions are not specifically mentioned in Executive Park Subarea Plan.

Land Use

- *Objective 1, Policy 1*: Create an urban neighborhood that balances density with livability.
- *Objective 1, Policy 1, Implementing Actions*:
  - Establish an Executive Park Residential Special Use District, with a base zone for the area changed from a C-2 to RM-3 Zoning District. The Special Use District should address the concentration of density at specific sites within Executive Park, and it should list the requirements in achieving a desired varied density. Rezone Executive Park from a C-2 (Community Business) Zoning District to a RM-3 (Residential, Mixed, Moderate Density) Zoning District.
  - The RM-3 (Residential, Mixed, and Moderate Density) Zoning District is intended to foster an urban mix of houses and apartments. It encourages a scale that respects the traditional lot patterns, and the articulation of facades typical of San Francisco neighborhoods. It encourages unit sizes and types suitable for a variety of households, and allows supporting nonresidential uses. The unit density permitted in the RM-3 Zoning District is 1 unit per 400 square feet of lot area.
  - Formulate planned unit development densities for overall lot areas before the area dedicated to streets and public open space is factored out.
  - Establish minimum development densities across the key portions of the Plan area.
- *Objective 1, Policy 3*: Create a neighborhood supportive of diverse families and mixed incomes.

- *Objective 1, Policy 3, Implementing Actions:*
  - Require a development model supportive of families, as articulated in the Executive Park Design Guidelines.
  - Require forty percent of all units in new development to have two or more bedrooms.
  - Encourage ten percent of units in new development to provide three or more bedrooms.
- *Objective 2, Policy 1*: Encourage the development of centralized neighborhood-serving retail uses to serve the daily needs of residents. As stated in the Executive Park Subarea Plan, establishing a town center in Executive Park would allow for people to travel more via foot or bicycle.
- *Objective 2, Policy 1, Implementing Actions*:
  - Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive.
  - Encourage small-scale retail uses throughout the Subarea.
- *Objective 2, Policy 2*: Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue. The Streetscape Master Plan should strive to improve the pedestrian and bicycle connection to Leland Avenue (the neighborhood commercial district for Visitacion Valley) in order to minimize the geographic barriers that currently exist.
- *Objective 2, Policy 2, Implementing Actions*:
  - Implement the provisions of the Street Master Plan and the Circulation Plan to provide the physical connections within the area and to adjacent neighborhoods.
  - Work with the neighborhoods to the west to program the use of the Visitacion Valley Community Facilities and Infrastructure Fee funds to improve the Leland Avenue Neighborhood Commercial District and its connections to Executive Park.

<u>Streets and Transportation</u>

- *Objective 1, Policy 2*: Reconfigure the intersection of Harney Way, Mellon Drive and Alanna Way to support the subarea's new role as a residential neighborhood." This section acknowledges that the main intersections in Executive Park are "less-than-ideal . . . on foot.
- *Objective 1, Policy 3*: Redesign Harney Way as an attractive waterfront. To allow for and encourage this, developers should provide a new 15-foot sidewalk should be provided parallel to the northern side of the street, with its outside edge 30 feet north of the current lot line. The area between this new sidewalk and the existing roadway should be landscaped and planted with street trees at a minimum of 20 feet on center. The implementing actions that support this policy include all implementing actions on page 9 of the Executive Park Subarea Plan.
- *Objective 2*: Encourages walking and biking as the primary means of accessing daily services and needs.
- *Objective 2, Policy 1*: A pedestrian network that will include streets devoted to or primarily for pedestrian use. There will be several pedestrian walkways and bike routes throughout Executive Park to connect to the town center for the sub-area, parks and open space, and adjacent neighborhoods.
- *Objective 2, Policy 1, Implementing Actions*:
  - Implement the provisions of the Circulation and Pedestrian Network and Public Open Space Plans.
  - Require new development to provide pedestrian improvements to meet or exceed the standards of the Pedestrian Network and Public Open Space Plan.
- *Objective 2, Policy 2*: Require new development to meet or exceed the standards of the Circulation Plan, including adequate facilities for bicycle users, such as secure and conveniently located bicycle parking. Improve pedestrian areas by ensuring human scale.
- *Objective 2, Policy 2, Implementing Actions*:
  - Implement the Streetscape Plan.
  - Implement the Pedestrian Network and Public Open Space Plan.
  - Require new development to meet or exceed the Streetscape Design Standards outlined in this plan including the installation, promotion and maintenance of landscaping in public and private areas.
- *Objective 2, Policy 3*: To encourage bicycle use as a means of transportation, a Circulation Plan would be implemented and include several new bike lanes along the public streets within Executive Park.
- *Objective 3*: Local [public transportation] service is provided by San Francisco Municipal Railway (MUNI) bus and light rail lines. One MUNI bus line, the 56-Rutland, provides direct service to Executive Park, and five other routes operate in the vicinity. The Third Street Light Rail Line runs on Bay shore Boulevard, with stops at the CalTrain Bay shore Station, and at Sunnydale and Arleta Avenues. Executive Park is also served with an existing shuttle system, a part of the area's Transportation Management Program.
- *Objective 3, Policy 1*: Provide a range of transportation opportunities to the residents of Executive Park.
- *Objective 3, Policy 1, Implementing Actions*:
  - Require the provision of Carshare spaces throughout the neighborhood. Information on vehicle locations and

availability should be publicly available to the community.
    - Encourage the use of transit in lieu of automobiles through the provision of transit passes to neighborhood residents.
    - Require revisions to the Transportation Management Program, and require all property owners within Executive Park to maintain, manage, and implement the program, including the expansion of the current Executive Park shuttle service.
    - Encourage the use of transit in lieu of automobiles through the provision of transit passes to neighborhood residents.
    - Incorporate the operations of future transit system services in and through the area.
- *Objective 3, Policy 3*: Discourage the ownership of automobiles by unbundling parking from the provision of housing. No one should be required to rent parking they do not want or need. The cost of parking is often aggregated in other costs, however, especially in rents for residential property. This forces people to lease parking, with no consideration of need or the availability of alternatives to driving. To avoid this, parking costs should be made visible and disaggregated from residential rents.

Urban Design
- *Objective 1, Policy 1*: Provide a consistent streetwall that defines the street as a useable, comfortable civic space.
- *Objective 2, Policy 1*: Preserve public views of the bay from the neighborhood and through the neighborhood from key distant public locations.
- *Objective 2, Policy 3*: Ensure that existing and new streets and open spaces receive adequate sunlight and sky access.

Community Facilities and Services
- *Objective 1, Policy 1*: Encourage development that provides the necessary community facilities to serve the intended population and to create a livable neighborhood.
- *Objective 1, Policy 1, Implementing Action*: City departments that will be involved in implementing the improvements should ensure that they are designed in a manner compatible with the Plan policies.

Recreation and Open Space
- *Objective 1, Policy 1*: Provide convenient access to a variety of recreation opportunities.
- *Objective 1, Policy 1, Implementing Actions*:
    - Implement the Pedestrian Network and Public Open Space Plan.
    - Link the area through pedestrian and bicycle improvements to other public open spaces such as Candlestick State Park and Bayview Hill Park.
- *Objective 1, Policy 2*: Provide adequate maintenance for public areas.
- *Objective 1, Policy 2, Implementing Action*: Require property owners to be responsible for the development and maintenance of public areas within the Subarea.

Transportation Management Program
- *Transportation Management Program (TMP)* (Exhibits, page 19):
    - Reduce dependency on vehicles by promoting public transportation, which includes increasing the number of bus trips and stops, promoting car sharing spaces throughout the neighborhood, and potentially expanding the Third Street Light Rail Line. Public transit would be encouraged through the provision of transit passes for neighborhood residents.
    - Carsharing: The developers will coordinate with one of the various carshare providers to provide carshare spaces throughout the neighborhoods."
    - *TMP General Principles 8*: Unbundling Parking: Developers should consider reducing the amount of parking provided and unbundling parking. Reducing the amount of parking, in conjunction with a car share program, could decrease the auto use since residents would be rewarded for not having a vehicle.

Evaluation of Plan/Project

The Executive Park Subarea Plan is evaluated based on HDMT development targets to reduce the need for EP residents to own a vehicle, therefore decreasing the number of vehicle trips and VMT. If there is a reduction in vehicle ownership, there will more likely be a reduction in vehicle collisions.

ES.1.a –Structured Parking Ratios

The development target for this indicator is not met as The Plan does not limit structured parking. The geographic isolation of EP may make it difficult for residents not to own a car. The Plan's location relative to existing public transport is likely to increase this tendency along with the relatively high expected income of future EP residents. Currently, all households in the EP area have vehicles (SF Transportation Authority).

Streets and Transportation Section, Objective 3, Policy 1 and the TMP, a car sharing program is mentioned as an incentive to decrease car ownership. Requirements for this program are not specified. Most car share locations only have 2-3 cars available, which may or may not be sufficient to meet EP demand for shared cars at different times throughout the day and week.

Streets and Transportation Section, Objective 3, Policy 3 is geared towards discouraging automobile ownership by unbundling parking from the provision of housing. Unbundling parking would create an economic incentive to encourage a reduction of vehicle ownership and therefore encourage alternative forms of transportation. However, this strategy is not explicitly required in The Plan. Unbundling the cost of parking could also be applied to commercial uses. Unbundling of parking would also lower housing prices, as the cost of parking spaces would not be directly factored into the cost of housing unit prices.

Land Use Section, Objective 1, Policy 2 could potentially increase and/or decrease car ownership. All things being equal, lower income households tend to have a lower rate of car ownership. Building all the inclusionary housing on site could better facilitate mixed-income households. Given the location of the project and the relatively high incomes necessary to afford below market rate housing in San Francisco, however, it is likely that this strategy would not materially affect car ownership rates.

ST.1.b, ST.1.c – Vehicle Trip Reductions

There is currently no information in The Plan to quantify its impacts on transportation demand reduction, therefore it is uncertain whether the development target will be met. Based on projections for 8,000 new residents, there is a potential for increasing the number of vehicle trips in the area by 10,560 trips per day. This is estimated by taking the average vehicle trips traveled by SF residents per day in 2006 (1.32 trips per resident per day) and multiplying by the anticipated 8,000 new residents in EP. There is also a potential of increasing the total VMT in SF by 70,400 VMT per day. This is estimated by using the MTC average of 8.8 VMT per SF resident per day and multiplying by the anticipated 8,000 new residents in EP. These are likely to be underestimates of vehicle trips and VMT generated by future EP residents because EP is in a more geographically isolated area than the majority of transit-rich SF.

Community members have repeatedly expressed their concern at community meetings about the increased traffic in the area given the potential 8,000 new residents and the limited number of roads connecting EP to surrounding neighborhoods. To access VV, residents must cross under Highway 101 at either Blanken Avenue or Alanna Way. Blanken Avenue is a small two-lane street leading into a residential neighborhood called Little Hollywood.

In order to decrease VMT in geographically isolated areas like EP, there must be alternatives to driving and policies that facilitate alternative modes of transport. Many ideas are proposed in The Plan's transportation element, but these goals have limited explicit and enforceable implementing actions. The following Plan features are likely to affect vehicle trips generated by the project:

- The project's RM-3 zoning and proposed density would be sufficient to facilitate a high level of transit services, which in turn could help reduce project generated vehicle trips. However, current transportation services are not convenient or adequate to encourage transit use.
- Land Use Section, Objective 2, Policy 1 establishes a town center in EP that would allow for people to travel more via foot or bicycle, reducing vehicle trips. This policy has two implementing actions, which require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive and encourage small-scale retail in all other areas. Establishing a town center and a greater mix of residential and commercial uses would provide employment centers near housing and allow for people to live and work in Executive Park, thus reducing the need for a car. One of the TMP implementing actions might require retail tenants to hire a certain percentage of local residents, which could also reduce non-residential trips and the need for a car. It is unclear what types of retail will be present.
- Community Facilities and Services Section, Objective 1, Policy 1 encourages development to provide necessary community facilities to serve the population and create a livable neighborhood. Schools, parks, and community facilities can help create a more walkable neighborhood. The implementing action for this policy is very vague and only states that City departments will be involved in implementing the improvements and should ensure that they are designed in a manner compatible with The Plan policies.

- Recreation and Open Space section, Objective 1, Policy 1 provides convenient access to a variety of recreation opportunities. Implementing actions include implementing the Pedestrian Network and Public Open Space Plan and linking public open spaces, such as Candlestick State Park and Bayview Hill Park. However, there is no detailed information on specific pedestrian measures to access these parks and open spaces.
- Streets and Transportation Section, Objective 3, Policy 1 provides a range of transportation opportunities to the residents of EP. There are implementing actions to require a Transportation Management Program, encourage the use of transit in lieu of automobiles through the provision of transit passes to neighborhood residents and incorporate the operations of future transit system services in and through the area. A Transportation Management Program could help facilitate trip reductions and reduce car ownership. Key points in the Transportation Management Program include a car pool matching program, shuttle service to public transportation, car sharing, and real time information on transit availability and unbundling parking. In addition, there is an implementing action to establish a transit store or agreements with an independent retailer to sell transit passes. The Plan states that the provision of discount tickets should be considered, but does not discuss funding for this discount. In the Design Guidelines, The Plan mentions that rent or condo fees should include a monthly MUNI pass, but does not mandate them or discuss funding.
- The following policies encourage walking and biking, and could reduce car ownership.
  - Land Use Section, Objective 2, Policy 1
  - Streets and Transportation Section, Objective 1, Policy 2
  - Streets and Transportation Section, Objective 1, Policy 3
  - Streets and Transportation Section, Objective 2, Policy 1
  - Streets and Transportation Section, Objective 2, Policy 3

For specifics on the above, see indicator analysis in ST.3.e and ST.3.d.

ST.1.d. – Motor Vehicle Collision Reductions
There is insufficient information in The Plan to make a judgment about this development target. One strategy to decrease motor vehicle collisions is to decrease the number of vehicle trips as discussed above.

Potential Plan/Project Improvements

Reducing Car Ownership:
- Require sufficient car share slots.
- Mandate the unbundling of parking from the housing sales.
- Reduce minimum parking requirements for housing.
- Cap the number of parking spaces for the residential uses. Minimum three spaces for every four households.

Reducing Vehicle Trips:
- Increasing inclusionary housing and mandating inclusionary housing be on-site.
- Increase public transportation to Executive Park.
- Make it easier for people to use cars when they need them, without having to own a car. Have zip car and car share parking spots.
- Require transit pass discounts for all low-income Executive Park residents/households.
- Solidify plans to expand the light rail for future use.
- Require safer pedestrian walking between neighborhoods, including lighting, wide sidewalks, and pedestrian crosswalks.

Recommend Changes to the HDMT

- Incorporate an indicator on parking spaces or parking needs.

Healthy Development Measurement Tool Application	
Element	Sustainable Transportation
Objective	ST.2 Provide affordable, safe, and sustainable public transportation options
Indicators	ST.2.a: Proportion of commute trips made by public transit ST.2.b: Proportion of households with .25 mile access to local bus or rail link ST.2.c: Proportion of households with .50 mile access to regional bus, rail or ferry link ST.2.d: Average transport expense relative to median income in San Francisco
Development Target	ST.2.a: Development results in: ▪ Min: 10% increase in the trips made by public transportation ▪ Benchmark: 25% increase in the trips made by public transportation ▪ Max: 50% increase in the trips made by public transportation ST.2.b, ST.2.c: New residential development is situated within: ▪ Min: N/A ▪ Benchmark: .25 mile access of local bus or rail link ▪ Benchmark: .50 mile access of regional bus or rail link ▪ Max: N/A ST.2.d: Development subsidizes public transit passes for households earning <200% of the poverty line

Community Health Assessment

Executive Park

ST.2.a: According to the 2000 U.S. Census, 23% of commute trips in the census tract in which EP is located are made by public transportation. Data on commute trips among existing EP households are unavailable.

ST.2.b: 100% of households in EP are within 0.25 mile access to local bus or rail link. There is only one bus line, the 56-Rutland, with three stops in Executive Park.

ST.2.c: None of households in EP are within 0.50 mile access to regional bus, rail or ferry link. The CalTrain station, the closest regional transportation system, is over 0.75 mile away. In order for a resident to access the CalTrain Station, one would have to walk under Highway 101 on Blanken Ave, which is not well lit and has no crosswalks.

ST.2 d: Data on this indicator are currently unavailable for the Executive Park project area.

Visitacion Valley

ST.2.a: According to the 2000 U.S. Census, 29% of the commute trips in VV are made by public transportation. This percentage is below the City average and neighborhoods with similar socio-demographic characteristics.

ST.2.b: 100% of households in VV are within 0.25 mile access to local bus or rail link. There is currently a transportation improvement project to extend the Third Street Light Rail into VV, which is anticipated to improve access between VV and downtown.

ST.2.c: 29% of households in VV are within 0.50 mile access to regional bus, rail or ferry link.

ST.2.d: Data on this indicator are currently unavailable at the VV neighborhood level.

Bayview Hunters Point

ST.2.a: According to the 2000 U.S. Census, 25% of the commute trips in BVHP are made by public transportation. This percentage is below the City average and neighborhoods with similar socio-demographic characteristics.

ST.2.b: 100% of households in BVHP are within 0.25 mile access to local bus or rail link. There is currently a transportation improvement project to extent the Third Street Light Rail into BVHP, which is anticipated to provide improved access between BVHP and downtown.

ST.2.c: There are no households in BVHP within 0.50 mile access to regional bus, rail or ferry link.

ST.2.d: Data on this indicator are currently unavailable at the BVHP neighborhood level.

Citywide

ST.2.a: According to the 2000 U.S. Census, 33% of the commute trips in SF are made by public transportation.

ST.2.b: 100% of households in SF are within 0.25 mile access to local bus or rail link.

ST.2.c: 22% of households in SF are within 0.50 mile access to regional bus, rail or ferry link. There are a total of thirteen regional bus, rail or ferry link stations in SF.

ST.2.d: The Consumer Expenditure Survey of 2003-2004 reports that on average SF residents spent $8,049 on private transportation costs annually. These costs include vehicle purchases (net outlay), vehicle finance charges, gasoline and motor oil, maintenance and repairs, vehicle insurance, and vehicle rentals, leases, licenses and other charges. This figure reflects approximately 14% of overall expenditures, based on median income. In contrast, public transportation expenditures, which include fares for mass transit, buses, trains, airlines, taxis, school buses for which fare is charged, and boats, only accounts for $830 annually, or 1% of transport expense relative to median income.

Caveats

- This analysis was conducted before the official opening of The San Francisco Municipal Railway's Third Street light-rail project and does not take into account in the retiring of the 15-Third bus route and service delays of the new T-Third streetcar.
- Although all households are within 0.25 miles of a local bus or rail stop, proximity does not necessarily equal accessibility.
- Transport expenditures vary considerably by income level, by distance traveled to work, and by availability of public transit. While the information above does not stratify expenditure by income levels, transportation costs are particularly burdensome for low-income households, which devote greater proportions of their incomes to transportation-related expenses than do higher-income households.

Stated Plan/Project Facts

Executive Park Subarea Plan

The following polices and implementing actions from the Executive Park Subarea Plan are relative to the indicators in objective ST.2:

Land Use

- *Objective 1, Policy 1*: Create an urban neighborhood that balances density with livability.
- *Objective 1, Policy 1, Implementing Actions*:
  - Establish an Executive Park Residential Special Use District, with a base zone for the area changed from a C-2 to RM-3 Zoning District. The Special Use District should address the concentration of density at specific sites within Executive Park, and it should list the requirements in achieving a desired varied density. Rezone Executive Park from a C-2 (Community Business) Zoning District to a RM-3 (Residential, Mixed, Moderate Density) Zoning District.
  - The RM-3 (Residential, Mixed, Moderate Density) Zoning District is intended to foster an urban mix of houses and apartments. It encourages a scale that respects the traditional lot patterns, and the articulation of facades typical of San Francisco neighborhoods. It encourages unit sizes and types suitable for a variety of households, and allows supporting nonresidential uses. The unit density permitted in the RM-3 Zoning District is 1 unit per 400 square feet of lot area.
  - Formulate planned unit development densities for overall lot areas before the area dedicated to streets and public open space is factored out.
  - Establish minimum development densities across the key portions of the plan area.
- *Objective 1, Policy 2*: Create a neighborhood supportive of diverse families and mixed incomes.
- *Objective 1, Policy 2, Implementing Actions*:
  - Require a development model supportive of families, as articulated in the Executive Park Design Guidelines.
  - Require forty percent of all units in new development to have two or more bedrooms.
  - Encourage ten percent of units in new development to provide three or more bedrooms.
- *Objective 2, Policy 2*: Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue. The Streetscape Master Plan should strive to improve the pedestrian and bicycle connection to Leland Avenue (the neighborhood commercial district for Visitacion Valley) in order to minimize the geographic barriers that currently exist.

- *Objective 2, Policy 2, Implementing Actions*:
  - Implement the provisions of the Street Master Plan and the Circulation Plan to provide the physical connections within the area and to adjacent neighborhoods.
  - Work with the neighborhoods to the west to program the use of the Visitacion Valley Community Facilities and Infrastructure Fee funds to improve the Leland Avenue Neighborhood Commercial District and its connections to Executive Park.

Streets and Transportation

- *Objective 2, Policy 1*: Create a pedestrian network that includes streets devoted to or primarily oriented to pedestrian use.
- *Objective 2, Policy 1, Implementing Actions*:
  - Implement the provisions of the Circulation and Pedestrian Network and Public Open Space Plans.
  - Require new development to provide pedestrian improvements to meet or exceed the standards of the Pedestrian Network and Public Open Space Plan.
- *Objective 2, Policy 2*: Improve pedestrian areas by ensuring human scale.
- *Objective 2, Policy 2, Implementing Actions*:
  - Implement the Streetscape Plan.
  - Implement the Pedestrian Network and Public Open Space Plan.
  - Require new development to meet or exceed the Streetscape Design Standards outlined in this plan including the installation, promotion and maintenance of landscaping in public and private areas.
- *Objective 3, Policy 1*: Provide a range of transportation opportunities to the residents of Executive Park.
- *Objective 3, Policy 1, Implementing Actions*:
  - Require revisions to the Transportation Management Program, and require all property owners within Executive Park to maintain, manage, and implement the program, including the expansion of the current Executive Park shuttle service.
  - Encourage the use of transit in lieu of automobiles through the provision of transit passes to neighborhood residents.
  - Incorporate the operations of future transit system services in and through the area.

Objective 3, Policy 3: Discourage the ownership of automobiles by unbundling parking from the provision of housing.

Community Facilities and Services

- *Objective 1, Policy 1*: Encourage development that provides the necessary community facilities to serve the intended population and to create a livable neighborhood.
- *Objective 1, Policy 1, Implementing Actions*: City departments that will be involved in implementing the improvements should ensure that they are designed in a manner compatible with the Plan policies with specific regards to Street Improvements: Blanken Avenue sidewalk widening and lighting improvements, Leland Avenue streetscape improvements and services for residents such as libraries and schools, and its own special character shaped by its physical setting, streets, buildings, open spaces, and residents.

Transportation Management Program (TMP)

- The TMP is "intended to increase public transit ridership levels among the residents of Executive Park. It is also intended to divert residents from their cars to public transit.
- The TMP *Implementing Actions:*
  - Expand the existing shuttle service and provide shuttle stops at Balboa Park, Bayshore/Visitacion (near the LRT stop), Caltrain station, and the Executive Park Town Center, and/or incorporate the operations of future transit systems services.
  - Assign a Transportation Management (TMP) Coordinator who is responsible for complying with and reporting technical aspects of the TMP. As part of these responsibilities, the coordinator will conduct an annual study of residents to determine the current modal split, and find out what other improvements would be necessary.
  - Require allocation of car sharing spaces within each development.
  - Require the establishment and maintenance of a carpool matching program which allows residents to access a bank of information regarding who is available to drive and ride in carpools, and designates casual carpool locations, including one located at the town center.
  - Establish a transit store or agreements with an independent retailer to sell transit passes (Muni fastpass or one-time fares, BART tickets, Caltrain tickets). The provision of discount tickets should be considered.
  - Developers should consider reducing the amount of parking provided and unbundling parking.
  - Other TMP suggestions include working with Caltrans to create HOV-bypass lanes at the U.S. 101 on-ramps (which would provide an incentive to carpool), or requiring retail tenants to hire a certain percentage of local

residents (to reduce non-residential trips).

Evaluation of Plan/Project

This evaluation will examine HDMT development targets and indicators based on the relationship between transportation and land use planning, and will focus on external factors and internal factors described in the overview section for this Element. External factors are largely exogenous to the transportation system and internal factors are more specific to transportation plans. The external factors include land use (commercial and residential development, employment, parking availability), population socio-demographic factors (employment and income). and internal factors transportation level of service, pedestrian facilities, bicycle facilities, and streets.

Development Targets

ST.2.a: It is possible that the HDMT minimum development target will be met with respect to a 10% increase in public transportation with the proposed Plan, but there is a level of uncertainty that exists because of the lack of specificity in The Plan. There is no specific information on the use of public transportation in EP. It is unlikely that all of the land use and transportation programs would decrease public transportation, but there is difficulty in predicting the full travel impacts of land use management and design strategies.

ST.2.b: EP currently meets the HDMT benchmark development target of 0.25 mile access of a local bus or rail link. The Plan does not enhance the status of this indicator.

ST.2.c: The Plan fails to meet the benchmark of this development target. The Plan does, however, address increasing access regional transportation needs.

ST.2.d: While The Plan proposes subsidized transit passes for residents in EP, subsidy levels are not referenced and providing passes is not "required." The policy is not described in detail and it is unclear who will qualify for transit passes and how many passes each household would receive. Therefore, it is difficult to assess whether the development target for this indicator will be met.

External Factors

Land Use

Density: Increasing housing density is empirically associated with fewer personal vehicle trips, as density makes a higher level of public transportation service feasible. The Plan, Land Use Section, Objective 1, Policy 1 states that EP would be rezoned from a commercial district (C2) to a residential, mixed, moderate density district (RM-3). The permitted density in a RM-3 zoning district is 1 unit per 400 square feet of lot area. Transit-oriented development generally requires at least 6 residential units per acre in residential areas, so the RM-3 zoning would be sufficient for EP to be transit-oriented.

Commercial and Residential Development: Co-locating residential, retail, and employment uses is also know to reduce personal vehicle travel. The Plan, Land Use Section, Objective 2, Policy 1 will establish a town center in EP that would allow for people to travel more via foot or bicycle, thus possibly reducing car ownership and encouraging the use of public transportation. This policy has two implementing actions: 1) to require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive; and 2) to encourage small-scale retail in all other areas. Establishing a town center and a greater mix of residential and commercial land would provide employment centers near housing and allow for people to live and work in EP, thus reducing average trip distances, and being more amenable to alternative transportation modes, such as public transportation. The Plan offers no detail on the type of small-scale retail it intends to attract.

Community Facilities and Services, Objective 1, Policy 1 encourages development to provide necessary community facilities to serve the population and create a livable neighborhood. Schools, parks and community facilities can help create a more walkable neighborhood. Walkable neighborhoods are more amendable to public transportation. The implementing action for this policy is vague and only states that City departments involved in implementing Plan improvements should ensure that they are designed in a manner compatible with Plan policies.

Land Use Section, Objective 1, Policy 2 "Create a neighborhood supportive of diverse families and mixed incomes" could potentially increase public transportation. Lower income communities rely more heavily on public transportation than

higher income communities. In addition, children, the elderly and the disabled tend to use more public transportation. This policy does not have any concrete implementing actions to facilitate mixed incomes in EP. Building inclusionary housing on-site could better facilitate mixed income households thus increasing public transportation. This policy is also in support of diverse family occupancy, but average family size correlates to higher car ownership rates. Implementing actions which encourage diverse families includes requiring 40% of all units in new development to have two or more bedrooms and encourages 10% of units in new development to provide three or more bedrooms. It is unlikely that the development would dramatically increase the average family size. For more information, see the Housing Element analysis.

Parking Availability: Streets and Transportation Section, Objective 3, Policy 3 is geared towards discouraging automobile ownership by unbundling parking from the provision of housing. Unbundling parking is suggested but not required by The Plan. Such a policy could provide an economic incentive for the reduction of vehicle ownership (for more information on decreasing vehicle ownership, see the objective ST.1 analysis) and therefore encourage alternative forms of transportation. Reducing the availability or increasing the cost of parking can provide an incentive for the use of public transportation. In addition to unbundling parking for residential uses, structured parking supply could be firmly limited and be unbundled for commercial land uses. The unbundling of parking would also lower housing prices, thus creating more affordable housing. Requiring unbundled parking and restricting structured parking would be implementation actions consistent with Plan intent.

Population Socio-Demographic Factors

Employment: The Transportation Management Plan includes an implementing action that would require retail tenants to hire a certain percentage of local residents. Such a policy could reduce non-residential trips and reduce the need for a car, thus encouraging public transport. The Plan, however, is vague in stating what type of retail the EP development is planning on attracting and needs to elaborate on the balance of housing with jobs. For more information on employment, see Healthy Economy Element analysis.

Internal Factors

Transportation Level of Service: Currently, EP has limited public transportation options. Although all household units are within 0.25 mile of a local bus/rail stop, there is only one bus line (the 56-Rutland), that runs through Executive Park, making three stops in the area. During peak hours, the 56-Rutland runs every thirty minutes and takes forty-five minutes with one transfer to reach the Financial District. The closest bus stop in VV, the 15 -Third, which stops on Third Street, is more than 0.5 mile away across Highway 101. The closest bus stop, the 29-Sunset in BVHP is approximately 0.75 mile away. The new Third Street Light Rail's closest stop is in VV, across Highway 101 and approximately one mile walking distance from EP. In addition, VV is home to a CalTrain station which provides regional transportation to the South Bay. The stop is over 0.5 mile away, across Highway 101 and has poor pedestrian access. The Plan states that the VVCFIFF will use a portion of the funds for streetscape improvements on Blanken Avenue, widening sidewalks and lighting improvements, which would make access to transit in Visitacion Valley safer. The closet regional transportation system to the East Bay is BART, which is approximately five miles from EP. The Transportation Management Plan discusses shuttle service to these transportation stops and describes plans to increase shuttle service based on demand. In order for EP to more directly increase the use of public transportation, more transit stops need to be located in and near EP.

Streets and Transportation Section, Objective 3, Policy 1, "Provide a range of transportation opportunities to the residents of Executive Park" includes implementing actions to require a Transportation Management Program, encourage the use of transit in lieu of automobiles through the provision of transit passes to neighborhood residents, and incorporate the operations of future transit system services throughout the area. A Transportation Management Program could help facilitate trip reductions, reduce car ownership, and promote the use of public transportation. Key features of the Transportation Management Program include shuttle service to public transportation, real time information on transit availability, and unbundling parking costs. The Plan is unclear with respect to how the number of shuttle trips and number of stops will expand, although this is a required provision of the Transportation Management Program. Currently, the shuttle service provided in EP comes every forty minutes during peak hours, running to and from the Caltrain and BART stations. Even if the discussed expansion of the Third Street Light Rail through EP is implemented, it would not be in service for the several years required for construction.

Increasing public transportation options and access would create a higher proportion of non-motorized trips and thus reduce the need for a car. Streets and Transportation Section, Objective 3, Policy 2 focuses on encouraging the expansion of public transportation by designing streets with a right-of-way area. The Plan briefly discusses the extension

of a light rail or other rapid transit system from Bayshore and Geneva Avenues along Harney Way to Candlestick Point and beyond to Hunters Point. The Plan states a right-of-way for this new transit line may extend through EP. There are no policies or implementing actions to increase public transit to EP.

The level of funding for transit subsidies has been shown to influence transit ridership. Streets and Transportation Section, Objective 3, Policy 1 discusses transit passes. There is an implementing action to establish a transit store or agreements with an independent retailer to sell transit passes. The Plan states that the provision of discount tickets should be considered, but does not discuss funding or implementation for this discount. The Plan's Design Guidelines mentions that rent or condo fees should include a monthly MUNI fast pass, but does mandate them or discuss funding. The current cost for an adult MUNI monthly fast pass is $45.00 and a single adult cash fare for a ninety minute use is $1.50. Discounted passes for senior citizens over sixty-five and youth aged five to seventeen are available for $10. Passes are also available to qualified low-income residents for $35. Regional transportation costs vary based on distance traveled. A one way trip on Caltrain ranges anywhere from $2.25 - $9.75 and monthly passes range from $59.75 - $258.50. BART costs range from $1.40 – $5.50 for a one-way trip. There are no implementing actions that address the affordability of public transportation. If public transportation access in EP increases, there is a potential to decrease the amount of income spent on private transit. This is also true for unbundled parking and car share programs within EP, which would discourage private vehicle ownership and decrease private transit costs.

Pedestrian Facilities, Bicycle Facilities and Streets: Pedestrian and cycling improvements improve access around transit stops. Per capita transit ridership tends to increase with the quality of the pedestrian and bicycle environment. The following policies encourage walking and biking, and could improve access to public transportation:

- Land Use Element, Objective 2, Policy 1
- Streets and Transportation Element, Objective 1, Policy 2
- Streets and Transportation Element, Objective 1, Policy 3
- Streets and Transportation Element, Objective 2, Policy 1
- Streets and Transportation Element, Objective 2, Policy 3

For analyses of these policies, see the Objective ST.3.

Potential Plan/Project Improvements

- The Executive Park Subarea Plan should require coordination with transit service providers. Additional routes, expanded coverage, increased service frequency, and longer hours of operation are needed in the public transportation system surrounding Executive Park to increase ridership. The addition of a downtown express bus and expansion of the Third Street Light Rail would provide necessary public transit for Executive Park.
- The Plan should unbundle the cost of parking from the sale of residences or rent of commercial space.
- The Plan should unbundle parking from the housing provision in order to increase public transportation ridership. In order for this parking strategy to function properly, building owners must be able to lease or sell excess parking spaces and City planning needs to regulate residential parking and on-street parking to avoid spillover problems that could result if residents use on street parking to avoid paying rents for parking spaces.
- To incentivize use of public transportation, establish a residential transit pass program to be used on all transit services around Executive Park that charges each residential unit each month through homeowner's fees. To ensure public transportation for low income residents is affordable, ensure that below market rate units receive discounted transit passes.
- Providing car share spaces throughout the neighborhood in proportion to the estimated number of residents would eliminate the need to own a car, but give them access when necessary.
- Implementing safer pedestrian walking between neighborhoods, including lighting, wide sidewalks, and pedestrian crosswalks through a development agreement or other means would make access to public transportation safer and encourage transit ridership.

Recommend Changes to the HDMT

The indicators do not accurately reflect the objective "Provide affordable, safe, and sustainable public transportation options". The indicators mostly reflect accessibility. Need to incorporate better measures of affordability, safety and sustainability.

Healthy Development Measurement Tool Application	
Element	Sustainable Transportation
Objective	ST.3: Increase traffic safety and non-motorized forms of transport
Indicator	ST.3.a: Area score on the Pedestrian Environmental Quality Index [in process] ST.3.b: Ratio of miles of bicycle lanes and paths to miles of roads ST.3.c: Proportion of residential streets with 20 mph speed limit ST.3.d: Proportion of commute trips made by walking, biking, or other means ST.3.e: Number of pedestrian injuries and fatalities ST.3.f: Number of bicycle collisions
Development Target	ST.3.a: Development preserves or improves Pedestrian Environmental Quality as follows: ▪ Min: Maintain or ensure the PEQI score in an acceptable range ▪ Benchmark: Achieve one grade level improvement in PEQI score ▪ Max: Achieve a PEQI score of greater than 90 ST.3.b: Development includes bicycle lanes linked to the City's existing bicycle network ST.3.c: New residential development uses traffic calming devices to reduce speed to less than 20 mph on interior streets ST.3.d: Development results in: ▪ Min: 10% increase in trips made by walking or biking ▪ Benchmark: : 25% increase in trips made by walking or biking ▪ Max: 50% increase in trips made by walking or biking ST.3.e: Development includes established design and engineering strategies empirically known to reduce pedestrian injuries: ▪ Min: Implement or supplement of strategy cumulatively estimated to achieve a 10% reduction in pedestrian injuries ▪ Benchmark: Strategies achieve an estimated 20% reduction in pedestrian injuries ▪ Max: Employ or supplement implementation of all possible strategies to reduce pedestrian injuries ST.3.f: Development installs established design strategies known to improve bicycle safety: ▪ Min: Employ or supplement implementation of one strategy to reduce bicycle-vehicle collisions ▪ Benchmark: Employ or supplement implementation of three strategies to reduce bicycle-vehicle collisions ▪ Max: Employ or supplement implementation of all possible strategies to reduce bicycle-vehicle collisions
Community Health Assessment	

Executive Park

ST.3.a: The Pedestrian Environmental Quality Index (PEQI) data is currently being analyzed for Executive Park EP. Potential challenges to pedestrian environmental quality in EP include:

- A lack of crosswalks or other pedestrian safety countermeasures from EP across Harney Way to Candlestick Park. There is pedestrian bridge in front of Monster Park, though Candlestick Park could be physically accessible at all points, which potentially facilitates pedestrians not crossing at the pedestrian bridge but at non-designated locations which may require stepping over a small guard rail.
- Harney Way is a 4-lane, two-way street with notable traffic including commercial/industrial trucks.
- EP sidewalks are currently not connected and are completely absent in some places. Roads and intersections are relatively wide and therefore more hazardous to cross. For example, current pedestrian crosswalks at entrances to Executive Park are up to five lanes long.
- The Cove is a gated facility, with a guarded, drive-through entry/exit designed for motor vehicles as opposed to pedestrians. There are no sidewalks, only paved roads into The Cove.
- The intersection of Harney Way, Mellon Drive, and Alanna Way has high traffic volume. The intersection is almost a four way stop but there is no stop sign present on Harney Way heading southwest. There is only one crosswalk going across the EP entrance on Thomas Mellon Circle. Without a buffer between the curb and street, the truck traffic is notably close to pedestrians walking down Alanna Way and Harney Way.

ST.3.b: Data on this indicator are currently unavailable for the EP project area. However, there are no roads with official bike lanes in EP. Harney Way is designated as a bike "route" (http://www.bicycle.sfgov.org/site/uploadedfiles/dpt/bike/SFBikeMap2002.pdf), where bikes and cars can share the road. However, there is no specific designation, such as on-street striped lanes or signed routes for bikes, which is a particular concern given the heavy traffic, including trucks, on Harney Way. Candlestick Park is part of the San Francisco Bay Trail, which is a multi-use trail and is used by bicyclists.

ST.3.c: Data on this indicator are currently unavailable for the EP project area. However, the PEQI instrument collects information on posted speed limits. A qualitative assessment of the EP area found that there were no speed limits posted. Therefore, the de facto SF speed limit of 25 mph applies to the area. Additionally, based on speed limit data provided by the HDMT, Harney Way, which is not a residential street but is a key street in the Executive Park Subarea Plan that connects the new residential community to the waterfront, has a posted speed limit of 35-40 mph, at least 10 mph above the de facto San Francisco speed limit of 25 mph. Posted and actual speeds have implications for pedestrian injury severity, with increases in speed associated with serious increases in injury severity.

ST.3.d: Data on this indicator are currently unavailable for the EP project area. However, a review of data for the census tract in which EP is located, illustrates that 2% of the 2,400 residents in the EP walk or bike to work. This is notably lower than the citywide average of 14%.

ST.3.e: Data on this indicator are currently unavailable for the EP project area. Reviewing an intersection level map reveals that three pedestrian injury collisions were reported in the EP census tract from 2001-2005. This data would also ideally be reported as the rate of injury per 5-year period per number of pedestrians in the area, which would also capture the number of people at-risk for injury, but data on the number of pedestrians is not available. There is also potential reporting bias of pedestrian injuries as residents of some areas are more or less likely to report injuries, based on demographic characteristics such as immigrant status.

ST.3.f: Data on this indicator are currently unavailable for the EP project area.

Visitacion Valley

ST.3.a: Data on this indicator are currently unavailable at the VV neighborhood level.

ST.3.b: The exact ratio of miles of bicycle lanes and paths to miles of roads is currently unavailable for the VV neighborhood level. However, based on staff calculations, VV has approximately 1.6 miles of bike lanes or bike paths. There is approximately 37 miles of road, a ratio of 1:23 between bike lanes and path and road miles. This is lower than the overall City ratio of miles of bicycle lanes and paths to miles of road of approximately 1:15. There are official SF City bike routes with dedicated bike lanes in the VV area – including route numbers 705, 25, 5, and 90. There are currently no new bike lane projects proposed in Visitacion Valley. The existence of bike lanes and paths does not reflect how many people actually use the bike lanes and paths, which is likely impacted by factors including proximity to where people live and work, and lane width, proximity to traffic, and traffic volume along the path.

ST.3.c: Data on this indicator are currently unavailable at the VV neighborhood level.

ST.3.d: In VV, only 1% of commute trips are made by walking, biking or other means, compared to 14% citywide. Whether or not someone commutes by walking or biking is likely impacted by proximity of jobs and safety of the route. The number of jobs in nearby VV is low (n=1,040, ranked 31 of 37 SF neighborhoods).

ST.3.e: In VV, there were 52 pedestrian injuries reported between 2001-2005. This figure is lower than the City neighborhood mean of 111 and median of 73. There was one pedestrian fatality in 2001-2005. Pedestrian fatalities overall are rare. VV is below the SF neighborhood mean and median fatality rates of 2.5 and 2, respectively. This data would ideally be reported as the rate of injury per 5-year period per number of pedestrians in the area, which would also capture the number of people at-risk for injury, but data on the number of pedestrians is not available. There is also potential reporting bias of pedestrian injuries as residents of some areas are more or less likely to report injuries, based on demographic characteristics such as immigrant status.

ST.3.f: In VV, there were four bicycle collisions between 2001-2005. The number of bicycle collisions in VV is lower than the SF neighborhood mean of 42 and median of 21. This data would also ideally be reported as the rate of injury per 5-year period per number of bicyclists in the area, which would also capture the number of people at-risk for injury, but data

on the number of bicyclists is not available.

Bayview Hunters Point

ST.3.a: Data on this indicator are currently unavailable at the BVHP neighborhood level.

ST.3.b: The exact ratio of miles of bicycle lanes and paths to miles of roads is not currently unavailable for the BVHP neighborhood level. However, based on staff calculations, BVHP has 1.8 miles of bike lanes or bike paths. There is approximately 144 miles of road - a ratio of 1:80 between bike lanes and path and road miles. This is much lower than the overall City ratio of miles of bicycle lanes and paths to miles of road. There are several new proposed bike lane projects in BVHP. Legislation for new bike lanes on Cargo Way passed unanimously at the Board of Supervisors Land Use Committee on June 7, 2006, but the legislation is on hold at the full Board due to an appeal of the environmental review. A new bike lane project has also been proposed to extend the existing Oakdale bike lanes from the Third Street corridor to Bayshore and Bernal Heights. Extending this bike lane would give direct bicycle access to, from, and within the Southeastern section of the City and give more access to EP. The existence of bike lanes and paths does not reflect how many people actually use the bike lanes and paths, which is likely impacted by factors including proximity to where people live and work, lane width, proximity to traffic, and traffic volume along the path.

ST.3.c: Data on this indicator are currently unavailable at the BVHP neighborhood level.

ST.3.d: In BVHP, only 4% of commute trips are made by walking, biking, or other means – a low proportion compared to 14% citywide. Whether or not someone commutes by walking or biking is likely impacted by proximity of jobs and safety of the route. While BVHP has 28,780 jobs, ranking 6 of 37 SF neighborhoods, the location of these jobs, in industrial areas with high traffic volumes is a potential deterrent to pedestrians and bicyclists.

ST.3.e: There were 159 pedestrian injuries and one pedestrian fatality reported in BVHP from 2001-2005, notably higher than the City neighborhood mean and median, with the sixth highest number of injuries overall. Based on a map of pedestrian injuries at the intersection level, a number of these injuries occur along Third Street, a busy arterial street. This data would also ideally be reported as the rate of injury per 5-year period per number of pedestrians in the area, which would also capture the number of people at-risk for injury, but data on the number of pedestrians is not available. There is also potential reporting bias of pedestrian injuries as residents of some areas are more or less likely to report injuries, based on demographic characteristics such as immigrant status.

ST.3.f: There were 48 bicycle collisions in BVHP between 2001-2005. The number of bicycle collisions in BVHP is notably higher than the City neighborhood mean and median, with the eighth highest number of injuries overall. This data would also ideally be reported as the rate of injury per 5-year period per number of bicyclists in the area, which would also capture the number of people at-risk for injury, but data on the number of bicyclists is not available.

Citywide

ST.3.a: Data on this indicator are currently unavailable at the citywide level.

ST.3.b: Citywide, the ratio of roads (miles) to bicycle lanes and paths (miles) is 63:930, equivalent to 15 times more transportation routes for motor vehicles versus bicycles.

ST.3.c: Data on this indicator are currently unavailable at the citywide level.

ST.3.d: Citywide, 14% of commute trips are made by walking, biking, or other means – with a low of 1% in the Visitacion Valley neighborhood to a high of 60% in the Financial District.

ST.3.e: In San Francisco, there were 3,994 pedestrian injuries (neighborhood mean = 111; neighborhood median= 73) and 89 fatalities (neighborhood mean = 2.5; neighborhood median= 2) from 2001-2005.

ST.3.f: In San Francisco, there were 1,499 total bicycle collisions (neighborhood mean = 41.6; neighborhood median= 20.5) from 2001-2005.

Stated Plan/Project Facts

Executive Park Subarea Plan

The Executive Park Subarea Plan components that would potentially effect factors contributing to traffic safety and the use of non-motorized transportation are:

Land Use

- *Objective 2, Policy 1:* Encourage the development of centralized neighborhood-serving retail uses to serve the daily needs of residents.
- *Objective 2, Policy 1, Implementing Actions:*
  - Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive.
  - Encourage small-scale retail uses throughout the subarea.
- *Objective 2, Policy 2:* Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue.
- *Objective 2, Policy 2, Implementing Actions:*
  - Implement the provisions of the Street Master Plan [*not yet completed*] and the Circulation Plan [*Figure 5*] to provide the physical connections within the area and to adjacent neighborhoods.
  - Work with the neighborhoods to the west to program the use of the Visitacion Valley Community Facilities and Infrastructure Fee funds to improve the Leland Avenue Neighborhood Commercial District and its connections to Executive Park.

Streets and Transportation

- *Objective 1, Policy 1*: Ensure the development of a residential street pattern that reflects the fine grain of adjacent neighborhoods, organizes neighborhood activities, is walkable, landscaped, and adequately furnished, lit at night, and defensively designed for all modes of travel.
- *Objective 1, Policy 1, Implementing Actions*: The development and implementation of the Executive Park Street Master Plan would achieve this goal.
- *Objective 1, Policy 2*: Reconfigure the intersection of Harney Way, Mellon Drive and Alanna Way to support the subarea's new role as a residential neighborhood.
- *Objective 1, Policy 2, Implementing Actions*:
  - All property owners at Executive Park should be responsible for contributing their fair-share towards satisfying the required mitigation measures.
  - All property owners at Executive Park should be required to improve their street frontage to the guidelines and standards of the Street Master Plan as they develop their property.
- *Objective 1, Policy 3:* Redesign Harney Way as an attractive waterfront street and as an asset to the neighborhood.
- *Objective 1, Policy 3, Implementing Actions:*
  - Complete and adopt the Street Master Plan as an articulation of the Street Concept Plan shown in Figure 5.
  - Implement the provisions of the Street Master Plan, including the realignment of the Harney Way, Thomas Mellon Drive, and Alanna Way intersection.
  - Realign Alanna Way and Thomas Mellon Drive to create two separate ninety-degree intersections. This requires a land trade with private property owners and the city. The city and the affected property owners should complete this land trade prior to the approval of any development on affected property.
  - Configure individual parcels within the subarea to create the local residential street grid set out in the Street Master Plan.
  - Require new development to meet or exceed the standards for street trees and furniture as outlined in this plan and be in accordance with the Street Master Plan.
  - To facilitate orderly development require property owners to make public improvements as proposed by this Plan. The city will ensure fair-share contributions from developers through agreements or other means prior to authorizing construction of new development and improvements in the public rights-of-way including street lighting, sewer and water.
  - Property owners will also be required to improve the street frontage as it pertains to their property per the standards as described in this Plan and in the Executive Park Residential Special Use District.
- *Objective 2, Policy 1:* Create a pedestrian network that includes streets devoted to or primarily oriented to pedestrian use.
- *Objective 2, Policy 1, Implementing Actions:*
  - Implement the provisions of the Circulation and Pedestrian Network and Public Open Space Plans. [these concepts are described as Figures in the subarea plan]
  - Require new development to provide pedestrian improvements to meet or exceed the standards of the Pedestrian Network and Public Open Space Plan.

- *Objective 2, Policy 2:* Improve pedestrian areas by ensuring human scale and interest. In addition to landscaping, other features along streets add to the comfort and interest of pedestrians. Sidewalk paving and furnishings, if designed in a unified way, make walking more pleasurable. Gentle changes in level have the same effect. In commercial areas, continuous and well-appointed shop windows are invitations both to movement and to strolling. Transit stops should be gracious, with benches and shelters.
- *Objective 2, Policy 2, Implementing Actions:*
  - Implement the Streetscape Plan.
  - Implement the Pedestrian Network and Public Open Space Plan.
  - Require new development to meet or exceed the Streetscape Design Standards outlined in this plan including the installation, promotion and maintenance of landscaping in public and private areas.
- *Objective 2, Policy* 3: Provide for safe and convenient bicycle use as a viable means of transportation.
- *Objective 2, Policy 3, Implementing Actions:*
  - Implement the Circulation Plan, which includes the provision of bike lanes.
  - Require new development to meet or exceed the standards of the Circulation Plan, including adequate facilities for bicycle users, such as secure and conveniently located bicycle parking.

- *Objective 3, Policy* 1: Provide a range of transportation opportunities to the residents of Executive Park.
- *Objective 3, Policy 1, Implementing Actions:* See ST.1 Objective Analysis.
- *Objective 3, Policy* 2: Encourage the expansion of transit services to the area.
- *Objective 3, Policy 2, Implementing Actions: S*ee ST.2. Objective Analysis.
- *Objective 3, Policy* 3: Discourage the ownership of automobiles by unbundling parking from the provision of housing.
- *Objective 3, Policy 3, Implementing Actions:* See ST.1 Objective Analysis.

<u>Recreation and Open Space</u>
- *Objective 1, Policy 1*: Provide convenient access to a variety of recreation opportunities.
- *Objective 1, Policy 1, Implementing Actions:*
  - Implement the Pedestrian Network and Public Open Space Plan [Figure 8].
  - Link the area through pedestrian and bicycle improvements to other public open spaces such as Candlestick State Park and Bayview Hill Park.

<u>Transportation Management Program</u>
- See ST.1 objective analysis.

<u>Design Guidelines</u>

Streets
- Streets should be designed to calm auto traffic and be safe and inviting to pedestrians and bicyclists.
- Streets internal to the site should have traffic calming devices.
- On-street parking should be provided on all streets except on Alanna, Executive Park Boulevard North, Harney Way, Crescent Way, and at driveways, fire hydrants, and bulb-outs.
- Parking access to development shall be limited to one curb cut per block face on primary streets.
- Crosswalks should be boldly marked; alternative paving materials are encouraged.
- If streets are not publicly owned, they should be publicly accessible at all times and read visually as public streets.
- Development should have active frontage on all abutting streets.
- There shall be no gates on any circulation element at any time.
- Streets should be connected to publicly accessible rights-of-way at both ends (there should be no dead-ends or cul-de-sacs), including connections to streets, alleys, pathways or open spaces.
- Streets should be designed to emphasize their use as public or common open space.
- Street furniture, seating areas, and other pedestrian amenities are required per the street furniture standards and specifications outlined in Figure --. [*There is no figure, but a brief reference on page 30*]
- Street trees should be planted every 20 feet on center. Where this spacing is not feasible due to a driveway or other obstruction, spacing elsewhere should be reduced or other means should be taken to achieve at least the same number of trees as would be provided at the 20-feet interval.
- Lighting should be downward facing and oriented to pedestrians in terms of brightness, scale, and design.
- All utility lines on new streets should be located underground.
- Where appropriate, street design shall incorporate transit facility improvements and vehicle capacity.

Alleys

- Alleys should be provided to shift parking and loading access off of streets so as to maintain a consistent, active frontage on streets.
- Where provided, alleys should be used for service functions, but they should also be designed to be pedestrian-friendly, attractive, and safe.
- Alleys should encourage traffic calming; strategies to achieve this include single-surface paving, alternative paving materials, bulb-outs, or landscape elements.
- Alleys should be well lit for safety with downward facing, pedestrian-scale lighting, with no dark corners.
- If alleys are not publicly owned, they should be publicly accessible and read visually as public rights-of-way.
- There should be no gates on alleys at any time.
- Alleys should be connected to publicly accessible rights-of-way (including pedestrian only rights-of way) at both ends.
- Alleys should have active frontage wherever possible.
- Main units should have windows that look onto alleys. Granny flat or townhome units with entries directly onto the alley are strongly encouraged.
- Frontage used for parking should be limited.
- If townhome-style development with individual garage entries is used, individual garage entries should be no more than 8 feet wide.
- If podium-style development is used, there should be no more than one garage entry per block or development, with a maximum width of 24 feet.

Pathways

- If pathways are not publicly owned, they should be publicly accessible and read visually as public rights-of-way.
- There should be no gates on pathways at any time.
- Pathways should be connected to publicly accessible rights-of-way at both ends (there should be no dead-ends), including connections to streets, alleys, pathways or open spaces.
- Pathways should have active frontage wherever possible.
- For pathways in residential zones, townhome-style individual residential entries are encouraged on pathways wherever possible. In commercial zones, active retail frontage on pathways is encouraged.
- Pathways should be well lit with downward facing, pedestrian-scale lighting.
- Street furniture, seating areas, alternative paving materials, landscaping, and pedestrian amenities must meet or exceed plan requirements. Pathways should have a maximum sustained width of 20 feet. [Not clear on plan requirements]

Public Open Space

- Emphasize the provision of public open space over private open space. Ensure that public open space is visually and physically accessible to the public.
- Open spaces should be publicly accessible at reasonable hours (Parks: 5 am to 10 pm; Plazas and greenways: open at all times).
- There should be no security gates for parks.
- Open spaces should be at-grade. The interior of an open space should be visible from the street.
- Open space should be connected to adjacent rights-of-way by paved paths; if an open space bisects a right-of-way, a walking path should continue that alignment through the open space.
- Maximize public open space to serve the site and neighboring communities.
- Open space should be provided in cohesive, usable spaces that become an organizing principle for surrounding development, not in the leftover spaces between buildings.
- Provide a mix of public open spaces, including neighborhood parks, greenways (linear parks), and plazas.
- Neighborhood parks should be central to the neighborhood, and serve people who live on the site and in neighboring communities.
- Plazas are appropriate in specific instances, such as at transit waiting areas, and as seating areas to outdoor cafes.
- Greenways should be useable for non-auto passage, as well as providing recreational opportunities and seating areas.
- Create public open spaces that are activated, useable and safe.
- The size of the open space should relate to the scale of the surrounding neighborhood, so that people feel comfortable using the space. Large, unused spaces may feel unsafe, and overly small spaces with high walls may feel uncomfortable.
- For neighborhood parks and greenways, a significant amount of softscape elements, such as open grassy areas, shrubs or flowers, trees for shade or ornamentation, and water features should be incorporated.

- The design of parks should enhance their safety through the use of adjacent active frontage, lighting, and the absence of dark and hidden corners.
- Whenever possible, landscaping should be planted in the ground, and not in aboveground planters; soil depth should be deep enough to ensure the health of plantings.
- Alternative paving materials should be used in hardscape areas and walking paths. The latest thinking about ecological landscape design should be incorporated in parks and greenways, such as the use of bio-swales for natural drainage.
- Open spaces should be sited so that they receive maximum sun throughout the day and year.
- Open spaces should be sited to be sheltered from prevailing winds. Trees and other landscape features should be used as natural windbreaks.
- Active uses are encouraged, including children's play areas, courts for recreational activities, picnic tables, café seating or space for temporary market stalls or performances.
- Open spaces should be well lit with downward facing, pedestrian-scale lighting.
- Open spaces should contain ample seating for public users, such as low walls, benches, and stairs.

Parking
- See ST.1. objective analysis for motor vehicle-related aspects.
- See ST.2. objective analysis for public transportation-related analysis.
- Secure bicycle parking inside a locked gate or garage should be provided in residential buildings. Commercial development should provide off-street bike racks in parking structures, parking lots, or entry plazas.

Street Furniture Standards and Specifications
Site Furnishings Notes
- Existing vehicular lights may remain. However, new fixtures may be installed if desired.
- Lighting to achieve City's photometric goal. Site specific target.

Spacing
- Trash Receptacle – 1 per each major block intersection, or approx. 300' on center max.
- Bench – placed in active areas, pedestrian walkways, or every 300 feet in planter strips.
- Bike Racks – placed in active areas.
- Pedestrian Scale Light – Photometric spacing to be 1 foot candle minimum.

Evaluation of Plan/Project

The Executive Park Subarea Plan is evaluated below based on HDMT development targets to increase non-motorized forms of transport (ST.3.a, ST.3.b, ST.3.c, ST.3.d, specifically walking and biking) and then based on its potential impact on traffic safety for pedestrians and bicyclists (ST.3.e, ST.3.f).

Non-motorized Transportation
ST.3.a: The PEQI data is still being analyzed, so The Plan cannot be evaluated against this development target. Plan facts that impact the pedestrian environment are described in more detail below.

ST.3.b: If implemented as described, The Plan meets the HDMT development target of including bike lanes linked to the City's existing bicycle network, and achieves the development target. Specifically, Streets and Transportation Objective 2, Policy 3 includes an implementing action to implement the Circulation Plan (Figure 5), which includes the provision of bike lanes. Further, Recreation and Open Space, Objective 1, Policy 1 includes an implementing action to link the area through pedestrian and bicycle improvements to other public open spaces, such as Candlestick State Park and Bayview Hill Park. An evaluation of factors that impact whether bicyclists will use these bike lanes is included under ST.3.d.

ST.3.c: While The Plan references traffic calming in its Design Guidelines for Streets (language referenced below), it does not provide any detail regarding specific traffic calming devices and/or their location(s), beyond "internal to the site", nor does The Plan reference the desired speed limits imposed on cars by traffic calming. The Design Guidelines are currently worded as "should", which raises questions regarding actual traffic calming implementation and whether this development target will be achieved.

Design Guidelines: Streets
- Streets should be designed to calm auto traffic and be safe and inviting to pedestrians and bicyclists.
- Streets internal to the site should have traffic calming devices.

ST.3.d: The Plan is not likely to achieve the minimum development target of a 10% increase in commute trips made by walking or biking.

Pedestrian and bicyclist facility improvements are specified in the Streets and Transportation Elements of the Executive Park Subarea Plan, including:

- Objective 1, Policy 2 addresses street configuration. This element acknowledges that the main intersections in Executive Park are "less-than-ideal . . . on foot", although it does not give any information on the possible reconfiguration, instead the implementing actions focus on property owners contributing their fair share towards the required mitigations for this project.
- Objective 1, Policy 3 provides a more detailed account of the redesign. The implementing actions focus on redesigning the intersections, reconfiguring the street grid, and exceeding the standards for street trees and furniture. In the intersection design, there is no reference to pedestrian or bike safety or quality. The street redesign briefly mentions creating a grid network, which would support more walking. The last two implementing actions, again address property owners and ensuring they contribute their fair share towards this Plan, but there is no information on how this would be enforced.
- Objective 2, Policy 1 is dedicated to creating a pedestrian network. This policy primarily refers to the Circulation and Pedestrian Network and Public Open Space Plans. The Circulation Plan, Pedestrian Network, and Public Open Space Plans are displayed in Figure 5 and 8 in The Plan, but there is no detailed information about the street design or how the area intends to be pedestrian-oriented. Key street design features that would encourage pedestrian activity include sidewalk width and continuity, intersection crossing aids, and lighting. Pedestrian friendliness is also affected by traffic volume and speed, streetscape, and destination factors.
- Objective 2, Policy 2 attempts to expand upon developing a pedestrian network by improving the pedestrian environment by ensuring human scale (e.g., lighting designed for people walking versus driving). The implementing actions for this policy refer to the Pedestrian Network and Public Open Space Plan, stated in Policy 1, to implement Streetscape Plan and to require new development to meet or exceed the Streetscape Plan. The Executive Park area sits on the top of a hill with a notable slope, an additional feature that impacts on whether people walk or bike, something The Plan mentions but does not address with an implementing action.
- See also ST.1 and ST.2 Objective analyses for detailed information regarding how The Plan impacts on motor vehicle and public transit use. Decreased motor vehicle use and, therefore traffic volumes, improve the safety of the environment for pedestrians and bicyclists, while increased use of public transit can also increase walking and biking (i.e., to public transit).

The Streetscape Design Standards Plan in The Plan is divided into three sections, 1) Street Tree Standards, 2) Street Furniture Standards and Specifications, and 3) Street Sections. The following analysis focuses on the Streets aspect of the design standards.

The Design Guidelines for Streets are referenced throughout The Plan, and refer to measures that promote pedestrian and bicyclist safety, including: traffic calming devices, boldly marked crosswalks, and the general guideline that "Streets should be designed to calm auto traffic and be safe and inviting to pedestrians and bicyclists." However, these are general guidelines, not specific requirements, and the degree to which they will be realized is not clear.

In addition to transportation systems, land use planning, and urban design that includes mixed, dense residential and commercial development, as well as close (i.e., <.5 mile) proximity of development to public transit, decreases the distance between people's residential, employment, and other (e.g. shopping, errands, social) activities, and increases walking as a means of transportation.

The geographic isolation of EP makes it difficult for current and future residents to consider walking for trips from home to work or school. Executive Park is over seven miles from San Francisco's Financial District, which makes it highly unlikely that people will walk to work. Under the Land Use Element, Objective 2, Policy 1 as stated in The Plan, establishing a town center in EP would allow for people to travel more via foot or bicycle. This policy has two implementing actions, which require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive and encourage small-scale retail in all other areas. Establishing a town center and a greater mix of residential and commercial land would allow for people to live and work in EP, thus increase walking to work. The Plan should also elaborate on the balance of housing with jobs. Under the Transportation Management Plan, one of the implementing actions is to require retail tenants to hire a certain percentage of local residents. This would not only reduce non-residential trips, but potentially increase walking to work.

Street network configuration and street connectivity supports more walking because it decreases trip distances and allows

for more route choices. Under the Land Use Element, Objective 2, Policy 2 strives to improve connectivity. The policy intends to implement the Street Master Plan and the Circulation Plan and also to use Infrastructure Fee funds to improve the Leland Avenue Neighborhood Commercial District and its connections to EP. The Circulation Plan in The Plan provides a very limited illustration of pedestrian connections and does not give details of the Street Master Plan, specifically sidewalk connectivity or street design.

In the Urban Design Element of The Plan, there are several policies that could encourage walking. These include providing a streetwall, preserving public views of the Bay, and ensuring that existing and new streets and open spaces receive adequate sunlight and sky access. Aesthetically appealing environments encourage walking, especially for leisure and physical activity. There are no implementing actions for these policies.

The intermixing of retail, commercial, open space, and other essential services with residential areas promotes walking for both commuting to work and for shopping. The Community Facilities and Services Element, Objective 1, Policy 1 encourages development to provide necessary community facilities to serve the population and create a livable neighborhood. Schools, parks, and community facilities can help create a more walkable neighborhood. However, the implementing action for this policy is vague and only states that City departments will be involved in implementing the improvements and will ensure that they are designed in a manner compatible with Plan policies.

While the analysis of The Plan focuses on factors specific to land use and transportation systems, walking is further impacted by socio-demographic factors, as many low-income people walk regardless of environmental quality because it is their primary means of transportation. Also, children, seniors, or people with certain disabilities may have a limited ability to walk or bike.

The Plan anticipates an additional 8,000 people living in EP. This large influx of residents, the relatively low number of jobs in EP and VV, and the previously described low percentages of commuting via walking and biking by VV and BVHP residents raises concerns regarding the limitations of improvements to the transportation system for bicyclists and pedestrians solely within the Executive Park subarea. Pedestrian and bicycle improvements to the immediate Executive Park subarea will likely not improve commuting via walking or bicycling when they are not similarly accompanied by land use development of employment centers proximate enough for commuting via walking or biking.

Traffic Safety

ST.3.e: As stated above, data on the number of pedestrian injuries in the specific EP area are unavailable. However, in assessing The Plan in relation to HDMT development targets, it is unlikely that the proposed Plan will meet the minimum development target of a 10% reduction in pedestrian injuries. While The Plan aims to increase pedestrian presence/activity, it does not require any established design and engineering strategies empirically known to reduce pedestrian injuries and promote traffic calming and pedestrian safety.

ST.3.f: If implemented as detailed, The Plan meets and exceeds the benchmark of employing or supplementing the implementation of three strategies to reduce bicycle-vehicle collisions – as it includes bike lanes, shared use paths, secure and conveniently located bicycle parking, and redesigned intersections (i.e., Harney Way).

The Plan's stated intent is to increase the number of pedestrians and bicyclists in EP and surrounding areas, its goals (page 3) being to "3. Create a pedestrian-oriented urban environment that encourages walking" and "5. Encourage residents, workers, and visitors to use alternative modes of transportation."

Motor vehicle collisions with pedestrians and bicyclists resulting in injuries and fatalities are impacted by pedestrian and bicyclist volumes as well as traffic volume, traffic speed, and the street, sidewalk, and bike route environment. Pedestrian and bicyclist collision prevention would be supported by decreasing vehicle trips, miles traveled, and speeds. Land use and transportation system factors that promote pedestrian and bicycle safety and reduce or encourage cautious driving include: policies that promote decreased vehicle ownership and amount of driving (see ST.1. objective analysis); practices that promote access and use of public transit (see ST.2. objective analysis); traffic calming features that decrease vehicle speeds (see ST.3.d indicator analysis); and pedestrian and bicycle facilities that promote safety including connected, dedicated sidewalks, lanes, and paths, and interventions, such as pedestrian signals.

The Design Guidelines for Streets are referenced throughout The Plan, and refer to measures that promote pedestrian and bicyclist safety, including: traffic calming devices, boldly marked crosswalks, and the general guideline that "Streets should be designed to calm auto traffic and be safe and inviting to pedestrians and bicyclists." However, these are general guidelines, not specific requirements, and the degree to which they will be realized is not clear.

The following objectives, policies, and implementing actions for land use and transportation systems in Executive Park have implications for pedestrian and bicycle safety:

Land Use, Objective 2, Policy 2 and its implementing actions focus on physical connectivity of the street, pedestrian, and bicycle connections between EP and Leland Avenue – i.e., "strive to improve the pedestrian and bicycle connection to Leland Avenue." Measures to ensure the safety of these connections to Leland Avenue or other nearby commercial districts for pedestrians and bicyclists, which are outside of EP and therefore not subject to the Design Guidelines, are not addressed.

Streets and Transportation, Objective 1, Policy 1: "Ensure the development of a residential street pattern that reflects the fine grain of adjacent neighborhoods, organizes neighborhood activities, is walkable, landscaped, and adequately furnished, lit at night, and defensively designed for all modes of travel." While the objective and policy are worded consistently with the goal of pedestrian and bicycle safety, there are no implementing actions or specific details regarding how this objective and policy may be achieved beyond the Design Guidelines referenced above. The Plan states "The creation of a residentially scaled street pattern within Executive Park is a major goal of this plan. The development and implementation of the Executive Park Street Master Plan would achieve this goal." Examples of what would be included in the Street Master Plan do not directly address safety, though point 8 potentially would: "8. Focus on landscaping, sidewalk widenings, street lighting, and street furniture to coordinate the development and character of individual development sites." The only Street Master Plan details in The Plan are the Street Concept Plan (Figure 4) and the Circulation Plan (Figure 5), which detail the street layout and existing/proposed routes for different travel modes, but do not address street environment specifics and whether/how it promotes pedestrian or bicycle safety.

Streets and Transportation, Objective 1, Policy 2: "Reconfigure the intersection of Harney Way, Mellon Drive and Alanna Way to support the subarea's new role as a residential neighborhood." This policy is proposed because "The intersection degrades the environment of the immediate area for those who might choose to live there, separates the subarea visually and physically from the Bay, and provides a less-than-ideal solution for transit, vehicular circulation, and for those on bicycle and foot." The intersection "…would be reconfigured to create two separate 90-degree intersections with Harney Way."

Based on this summary, it seems the described reconfiguration is intended to address high traffic volume from many directions, including commercial/industrial trucks, at that intersection and associated risks for bicyclists and pedestrians at the three-way intersection, which is currently a main entry and exit to EP. The Plan does not address the fact that Harney Way is being considered as one of the new Bayview Truck Routes (http://www.bayviewtrans.org/internal.asp?section=3b) which would also potentially increase truck traffic and negatively impact pedestrian/bicyclist collision risk.

The Plan is careful to note that "It is not the intent of the City in recommending the reconfiguration of this intersection to delay development of any approved project, including the implementation of any conditions of approval." Instead, the implementing actions state that **"**All property owners at Executive Park should be responsible for contributing their fair-share towards satisfying the required mitigation measures." Additionally, "All property owners at Executive Park should be required to improve their street frontage to the guidelines and standards of the Street Master Plan as they develop their property." – the Street Master Plan to be written, as previously noted.

Streets and Transportation, Objective 1, Policy 3: "Redesign Harney Way as an attractive waterfront street and as an asset to the neighborhood." The implementing actions for this policy focus on the reconfiguration of the intersection as stated in Policy 2, and "This requires a land trade with private property owners and the city. The city and the affected property owners should complete this land trade prior to the approval of any development on affected property." Implementing actions also include creating a local residential street grid in the EP subarea, but it is not clear how this would support Policy 3. Actions also include requiring new development to meet The Plan's stated standards for street furniture, which can positively impact traffic safety though the details in this Plan (page 30) and are minimal and vaguely worded. Additional stated requirements of property owners include: "…require property owners to make public improvements as proposed by this Plan. The city will ensure fair-share contributions from developers through agreements or other means prior to authorizing construction of new development and improvements in the public rights-of-way including street lighting, sewer and water." and "Property owners will also be required to improve the street frontage as it pertains to their property per the standards as described in this Plan and in the Executive Park Residential Special Use District."

Based on Figure 5, there will be bike lanes on Harney Way, which promote bicycle safety. Safe pedestrian crossing from

EP to the waterfront across four or more (if there is space set aside for a future railway) lanes of traffic is not addressed by the current implementing actions. Notably, more lanes of traffic increase the pedestrian risk of injury, particularly for the young and old. Though the Circulation Plan (Figure 5) and Objective 2 indicate there will be a "gracious pedestrian crossing at Harney Way to Candlestick State Park and the Bayfront," there are no specific details regarding what features the crossing will have to ensure pedestrian safety. This is of concern, as there is a large curve in Harney Way right before the left turn onto Executive Park Blvd. (right before The Cove), which poses potential risk to pedestrians and drivers because of reduced visibility. There are no pedestrian crossing signs or traffic signals across Harvey Way to Candlestick Point that regularly operate at the current site (though there are signals that seem to operate during Monster Park game days), with the exception of the pedestrian overpass across Harney Way right in front of Monster Park.

A major issue of pedestrian and bicyclist safety on Harney Way not addressed by The Plan is the traffic, including the flow of trucks that would increase if it becomes a new Bayview truck route. Candlestick Park is also included in the City's Blue Greenway Plan, with the goal of connecting pedestrian, skating, and bicycle routes from local neighborhoods to the waterfront. Exactly how this will impact on the EP area design is not clear.

Streets and Transportation, Objective 2, Policy 1: "Create a pedestrian network that includes streets devoted to or primarily oriented to pedestrian use." Implementing actions cite meeting the provisions of the Circulation and Pedestrian Network and Public Open Space Plans, described only by Figures 5 and 8, and requiring new development to provide pedestrian improvements to meet or exceed the standards of those Pedestrian Network and Public Open Space Plans. While Figures 5 and 8 indicate the location of connected pedestrian routes and open space in EP, there are no specific details regarding how the streets will be designed to be devoted/oriented to pedestrian use. Unaddressed issues include: 1) the definition of a "pedestrian connection" (Figure 5; is it a sidewalk?; if not, how will it otherwise be incorporated into the design?); 2) where there are existing sidewalks and where new sidewalks will be added; 3) safety measures that would discourage traffic on streets designated as "local"; and, 4) any actions/measures that will be taken to discourage traffic volume and/or speeding, or ensure pedestrian safety.

The Plan also does not address the gated community of The Cove as a barrier to street connectivity, though The Plan does state that there will be no future gates.

Streetscape improvements to Blanken Avenue and Leland Avenue, including sidewalk widening and lighting improvements, are also referenced in the Executive Park/Visitacion Valley Community Benefits agreement.

Streets and Transportation, Objective 2, Policy 3: "Provide for safe and convenient bicycle use as a viable means of transportation." Implementing actions include adding bike lanes on Harney Way, Executive Park Blvd/Crescent Way, Alanna Road (as defined in the Circulation Plan, Figure 5) and adding adequate facilities for bicycle users, such as secure and conveniently located bicycle parking. The Plan does not discuss the issues of traffic volume and speed, which strongly impact on bicycle safety both in and out of EP.

Harney Way is designated as a bike "route" (http://www.bicycle.sfgov.org/site/uploadedfiles/dpt/bike/SFBikeMap2002.pdf), meaning that bikes and cars share the road with no specific designation for bikes. This is of particular concern given that Harney Way has a lot of traffic, including truck traffic. Candlestick Park is part of the San Francisco Bay Trail, which is a multi-use trail and is used by bicyclists. Candlestick Park is also included in the City's Blue Greenway Plan, with the goal of connecting pedestrian, skating, and bicycle routes from local neighborhoods to the waterfront.

Recreation and Open Space, Objective 1, Policy 1: "Provide convenient access to a variety of recreation opportunities." Implementing actions include implementing the Pedestrian Network and Public Open Space Plan, and linking the area through pedestrian and bicycle improvements to other public open spaces such as Candlestick State Park and Bayview Hill Park. As previously stated, in addition to physical connections, pedestrian safety measures, specific traffic calming measures to reduce speeds, and traffic volumes, including trucks, particularly on Harney Way, are a concern not adequately addressed by The Plan.

Street furniture can also promote pedestrian safety and calm traffic. The Plan repeatedly references the Street Furniture Standards and Specifications. If these standards are adhered to, City lighting goals will be achieved, trash receptacles and benches will be regularly spaced, and bike racks will be present. The extent to which the standards will be adhered to is unclear.

The release of the Street Master Plan may provide more detail regarding street safety measures. Additionally, reducing

dependency on the automobile, and therefore lowering traffic volume and speeds, would contribute to reducing the risk of pedestrian injuries, fatalities, and bicycle collisions. A transportation study of EP would also inform estimates of change in traffic volume in the area, a strong predictor of pedestrian injuries and fatalities. Decreases in motor vehicle use, which would reduce pedestrian collision risk, are analyzed in objective ST.1. Increases in public transit use, which may increase walking and potentially pedestrian collision risks in environments without traffic calming and other safety measures, are analyzed in Objective ST.2.

Potential Plan/Project Improvements

Plan improvements would include providing more specific details on the implementation of traffic calming measures and pedestrian and bicycle safety mitigations. This is particularly important in sites where there is high traffic volume and projected bicycle or pedestrian activity, notably Harney Way and roads with higher traffic volume and pedestrian and bicycle routes based on the Circulation Plan. Improvements may also include more detail regarding bicycle and pedestrian connections with nearby neighborhoods. Traffic calming to speeds less than 20mph in residential areas is a proven effective implementing action for traffic safety.

City agencies responsible for those interventions potentially include the San Francisco County Transportation Authority (http://www.sfcta.org/), San Francisco Municipal Transportation Agency (http://www.sfmta.com/cms/home/sfmta.sfmta), and the Department of Parking and Traffic (http://www.sfgov.org/site/livablestreets_index.asp?id=14441). San Francisco's *Better Streets Plan,* which will consist of a Streetscape Master Plan and a Pedestrian Transportation Master Plan (PMP), is being drafted and would also inform the development of the EP subarea.

Quantification of anticipated increases in pedestrian and bicycle collisions associated with the environmental changes from the development as well as the increase in population should be conducted, which could inform traffic safety interventions.

Recommend Changes to the HDMT

- ST.3.e: Number of pedestrian injuries and fatalities and ST.3.f: Number of bicycle collisions - Eventually revise the data on the webpage to combine pedestrian injuries and fatalities and report "pedestrian injury collisions" (at the collision, rather than the injury, level).
- It may be helpful to revise the map to include area-level and intersection level data (and maybe arterial streets) – users could then report clusters of pedestrian injury collisions by location as well.

Healthy Development Measurement Tool Application	
Element	Public Safety
Objective	PS.1: Improve accessibility, beauty and cleanliness of public spaces
Indicator	PS.1.f: Street tree population
Development Target	No identified development target

Community Health Assessment

Executive Park

Data is not available at the project level. A field assessment shows that there are a fair number of street trees in EP, lining the perimeters of the currently developed business park, along Executive Park North and East, as well as Harney Way between EP East and Thomas Mellon Drive. The residential portion of the park appears to have fewer street trees. Because the residential development at EP is gated, this assessment is made through limited visual and aerial photograph assessments.

See analysis ES.2.e for discussion of tree canopy coverage.

Visitacion Valley

Data is available at the Supervisor District level. There are 12,511 street trees in District 10 which covers Potrero Hill, Bayview/Hunter's Point and Visitacion Valley. District 10 has the fourth highest street tree population in San Francisco's 11 Districts. There are approximately 5.2 residents per trees in District 10. This is the second highest proportion of residents to trees in San Francisco. In addition, the District has approximately 110.8 trees per square mile.

Bayview Hunters Point

See above for data on District 10 street tree population.

San Francisco

Citywide there are an estimated 106,789 street trees out of an overall 668,000 trees throughout San Francisco. Street trees average to approximately seven residents per one street tree or 112.8 trees per square mile. 44% of the planting space has been used. Street trees are maintained by both the Department of Public Works (DPW) and private property owners. Street trees are not evenly distributed throughout San Francisco. Some districts have relatively fewer street trees than others. For example, District 3 (North Beach) has a population of 3,723 trees, while District 5 (Western Addition) has nearly 3.5 times more trees (12,989 total). Additionally, the public maintenance of trees is varied between Districts. For example, the District with the highest number of street trees, District 8 (Castro, Noe Valley, Dolores Heights, Diamond Heights, Duboce Triangle, privately maintains approximately 84% of its street trees. In contrast, only 36% of street trees in District 11 (Excelsior, Mission Terrace, Ocean View, Merced Heights, Ingleside), which is one of the Districts with the fewest street trees, 36% are privately maintained. Mayor Gavin Newsom launched a plan to plant 5,000 trees per year in 2004 and as of March 2007 had planted over 16,000 new trees. See press release http://www.sfgov.org/site/mayor_index.asp?id=56899.

Caveats

- Because the districts cover several neighborhoods, the total number of trees per district may mask disparities between trees within specific neighborhoods.
- It's also important to note that trees also need maintenance and stewardship to continue healthy growth in urban environments. Therefore, a count of trees does not indicate the health and quality of the street tree population.

Stated Plan/Project Facts

Executive Park Subarea Plan

Streets and Transportation

- Objective 1, Policy 3, notes that between the new planned sidewalk on the north side of Harney Way and the roadway, "*should be landscaped and planted with street trees at a minimum of 20 feet on center* (pg. 9)." This standard is again outlined in the Design Guidelines (see below)
- One implementing action for this policy is to "*require new development to meet or exceed the standards for*

street trees…as outlined in this plan and be in accordance with the Street Master Plan (pg. 9)."
- The Streets Master Plan has not yet been released.

Urban Design
- Objective 2, Policy 4, second implementing action*: "Incorporate the Executive Park Design Guidelines into the planning controls for the area (pg.13)."*

Design Guidelines
- *Streets:* "*Street trees should be planted every 20 feet on center. Where this spacing is not feasible due to driveway or other obstructions, spacing elsewhere should be reduced or other means should be taken to achieve at least the same number of trees as would be provided at the 20-foot interval* (pg. 21)."

In addition, the Streetscape Design Standards include a list of trees to plant in the streetscape. The Standards also include a detailed map, Street Tree Plan, of the area (Figure 9, pg. 31) which indicates the location of the trees to be planted and in some instances the species of trees. Figure 9 demonstrates that the Plan calls for all streets to be lined with trees. The Street Sections diagrams on page 32, also demonstrate intent to include trees along both sides of Alanna, Executive Park East, Thomas Mellon Drive, and along one side of Executive Park West and Harney Way.

Evaluation of Plan/Project

There is no identified development target for this indicator. The Plan includes trees into the streetscape through a Street Tree Plan. The Plan will increase the number of trees within EP. The Plan calls for new trees on the north side of Harney Way. The remaining language on the subject of trees is housed within the Design Guidelines, which calls for lining all streets with trees.

The addition of new trees will increase the proportion of street trees per square mile but will likely decrease the proportion of residents per tree. The approximately 8,000 new residents will increase the population of the District significantly, while due to the densely planned neighborhood, there will be limited room for street trees to maintain the current average.

The Plan does not *require* adherence to the Design Guidelines, but instead uses vague language such as *"to guide", "to help", "to inform"* and *"can help",* when describing the intentions of these guidelines. This leaves room for interpretation and negotiation with regard to the accountability of developers to these guidelines. If the Design Guidelines were to be followed, the street tree population would significantly increase.

One implementing action in the Plan, in the Urban Design section uses more specific language with regard to implementing the design guidelines: *"Incorporate the Executive Park Design Guidelines into the planning controls for the area* (pg. 13)*."* According to a staff person at the SF Planning Department this implementing action indicates intent by the Plan author to codify the design guidelines so they are more enforceable -to assure better compliance and implementation.

Potential Plan/Project Improvements

- Where possible, codify the Design Guidelines into a section of planning code where it can be best enforced to assure better compliance and increase tree canopy coverage. In addition, the Plan could use stronger language with regard to accountability to the Design Guidelines. For example, the Plan could *require* that the guidelines be followed and if they cannot be followed, a written statement of the design constraints and mitigation measures must be approved prior to permitting.
- Also, within the Streets and Transportation section of the Plan, under Objective 1, Policy 1, add the following design guideline as a specific Implementing Action: "*Street trees should be planted every 20 feet on center. Where this spacing is not feasible due to driveway or other obstructions, spacing elsewhere should be reduced or other means should be taken to achieve at least the same number of trees as would be provided at the 20-foot interval (pg. 21)."* In this way, the body of the Plan will require the planting of a sufficient number of trees.

Recommend Changes to the HDMT

Include following DT (same as new DT for street tree canopy):
- Min: New development provide a continuous row of appropriately spaced trees at all streets adjacent to the project
- Benchmark: In addition to Min above, New development contributes 1 tree per unit to City street trees
- Maximum: In addition to Min above, New development contributes 2 tree per unit to City street trees

Healthy Development Measurement Tool Application	
Element	Public Safety
Objective	PS. 2: Maintain safe levels of community noise
Indicator	PS.2.a: Daytime and nighttime outdoor noise levels
Development Target	PS.2.a: Development should be consistent with General Plan's noise-land use compatibility guidance. If not consistent, development should use all feasible technology and design practices to reduce exposure to environmental noise indoors and outdoors

Community Health Assessment

Overview and Definitions

Noise is unwanted sound. "Decibel" (dB) is the common measurement unit for noise and reflects the logarithmic ratio of two sound pressures or powers. It is typically used to describe the magnitude of a sound with respect to a reference level equal to the threshold of human hearing. "LDN" (Level Day/Night) noise is a single number rating that describes the noise environment at a site. The LDN is determined by averaging the daytime and nighttime noise levels (logarithmically) over a 24-hour period. A 10 dB (penalty) is added to the nighttime level (10 pm to 7 am) and included in the LDN calculation to account for the increased sensitivity of people at night. Source: Charles Salter Associates, 1998 Acoustics: Architecture, Engineering, the Environment. William Stout Publishers, San Francisco.

Long term exposure to moderate levels of environmental noise can aversely affect sleep, school and work performance, and cardiovascular disease.[47] The health impacts of environmental noise depend on the intensity of noise, on the duration of exposure, and the context of exposure. Chronic road noise can affect cognitive performance of children including difficulty keeping attention, concentrating and remembering, poorer reading ability, and poorer discrimination between sounds.[48] A comprehensive synthesis of the noise heath effects and control is contained in the World Health Organization's Guidelines for Community Noise.[49]

Factors contributing to urban noise, noise-related health effects and a list of potential effect modifiers and mitigations are shown in the table below.

Determinants of Urban Noise	Health Effects	Effect Modifying Factors	Mitigations
Vehicle volume Vehicle type Vehicle speed Roadway Conditions Mechanical Equipment	Sleep Stress Cognitive Function Hypertension Annoyance Speech Intelligibility	Noise Intensity Noise Duration Perceived risk associated with noise	Building Orientation Insulated windows, doors, and walls Ventilation System Placement Buffers Traffic Calming

The WHO standards for community noise are use specific are outlined in the table below.

Environment	Critical health effect	Sound level dB (A)*	Time hours
Outdoor dwellings	Annoyance	50-55	16
Indoor dwellings	Speech intelligibility	35	16
Bedrooms	Sleep disturbance	30	8
School classrooms	Disturbance of communication	35	During class
Industrial, commercial and traffic areas	Hearing impairment	70	24
Music through earphones	Hearing impairment	85	1
Ceremonies and entertainment	Hearing impairment	100	4

Executive Park
The HDMT Traffic Noise Map indicates that noise level at Executive Park range from 65 to 70 LDN. The noise levels at Executive Park are heavily influenced by Highway 101 traffic and truck traffic along Harney Way. There are no buffers between the Highway into Executive Park. Existing noise levels are higher than those ideal for residential uses.

Visitacion Valley
The average daytime and nighttime outdoor noise levels in VV is 62 dB. Notably, the majority of VV is between 60 and 65 dBA, with small pockets of quieter locations scattered throughout VV. These noise levels are higher than those ideal for residential uses. The VV noise levels are significantly lower than either EP or BVHP. As one might expect, industrial areas near the Sanitary Fill Transfer Station and adjacent to Highway 101 have noise levels similar to EP, however, those portions of Visitacion Valley west of Bayshore Blvd. commonly have noise level 10 to 15 dBA less than those found at EP and BVHP.

Bayview Hunters Point
The average daytime and nighttime outdoor noise levels in BVHP is 66 dB. These noise levels are higher than those ideal for residential uses. The noise levels throughout much of BVHP are influenced by Highway 101 and Third Street truck traffic. The HDMT Traffic Noise Map indicates the most properties in this neighborhood have similar elevated noise levels that range from 65 to 70 LDN.

Citywide
San Francisco has many neighborhoods where noise levels are generally below 60 LDN. However, even these neighborhoods have pockets of high noise associated with traffic thoroughfares like 19th Avenue, Van Ness Avenue, and Oak and Fell Streets. The Eastern Neighborhoods are disproportionately impacted by noise due to their proximity to highway traffic, truck routes, and commercial and industrial facilities.

Caveats
- The neighborhood average for street type is applied to uncounted streets. Due to federal ownership, much of Hunters Point may be uncounted and therefore receiving the neighborhood average. Subsequent versions of the noise model plan to revisit the areas in BVHP and correct for existing model errors.
- In order to determine the number of people/proportion of people affected, areas of high annoyance levels must be calculated as well. For example, although the SOMA neighborhood has the highest levels of LDN noise, the proportion of people affected by the noise is low in relation to Chinatown, where there is a higher concentration of residences and thus a higher proportion of population affected by unsafe noise levels.
- Multiple factors influence the levels of noise in a neighborhood including topography, wind patterns, the density and type of traffic at different hours throughout the day and night, the presence or lack of trees, sound barrier walls and other noise obstructions, stationary sources of noise, and the height and density of housing.

Stated Plan/Project Facts

Executive Park Subarea Plan

Land Use
- *Objective 1:* Create a sensitively planned and designed urban residential neighborhood in Executive Park, including the redevelopment over time of the office uses now there.
- *Objective 1, Policy 1:* Create an urban neighborhood that balances density with livability.
- *Objective 1, Policy 1, Implementing Action:* Establish an Executive Park Residential Special Use District, with a base zone for the area changed from a C-2 to RM-3 Zoning District. The Special Use District should address the concentration of density at specifi c sites within Executive Park, and it should list the requirements in achieving a desired varied density. Rezone Executive Park from a C-2 (Community Business) Zoning District to a RM-3 (Residential, Mixed, Moderate Density) Zoning District.
- *Objective 1, Policy 3:* Create a neighborhood supportive of diverse families and mixed incomes.
- *Objective 2, Policy 1:* Implementing Action: Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive.
- *Objective 2, Policy 1, Implementing Action:* Encourage small-scale retail uses throughout the subarea.
- *Objective 2, Policy 2, Implementing Action:* Work with the neighborhoods to the west to program the use of the Visitacion Valley Community Facilities and Infrastructure Fee funds to improve the Leland Avenue Neighborhood Commercial District and its connections to Executive Park.

Streets and Transportation

- *Objective 1:* Create a city street pattern supportive of an urban residential neighborhood.
- *Objective 1, Policy 1:* Ensure the development of a residential street pattern that reflects the fine grain of adjacent neighborhoods, organizes neighborhood activities, is walkable, landscaped, and adequately furnished, lit at night, and defensively designed for all modes of travel.
- *Objective 1, Policy 2:* Reconfigure the intersection of Harney Way, Mellon Drive and Alanna Way to support the subarea's new role as a residential neighborhood.
- *Objective 1, Policy 3, Description:* Harney Way should have a strong edge, to ensure that adjacent uses front the street rather than turn away from it. To allow for and encourage this, developers should provide a new 15-foot sidewalk should be provided parallel to the northern side of the street, with its outside edge 30 feet north of the current lot line. The area between this new sidewalk and the existing roadway should be landscaped and planted with street trees at a minimum of 20 feet on center.
- *Objective 2:* Encourage walking and bicycling as the primary means of accessing daily services and needs.
- *Objective 2, Policy 3:* Provide for safe and convenient bicycle use as a viable means of transportation.
- *Objective 2, Policy 3, Implementing Action:* Implement the Circulation Plan, which includes the provision of bike lanes.
- *Objective 2, Policy 3, Implementing Action:* Require new development to meet or exceed the standards of the Circulation Plan, including adequate facilities for bicycle users, such as secure and conveniently located bicycle parking.
- *Objective 3:* Reduce dependency on the automobile.
- *Objective 3, Policy 1:* Provide a range of transportation opportunities to the residents of Executive Park.

Urban Design

- *Objective 1:* Establish a residential community that reflects the scale and character of a typical San Francisco urban neighborhood.

Design Guidelines

- Streets should be designed to calm auto traffic and be safe and inviting to pedestrians and bicyclists.
- Streets internal to the site should have traffic calming devices.
- Alleys should encourage traffic calming; strategies to achieve this include single-surface paving, alternative paving materials, bulb-outs, or landscape elements.
- Active uses (of open spaces) are encouraged, including children's play areas, courts for recreational activities, picnic tables, café seating or space for temporary market stalls or performances.
- On-street parking created on new public streets should be reserved for residents of the new development, visitors of residents, and customers of the neighborhood-serving retail, not for commuters, people visiting for events at Candlestick Park, or long-term visitors.
- Stoops, porches and landscaped areas at residential entries are encouraged.

General Plan Transportation Element

POLICY 2.2: Reduce pollution, noise and energy consumption.
Bicycling and walking, the quietest, cleanest and most energy-efficient forms of transportation, should be promoted whenever possible. Gasoline- and diesel-powered automobiles and buses pollute the air, generate substantial noise and consume fossil fuel, in comparison with electric vehicles. The city has long been committed to transit powered by electricity, and this commitment has maintained a high level of environmental quality. Future city programming should work toward noise abatement ordinances and other noise control actions, both by administrative and operational means. For instance, where it is not feasible to use the existing electric transit vehicles, diesel buses should be replaced by quieter and less polluting transit vehicles. Another example is the placement of stop signs in relation to topography to avoid substantial noise caused by acceleration and deceleration.

POLICY 40.9: Where possible, mitigate the undesirable effects of noise, vibration and emission by limiting late evening and early hour loading and unloading in retail, institutional, and industrial facilities abutting residential neighborhoods.

General Plan Environmental Protection Element

POLICY 4.1: Protect residential areas from the noise, pollution and physical danger of excessive traffic.
In order to reduce the hazards and discomfort of traffic in residential neighborhoods, a plan for protected residential areas

should be put into effect. Such a plan is intended to prevent or discourage heavy, fast and through traffic from using residential streets, and to put such traffic on arterial streets where the impact upon residential areas will be less disruptive. Although development of further traffic-carrying capacity on some arterials may be warranted, the local streets should remain as they are or have their capacity reduced.

The speed and volume of traffic on protected streets should be limited by all practical means. Such means include making streets discontinuous to divert traffic from a straight path, narrowing streets and intersections, creating the appearance of narrowness through landscaping and other improvements, and prohibiting access from arterial streets by signs and barriers. Such changes in streets should be so designed that they will not limit the access of vehicles for police and fire protection and other emergency purposes in the protected areas. The total effect of these changes in residential streets should be to give the dominant position to residential qualities and pedestrians rather than to vehicles.
Land uses throughout the city should be regulated in such a way that heavy traffic will not be drawn through protected streets by large commercial, industrial and institutional traffic generators. Traffic for these generators should be channeled as much as possible on arterial streets. High traffic speeds should be discouraged on non-residential streets where the traffic on those streets is destined for protected residential streets.

Evaluation of Plan/Project

Despite proximity to Highway 101 and the comparatively higher daytime/nighttime noise levels relative to other parts of SF, there is no reference to noise levels anywhere in the Executive Park Subarea Plan, nor any reference to potential noise insulation measures to be taken to reduce environmental levels of indoor and outdoor noise.

According to the HDMT noise map, the day and nighttime noise levels of the Executive Park Subarea is almost entirely between 65 and 70 decibels. Noise levels are higher than those considered ideal for residential uses by the WHO. This level is close to the 70 decibel EPA-defined threshold for safe levels of community noise. As illustrated on the map, areas closest to Highway 101 are most at risk for unsafe levels of noise. Further investigation is needed into the impact that sound barrier walls and trees would have in decreasing Highway 101 traffic noises in Executive Park.

The development target states that “Development should be consistent with General Plan’s noise-land use compatibility guidance. If not consistent, development should use all feasible technology and design practices to reduce exposure to environmental noise indoors and outdoors.” The General Plan’s “Land Use Compatibility Chart for Community Noise” identifies 65-70 decibels as a cautionary zone between which “new construction or development is generally discouraged” and new construction or development may proceed/be considered acceptable only after “a detailed analysis of noise reduction requirements [are] made and needed noise insulation features included in the design.” Thus at 65-70 decibels, residential land uses are not forbidden, but the General Plan would strongly encourage analysis of how to reduce residents’ indoor and outdoor exposures to environmental noise.

Title 24 of the California Code of Regulations provides for noise insulation standards for residential buildings. The code requires an acoustical study whenever a residential building is proposed near an exiting or planned freeway, major roadway, rail line, or industrial noise source and where those noise sources cumulatively produce an outdoor LDN of 60 dB or higher. Residences must be designed to limit interior noise to no more than a LDN of 45 dB.

Given that the majority of noise in EP currently arises from Highway 101, there are four primary approaches to reducing noise in Executive Park: 1) reducing the amount of noise produced by individual vehicles traveling on Highway 101, 2) blocking noise coming into EP through sound walls/barriers and 3) shielding receivers (residents of EP) from the noise by adding noise insulation into the buildings or (4) not building residential properties in Executive Park. Given that it is beyond the scope of this project to mandate sound-muffling for all traffic on Highway 101, and that the noise levels are not at a threshold prohibitive of building residential properties in EP, the two primary options for noise reduction in EP are blockage into the general area and into the individual homes.

Throughout The Plan, there are objectives, policies and implementing actions designed to promote pedestrian activity and the use of bicycles and public transportation, as well as discourage the use of cars. The Plan promotes the creation of small-scale retail at specified locations in Executive Park, the use of traffic calming devices and use of neighboring facilities on Leland Avenue. All of these measures would help reduce the amount of noise being generated within EP, however the measures are only applicable to Executive Park, and will not significantly impact the major existing source of noise, the nearby Highway 101. At nighttime, the noises from Highway 101 become even more pronounced in the Subarea.

The proposed zoning change, from a commercial area to a predominantly residential zone, decreases the likelihood that

there will be extensive truck travel within the Executive Park Subarea. However, as mentioned in the Air Quality and Transportation objective analyses, the proposed rerouting of trucks from Third Street to Harney Way will significantly increase the number of trucks traveling past EP, thereby increasing the ambient noise levels. Although currently the heaviest hours of truck travel on Harney Way are between 8am and 10am, it is unknown whether these traffic patterns will remain the same when the Bayview Transportation Improvements Project formally reroutes trucks to Harney Way. Objective 40.9 of the Transportation Element of the General Plan asserts that loading and unloading activities in retail, institutional and industrial facilities abutting residential neighborhoods should occur at limited times (e.g., not during the late evening or early morning) in order to mitigate undesirable effects of noise, vibration, and emissions. Once Harney Way is officially designated as an alternative truck route, EP could potentially be considered an abutting neighborhood that will be impacted by loading and unloading activities occurring on Third Street and Hunters Point. Consideration should be given to limiting the times of day when trucks may travel on Harney Way, to reduce sleep disturbances of EP residents.

Although interior noise level can be protected by implementing Title 24, Acoustical Insulation Requirements, the high exterior noise levels degrade the quality of this location for residential use. The high traffic noise also degrades the quality of the adjacent Candlestick Point State Recreation Area. Monster Park, the large sports facility bordering EP, may also contribute to increased noise levels – both from stadium activity and traffic going to/from the stadium – on game days.

Several policies that may serve to slightly reduce the proximity of noise sources from EP, including reconstructing the intersection of Harney Way and Alanna Way (effectively moving the traffic coming off the highway and traveling to VV slightly further south from EP) and by having wide sidewalks between Harney Way and EP planted with trees that may help buffer some of the noise on Harney Way. Though not the stated intention of the policies, both measures may serve to slightly lower the ambient levels of noise throughout the day. Monitoring and modeling is needed to determine the actual impact of proposed sound barriers and transportation improvements.

Finally, there are currently about 200 residents in EP who may be impacted by loud noises related to demolition of existing office buildings and construction of new housing in the Subarea. Attention should be given to how loud demolition and construction noises are and try to mitigate loud noises in whatever ways possible, as well as limiting the hours of construction to daytime hours.

Potential Plan/Project Improvements

- Complete acoustical insulation evaluations and plans should be conducted prior to residential construction at Executive Park. Post-construction measurements should be taken in all new facilities to determine compliance with Title 24 interior sound levels.
- Sound wall installation should be evaluated for Highway 101 and Harney Way for the purpose of improving exterior noise levels throughout the development. To the extent that sound walls would improve the exterior noise level by 3 dBA they should be installed as part of the development.
- Attention should be given to how loud demolition and construction noises are and try to mitigate loud noises in whatever ways possible, as well as limiting the hours of construction to daytime hours.
- Further investigation is needed into the impact that sound barrier walls and trees would have in decreasing Highway 101 traffic noises in Executive Park.
- Consideration should be given to limiting the times of day when trucks may travel on Harney Way, to reduce sleep disturbances of EP residents.

Healthy Development Measurement Tool Application	
Element	Public Safety
Objective	PS.3: Promote safe neighborhoods free of crime and violence
Indicator	PS.3.a: Density of take-out alcohol outlets PS.3.b: Alcohol-related pedestrian injuries
Development Target	PS.3.a, PS.3.b: New development does not allow retail alcohol sales where area density of alcohol outlets is greater than 2 times citywide density

Community Health Assessment

Overview and Definitions

Public health research shows that increases in the availability of alcohol generally lead to increases in alcohol consumption which leads to increases in alcohol-related problems, such as violent assault, motor vehicle crashes, underage drinking, and health effects from excessive alcohol use. [Accessed on May 4, 2007: http://www.cdc.gov/alcohol/quickstats/general_info.htm] Although social, cultural, physical and economic contexts vary, the World Health Organization has concluded that "reducing the physical availability of alcohol through limitations on the number and placement of outlets will result in reductions in alcohol-related problems." [Ashe, etal. AJPH. September 2003; 93(9): 1404–1408] As noted in the San Francisco General Plan, the presence of numerous alcoholic beverage establishments in certain neighborhoods "appears to contribute directly to numerous peace, health, safety and general welfare problems in the area, including loitering, littering, drug trafficking, prostitution, public drunkenness, defacement and damaging of structures, pedestrian obstructions, as well as traffic circulation, parking and noise problems on public streets and neighborhood lots. The existence of such problems creates serious impacts on the health, safety and welfare of residents of nearby single- and multiple-family areas, including fear for the safety of children, elderly residents and of visitors to the area. The problems also contribute to the deterioration of the neighborhood and concomitant devaluation of property and destruction of community values and quality of life. The number of establishments selling alcoholic beverages and the associated problems discourage more desirable and needed commercial uses in the area." [Accessed online on May 7, 2007: http://www.municode.com/Resources/gateway.asp?pid=14139&sid=5]

"Take-out alcohol outlets" in this indicator include bars, liquor stores and mini-marts (i.e., all places where one can purchase alcohol by the glass/bottle that do not serve food) that are registered with the California Department of Alcohol Beverage Control (ABC). This excludes restaurants. "Pedestrians" are defined as any person not in or upon a vehicle, bicycle, or animal, including a person in or operating a pedestrian conveyance such as a baby carriage, coaster wagon, skateboard, roller skates, skis, sled, non-motorized and motorized wheelchair, and a person in or upon a device moved by pedaling, except a bicycle. This excludes a person boarding or alighting from a conveyance, except a pedestrian conveyance, and a person jumping or falling from a motor vehicle. "An injury is considered "alcohol-related" when the reporting police officer records that either the driver or the pedestrian had been drinking. This is not usually confirmed by a blood alcohol concentration test, unless there is a fatality and the test is done by the Medical Examiner." [From Sciortino, S and Chiapello, E. The Severity of Pedestrian Injuries in Alcohol-Related Collisions. SFDPH-CHES. Accessed online on May 2, 2007: http://www.dph.sf.ca.us/traffic_safety/Alcohol_Severity4.pdf]

At the time of analysis, alcohol-related injuries had not yet been geocoded, preventing SFDPH staff from being able to precisely compare the locations of alcohol outlets and the locations of alcohol-related pedestrian injuries. The assessment below was conducted using zoom functions on the existing HDMT maps and Google maps for identification of street names/intersections. As discussed below, although there may be a correlation between the location of alcohol outlets and location of pedestrian injuries, *causation cannot be determined without direct observation*. For analysis of all pedestrian injuries (including alcohol-related pedestrian injuries), please see Indicator analysis ST.3.e.

Executive Park

PS.3.a: There are currently no take-out alcohol outlets in EP. The closest take-out alcohol outlets are on the other side of Monster Park and on Leland Ave, both roughly one mile away.

PS.3.b: Between 2000 and 2004, there were no reported alcohol-related injuries.

Visitacion Valley

PS.3.a: According to data from ABC, there are 10 take-out alcohol outlets within the 1.5 square miles of VV, averaging out to roughly 6.7 alcohol outlets per square mile. Several alcohol outlets are clustered along Leland Avenue, VV's commercial district, one is located along Geneva Avenue, near Cow Palace, and the others are scattered throughout central VV, along the southeast border of McLaren Park. VV's average number of alcohol outlets per square mile is

roughly half of Crocker Amazon, the neighborhood directly west of VV, and one third the citywide average. McLaren Park, Schlage Lock, and Crocker Amazon Park, all currently uninhabitable lands, account for a significant proportion of VV's square mileage (between one-quarter and one-third of VV's total land mass). If calculations were based only on residential and commercial lands, VV's proportion of take-out alcohol outlets per square mile may increase substantially.

PS.3.b: Between 2000 and 2004, there were several alcohol-related injuries occurring in VV. The largest "hotspot" (2-3 injuries) for alcohol-related injuries was around the intersection of Bayshore Boulevard, San Bruno Avenue, Arleta Avenue and Blanken Avenue. Several VV residents have noted that this intersection is a dangerous one because of the high speed traffic coming off of Highway 101 and heading down the hill towards VV. [Personal communication, August 2006] This intersection is several blocks from the three alcohol outlets on Leland Avenue and the one on San Bruno Avenue. As of April 2007, this intersection is now the location of the Arleta Avenue Third Street Light Rail stop and additional pedestrian crossings have been added. The other alcohol-related injuries occurred 1) on Santos Street, near Geneva Avenue – not far from the Geneva Avenue alcohol outlet mentioned above, 2) at the intersection of Sunnydale Avenue and Hahn Street, also not far from the alcohol outlets near Hahn and Visitacion Avenues, and 3) along San Bruno Avenue. From the map it appears that several alcohol-related injuries took place either on Highway 101 or neighboring streets below (like San Bruno Avenue).

Bayview Hunters Point

PS.3.a: According to data from ABC, there are 27 take-out alcohol outlets in BVHP, averaging out to roughly 5.5 alcohol outlets per square mile. The majority of take-out alcohol outlets are located along or near Third Street near downtown BVHP, with small clusters of outlets located near Paul Ave and Gilman Avenue (close to the Paul Ave Caltrain), along Evans Avenue in India Basin Industrial Park. The ABC data suggests that the proportion of take-out alcohol outlets per square mile is one of the lowest in SF. This runs contrary to the San Francisco General Plan which states there are an unusually large number of establishments dispensing alcoholic beverages in the Bayview area. [Accessed May 7, 2007: www.municode.com/Resources/gateway.asp?pid=14139&sid=5]

BVHP's industrial lands, such as India Basin Industrial Park and Hunters Point Shipyards, account for a significant proportion of BVHP's square mileage. If calculations were based only on residential and commercial lands, BVHP's proportion of take-out alcohol outlets per square mile may increase substantially.

PS.3.b: Between 2000 and 2004, there were over 15 alcohol-related pedestrian injuries occurring in BVHP. Alcohol-related pedestrian injuries are relatively scattered throughout BVHP. The two areas with the largest concentration of injuries (2-3 injuries each) are in the commercial district of Third Street and along Evans Avenue, near Highway 280 in northern BVHP. The other injuries tended to occur along the eastern border of Bayview/western border of Hunters' Point Shipyard. With the exception of central Third Street, a number of the alcohol-related injuries occurred in locations where there were no other recorded pedestrian injuries. This is contrary to most other parts of SF where pedestrian injuries appear to be commonly co-located with alcohol-related injuries. Two possible explanations for this include an underreporting of non-fatal pedestrian injuries in BVHP by residents to the police and an underreporting of non-fatal pedestrian injuries by the police.

San Francisco

PS.3.a: According to data from ABC, there are 850 take-out alcohol outlets in San Francisco's 49 square miles, which averages out to roughly 18 alcohol outlets per square mile. The vast majority of alcohol outlets are concentrated in the northeastern quarter of SF, particularly around Civic Center/Downtown, Chinatown, Financial District, Russian Hill, Nob Hill, Western Addition, and North Beach. With 25 alcohol outlets in 0.13 square miles of neighborhood, Chinatown has the highest density of take-out alcohol outlets, averaging 186.9 alcohol outlets per square mile. Downtown Civic Center also has a very high density, with 128.8 alcohol outlets per square mile. There is also a high density of alcohol outlets in Nob Hill (59.7 outlets/square mile) and the Mission (55.5 outlets/square mile). In contrast, some neighborhoods, including Diamond Heights and Treasure Island, have no recorded alcohol outlets.

PS.3.b: Between 2000 and 2004, the vast majority of alcohol-related injuries were concentrated in the northeastern quarter of the City, on Market Street and along streets running off of Market Street, as well as in the Mission. The highest density of alcohol-related injuries tend to be clustered around major roads including Market Street, Mission Street (both in the Mission and in Excelsior), Van Ness Avenue, Columbus Avenue, Geary Street and Cesar Chavez Street. The major corridors in SF have extremely high traffic volumes and also high rates of pedestrian injuries and deaths.

In comparing the two maps (Density of Take-Out Alcohol Outlets and Alcohol-Related Pedestrian injuries), there appears to be a correlation between not just the location of alcohol-related pedestrian injuries but also regular pedestrian injuries and

the locations of take-out alcohol outlets. Notably, the densities of pedestrian injuries and the densities of take-out alcohol outlets are also loosely correlated with population density. The areas with the most pedestrian injuries are also the most densely populated sections of the city.

Caveats

- "Motor vehicle-pedestrian collisions in which the driver is driving under the influence of alcohol or drugs present a higher likelihood that the pedestrian will be killed compared to accidents that do not involve alcohol or drugs, even those in which the driver is speeding. Collisions in which the pedestrian is intoxicated are also likely to result in a fatality, but this result may be biased. Due to thorough reporting of intoxication in fatally injured pedestrians compared with underreporting of intoxication in pedestrians who survive a collision, we don't know how often survivors were intoxicated." [From Sciortino, S and Chiapello, E. The Severity of Pedestrian Injuries in Alcohol-Related Collisions. SFDPH-CHES. Accessed online on May 2, 2007: http://www.dph.sf.ca.us/traffic_safety/Alcohol_Severity4.pdf
- Recording of alcohol-related injuries may vary throughout the City. Certain neighborhoods that historically have good relationships with the police department may be more likely to contact the police to address accidents involving pedestrians. Other communities may be more hesitant to report injuries, thus leading to an underreporting of both pedestrian and alcohol-related pedestrian injuries. In these cases, injuries that result in fatalities would definitely be reported, leading to a potential overestimation of the number of alcohol-related fatalities relative to all alcohol-related injuries.
- This indicator does not differentiate between liquor stores, bars or mini-marts that sell alcohol. Although all three outlets sell alcohol by the glass or bottle, they each are different in the potential noise and levels of neighborhood disturbance and/or injury they may create.
- The list of alcohol take-out outlets was generated in 2003. Since then, alcohol outlets may have opened/closed.
- This indicator only reports motor-vehicle collisions with pedestrians. Individuals in a pedestrian conveyance such as a baby carriage, skateboard, wheelchair (motorized or non-motorized) are included as pedestrians. However individuals riding bicycles (or animals) are not included.

Stated Plan/Project Facts

Executive Park Subarea Plan

There are no specific references to take-out alcohol outlets in the Executive Park Subarea Plan. The references below are related to pedestrian accessibility and commercial development.

Land Use

- *Objective 2:* Meet the daily needs of residents within the neighborhood.
- *Objective 2, Policy 1:* Encourage the development of centralized neighborhood-serving retail uses to serve the daily needs of residents.
- *Objective 2, Policy 1, Implementing Actions:*
  - Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive.
  - Encourage small-scale retail uses throughout the subarea.
- *Objective 2, Policy 2:* Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue.
- *Objective 2, Policy 2, Implementing Actions:*
  - Implement the provisions of the Street Master Plan [*not yet completed*] and the Circulation Plan [*Figure 5*] to provide the physical connections within the area and to adjacent neighborhoods.
  - Work with the neighborhoods to the west to program the use of the Visitacion Valley Community Facilities and Infrastructure Fee funds to improve the Leland Avenue Neighborhood Commercial District and its connections to Executive Park.

Streets and Transportation

- *Objective 1, Policy 1*: Ensure the development of a residential street pattern that reflects the fine grain of adjacent neighborhoods, organizes neighborhood activities, is walkable, landscaped, and adequately furnished, lit at night, and defensively designed for all modes of travel.
- *Objective 2, Policy 1:* Create a pedestrian network that includes streets devoted to or primarily oriented to pedestrian use.
- *Objective 2, Policy 2:* Improve pedestrian areas by ensuring human scale and interest.

- In addition to landscaping, other features along streets add to the comfort and interest of pedestrians. Sidewalk paving and furnishings, if designed in a unified way, make walking more pleasurable. Gentle changes in level have the same effect. In commercial areas, continuous and well-appointed shop windows are invitations both to movement and to strolling. Transit stops should be gracious, with benches and shelters.

- *Objective 2, Policy 2, Implementing Actions:*
  - Implement the Streetscape Plan.
  - Implement the Pedestrian Network and Public Open Space Plan.
  - Require new development to meet or exceed the Streetscape Design Standards outlined in this plan including the installation, promotion and maintenance of landscaping in public and private areas.

Recreation and Open Space

- *Objective 1, Policy 1*: Provide convenient access to a variety of recreation opportunities.
- *Objective 1, Policy 1, Implementing Actions:*
  - Implement the Pedestrian Network and Public Open Space Plan [Figure 8].
  - Link the area through pedestrian and bicycle improvements to other public open spaces such as Candlestick State Park and Bayview Hill Park.

Design Guidelines

- *Streets*
  - Streets should be designed to calm auto traffic and be safe and inviting to pedestrians and bicyclists.
  - Streets internal to the site should have traffic calming devices.
  - Crosswalks should be boldly marked; alternative paving materials are encouraged.
  - Lighting should be downward facing and oriented to pedestrians in terms of brightness, scale, and design.

- *Alleys*
  - Where provided, alleys should be used for service functions, but they should also be designed to be pedestrian-friendly, attractive, and safe.
  - Alleys should encourage traffic calming; strategies to achieve this include single-surface paving, alternative paving materials, bulb-outs, or landscape elements.
  - Alleys should be well lit for safety with downward facing, pedestrian-scale lighting, with no dark corners.

- *Pathways*
  - Pathways should be well lit with downward facing, pedestrian-scale lighting.
  - Street furniture, seating areas, alternative paving materials, landscaping, and pedestrian amenities must meet or exceed plan requirements. Pathways should have a maximum sustained width of 20 feet.

- *Public Open Space*
  - Maximize public open space to serve the site and neighboring communities.
  - Open space should be provided in cohesive, usable spaces that become an organizing principle for surrounding development, not in the leftover spaces between buildings.
  - Neighborhood parks should be central to the neighborhood, and serve people who live on the site and in neighboring communities.
  - Plazas are appropriate in specific instances, such as at transit waiting areas, and as seating areas to outdoor cafes.
  - Greenways should be useable for non-auto passage, as well as providing recreational opportunities and seating areas.
  - Create public open spaces that are activated, useable and safe.
  - The design of parks should enhance their safety through the use of adjacent active frontage, lighting, and the absence of dark and hidden corners.
  - Open spaces should be sited so that they receive maximum sun throughout the day and year.
  - Open spaces should be sited to be sheltered from prevailing winds. Trees and other landscape features should be used as natural windbreaks.
  - Open spaces should be well lit with downward facing, pedestrian-scale lighting.

- *Street Furniture Standards and Specifications*

  Site Furnishings Notes
  - Existing vehicular lights may remain. However, new fixtures may be installed if desired.

- Lighting to achieve City's photometric goal. Site specific target.

Spacing

- Trash Receptacle – 1 per each major block intersection, or approx. 300' on center max.
- Bench – placed in active areas, pedestrian walkways, or every 300 feet in planter strips
- Pedestrian Scale Light – Photometric spacing to be 1 foot candle minimum

San Francisco General Plan – Planning Code.

Article 7: Neighborhood Commercial Districts, Sec. 782. Third Street Alcohol Restricted Use District Established.
In 2003, San Francisco added an amendment to the City's General Plan to restrict the use of alcohol on Third Street in BVHP (Ord. 67-03, File No. 021338, App. 4/18/2003). The Code (Sec. 782) states "There is an unusually large number of establishments dispensing alcoholic beverages, including beer and wine, for both on-site and off-site consumption in the Bayview area." To address this large number of alcohol outlets, the amendment creates a "restricted use district" (RUD) along the length of Third Street from Islais Creek to Highway 101 that prohibits the creation of new on-sale or off-sale liquour establishments in the RUD, and requires that all liquor establishments in the Third Street RUD maintain the safety of the premises and vicinity by a) providing "outside lighting in a manner sufficient to illuminate street and sidewalk areas and adjacent parking, as appropriate to maintain security, without disturbing area residences;" and b) "No more than 33 percent of the square footage of the windows and clear doors of Liquor establishments shall bear advertising or signage of any sort, and all advertising and signage shall be placed and maintained in a manner that ensures that law enforcement personnel have a clear and unobstructed view of the interior of the premises, including the area in which the cash registers are maintained, from the exterior public sidewalk or entrance to the premises." [For the complete text, visit: http://www.municode.com/Resources/gateway.asp?pid=14139&sid=5 Accessed on May 7, 2007]

Evaluation of Plan/Project

There are no references to take-out alcohol outlets in the Executive Park Subarea Plan, however given the current density of take-out alcohol outlets in EP and the surrounding neighborhoods, The Plan could permit the construction of a take-out alcohol outlet and still achieve the development target as currently written.

The Plan supports the creation of small-scale retail uses throughout the Subarea via Land Use Objective 2, Policy 1 and the associated implementing actions listed above. The Plan does not specify the intended uses of this retail space, except to state that the "retail services provided within Executive Park should not unduly compete with existing neighborhood commercial districts outside the subarea" (page 6). According to The Plan, almost all of the Executive Park Subarea will be rezoned for RM-3, Mixed Use. Alcohol outlets under this zoning would not be permitted. Given that there are three alcohol outlets on Leland Avenue, it may be considered that there is no need for an additional alcohol outlet within EP. As noted in indicator analysis PI.6.c, there is a need for a grocery store or supermarket in EP and the broader VV and southern BVHP area. A grocery store or supermarket, or drug store or mini-mart, may sell alcohol but may qualitatively create a different atmosphere outside the setting than a bar or liquor store.

As discussed above, public health research has found that limiting the number and placement of alcohol outlets helps limit the physical availability of alcohol, which results in reductions of alcohol-related problems. In 2003, San Francisco Planning Commission designated Third Street a restricted use district for alcohol, to limit the number and concentration of new outlets in BVHP and restrict the amount and nature of signage visible from the street. Alcohol restricted use districts have also been established in the Haight-Ashbury and Lower Haight neighborhoods. Other cities in California have placed restrictions on the placement of outlets in proximity to each other, to schools, and to playgrounds, and have restricted the hours of service. [Ashe, etal. AJPH. September 2003; 93(9): 1404–1408] Although there are no schools currently located in EP, there may be a playground and there are schools and playgrounds in neighboring VV and BVHP. The establishment of a policy restricting the sale of alcohol within a certain distance of schools or playgrounds may help limit indirect advertising of alcohol to minors as well as limit children's exposure to potentially disruptive activities that can occur around liquor stores, such as "loitering, littering, drug trafficking, prostitution, public drunkenness, defacement and damaging of structures, pedestrian obstructions, as well as traffic circulation, parking and noise problems on public streets and neighborhood lots." (from SF Planning Code referenced above).

Land Use Objective 2, Policy 2 states "Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue" with implementing actions to 1) "implement the provisions of the Street Master Plan [*not yet completed*] and the Circulation Plan [*Figure 5*] to provide the physical connections within the area and to adjacent neighborhoods" and 2) "work with the neighborhoods to the west to program the use of the Visitacion Valley Community Facilities and Infrastructure Fee funds to improve the Leland Avenue Neighborhood Commercial District

and its connections to Executive Park. " This objective and implementing actions, in combination with the numerous other policies, implementing actions and guidelines for improving pedestrian connectivity to Leland Avenue and within EP suggest that The Plan seeks to promote safe pedestrian activity within EP. However, as noted in other sections of this analysis, the relative geographic isolation of EP and the lack of access to public transportation in the Executive Park Subarea suggest that individuals will be primarily dependent upon cars for transportation.

An SFDPH analysis of alcohol-related pedestrian injuries states that "a relationship was found between poor lighting conditions and more severe pedestrian injuries. In nighttime collisions occurring at locations without streetlights, the odds of fatal vs. minor injury of pedestrians were nearly 9 times greater than in daytime collisions. Such collisions were 4 times as likely to result in fatal or severe injury to a pedestrian when compared to daylight collisions." The Executive Park Subarea Plan makes numerous references to the use of pedestrian-scale lighting within the Executive Park Subarea. [See Streets and Transportation Objective 1, Policy 1 and Executive Park Design Guidelines for Streets, Alleys, Pathways, Open Space, and Street Furniture recommendations]. It remains to be seen whether these suggested actions are implemented and whether the Subarea will be well-lit for pedestrians as intended. Importantly, there is no explicit plan to increase lighting along the southern side of Harney Way near Candlestick Park. Currently this road has only one pedestrian crossing approximately 800 feet from the closest entrance to EP. With the increase of 8,000 residents in EP, it is assumed that there will be more pedestrian traffic to and from Candlestick Park, across Harney Way. There is the possibility that some persons walking from EP to Candlestick Park may have consumed alcohol in their homes before visiting the Park, or might consume alcohol in the Park, and thus be intoxicated while crossing Harney Way. As mentioned in other sections of this analysis, Harney Way is the sole proposed alternative southern truck route to move truck traffic headed towards Hunters Point off of Third Street. Increasing the number of pedestrians will increase the likelihood of pedestrian injuries in this area, particularly if Harney Way becomes a truck route.

Given Executive Park's proximity to Monster Park and the frequent consumption of alcohol during game days, it is surprising that there were no recorded alcohol-related injuries near EP. The pedestrian injuries that did occur all occurred near intersections with limited visibility and no demarcated pedestrian crosswalks. However, as noted above, alcohol-related injuries are ones where the police officer called to the scene notes that the driver or the pedestrian was intoxicated. There may have been alcohol-related injuries that took place but were never recorded by a police officer, or injuries that were alcohol-related but not recorded as such by the police officer documenting the incidents near Monster Park. Alternatively, because the traffic is so slow on game days, there may not have been any serious (and therefore reported) alcohol-related pedestrian injuries.

Potential Plan/Project Improvements

- Planning Department requires that any new alcohol outlets established in Executive Park be a certain distance from schools and playgrounds.
- Planning Department bans billboards or other forms of advertising about alcohol or tobacco within a certain distance of schools and playgrounds.
- Planning Department places restrictions on the density of alcohol outlets in proximity to each other at the block level.
- Add lighting on the southern side of Harney Way.
- Ensure pedestrian crossings across Harney Way from EP to Candlestick Park are well-defined and well-lit.
- Implement proposed lighting guidelines and policies.

Recommend Changes to the HDMT

If possible, separate bars from liquor stores and mini-marts – i.e. using different icons.

Staff have said it is possible to recreate the map of alcohol-related injuries by Stanley Sciorino using the SWITRS data, if we use his data to include/exclude from the map and geocode data points. If we do this, we could then create a table of alcohol-related injuries by neighborhood to accompany the map, which is currently missing and would be helpful to have.

Healthy Development Measurement Tool Application	
Element	Public Safety
Objective	PS.3: Promote safe neighborhoods free of crime and violence
Indicator	PS.3.d: Number of fire stations
Development Target	No identified development target

Community Health Assessment

Overview and Definitions

Response Times
The geographic distribution of fire stations throughout a city impacts the rate at which firefighters and emergency responders may respond to fires and medical emergencies at the neighborhood level. Rapid response by firefighters is one of many factors influencing the severity of injury (and/or number of deaths) suffered from a fire or emergency. Response times impact the size of the fire, the length of time victims are exposed to smoke inhalation and/or degree of burns, and the severity and breadth of fire damage to the property.

In 2004, at the request of the Board of Supervisors, the San Francisco Controller's Office conducted a review of San Francisco Fire Department and Emergency Responder systems. One aspect of the review was to conduct a travel time analysis for all locations in San Francisco city limits. The San Francisco Fire Department standard time from acknowledging the call to leaving the station (known as turn out time) is one minute. To reach the five minute medical and fire suppression response time standard established by the National Fire Protection Association (NFPA), there is therefore only four minutes available for travel. The SF County Transportation Authority (SFCTA) conducted a travel time analysis for areas reachable in four minutes from each station using the "worst case" speed for a SFFD vehicle – rush hour traffic, obeying all traffic laws, going the speed limit and stopping at all stop signs and stop lights. (Appendix D, Page 16, 4/28/04 SF Controller's Report http://www.sfgov.org/site/controller_page.asp?id=24430). In addition to analyzing current coverage of the existing fire stations, the SFCTA analyzed what coverage would be if one particular station were removed, for each of the 41 stations that existed in 2004. These coverage/response times are discussed below.

Fire Risk
Response times are just one aspect of overall fire risk in neighborhoods. Increased risk of fire increases the risk of fire-related injury or death. In the United States, the majority of fire-related deaths and injuries occur in residential structures, including individual and multi-family homes and apartment buildings. Between 1983 and 1990, an average of 74 percent of all fire deaths occurred in residential fires, as did an average of 66 percent of all fire injuries. [Accessed online on April 24, 2007: http://www.usfa.dhs.gov/statistics/reports/fius.shtm] According to the USFA, the leading causes of residential fires are cooking, heating, smoking, and arson. Heating fires are more common in single family homes, particularly those with fire places, than in apartment buildings where heating systems are professionally maintained. However as noted by the USFA, a higher proportion of smoke alarms did not operate in apartments than in one- and two-family homes. Fires caused by smoking tend to occur because people fall asleep in bed smoking or ignition occurs on upholstered furniture.

Overall, persons living in overcrowded conditions, in buildings with poor heating, ventilation and cooking structures, in older buildings that do not meet building code requirements for new buildings, and in buildings without functioning smoke detectors or sprinkling systems continue to be at higher risk for fire in their homes than persons with appropriate fire prevention methods. Intuitively, the risk of fire-related injuries and death are therefore associated with the risk of having a fire in one's home, the ability to detect and escape the fire, and the response times of the fire department.

Executive Park
There are currently no fire stations located in EP. The closest fire station is Station 44, located 1 mile away at 1298 Girard Street in VV. Station 42, located at 2430 San Bruno Avenue, and Station 17, located at 2245 Jerrold Avenue, are both roughly 2 miles away from EP. According to the SFCTA response time analysis, EP is almost entirely within four minutes of a fire station, with the exception of Harney Way heading south after the intersection with Alanna Way. All points east of EP along Harney Way, Jamestown Avenue and around Monster Park are estimated to be within five or six minutes of Station 44.

Visitacion Valley
There are three fire stations in VV: Station 44, located at 1298 Girard Street, just north of Little Hollywood, next to Highway 101 and San Bruno Avenue; Station 42, located at 2430 San Bruno Avenue, near Silver Avenue and the intersection of

280 and 101; and Station 43, located at 720 Moscow St., on the western side of McClaren Park near Crocker Amazon Playground. According to the SFCTA response time analysis, almost all parts of VV are within four minutes of a fire station, with the exception of four blocks along Geneva Avenue close to Cow Palace (which are likely within five or six minutes).

Bayview/Hunters Point

There are three fire stations in BVHP: Station 17, located at 1295 Shafter Street, near Ingalls St. and the Hunters Point Shipyard; Station 25, located at 3305 3rd Street, near Cargo Way and Islais Creek Channel; and Station 9, located at 2245 Jerrold Avenue, near Napolean Street between 280 and 101. According to the SFCTA response time analysis, almost all of BVHP is within four minutes of a fire station, with the exception of all of Hunters Point and the south eastern corner near Candlestick Park and Monster Park.

San Francisco

The San Francisco Fire Department has forty-two fire stations, including one located on Treasure Island, as well as three companies located at the San Francisco International Airport. According to the SF Controller, SF has more fire stations per square mile than Boston, Vancover, Seattle, Portland and Baltimore – all cities of similar population size, topography and housing stock. [Appendix A, Page 2, SF Controller's Report http://www.sfgov.org/site/controller_page.asp?id=24430]. According to the SFCTA response time analysis conducted in 2004, almost all of SF was within four minutes of a fire station. The main exceptions are the areas along the coastline, including the Presidio, Hunters Point Shipyard, near Candlestick Park/Monster Park, and near Lake Merced, as well as the area near Twin Peaks.

In recent years, demand for medical services has been higher than demand for fire suppression. The changing Fire Department workload can be attributed to better building codes, fire safety standards, and changing city demographics. In 1998, the San Francisco Emergency Medical System moved from the Department of Public Health and merged into the San Francisco Fire Department, "following in the footsteps of many other jurisdictions that sought to improve response times by taking advantage of existing fire department infrastructures—stations and the vehicles and staff they contain." [Appendix A, Page 2, SF Controller's Report http://www.sfgov.org/site/controller_page.asp?id=24430). As part of this merger, the San Francisco Fire Department underwent a two-year management audit by the Budget Analyst's office that concluded in January 2002. Since this time, the SFFD has continued efforts to incorporate EMS into the Fire Department's structure, although as noted in the 2004 Controller's report there have been some cultural differences/conflicts between the firefighters and emergency responders.

The 2004 Controller's report made numerous recommendations for how the City could save on extraneous costs and still provide needed fire department services. Some of the report findings include:

- "San Francisco has more fire stations per square mile than any comparable community…. Some of these fire stations make fewer than three responses per day – with a probability that at least one is a medical call and one a false alarm. In 2003, San Francisco had 309 actual "working fires" and less than 11% of all responses were fire or smoke-related. The controller's office reviewed coverage areas and travel times from nearby stations and believed that some stations could be removed immediately from service, or have the number of vehicles and staff reduced without harm to response times.
- Within fire suppression calls for service, approximately one fourth are for street box alarms—over 20,000 responses per year citywide. However, 85% of those alarms are false, and of the ones that are not false, fully 80% are calls for medical attention. This means that a truck and an engine, with nine people total, at a minimum cost of approximately $500 per hour, are responding to alarms that are almost always false and are fire-related only 3% of the time.
- Since 61% or more of Fire calls are medical in nature, [analysis of fire station costs] should also be evaluated in the larger picture of medical care in San Francisco. A fire station costs between $2.0 million and $5.4 million annually to pay for staff alone. …some stations have only two calls per day and 12 stations have five or fewer calls per day. At the same time, there are city health clinics that see 54 patient visits on average per day and cost an average $2.5 million annually and these services are at risk for being cut for budget purposes. We should not allow the placement of this health care component in the Fire Department to stop us from considering and evaluating it as part of the whole." (page 13)

[April 28, 2004 SF Controller's Report. Accessed online on April 27, 2007: http://www.sfgov.org/site/controller_page.asp?id=24430]

Stated Plan/Project Facts

Executive Park Subarea Plan

There are no mentions of fire stations in the Executive Park Subarea Plan.

Land Use

- *Objective 1, Policy 3:* Create a neighborhood supportive of diverse families and mixed incomes.
- *Objective 1, Policy 3, Description:* A diverse neighborhood provides a number of benefits ranging from increased social interaction, reduction of crime, and long-term benefits to children. This new residential neighborhood should benefit from the benefits of diversity and in doing so, increase livability in the area.

Community Facilities and Services

- *Objective 1:* Provide and enhance community facilities to serve existing and future residents.
- *Objective 1, Policy 1:* Encourage development that provides the necessary community facilities to serve the intended population and to create a livable neighborhood.
- *Objective 1, Policy 1, Description:* While new development will generate real estate transfer taxes and annual property tax increases, pay citywide school fees and meet inclusionary housing requirements, additional investments in parks, streets, and community facilities and services – beyond what can be provided through property tax revenue – is essential to meeting the needs of new residents.

City and County of San Francisco, Municipal Code – Fire Code
http://www.municode.com/Resources/gateway.asp?pid=14135&sid=5

Evaluation of Plan/Project

There are no fire stations in the Executive Park Subarea, no mention of fire stations in The Plan. There is also no HDMT development target for this indicator. Despite the lack of references, the presence of fire stations is an important component of maintaining the public safety of EP residents.

Currently, EP is adequately covered by the existing network of fire stations. Specifically, almost all areas of EP are within four minute driving distance of Station 44 located in VV. The 2004 San Francisco Controller's analysis of fire station response times using SF County Transportation Authority time estimates shows that Station 44 provides needed coverage to most of VV, all of Little Hollywood and all of EP. While the Controller was reviewing which stations could possibly be shutdown or reduce their services, Station 44 was not among the list of suggested closures, indicating that the services provided by Station 44 are not duplicative with other stations.

The Plan notes that development should provide the "necessary community facilities to serve the intended population and to create a livable neighborhood." (CFS, Objective 1, Policy 1). It is assumed that the real estate transfer taxes and annual property tax increases coming from EP will help bolster City fire department services.

As discussed above, risk of fire is associated with living in older buildings with overcrowded conditions and poor use of fire prevention and detection methods. Overcrowded conditions are often due to unaffordable housing where households will double up to be able to pay for housing, creating crowded conditions. Currently, there is no indication that new residential units at EP will be overcrowded. However, The Plan is not likely to alleviate overcrowded conditions elsewhere in the City due to the unaffordability of housing.

New construction in Executive Park will be required to be compliant with existing fire code. This requires buildings to have some to all of the following: smoke detectors, fire alarms (including horns, bells, strobes, and voice alarm), sprinkler systems, fire escapes, adequate ventilation, protection from flammable and combustible materials, fire extinguishers, and fire pumps. Because of this, it is anticipated that EP residents will be at lower risk of fire-related injuries and death than other nearby neighborhoods with older and more overcrowded living conditions. Similar to other neighborhoods in SF, the decreased risk of fire means that EP will likely have greater need for medical services than fire suppression services.

Potential Plan/Project Improvements

- Take measures to ensure Station 44 is adequately funded to provide any needed medical and fire response services to Executive Park.
- Property owners should regularly check the fire detection, alarm and sprinkler system and discourage residents from disconnecting any fire detection equipment.
- Develop and distribute a plan to tenants and organize an annual fire drill to ensure alarms and plans are functional.
- Install fire alarms with strobe lights & noise alarms to provide increased safety for the hearing or visually impaired.
- Revisit/implement the SF Controller's recommendations to increase the medical services capacity of the Fire Dept.

Recommend Changes to the HDMT

- Consider changing the indicator from number of fire stations to response times by neighborhood.
- Add San Francisco Fire Code and any Police Codes from General Plan or others into Established standards.

Healthy Development Measurement Tool Application	
Element	Public Safety
Objective	PS.3: Promote safe neighborhoods free of crime and violence
Indicator	PS.3.e: Number of violent crimes
Development Target	No identified development target

Community Health Assessment

Overview and Definitions

While data and statistics profile the trends of violence, they do not explain the factors that influence its occurrence. Violence is rarely caused by a single risk factor but rather by the presence of multiple risk factors and absence of protective (or resiliency) factors. Risk factors are traits or characteristics that increase the relative risk of an individual or community being affected by or perpetrating violence. Resiliency factors are traits or characteristics that protect an individual or community from violence.

Risk factors for violence include: poverty and economic disparity, illiteracy and school failure, alcohol and other drugs, firearms, negative family dynamics, mental illness, incarceration/reentry, community deterioration, discrimination and oppression, power and control, media violence, experiencing and witnessing violence, and gender socialization. Resiliency factors from violence include: economic capital, meaningful opportunities for participation, positive attachments and relationships, good physical and mental health, social capital, built environment, services and institutions, emotional and cognitive competence, artistic and creative opportunities, ethnic, racial, and intergroup relations, and media/marketing.

A review of demographic indicators reveals that particular census tracts in BVHP and VV have some of the highest rates of poverty, lowest per capita and household median income, highest rates of unemployment, lowest home prices, and lowest rates of high school graduation in all of San Francisco (see Demographic indicators). These neighborhoods also have lower rates of prenatal care in the first trimester (see Health Outcome 7), higher need for childcare (see PI.1.b), lower rates of access to supermarkets and grocery stores (see PI.6.c), lower rates of walking and biking (see ST.3.d), and higher rates of overcrowding (see HH.1.e) than most other neighborhoods in San Francisco. In and of themselves, these factors do not cause violence to occur, but high rates of poverty, overcrowded living conditions, school failure, and lack of access to services are all risk factors strongly associated with violence.

On average, the BVHP and VV neighborhoods as a whole experience higher degrees of socio-economic deprivation or marginalization than most other neighborhoods in SF. Both neighborhoods used to be vibrant working and middle class neighborhoods that have experienced significant economic decline with the closing of the neighborhood's major employers – Hunters Point Shipyard in BVHP and Schlage Lock in VV. The former industrial sites for both communities are being considered for redevelopment as predominantly residential areas. Thus it is unlikely that many of the existing unemployed residents would find new employment opportunities through these plans.

See table at the end for analysis of how land use relates to risk and resiliency factors.

As noted on the HDMT website, the data distributions illustrated in the majority of HDMT maps were generated using the Jenks Natural Breaks method, which automatically determines the values/classes for the categories provided in the map legend. For all three indicators of violent crime (rates of homicide, physical assault and sexual assault/rape), census tract 0610 falls into the lowest category (0.1-1.0 homicides per 1000 population, 2-55 physical assaults per 1000 population, and 1-4 rapes/sexual assaults per 1000 population). For more information on the Jenks method, visit: http://www.thehdmt.org/data_map_methods.php

According to the National Center for Health Statistics, "'years of potential life lost' (YPLL) is a measure of premature mortality. YPLL is presented for persons under 75 years of age because the average life expectancy in the United States is over 75 years. YPLL-75 is calculated using the following eight age groups: under 1 year, 1-14 years, 15-24 years, 25-34 years, 35-44 years, 45-54 years, 55-64 years, 65-74 years. The number of deaths for each age group is multiplied by the years of life lost, calculated as the difference between age 75 years and the midpoint of the age group. For the eight age groups the midpoints are 0.5, 7.5, 19.5, 29.5, 39.5, 49.5, 59.5, and 69.5. For example, the death of a person 15-24 years of age counts as 55.5 years of life lost. Years of potential life lost is derived by summing years of life lost over all age groups." [Accessed on May 8, 2007: http://www.cdc.gov/nchs/datawh/nchsdefs/yearsofpotentiallifelost.htm]

Executive Park

The Executive Park Subarea falls in census tract 0610, which also includes Little Hollywood and a small portion of BVHP (east of Bret Harte, near Bayview Hill). Because violent incidents are aggregated at the census tract level, we are unable to assess violence at the EP only level.

Although EP is being built from the ground up and therefore may be considered at low risk for violent crime, the new neighborhood is surrounded by two neighborhoods (BVHP and VV) that have numerous risk factors for violence, less presence of resiliency factors, and as a result, experience high rates of violent crime. At the census tract level, the census tracts experiencing the highest degree of socio-economic marginalization within BVHP and VV tend to be the ones located furthest from EP (specifically southwestern VV and northeastern BVHP).

Visitacion Valley

In 2003-2005, 17 persons in VV were the victims of a homicide, the equivalent of 0.69 homicides per 1,000 population. The homicide rate in VV was three times higher than the citywide rate of 0.20 homicides per 1,000 population. The same year, 666 persons were recorded as being physically assaulted in VV, for a neighborhood rate of 27.0 physical assaults per 1,000 population; 61 persons were recorded as being raped or sexually assaulted in VV, for a neighborhood rate of 2.5 sexual assaults per 1,000 population. Both the physical and sexual assault rates are slightly higher than the citywide average. In 2000-2001, violence was the fifth leading cause of death in VV, as measured by years of life lost. BVHP is the only other place in SF where violence was one of the top five leading causes of death for the neighborhood.

Within the VV neighborhood, residents of certain areas/census tracts experience higher rates of violence than other areas/census tracts. The majority of incidents of violent crime in VV occurred in census tracts 605.02 and 264.04, the tracts southeast of McLaren Park, near Sunnydale and Geneva Avenues. Qualitative observations reveal that Sunnydale apartments (public housing managed by the SF Housing Authority), on the eastern section of Sunnydale Avenue is geographically and socially isolated from the rest of VV. Although Sunnydale apartments borders McLaren Park, access to the park is impeded by the presence of the Gleneagles Golf Course and a lack of sidewalks or bike paths for individuals wanting to enter the park.

A number of risk factors for violence are associated with Sunnydale apartments. For example, Sunnydale apartments appear to be old army barracks that lack proper upkeep. As discussed above, poor, inadequate and overcrowded housing are associated with increased risk of violence. Anecdotally, an environmental health inspector mentioned that bus drivers sometimes skip driving through or near Sunnydale Avenue at night because of the perceived lack of safety. Lack of reliable transportation further compounds the geographic isolation of this neighborhood, limiting residents' access to jobs and services. There is also a clustering of liquor stores near Sunnydale Avenue.

In 2006, the SF Safety Network interviewed 88 residents and merchants from VV as part of their citywide survey report on public safety. The participants stated that, in their opinion, the top factors that contribute to feeling *unsafe* in Visitacion Valley was: 1) Alcohol availability, 2) Drug availability and consumption, 3) High, speeding traffic and 4) Lack of jobs. [Accessed on May 8, 2007: http://www.safetynetwork.org/article.php?list=type&type=6]

Bayview Hunters Point

In 2003-2005, 37 persons in BVHP were the victims of a homicide, the equivalent of a neighborhood homicide rate of 1.09 homicides per 1,000 population. The same year, 1,767 persons were recorded as being physically assaulted in BVHP, for a neighborhood rate of 52.1 physical assaults per 1,000 population; 122 persons were recorded as being raped or sexually assaulted in BVHP, for a neighborhood rate of 3.6 sexual assaults per 1,000 population. In 2000-2001, violence was the leading cause of death in BVHP, as measured by years of life lost. It is the only neighborhood in SF to have violence as one of the top four causes of death.

Within BVHP, residents of certain areas/census tracts experience higher rates of violence than other areas/census tracts. Specifically, the northern quarter of BVHP (near Islais Creek/Central Waterfront) and the areas near Hunters Point Shipyard have the highest rates of homicide, physical assault and rape/sexual assault within the neighborhood

Many of these incidents of violence took place near the Alice Griffiths (Double Rock) and Hunters Point public housing apartments. Because of their physical location near the shipyard and on a remote hillside, both apartments are geographically and socially isolated from the rest of the City. Public transportation from the apartments to the rest of the City is also limited.

In 2006, the SF Safety Network interviewed 189 residents and merchants from BVHP as part of their citywide survey report on public safety. The participants stated that, in their opinion, the top factors that contribute to feeling *unsafe* in

BVHP was: 1) Drugs and gangs, 2) Unemployment, 3) Lack of community activities for families and youth, and 4) Lack of resident participation/sense of community. [Accessed on May 8, 2007: http://www.safetynetwork.org/article.php?list=type&type=6]

Public health research has found that lack of jobs, lack of community activities, and lack of social networks and community participation is associated with increased use of drugs and gang activity. Thus, the provision of jobs, the creation of community activities for families and youth, and the creation of opportunities for community participation in neighborhood activities would likely reduce the amount of violence (and associated feelings of unsafety) in BVHP.

San Francisco

In 2003-2005, 158 persons in SF were the victims of a homicide, the equivalent of a citywide rate of 0.20 homicides per 1,000 population. The same year, 20,793 persons were recorded as being physically assaulted in SF, for a citywide rate of 26.3 assaults per 1,000 population; 1,917 persons were recorded as being raped or sexually assaulted in SF, for a citywide rate of 2.4 sexual assaults per 1,000 population.

Another way to assess the impact of violence upon the health of San Francisco is to compare the number of deaths to the number of years of life lost (an indicator of premature mortality). In 2000-2001, violence was responsible for 112 deaths, or was the 19th leading causes of death out of the top 20 causes of death citywide. The leading cause of death, ischemic heart disease, caused 23 times more deaths in 2000-2001 than violence (n=2572 deaths due to violence). If measured in years of life lost however, violence becomes the 9th leading cause of premature mortality in San Francisco, accounting for 5,968 years of potential life lost to violence. The number one leading cause of years of life lost during this time period in San Francisco was still ischemic heart disease, but it was only 5 times the number of years of life lost compared to violence. In other words, every death due to ischemic heart disease represented on average 11 premature years of life lost per individual. Every death due to violence represented on average 53 premature years of life lost. Thus, neighborhoods with high rates of violence are losing children and young adults at a much higher rate than neighborhoods with low rates of violence. Using this measure, youth and young adults lost to violence represent a significant number more years of life lost than older persons dying of chronic diseases or other causes.

In 2006, the SF Safety Network interviewed 2,237 San Francisco residents for a citywide survey report on public safety. Overall, the participants stated that, in their opinion, the top factors that contribute to feeling *unsafe* in San Francisco (in order of importance) were: 1) Drugs, 2) Gangs, 3) Unemployment, 4) Lack of police, 5) Gun availability, and 6) Traffic and speeding cars. [Accessed on May 8, 2007: http://www.safetynetwork.org/article.php?list=type&type=6]

In August 2005, Mayor Newsom launched a new initiative called CitySafe, a comprehensive anti-violence strategy that focuses on youth services, job creation, community development, criminal justice and safe streets. In 2006, the Mayor launched the San Francisco Violence Prevention Planning Initiative, whose goal is to develop a 3-5 year strategic plan that will serve as a framework for a comprehensive citywide approach for violence prevention. This planning process aims to connect existing violence prevention strategies, fill gaps where needed, and guide violence prevention policy priorities for San Francisco moving forward. For more information about this initiative, visit: http://www.sfgov.org/site/mocj_page.asp?id=56009

Caveats

- Homicide, physical assault, and sexual assault rates per 1,000 population were calculated by taking the number of incidents reported in a particular neighborhood, dividing by the neighborhood population, and multiplying by 1,000. In certain neighborhoods, particularly Golden Gate Park, the Financial District, and South of Market, the number of people in the neighborhood at any particular time of day may be much higher than the number of known residents. Visiting tourists, workers commuting from other neighborhoods or other cities are not included in the neighborhood's population.
- Several of the census tracts with high rates of violent crimes have relatively small populations. For example, census tract 606, located at the northern section of BVHP, had the highest homicide rate in the city in 2003-2005. According to the 2000 US Census, there are 530 persons living in census tract 606, which is the equivalent of 608 persons per square mile. This is mostly an industrial area that houses more businesses and industry than regular residents. By comparison, the U.S. Census estimates that census tract 231.02, the small tract bordering tract 606 to the east of Third Street, has roughly 3600 persons, or an estimated 18,848 per square mile. Thus the population density is 31 times larger in census tract 231.02 than census tract 606. The data presented above do not adjust for population density but rather for neighborhood population.
- Examining rates of violent crime at the census tract level can be visually deceptive. Some census tracts are considerably larger than others and color coding may suggest greater levels of safety or unsafety than actually

exist. Violent crime rates at the block level provide more specific estimates of which sections of a neighborhood are more severely affected than others.

- Measuring the incidence of crime is extremely difficult. Much crime goes undetected and some crimes are not reported to police. Crimes that go undetected and unreported cannot be counted. Finally, the police themselves may, for various reasons, not record something as a crime, or inaccurately report something as a crime when it is not. Research has shown that certain racial/ethnic groups are more likely to report crimes than others.
- Underreporting and statistical undercount influence the degree to which these data are reflective of violent crimes, particularly rape and sexual assault. Victims may not file reports because of shame or fear of retribution, and/or insensitivity of law enforcement and court personnel. Underestimation may also occur because rape and sexual assault injuries may not always be captured by hospitalization and death statistics.
- Homicides are less likely to be underreported and undercounted than physical or sexual assaults.
- Zip code level data should be interpreted with caution as they comprise a larger geographic area than neighborhood planning areas, census tracts and block groups. These units of analysis differ in important ways, including socioeconomic heterogeneity and stability.

Stated Plan/Project Facts

Executive Park Subarea Plan

There are no specific references to violent crime in the Executive Park Subarea Plan. The statements below are related to violence and crime reduction.

Land Use

- *Objective 1, Policy 3:* Create a neighborhood supportive of diverse families and mixed incomes.
- *Objective 1, Policy 3, Description:* A diverse neighborhood provides a number of benefits ranging from increased social interaction, reduction of crime, and long-term benefits to children. This new residential neighborhood should benefit from the benefits of diversity and in doing so, increase livability in the area.
- *Objective 2, Policy 2:* Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue.
- *Objective 2, Policy 2, Implementing Action:* Work with the neighborhoods to the west to program the use of the Visitacion Valley Community Facilities and Infrastructure Fee funds to improve the Leland Avenue Neighborhood Commercial District and its connections to Executive Park.

Streets and Transportation

- *Objective 1:* Create a city street pattern supportive of an urban residential neighborhood.
- *Objective 1, Policy 1:* Ensure the development of a residential street pattern that reflects the fine grain of adjacent neighborhoods, organizes neighborhood activities, is walkable, landscaped, and adequately furnished, lit at night, and defensively designed for all modes of travel.
- *Objective 2, Description:* The Circulation Plan establishes safe and attractive travel routes for all modes of transportation.
- *Objective 2, Policy 3:* Provide for safe and convenient bicycle use as a viable means of transportation.

Community Facilities and Services

- *Objective 1:* Provide and enhance community facilities to serve existing and future residents.
- *Objective 1, Policy 1:* Encourage development that provides the necessary community facilities to serve the intended population and to create a livable neighborhood.
- *Objective 1, Policy 1, Description:* A great neighborhood has a variety of gathering places such as parks and playgrounds, a full range of public services for residents such as libraries and schools, and its own special character shaped by its physical setting, streets, buildings, open spaces, and residents….While new development will generate real estate transfer taxes and annual property tax increases, pay citywide school fees and meet inclusionary housing requirements, additional investments in parks, streets, and community facilities and services – beyond what can be provided through property tax revenue – is essential to meeting the needs of new residents.
- *Objective 1, Policy 1, Description:* The Visitation Valley Community Facilities and Infrastructure Fee and Fund was established in November 2005. This ordinance imposed a fee on new residential development in the Visitacion Valley area and established a "Visitacion Valley Community Facilities and Infrastructure Fund" to mitigate impacts from new residential development in Executive Park and elsewhere on public infrastructure in Visitacion Valley. Fee revenues are to be used for:
    1. Active Recreational Spaces: development of neighborhood playground, pool, and outdoor education center.

2. Library Facilities: construction of a new neighborhood library.
3. Community Facilities: development of community meeting spaces.
4. Streetscape Improvements: Blanken Avenue sidewalk widening and lighting improvements, Leland Avenue streetscape improvements.

Design Guidelines

- Streets should be designed to calm auto traffic and be safe and inviting to pedestrians and bicyclists.
- [Street] Lighting should be downward facing and oriented to pedestrians in terms of brightness, scale, and design.
- Where provided, alleys should be used for service functions, but they should also be designed to be pedestrian-friendly, attractive, and safe.
- Create public open spaces that are activated, useable and safe.
- Pathways should be well lit with downward facing, pedestrian-scale lighting
- The design of parks should enhance their safety through the use of adjacent active frontage, lighting, and the absence of dark and hidden corners.
- Open spaces should be well lit with downward facing, pedestrian-scale lighting.
- Open space should be provided in cohesive, usable spaces that become an organizing principle for surrounding development, not in the leftover spaces between buildings.
- Site Furnishings Notes: Existing vehicular lights may remain. However, new fixtures may be installed if desired. Lighting to achieve City's photometric goal. Site specific target.

Evaluation of Plan/Project

As discussed at the beginning of this analysis, violence is rarely caused by a single risk factor but rather by the presence of multiple risk factors and absence of protective (or resiliency) factors. Because EP is being built from the ground up and there was no residential population in the subarea prior to a couple years ago, there are no pre-existing neighborhood risk or resiliency factors, except for the physical location of EP or factors associated with the nearby neighborhoods (discussed in greater length below). There is no specific development target for this indicator, however the planning and development process provide several opportunities to promote violence prevention strategies.

Similar to pedestrian injuries, violent crimes are a preventable adverse health outcome. One method to promote violence prevention is through construction of a built environment that includes the creation of safe, walkable neighborhoods; urban design that promotes eyes on the street, social interactions, and opportunities for community activity; and the creation of quality jobs, affordable housing, and open space. Another method is through proactive programming and planning through the use of a community benefits agreement.

The Executive Park Subarea Plan references the value of a diverse neighborhood to help reduce crime (Land Use Element, Objective 1, Policy 3). There are numerous other objectives and policies listed above that promote a "safe", well-lit, walkable and bikeable neighborhood within EP that may have beneficial effects on crime. These include Land Use Element, Objective 2, Policy 2; Streets and Transportation Element, Objective 1, Policy 1 and Objective 2, Policy 3; and the Design Guidelines.

As stated in The Plan's neighborhood vision, "the plan focuses on providing a welcoming environment for visitors and residents to the area through the creation of good streets, good urban design, and sound land use policies." (page 3) Thus The Plan seeks to create a positive built environment, which is a resiliency factor for violence. The degree to which The Plan actually does achieve a safe pedestrian environment, good urban design, livable communities, usable open spaces, non-car dependent transit, and public linkages to other communities is dependent upon The Plan's implementation. Analysis of The Plan's proposed actions for each of these goals is discussed in greater depth in the Sustainable Transportation, Environmental Sustainability, and Public Infrastructure sections of this analysis.

As discussed in the Sustainable Transportation analysis, the degree to which EP promotes quality pedestrian environments is dependent upon numerous factors, including the degree to which The Plan is implemented and the degree to which transit patterns change to promote use of public transportation and decreased use of cars. Many of the proposed actions and guidelines would address pedestrian quality within the EP Subarea, but do little to address the connectivity of EP to the surrounding neighborhoods (with the exception of improvements to the Blanken Avenue tunnel). Because EP is a geographically isolated neighborhood lacking public transit amenities, EP residents may continue to depend upon cars as their primary means of travel. This would suggest that pedestrian activity from EP to other areas will be limited.

The Plan does state that to "create a neighborhood supportive of diverse families and mixed incomes," a diverse

neighborhood should provide "a number of benefits ranging from increased social interaction, reduction of crime, and long-term benefits to children. This new residential neighborhood should benefit from the benefits of diversity and in doing so, increase livability in the area." To achieve this diverse neighborhood, The Plan proposes the following implementing actions "(1) Require a development model supportive of families, as articulated in the Executive Park Design Guidelines. (2) Require 40 percent of all units in new development to have two or more bedrooms and (3) Encourage 10 percent of units in new development to provide three or more bedrooms." As discussed in other parts of this analysis, it is unclear what "diverse" means in this context and whether it is suggesting racial/ethnic diversity, economic diversity, or age diversity, but it is suggested that a diverse neighborhood would increase social interaction and reduce discrimination and crime within the neighborhood.

The Plan recognizes that a "livable neighborhood" involves more than just streets and housing, it also involves having community facilities and services that address the needs of residents. The Visitacion Valley Community Facilities and Infrastructure Fee and Fund was developed to "mitigate impacts from new residential development in Executive Park and elsewhere on public infrastructure in Visitacion Valley." The impact fee will use the funds levied on the EP residential development to build active recreational spaces, library facilities, and community facilities in VV and improve the streetscape along Blanken Avenue to improve connectivity between EP and VV. There is no reference to improving community facilities and infrastructure in BVHP using the impact fees.

Since neighborhood level data can be demographically heterogeneous, it is important to look at data at census tract and census block levels in order to understand what is happening within a neighborhood. It is worth noting this demographic heterogeneity because very often BVHP and VV are characterized as unsafe neighborhoods with high incidents of violence. For example, roughly half of VV has very few homicides, with 2 census tracts having 0 homicides between 2003 and 2005. Similarly, roughly half of BVHP geographically, and the majority of BVHP in terms of population density, are census tracts with homicide rates of 0-1.0 per 1000 population, which is comparable to many other parts of the City. The maps for violent crime suggest that the incidents of violent crime tend to be concentrated in specific sections of the neighborhood, which happen to be furthest from Executive Park Subarea.

The City of San Francisco has tried to address crime within these specific census tract areas through a variety of methods, including the creation of "Communities of Opportunity" and various violence prevention programs targeting youth and residents in the Sunnydale, Alice Griffiths, and Hunters' Point public housing apartments. The Mayor's Office of Criminal Justice's Citywide Violence Prevention Planning Initiative is intended to "build capacity of individuals, families, neighborhoods, and institutions to promote a violence free environment for all San Franciscans and sustain long-term reductions in the incidence and prevalence of violence by developing integrated strategies that foster positive outcomes for people and communities; advancing multi-sectoral and city-community partnership; providing constructive alternatives; focusing on the greatest need; and ensuring accountability throughout." [Accessed on May 9, 2007: http://www.sfgov.org/site/mocj_page.asp?id=56009] It remains to be seen how this initiative will address violent crime and the associated risk and resiliency factors within BVHP and VV.

As noted in indicator PS.3.a and PS.3.b, limiting the number of alcohol outlets in a neighborhood limits the availability of alcohol among local residents and visitors, which can lower excessive alcohol consumption. This same logic may be applied to tobacco and firearm availability. "As one youth resident of a low-income area of Oakland observed, "I can walk down to the corner and buy a gun, but I have to get on a bus to get school supplies." (Youth Alive! Participant, accessed from Prevention Institute website: http://www.preventioninstitute.org/alameda_bg.html) Through zoning, the Planning Department may limit the availability of harmful products, such as alcohol, tobacco and firearms, and increase the availability of beneficial products, such as books, grocery stores, arts and craft supplies, sports equipment, and other recreational items. The Executive Park Plan suggests rezoning almost the entire area as an RM-3 or Mixed (Apartments and Houses) Medium Density area. According to current planning code standards for residential districts, a liquor or firearms store would not be permitted as of right or as a conditional use. It is not known whether it could be considered under a special use permit.

Potential Plan/Project Improvements

- Implement pedestrian environment improvements as described in the analysis of the sustainable transportation element
- If one does not already exist, the Planning Department could place restrictions on the density of alcohol outlets in proximity to each other (at the block level).
- Be more specific in the definition and proposed policies to promote diversity within Executive Park.
- Consider allocating additional impact fee revenues to BVHP (additional revenues will come from increased

number of residential units being built in Executive Park than originally was calculated in the Visitacion Valley Community Facilities and Infrastructure Fee and Fund).

- Promote “eyes on the street”, Crime Prevention Through Environmental Design (CPTED) and the planning department’s involvement in the Mayor’s Violence Prevention Planning Initiative
- Community benefits agreements (CBA) have the ability to influence a number of factors associated with violence prevention, such as family/community interaction, police/community interaction and youth opportunities. In addition to the impact fee, the developers could contribute to violence prevention via a CBA by committing to some of the following:
    - Fund at least one cultural event at or near the new development per year such as a music or film festival, family day, holiday party, or community health fair in consultation with community residents.
    - Provide tours of the developer’s facilities to educate residents and youth about the development process, architectural design, construction, and environmental remediation.
    - Create a multi-purpose community center that provides space for community meetings, trainings by local service and community agencies, and provides affordable entertainment for youth and afterschool programming.
    - Help tie job training and placement programs for community residents to neighborhood beautification maintenance, infrastructure and commerce development, and female economic empowerment.
    - Hire youth to disseminate information and promote community engagement in proposal development and implementation.
    - Hire a part-time youth coordinator that can coordinate programs for youth in or near the new development.
    - Hire youth to create murals on walls, trash cans, and other designated areas of the development, maintain community gardens, and remove graffiti.
    - Organize periodic town hall meetings between police, elected officials, and current residents to discuss the impact of new development and ways to improve neighborhood safety.
    - Encourage police patrolling on bikes, and foot; police integration with neighborhood schools and community centers; and police patrolling in public transportation near new development.
    - Create a multi-purpose center that includes space for a community policing station as well as self-defense workshops, afterschool programming, and police-teen buddy programs.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.1: Assure affordable and high quality child care for all neighborhoods
Indicator	PI.1.a: Difference between number of children eligible for childcare and number of childcare subsidies available PI.1.b: Ratio of supply to demand for licensed childcare slots disaggregated by age of child PI.1.d: Childcare as a percentage of family budget
Development Target	PI.1.a, PI.1.d: No identified development target PI.1.b: New residential development: ▪ Min: Designates non-residential space for use as childcare facilities sufficient to meet residence-based child care demand ▪ Benchmark: Builds and operates childcare facilities sufficient to meet estimated demand in partnership with licensed child care provider PI.1.b: New commercial development of **XX** square feet: ▪ Min: Designates space for use as childcare facilities sufficient to meet employment-based child care demand OR contributes to a child care impact fee ▪ Benchmark: Builds and operates childcare facilities sufficient to meet estimated demand in partnership with licensed child care provider

Community Health Assessment

Executive Park

No information specific to indicators PI.1.a, PI.1.b and PI.1.d are available at the EP project level. A quick scan of the business directories in EP revealed that there is at least one childcare business called "Family Child Care" located at 150 Executive Park. Given that the current office building would be demolished via the EP Subarea Plan, current office tenants will relocate out of EP, including any childcare providers that might currently be there.

Visitacion Valley

PI.1.b: According to the U.S. Census, there were 7,468 children 0-13 years old living in VV in 2000. In 2002, licensed child care centers located in VV had the capacity to hold 1,188 children 0-13 years old and licensed family child care homes had the capacity to hold 560 children. Based on these figures, VV licensed centers and homes can only accommodate 24% of the children 0-13 years old living in VV.

PI.1.a: During this same time, there were 3,330 children (0-13) in VV who were eligible for childcare subsidies (eligibility was defined as making less than 75% of the State Median Income) and only 1248 state and local childcare subsidies available in VV. Thus 63% of VV children who are eligible for childcare subsidies are not receiving them.

PI.1.d: A family in VV making the median family income of $56,897 per year would spend 18.3% of their family budget on licensed childcare for an infant (2001) or 17.2% of their budget on childcare for a preschooler (2004). Based on this calculation, VV residents spend a higher percentage of their median family income on childcare than San Francisco residents in general.

Bayview/Hunters Point

PI.1.b: According to the U.S. Census, there were 7,770 children 0-13 years old living in BVHP in 2000. Licensed child care centers located in BVHP had the capacity to hold 1,219 children 0-13 years old and licensed family child care homes had the capacity to hold 1,046 children. Based on these figures, BVHP licensed centers and homes can only accommodate 29% of the children 0-13 years old living in BVHP.

PI.1.a: During this same time, there were 4,740 BVHP children (0-13) who were eligible for childcare subsidies and only 2,360 state and local childcare subsidies available in BVHP. As a result, 50% of BVHP children who are eligible for childcare subsidies are not receiving them.

PI.1.d: A family in BVHP making the median family income of $38,669 per year would spend 26.9% of their family budget on licensed childcare for an infant (2001) or 25.3% of their budget on childcare for a preschooler (2004). Based on this calculation, BVHP residents spend a higher percentage of their median family income on childcare than San Francisco residents in general.

San Francisco

PI.1.b: According to the U.S. Census, there were 88,037children 0-13 years old living in SF in 2000. Licensed child care centers located in SF had the capacity to hold 16,889 children 0-13 years old and licensed family child care homes had the capacity to hold 6,428 children. Based on these figures, citywide licensed centers and homes can only accommodate 26% of the children 0-13 years old living in SF.

According to the 2006 Economic Impact of the Child Care Industry in the City and County of San Francisco, San Francisco has the second-highest percent of licensed child care supply per child of working parents of any county in California. However this figure does not include the 281,000 people commuting into SF each day for work, many of whom work in the downtown area which is less accessible to child care providers. Accessed online on March 14, 2007: http://www.dcyf.org/WorkArea/showcontent.aspx?id=1520

PI.1.a: In San Francisco, there were 35,793 children (0-13) who were eligible for childcare subsidies and only 13,456 state and local childcare subsidies available citywide. As a result, 62% of SF children who are eligible for childcare subsidies are not receiving them.

PI.1.d: A family in San Francisco making the citywide median family income of $63,545 per year would spend 16.4% of their family budget on licensed childcare for an infant (2001) or 15.4% of their budget on childcare for a preschooler (2004).

Caveats

- This income based eligibility criteria may underestimate the number of persons needing financial assistance for childcare because the 75% State Median Income (SMI) ceiling inadequately accounts for the high cost of living in San Francisco. Transportation to and from the childcare facility, if not located near home or work, may be an additional cost to be factored into the total costs of childcare as a percentage of median family income.
- The median family income likely increased between 1999 and 2004, the year used for calculating childcare costs, however updated census data at the zipcode level was not available at time of publication. Although actual income levels may have changed, the relative proportions (i.e., % of budget on childcare) will likely not have changed significantly.
- Childcare subsidies include both subsidies associated with a facility and vouchers, which allow families to choose care more flexibly from licensed centers, licensed family child care, and in most programs, license-exempt care (such as relatives).
- Some families may seek childcare closer to work or in their neighborhood of residence, whereas others may prefer childcare close to transportation (i.e. commuter stations). The demand for childcare changes with age – i.e., demand for infant care is higher than demand for preschool-age care, because preschoolers have preschool and programs like Head Start. Also, demands for school-age childcare may vary considerably depending upon availability of afterschool programs, older siblings/friends, and other alternative afterschool care arrangements. Thus, the breakdown of childcare demand by age is important in identifying the greatest need.
- It is important to note that certain types of care may be more expensive than others. For example, according to a report by the Children's Defense Fund, "the average price of center care for infants (among the cities surveyed) is generally about $1,100 a year more than the average price of center care for 4-year-olds." [Accessed online on March 15, 2007: http://www.nccic.org/poptopics/averagecost.html]
- Because use of childcare is affected by many different personal and structural factors (i.e. parent/s' employment status, location of employment, proximity of workplace, home and school, access and use of public transportation, access and use of personal vehicles, childcare preferences, family and friend social networks, language abilities and preferences, costs of different types of childcare, waiting lists, age of child, existence of siblings, availability of afterschool programs, eligibility for childcare subsidies, facility acceptance of subsidies, health of child and parents, etc), caution is advised in calculating demand for licensed child care.

Stated Plan/Project Facts

10,000 square feet of building space designated for childcare approved by Board of Supervisors in October 2005 (Executive Park Summary for 6/15/06 Hearing)

Executive Park Subarea Plan

Land Use

- *Objective 1, Policy 3*: Create a neighborhood supportive of diverse families and mixed incomes
- *Objective 1, Policy 3, Implementing Actions:*
  - Require a development model supportive of families, as articulated in the Executive Park Design Guidelines
  - Require 40 % of all units in new development to have two or more bedrooms
  - Encourage 10 % of units in new development to provide three or more bedrooms (p.6)

Land Use

- *Objective 2*: Meet the daily needs of residents within the neighborhood

Notably, the RM-3 zoning proposed for Executive Park does allow the permitted use of a child care facility for 12 or fewer "as of right" (meaning that it does not have to go through a special permitting process) and allows for a child care facility for 13 or more with a conditional use permit.

Evaluation of Plan/Project

There is no identified development target for indicator PI.1.a and PI.1.d. As such, assessment of whether The Plan advances HDMT development targets for these indicators is not applicable.

According to the Executive Summary for the June 15, 2006 Board of Supervisor's hearing, the Board of Supervisors approved 10,000 square feet of space for childcare in Executive Park in October 2005. While the proposed RM-3 zoning designation would permit child care as of right, there is no specific mention of childcare in The Plan. By setting aside 10,000 square feet of building space for childcare, the Executive Park area works toward achievement of the minimum development target (designation of non-residential space for use as childcare facilities sufficient to meet residence-based child care demand) for indicator PI.1.b. However, because there are no specific details about the anticipated demographics or childcare needs of future residents of EP, it is not currently possible to calculate future demand for the area. As a result, the ability to assess whether indicators PI.1.a, PI.1.b and PI.1.d will be impacted via The Plan is limited.

Nonetheless, a number of factors allow us to comment on childcare needs in EP and surrounding communities. The Plan proposes a requirement that 40% of new units are 2+ bedrooms and an encouragement that 10% of new units are 3+ bedrooms. Market-rate smaller units decrease the likelihood that families would move into EP, therefore limiting the potential demand for childcare. The presence of a childcare facility could encourage families currently with or expecting to have one or two younger children to move into EP. Families expecting to have children may be more likely to move into the smaller units than families with school-age children, thus increasing the need for infant and preschool childcare.

The VV and BVHP data described above highlight that the demand for childcare in surrounding areas might be high. The creation of a childcare facility within EP could: a) generate new demand via new EP residents, and/or b) address existing demand in the surrounding areas. The accessibility of the childcare facility (e.g., via public transportation, cost, hours of operation) would affect whether residents of BVHP and VV would use the EP childcare facility.

In VV, there is roughly one licensed childcare spot for every four children. In BVHP, there is roughly one for every three. These estimates are based only on current residents and do not take into account childcare needs of families who work in VV or BVHP but live elsewhere. These estimates also do not consider the childcare needs of families who live in BVHP or VV, work in other neighborhoods, and prefer to have childcare closer to their workplace rather than residence. Based on capacity alone, there may potentially be a high demand for additional licensed childcare, but this can only be determined in consideration of other factors affecting childcare demand.

The need for subsidized childcare is determined by the number of eligible children (defined as those whose parents earn <75% standard median income) and the availability of state and non-state (i.e., city) subsidized childcare. In both VV and BVHP, there is already a considerable amount of unmet need for subsidized childcare. Thus, increasing the availability of subsidized childcare in the nearby areas could potentially address some of the unmet need.

According to a sales representative for The Cove, because the limited number of 3+bedrooms have the most desirable views, they can command the highest price for these units. Therefore, they will not be offering them as the portion of the below market-rate units required by the City's Inclusionary Housing Program. Limited affordable housing may decrease the need for subsidized childcare on site because low-income residents are more likely to need subsidized

childcare than families who can afford market-rate housing. In contrast, designated childcare space could be used to accommodate the unmet needs of surrounding areas.

The Plan states "require a development model supportive of families, as articulated in the EP Design Guidelines." However, there are no family-specific guidelines mentioned in the Design Guidelines, except for "active uses are encouraged, including children's play areas, courts for recreational activities, picnic tables, café seating or space for temporary market stalls or performances" (p.23) and promoting "well-lit, well-used, and active residential frontages that encourage 'eyes on the street'."(p.26) Addition of childcare policies and implementing actions would work to further this goal.

Without more details about the cost and type of childcare to be provided in the 10,000 square feet of space dedicated to childcare, it is not possible to analyze the potential impact of the existence of new childcare on family budgets in that area. However, given that it is a relatively small space, the impact would likely be minimal.

Potential Plan/Project Improvements

Add a policy to Land Use Element, Objective 2 "Meet the daily needs of residents within the neighborhood" that is related to the creation of childcare.

Revise Implementing Actions:

- "Require 40% of all units in new developments to have two or more bedrooms"
- Change language from "encourage 10% of units to provide three or more bedrooms" to "require 10% of units to provide three or more bedrooms"
- Increase from 10% to 15% the number of three or more bedrooms encouraged

Provide specifics on the capacity (numbers/ages of children) and acceptance of subsidies at proposed childcare center, as well as a target for the number of residents with children.

Need additional information on type, cost and age groups to be serviced in reserved childcare space.

To calculate project specific expected demand for childcare, we need to know the anticipated demographics and childcare preferences of people moving into the new development area. The LINCC Toolkit states that to estimate childcare demand, we would need to have:

a) the number and bedroom count of housing units
b) census data from a comparable community
c) Survey of Income and Program Participation (SIPP) data
d) childcare type preferences (i.e., larger versus smaller, near work versus home)
e) capacity of existing childcare centers in surrounding neighborhoods
f) future plans that may affect neighborhood dynamics (i.e., increased availability of public transportation, development of nearby areas, etc)

LINCC Toolkit available to be ordered online at:
http://www.lincc-childcare.com/docs.php?oid=1000000042&ogid=1000000002 (Accessed on November 15, 2006)

Given the anticipated cost of housing, it is unlikely that the population moving into EP will be similar demographically to existing VV and BVHP populations. Another area that has had similar development could be selected as a comparable community to project age and number of children per household. Analysis of the other factors could be used to predict childcare demand for the proposed 8,000 new residents in EP.

Recommend Changes to the HDMT

- Reorganize the order of Indicators PI.1.a and PI.1.b.
- **PI.1.a:** Consider adding target for larger scale development projects to: a) include space for childcare and b) consider reduced rent for providers accepting childcare subsidies
- **PI.1.b:** Identify a commercial square footage minimum for the development target
- **PI.1.d:** If possible, calculate average amount spent on childcare by neighborhood (disaggregated by type of childcare (including subsidies)). Seek out updated information. Consider adjusting each of the estimates for inflation to be originating from the same year. Consider using median household income rather than FMI.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.2: Assure accessible and high quality educational facilities
Indicator	PI.2.a: Proportion of residential units with ½ mile access to public elementary school
Development Target	Land use and project development plans: ▪ Min: Identify or allocate a site appropriate for adequate neighborhood school facilities based on expected future population ▪ Benchmark: Include and fund implementation plans for adequate school facilities ▪ Max: Build new schools or expand existing schools to meet increased demand

Community Health Assessment

Executive Park

None of Executive Park is currently within one-half mile of a public elementary school via city streets. The public elementary school closest to EP is Bret Harte Elementary School on the other side of Bay View Hill, over one mile away, accessible via Jamestown and Gilman Avenues. Both roads lack traffic calming measures to reduce speeds and have poor lighting and sidewalks. The closest public elementary school in VV is Visitacion Valley Elementary, which is over one mile away, crossing under Highway 101, down Blanken Avenue, down Bayshore Boulevard, and up Visitacion Avenue.

Visitacion Valley

81% of residential units in VV are within one-half mile of the four VV public elementary schools, which include El Dorado, Visitacion Valley, Hillcrest and ER Taylor Elementary Schools. The major exception is in the southwestern part of VV (bordering along Excelsior) which is also the area with one of the highest population densities of children. Due to the geography of VV, the majority of residents can access VV public elementary schools using lower traffic volume roads. Residents in Little Hollywood would need to cross Bayshore Boulevard to access any of the four schools. Residents of Portola would need to cross Mansell Street to access El Dorado or Visitacion Valley Elementary schools. Residents of Little Hollywood, Sunnydale or VV would need to cross Mansell Street to access Hillcrest or ER Taylor.

Bayview Hunters Point

91% of residential units in BVHP are within one-half mile of the five BVHP public elementary schools, which include Bret Harte, Drew, Carver, Brown College Prep, and Malcolm X Academy. The major exception is in the area near Hunters' Point which currently has fewer residential units and is initiating environmental clean up after years of use as a naval shipyard.

San Francisco

88% of residential units in San Francisco are located within one-half mile of SF elementary schools. Areas such as Treasure Island, Presidio Heights, South of Market, and Lakeshore have very little to no access to a public elementary school. Other neighborhoods, particularly in the center of San Francisco, have 100% proximity to public elementary schools.

Caveats

- Proximity on the map does not mean equivalent access. Major roads, industrial areas, major hill parks, and non-grid like street patterns may inhibit walking access to these schools.
- Because of SF's school assignment policies (driven by the SF Diversity Index Lottery), some students do not attend the elementary school that is geographically closest to their place of residence. Attending school in another neighborhood would likely inhibit students' walking or biking to school.
- According to the SF Unified School District, 75% of the students applying to SFUSD schools (i.e., at Kindergarten, Sixth Grade and Ninth Grade) in 2004-2005 were placed at their attendance area (i.e., neighborhood) school and 25% were placed at schools outside their attendance area. Of the 2004-05 Kindergarten, Sixth and Ninth grade classes, 45% had requested attendance at a school outside their attendance area. [Accessed online on February 8, 2007: http://portal.sfusd.edu/data/epc/AttendanceAreaRequests04-05.pdf]
- It is unknown whether the rates of in-neighborhood placement are the same as the citywide average or are higher or lower for VV and BVHP schools. It is also unknown how many of VV or BVHP residents that want to stay at their neighborhood schools are allowed to (or how many residents that want to be placed somewhere else are granted their requests).
- As noted on the SFUSD website, "For schools with attendance areas, applicants from the attendance area will

be assigned before non-attendance area students as long as there is space available and attendance area students contribute to diversity as defined by the diversity index lottery. Applications from non-attendance area students are only considered when applicants from the attendance area no longer contribute to diversity. There is no attendance area advantage for assignments to alternative schools. Where an applicant lives does not affect his or her chances of receiving an offer of assignment to an alternative school." [Accessed online on February 8, 2007: http://portal.sfusd.edu/template/default.cfm?page=policy.placement.faq]

- On their website, SFUSD provides school-specific information about a) the number of slots available at each school for new students, b) the number of students requesting placement at each school (as first choice or as any choice), and c) the number of students receiving placement at a school who requested placement at that school. However, as of February 2007, SFUSD does not provide school-specific information on attendance areas (i.e., what percentage of students from VV ranked VV as their first choice and ended up being placed at VV). For more information about the enrollment process, see: http://portal.sfusd.edu/template/default.cfm?page=policy.placement.round_one [Accessed online on February 8, 2007]

Stated Plan/Project Facts

Executive Park Subarea Plan

There is no mention of public elementary school existence or access in The Plan.

Community Facilities and Services Element

- *Objective 1:* "Provide and enhance community facilities to serve existing and future residents"
- "A great neighborhood has a variety of gathering places such as parks and playgrounds, a full range of public services for residents such as libraries and schools, and its own special character shaped by its physical setting, streets, buildings, open spaces, and residents." (page 16)

Visitacion Valley Community Facilities and Infrastructure Fee and Fund

"…The Visitacion Valley Community Facilities and Infrastructure Fee and Fund was established in November 2005. Fee revenues are to be used for:

- Active Recreational Spaces: development of neighborhood playground, pool and outdoor education center.
- Library Facilities: construction of a new neighborhood facility"

Evaluation of Plan/Project

As stated above, there is no mention of public elementary school access or proximity in The Plan. As such, The Plan does not meet the minimum development target of identifying or allocating a site appropriate for a neighborhood school facility based on expected future population.

The presence of multi-bedroom units suggests that some families may move to Executive Park. The Plan proposes a requirement that 40% of new units are 2 or more bedrooms and an encouragement that 10% of new units are 3 or more bedrooms. However, the ability to determine how many families will move to EP and whether or not their children would attend public schools is very limited.

There are no specifics in The Plan about anticipated residents and family sizes. Therefore it is currently not possible to predict increased EP demand on existing schools. More information is needed on anticipated residents' income, family size, public/private school preferences, access to afterschool and childcare, and access to a car in order to determine whether a new school facility is needed.

If there is an increased number of school-age children in EP attending public schools, increased school demand by these new residents on surrounding schools would need to be calculated to ascertain impacts on school facilities.

The quality and geographic proximity of local public elementary schools may influence parents' or persons planning to have a child decision to move to EP. In addition to the quality and accessibility of schools, the decision for a family to move to a neighborhood may be influenced by other factors including access to a car and/or public transit, availability of quality childcare and afterschool programs, the presence of other families in EP, perceived safety of streets and neighborhood, and proximity to basic needs and services.

Factors such as transportation, costs of private schools, perceived quality and safety of schools, the diversity index lottery, and other factors would influence a parent's decision to send their child to private school over public school.

Although The Planstates what constitutes a "great neighborhood," there are limited policies and implementing actions to help achieve these great neighborhoods for families. The Visitacion Valley Community Facilities and Infrastructure Fee and Fund (VVCFIFF) was created to enhance community facilities available to VV and EP residents. This includes the creation of active recreational spaces like a neighborhood playground, the construction of a new neighborhood library, the creation of a community meeting space, and streetscape improvements. Although these are all needed improvements in VV, it is not known whether EP residents will regularly access the facilities in VV and whether the presence of such facilities will be a "draw" for parents or expecting parents to move to EP. Although the VVCFIFF ordinance defines EP as part of VV, the physical/geographic isolation of EP may inhibit walking to and from the playgrounds, the schools, and the other community facilities located in VV, or in BVHP – thus decreasing the likelihood that EP residents would consider and utilize Visitacion Valley as their own community resources.

Potential Plan/Project Improvements

- Build pedestrian connectivity to and along Jamestown Avenue in order to promote access to Bret Harte public elementary school. Construct wider sidewalks, street lighting and pedestrian crossings to promote walkability and connectivity of neighborhoods.
- Modify Transportation Management Plan to include children as an additional demographic to be serviced in order to promote families' use of public transit and carpooling to children's activities (i.e., school, day care, playgrounds, and community activities).

Recommend Changes to the HDMT

Consider breaking out the indicator into two indicators: 1) the proportion of residential households within ½ mile access to a public elementary school and 2) the proportion of elementary school-aged children within ½ mile access to a public elementary school. Note: if do elementary school age, would need to determine what are appropriate cutoffs for age limits given that some schools are K-3, K-5, K-8.

Add explanation about Diversity Lottery Index and school placement policies.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.2: Assure accessible and high quality educational facilities
Indicator	PI.2.b: Ratio of public school population to citywide school-aged population, by ethnicity PI.2.c: Proportion of schools achieving an academic performance index (API) base of 800 or more PI.2.d: Proportion of students graduating from high school by school
Development Target	PI.2.b, PI.2.c, PI.2.d: Development integrates community services and uses into new schools or school facilities that: ▪ Min: Anticipate additional community serving uses (e.g. pre-school, after-schools, community recreational facility, neighborhood park, community serving non-profit) ▪ Benchmark: Be planned as a multi-use facility involving collaborative of organizations ▪ Max: N/A

Community Health Assessment

Executive Park

Data on indicators PI.2.b, PI.2.c and PI.2.d are currently unavailable at the Executive Park project level. This is mostly due to the fact that there are few residents currently living in EP. It is unknown how many families with school-age children reside in the existing Candlestick Point/Cove residential units, and what the extent of academic performance is for those families.

Visitacion Valley

PI.2.b: Data on this indicator are currently unavailable at the Visitacion Valley neighborhood level.

PI.2.c: None of the seven public schools located in VV obtained a score of 800 or higher on the Academic Performance Index base for 2004-2005. The highest ranking public school was Taylor Elementary, with a score of 789 out of 1000. The other six public schools ranged in rank from 634 to 747. The weighted average API score for VV public schools was 683.

PI.2.d: The 2004-2005 high school graduate rate at Philip and Sala Burton High School in VV is 90.6%. This is below the SFUSD average of 94.1%. Graduation rates at Burton have fluctuated between 90% and 95% over the past five years. Because of the SFUSD Diversity Index, not all Burton High School students are from VV. Caution is advised in associating local high school graduation rates and educational attainment directly with VV residents. According to the Burton High website, 98% of the Burton High graduating class enrolls in colleges and universities. (Accessed online on December 19, 2006: http://www.sfusd.edu/schwww/sch764/aboutburton.html)

Bayview/Hunters Point

PI.2.b: Data on this indicator are currently unavailable at the BVHP neighborhood level.

PI.2.c: None of the eight public schools located in BVHP obtained a score of 800 or higher on the Academic Performance Index base for 2004-2005. The highest ranking public school in BVHP was KIPP Bayview Academy, with a score of 711 out of 1000. The other seven public schools ranged in rank from 519 to 678. The weighted average API score for BVHP public schools was 621.

PI.2.d: The 2004-2005 high school graduation rate at Thurgood Marshall Academic High School in BVHP is 97.4%. This is above the SFUSD average of 94.1%. Graduation rates at Marshall have been consistently above 96% for the past five years. Because of the SFUSD Diversity Index, not all Marshall High School students are from BVHP. Caution is advised in associating local high school graduation rates and educational attainment directly with BVHP residents. According to the Marshall High website, "In fall 2006, Marshall began offering all students an enriched college-prep curriculum and learning opportunities restructured and supported by a new administration. A redesigned 7-period day bell schedule allows students to sign up for seven courses that challenge them as well as meet their special needs. Students take core and elective courses, including Honors/Advanced Placement courses, which meet the UC and CSU admission requirements, as well as prepare them for entrance to other colleges and universities of their choice." (Accessed online on December 19, 2006: http://www.tmahs.com/mpages/about.htm) It is currently unknown whether the new programming will impact graduation rates and/or college attendance.

San Francisco

PI.2.b: Although the degree of racial segregation in SF schools has decreased over the past 20 years, white children in San Francisco are still underrepresented in public schools, suggesting higher rates of attendance at private schools. In contrast, African American and Asian-American/Pacific Islander/Filipino children are overrepresented in public schools, relative to their citywide population. The number of Hispanic/Latino children has steadily been increasing over the past 20 years.

PI.2.c: 8% of public schools (29 of 116) in the San Francisco Unified School District obtained a score of 800 or higher on the Academic Performance Index base for 2004-2005. The highest ranking public school was Lowell High School with a score of 946 out of 1000. The weighted average API score for SF public schools was 719.

PI.2.d: The 2004-2005 average high school graduation rate for the San Francisco Unified School District is 94.1%. The SFUSD average has been improving over the past five years. The 2004-2005 citywide average, which includes county schools not included in SFUSD calculations, is 90.1%. The citywide graduation rate has also been improving over the past five years.

Caveats

- Because of SF's school assignment policies (driven by the SF Diversity Index Lottery), some students do not attend the public school that is geographically closest to their place of residence. Attending school in another neighborhood would likely inhibit students' walking or biking to school.
- It is possible to do an analysis of racial/ethnic demographics of schools at the neighborhood level using census data and SFUSD school specific historic profiles (available at: http://portal.sfusd.edu/template/default.cfm?page=school_info.profiles, dating back to 1998). However, because over a quarter of students attend schools outside of their own neighborhood, there does not appear to be added value to calculating this indicator at a neighborhood level. Citywide measures still reflect demographic shifts. However, individuals wishing to get more specific data can do so by using the above web accessible information.
- As noted on the SFUSD website, "For schools with attendance areas, applicants from the attendance area will be assigned before non-attendance area students as long as there is space available and attendance area students contribute to diversity as defined by the diversity index lottery. Applications from non-attendance area students are only considered when applicants from the attendance area no longer contribute to diversity. There is no attendance area advantage for assignments to alternative schools. Where an applicant lives does not affect his or her chances of receiving an offer of assignment to an alternative school." [Accessed online on February 8, 2007: http://portal.sfusd.edu/template/default.cfm?page=policy.placement.faq]

Stated Plan/Project Facts

Executive Park Subarea Plan

Schools and educational quality are not specifically mentioned in Executive Park Subarea Plan.

Land Use

- *Objective 1, Policy 3*: "Create a neighborhood supportive of diverse families and mixed incomes."
- *Objective 1, Policy 3, Implementing Actions:*
  - "Require a development model supportive of families, as articulated in the Executive Park Design Guidelines"
  - "Require 40 % of all units in new development to have two or more bedrooms."
  - "Encourage 10 % of all units in new development to provide three or more bedrooms."

Community Facilities and Services

"A great neighborhood has a variety of gathering places such as parks and playgrounds, a full range of public services for residents such as libraries and schools…While new development will generate real estate transfer taxes and annual property tax increases, pay citywide school fees and meet inclusionary housing requirements, additional investments in parks, streets, and community facilities and services – beyond what can be provided through property tax revenue – is essential to meeting the needs of new residents."

- *Objective 1:* Provide and enhance community facilities to serve existing and future residents"

Visitacion Valley Community Facilities and Infrastructure Fee and Fund

"…The Visitacion Valley Community Facilities and Infrastructure Fee and Fund was established in November 2005. Fee revenues are to be used for:

- Active Recreational Spaces: development of neighborhood playground, pool and outdoor education center.
- Library Facilities: construction of a new neighborhood facility"

The Visitacion Valley Community Facilities and Infrastructure Fee and Fund (SF Ordinance 264-05, File No. 051508, Approved 11/18/2005) requires the developers of Executive Park to contribute $6,086,160 to build a 11,376 square foot new community center in Visitacion Valley.

Evaluation of Plan/Project

The HDMT development target for these indicators are relevant to new school construction and therefore not relevant to The Plan. However the development target could be used to shape uses of the future community center.

Although The Plan states that it seeks to "Create a neighborhood supportive of diverse families and mixed incomes" there are few policies or actions in The Plan that actually are family-specific or support diversity of incomes moving into Executive Park. For example, there are no references to families and only one reference to children in the Executive Park Design Guidelines: "Active uses are encouraged, including children's play areas..."

Although there is a Transportation Management Plan in The Plan, there are no references to the transportation of children to schools, childcare or other community activities within or outside of EP. Implementing actions in The Plan require the development of two bedroom units, but only encourage the development of three bedroom units. Smaller families with one child or two young children could potentially reside in the two bedroom units but larger families, or extended family networks, would have harder time residing in such units.

There are no specifics in The Plan about the anticipated incomes or race/ethnicity of future residents, or public/private school preferences. The presence of some multi-bedroom units suggest that some families may move to EP, however it is unknown how many families will move to EP and whether or not their children would attend public schools. Factors such as transportation, costs of private schools, perceived quality and safety of schools, the diversity index lottery, and other factors would influence a parent's decision to send their child to private school over public school. The perceived accessibility and quality of local public elementary schools, as well as family size, access to a car, and parents' educational background may influence parents' (or persons planning to have a child) decision to move to EP.

Based on Academic Performance Index ratings, the schools in BVHP and VV are below the City average. The high school in BVHP is slightly above the City average and the high school in VV is slightly below the City average, but neither school has a graduation rate of 100%. High school graduation rates, API and attendance at public schools vs. private schools represent a limited view of school quality or performance. One potential way to address poor school performance is to invest more resources into the public schools, and promote community involvement in student learning.

One way to achieve this is through use of the schools as a multi-use facility which brings more financial and physical resources to school facilities. In addition, this increases social interactions between residents, helping to further neighborhood cohesion and personal investments in school maintenance and quality. San Francisco's use of a diversity index to determine school placement means that some students do not go to school in their neighborhood. However, investment in neighborhood schools can potentially lead to improved quality of life (i.e., increased social capital, increased/improved green space, opportunities/spaces for tutoring, and decreased crime) which can affect student academic performance.

Although it will not be built in a school, the VV Community Facilities and Infrastructure Fee and Fund (SF Ordinance 264-05, File No. 051508, Approved 11/18/2005) requires the developers of Executive Park to contribute $6,086,160 to build a 11,376 square foot new community center in VV. A Community Center is defined as "(a) Community clubhouse, neighborhood center, community cultural center or other community facility not publicly owned but open for public use, in which the chief activity is not carried on as a gainful business and whose chief function is the gathering of persons from the immediate neighborhood in a structure for the purposes of recreation, culture, social interaction or education other than that regulated by Section 209.3 of this Code" [Accessed on February 8, 2007: http://www.municode.com/content/4201/14139/HTML/ch002.html]

The new community center could be located near one of the local schools, and be planned as a multi-use facility involving a collaborative of organizations and offering pre- and after-school programming, a recreational facility,

neighborhood park, and community serving non-profit. A community center could also offer tutoring, skills and interview training, mentoring, and other education-oriented programming for neighborhood youth.

Because it will be built in VV, it is unlikely that the new community center will benefit students in BVHP. Because of geographical barriers, the improvements from the impact fee may serve to draw more families to VV, but will not necessarily attract more families to Executive Park.

The VVCFIFF was passed in November 2005. Since then, the proposed number of housing units in EP has increased and there will be more funds generated from the impact fees than originally anticipated. These funds could be used to promote the use of VV and BVHP schools as multi-activity buildings. If there is an increased number of school-age children in EP that would attend public schools, the increased school demand by these new residents on surrounding schools would need to be calculated to ascertain impacts on school facilities.

Potential Plan/Project Improvements

- Include children in Transportation Management Plan
- Require children's playground in EP
- Discuss childcare to be provided in EP (as required by November 2005 ordinance)
- Provide incentives to carpool children to local elementary schools and children's activities
- Assess the impact that EP development will have on VV and BVHP public schools and include this in impact fee distribution
- Locate the new community center near a school and promote collaboration between the center and school to help improve academic performance in schools

Recommend Changes to the HDMT

CHANGES FOR PI.2.c and PI.2.d

Revisit education indicators to see if there is another way we can address the schools as multiuse facilities development target as an indicator. Consider adding other development targets (not solely use schools as multi-use facilities).

Discuss whether there is a way to better to articulate connection between investment in schools and graduation rates.

Can we map local high school graduation rates by high school compared to educational attainment by census tract/neighborhood?

Add notes to website about passage of Measure A in 2006 elections and implications upon school funding.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.2: Assure accessible and high quality educational facilities
Indicator	PI.2.e: Proportion of children with 30 minute public transit access to public middle school and/or high school
Development Target	Land use plans ensure public schools students' public transit commute is less than 30 minutes

Community Health Assessment

Executive Park

Data on this indicator are currently unavailable at the Executive Park project level. The closest middle and high schools are over a mile away, there are limited safe pedestrian and bike routes, if any, to these schools, and there is limited public transportation within Executive Park.

Visitacion Valley

Data on this indicator are currently unavailable at the VV neighborhood level.

Bayview/Hunters Point

Data on this indicator are currently unavailable at the BVHP neighborhood level.

San Francisco

Data on this indicator are currently unavailable at the citywide level.

According to the SFUSD 2004-2005 estimates, roughly 75% of students attending SF public schools are placed at a school in their attendance area (e.g., neighborhood). [Accessed online on February 8, 2007: http://portal.sfusd.edu/data/epc/AttendanceAreaRequests04-05.pdf] It is unknown whether the rates of in-neighborhood placement are the same as the citywide average or are higher or lower for VV and BVHP schools. It is also unknown how many of VV or BVHP residents that want to stay at their neighborhood schools are allowed to (or how many residents that want to be placed somewhere else are granted their requests).

Currently there are no comprehensive data available on the commuting times of students attending SF public middle and high schools. The San Francisco Unified School District collects information on the number of students riding the bus to school each day, however that does not describe the length of commuting time or the mode of transportation of students.

The Youth Civic Engagement Project (YCEP) at the San Francisco Department of Public Health recently conducted a survey of youth opinion about MUNI, the local transportation system in San Francisco. Of the 433 students surveyed at 10 high schools, 25% did not use MUNI. Of the 316 students who regularly use MUNI, 42% spent more than half an hour commuting to school each way – with half of those spending more than 46 minutes each way. 68% of the students responded that they had been late to school because of MUNI delays. Although the YCEP study is not a representative study, it does highlight that some students are spending 60-90 minutes or more each day commuting to high school. The study also found that almost one quarter of students felt somewhat unsafe or very unsafe riding MUNI and half of the respondents had witnessed or knew someone who had seen violence on MUNI. [For more information about the YCEP study, contact Karen.cohn@sfdph.org at Children's Environmental Health.] These findings reinforce the need for analysis of the commuting patterns of San Francisco youth and how the commute impacts their daily academic, physical and social activities.

Stated Plan/Project Facts

Executive Park Subarea Plan

The Plan includes a Transportation Management Program (TMP) designed to increase public transit ridership levels among the residents of Executive Park. There are no references to the transportation of youth to schools in that Transportation Management Program.

Evaluation of Plan/Project

There is currently no site specific data available to analyze indicator PI.2.e. However, commuting times are affected by

school placement. San Francisco's attempts to desegregate schools through the use of the Diversity Index have led to increased numbers of students commuting to schools outside their neighborhood. This means that students residing in EP may not attend schools in VV or BVHP, but in another SF neighborhood.

Despite the inability to predict where students will go to school and their commuting times, there are no provisions for children's commuting to schools in The Plan. Two of the strategies discussed in the TMP, expansion of shuttle service to EP and creation of a carpool matching program, address the potential needs of students residing in EP. The current phrasing of both strategies is geared towards adults, however:

- Shuttle service expansion is geared towards adults by focusing on shuttle service to offices, shopping areas and specific transit areas (e.g., Balboa Park, Bayshore/Visitacion (near LRT stop), and Caltrain station).
- Carpool matching program could include description of matching parents who are dropping children off and picking up children from schools and/or doing other children-related activities.

The Plan notes that the TMP should be revised to "include the management of the transportation demand that would be expected from planned new residential development", suggesting that the proposed TMP will be revised to accommodate the residents who move in once their needs are known.

Objective 3 of the Streets and Transportation Element of the Subarea Plan states that EP is served by local and regional public transit directly in EP and in nearby neighborhoods. There is one MUNI bus line, the 56-Rutland, providing direct service to Executive Park and five other routes operating in the vicinity. According to SF Trip Planner (511.org), a trip from EP to Burton High School in VV will take an estimated 31 minutes with one transfer to the #9ax bus, assuming that both the 56 and 9ax buses are running on time and there is no traffic. A trip to Marshall High School in BVHP is estimated to take the same amount of time. Given that the 56 bus runs only once every half hour and morning commutes in the area are normally delayed by traffic, students have limited options for arriving to school on time and making connecting buses. Because of Executive Park's relatively remote location in the southeastern most corner of the city, it is likely that it will take more time for EP student residents to commute to SF public schools using public transit.

Potential Plan/Project Improvements

- Conduct an analysis of current commuting times of students residing in VV and BVHP a way to extrapolate what the commuting times of EP student residents might be.
- Add specific shuttle stops along the TMD route to reduce commuting times of students in EP.

Recommend Changes to the HDMT

Look into the BRT lines that are anticipated to run along Van Ness and Geary to assess commuting to schools.

Add notes to website about the Youth Civic Engagement Project, based out of SFDPH to evaluated the youth utilization of the MUNI.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.2: Assure accessible and high quality educational facilities
Indicator	PI.2.f: Proportion of public schools with onsite kitchen facilities PI.2.g: Proportion of public schools with a school garden
Development Target	PI.2.f: New or expanded schools include provision of fully functioning kitchens so that school meals are served on site PI.2.g: New or remodeled schools provide: ▪ Min: Green space equal to 20% of the project's site area for a school garden ▪ Benchmark: Green space equal to 40% of the project's site area for a school garden ▪ Max: Sufficient green space to provide all of the school's produce needs

Community Health Assessment

Executive Park

PI.2.f, PI.2.g: Currently, there are no schools in Executive Park and thus there are no school kitchens or school gardens.

Visitacion Valley

PI.2.f: Two of the seven schools located in VV responded to the SF Food Alliance survey regarding access to and use of school kitchens. VV Middle School has a fully operational kitchen used to prepare food for students. Hillcrest Elementary has a kitchen, oven and sinks and tables, however no food is prepared on site for students.

PI.2.g: According to the SFUSD Director of Educational Gardens, as of 2005, two of the six school sites in VV had school gardens (Luther Burbank Middle School and Visitacion Valley Elementary School). During this time, Burbank Middle School and the Small School for Equity (also known as the June Jordan School for Equity) shared the same plot of land and school garden. In January 2006, the SFUSD School Board decided to close down Burbank Middle School, although Small School remained open. With the help of an organization called UrbanSprouts, the Small School continues to cultivate the school garden at 325 LaGrande Avenue. (http://www.urbansprouts.org/) With the passage of Measure A in November 2006, all elementary schools will now receive funding to create and/or improve a school garden

Bayview/Hunters Point

PI.2.f: Two of the eight schools located in BVHP responded to the SF Food Alliance survey regarding access to and use of school kitchens. However, Gloria R. Davis Secondary College Prep Academy does not have a fully operational kitchen and Bret Harte Elementary School has a kitchen but lacks a stove, oven and on-site food preparation.

PI.2.g: According to the SFUSD Director of Educational Gardens, as of 2005, four of the eight schools in BVHP had school gardens (Drew, Harte and Malcolm X Elementary Schools and Brown College Preparatory Academy). With the passage of Measure A in November 2006, all elementary schools will now receive funding to create and/or improve a school garden.

San Francisco

PI.2.f: 37 of 48 schools in San Francisco Unified School District who responded to the SF Food Alliance survey had school kitchens located on the property. 17 of 48 participating schools responded that they prepare food on site for their students.

PI.2.g: According to the SFUSD Director of Educational Gardens, 35 of the 116 public schools in the San Francisco Unified School District in 2005 had school gardens available to their students. Many of these school gardens were started in 2004, after the passage of Proposition A in November 2003, which increased funding for school infrastructure, including funding for the greening of 30 schoolyards. In 200X, the SFUSD hired Arden Bucklin-Sporer as the Director of Educational Gardens.

Bucklin-Sporer provides "technical advice on building and sustaining school gardens; assists schools in finding and hiring garden coordinators; manages a materials yard for garden coordinators with compost and mulch; runs a garden coordinator nursery that periodically provides starts and plants to schools; disseminates information on grants,

resources, and workshops; and provides expertise on navigating through the different SFUSD departments and procedures." [Accessed online on December 19, 2006: http://www.sfbeautiful.org/forms/GreenSchoolyard_Resource_Directory.pdf] The Director of Educational Gardens also maintains a yahoo listserve to connect SFUSD garden programs and helps coordinate school garden and school landscaping project use of compost and wood chips via the materials yard at the School of the Arts.

With the passage of Measure A in November 2006, all elementary schools will now receive funding to create and/or improve a school garden.

Stated Plan/Project Facts

Executive Park Subarea Plan

There is no mention of school gardens or school kitchens in the Executive Park Subarea Plan.

The Plan states (page 23):

- "Open space should be provided in cohesive, usable spaces that become an organizing principle for surrounding development, not in the leftover spaces between buildings."
- "Provide a mix of public open spaces, including neighborhood parks, greenways (linear parks), and plazas."
- "Active uses are encouraged, including children's play areas, courts for recreational activities, picnic tables, café seating or space for temporary market stalls or performances."

VV Community Facilities and Infrastructure Fund and Fee

The VV Community Facilities and Infrastructure Fund and Fee states that it will fund mitigations of the impacts of new development on Active Recreational Spaces (the development of neighborhood playground, pool and outdoor education), a new neighborhood library, community spaces available for public uses and streetscape improvements along Blanken and Leland Avenues.

Evaluation of Plan/Project

The development target for indicators PI.3.f and PI.3.g is relevant to new or expanded schools only. At the current time, it is unknown whether BVHP or VV schools would expand or a new school would open as a result of an increased child population in EP. Regardless of increased burden by EP residents, there still is room for improvement of the gardens and school kitchens of schools in VV and BVHP.

It is currently unknown how many future EP residents will have children, and how many EP children would attend SF public schools. The availability of multi-bedroom units, the accessibility of public transportation, the proximity and quality of public schools, and the availability of childcare are just some of the many factors affecting residents' decision to move to a neighborhood with children, or to have children while living in an area.

Because of SF's school placement policies (the SF Diversity Index Lottery), not all children are placed in the neighborhood school closest to their home. Citywide, roughly 25% of students are placed at a school outside of their attendance area. As mentioned in The Plan, "new development will generate real estate taxes and annual property tax increases, pay citywide school fees and meet inclusionary housing requirements, additional investments in parks, streets, and community facilities and services – beyond what can be provided through property tax revenue – is essential to meeting the needs of new residents." (page 16) Thus, all EP residents will generally contribute to school funding, but specific improvements to the schools near EP (such as expansion of kitchens or creation of school gardens) will not be covered.

Although there are no plans to develop a new school, with the influx of funds from Measure A to create or improve school gardens, there will be an opportunity to remodel existing schools in the surrounding neighborhoods of VV and BVHP to include a school garden. It is currently unclear whether Measure A funds are sufficient to cover the cost of expanding VV and BVHP community gardens as planned. However it is unlikely that the Measure A funds would provide funding sufficient to meet any of the HDMT development targets for every school.

The VV Community Facilities and Infrastructure Fund and Fee could help supplement these funds for school gardens. But funding is already designated for certain projects, including improvements to Kelloch-Velasco Playground, Coffman Pool, and the Visitacion Valley Greenway-Education Center for the Sciences and Arts at Tioga Avenue, as well as building an 11,376 square foot new community center in VV. None of the developers' fees will be used to improve neighboring Bayview Hunters Point community facilities or active recreational spaces.

Although the SF Food Alliance survey provides a snapshot of some schools and not an overview of all schools, the results provide some insight into the variation in schools' potential ability to provide healthy meals to their students. Well-designed onsite kitchen facilities geared towards farm-to-school programming can be used to make/serve healthy meals using fresh and raw ingredients and as a learning laboratory to educate students on ecology, nutrition, and food supplies.

If Executive Park development will increase the number of children attending local schools, consideration should be given to how to improve kitchen facilities with the expansion of existing schools or creation of new schools. The recent passage (November 2006) of Measure A and Proposition 1D may provide increased funding to create, improve and expand kitchens in San Francisco schools. However at the present time, emphasis appears to be placed on bathroom repairs, creation of school gardens, safety upgrades, repairing dilapidated buildings and reducing overcrowding.

Potential Plan/Project Improvements

Plan Improvements

- Build safe sidewalks with pedestrian crossings along Jamestown Avenue to promote access to Bret Harte school garden as well as safer pedestrian crossings to access Candlestick Point community gardens.
- Add space for a community garden in Executive Park that could be used for educational purposes by nearby community organizations like Urban Sprouts. The Plan could also include a community garden as one of the "active uses" for the EP area.
- Survey schools in VV and BVHP to assess kitchen facility status. Consider stipulating that some of the impact fee will be dedicated to improving kitchen facilities in VV and BVHP.
- Although not a new school, the proposed new community center could have an on-site kitchen facility to allow provision of fresh snacks if before and afterschool programs were part of the community center.

Potential City Improvements

- Include the improvement and creation of school kitchen facilities as one of the recommended ways that Measure A and Prop 1D funds should be allocated.
- A complete survey of all schools in San Francisco would facilitate more comprehensive analysis.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.3: Increase park, open space and recreation facilities
Indicator	PI.3.a: Proportion of population with 0.25 mile access to neighborhood or regional park
Development Target	Proportion of population of new development within ¼ mile access of neighborhood or regional park in development is: ▪ Min: Equivalent to the current citywide proportion (76%) ▪ Benchmark: 85% of population ▪ Max: 100% of population

Community Health Assessment

This indicator is similar to indicator ES.2.c (Acres of publicly accessible open space per capita). The metrics differ however, with indicator PI.3.a measuring the numbers of persons in a planning neighborhood (thus separating BVHP from VV) living within 0.25 miles of a neighborhood or regional park, divided by the total numbers of persons in the planning neighborhood, whereas ES.2.c is measured by the number of persons in a Supervisoral district (thus combining Bayview Hunters Point and Visitacion Valley) divided by the total number of acres of open space for that district. Additionally, PI.3.a focuses specifically on neighborhood or regional parks (parks larger than 0.5 acres), whereas ES.2.c includes open spaces smaller than 0.5 acres, such as community gardens, children's play areas, civic plazas and squares, decorative fountains and outdoor performance spaces. As a result, PI.3 is defining access to parks as geographic proximity to parks, whereas ES.2.c is defining access to open space as the presence of open space that is "publicly accessible." Future versions of the HDMT will seek to improve definitions and measurements of accessibility.

Executive Park

Almost all of Executive Park is within 0.25 miles of a neighborhood or regional park because of the close proximity to Candlestick Point and Bayview Hill Park. Candlestick Point is a State Recreation Area that offers picnic areas, fishing, a community garden space, windsurfing, Windharp Hill (an area with windchimes & harps), and occasional cultural and educational programs. [Accessed online on November 20, 2006: http://www.parks.ca.gov/?page_id=519. According to the BVHP Concept Plan, Candlestick Park was the first urban recreation area in CA approved by the state legislature in 1977. The Park is a sometimes windy, grass-covered flat space that borders the ocean with small clusters of trees. Pedestrian access from EP to Candlestick Point is limited by the four-lane road, Harney Way.

Currently, there are three intersections where EP residents can cross Harney Way to access Candlestick Park. There are no sidewalks on the southern/Candlestick Park-side of Harney Way. The first intersection is where Harney Road, Thomas Mellon Drive, Alanna Way and Harney Way intersect. There are no pedestrian crossings from Thomas Mellon Drive or Alanna Way across Harney Way to Candlestick Point, and it is difficult for persons crossing Alanna Way to see east-bound traffic on Harney Way without being in the middle of the intersection on Alanna Way. The second intersection, Harney Way and Executive Park East, has limited visibility of cars and trucks driving east around the bend on Harney Way and the downward slope of Harney Way (leading to increased speeds) driving west. The third intersection is 800 feet away from the nearest entrance to EP at Harney Way and Executive Park East.

Bayview Hill Park is on the northern side of Bayview Hill (parts of EP will be built into the south side of Bayview Hill). Currently, there is not a direct path to access Bayview Hill from Executive Park. Residents must walk or drive up Jamestown Avenue, Key Avenue and then Bayview Park Road an estimated 1.5 miles to the summit. According to the Neighborhood Parks Council, Bayview Hill Park "is not exactly where park enthusiasts would think of going when looking for that tranquil outdoor park experience. However, what the park may lack in facilities and fortunate surroundings, it makes up for in its wealth of vista points and expansive hillsides." [Accessed online on November 20, 2006: http://www.sfneighborhoodparks.org/nitc/wm-bayview.html]

EP is also within 1.5 miles of McLaren Park, a large regional park with 7 miles of paved trails (see description below in VV). Accessing McLaren Park from EP requires crossing under Highway 101, going through Little Hollywood and VV, and entering either from Visitacion Avenue or Sunnydale Avenue.

Geographic proximity is one indicator of access to parks. Lighting, perceived and actual safety, park maintenance, trail conditions, windiness, and other factors affect residents' access to the nearby parks.

Visitacion Valley

81% of VV residents live within 0.25 miles of a neighborhood or regional park. This is due primarily to residents'

proximity to John McLaren Park (the nearby "flagship" regional park of 318 acres), Little Hollywood Community Park, and Crocker-Amazon Playground (which is both a playground and a park). McLaren Park is the third largest regional park in San Francisco after Golden Gate Park and the Presidio. The Park offers playgrounds, recreational facilities including baseball and soccer fields, tennis courts, swimming pool, and clubhouse, as well as 7 miles of paved trails, picnic tables, and an amphitheater. Gleneagles International Golf Course, managed by a concessionaire, occupies roughly 0.25 of the Park and occupies the area closest to Sunnydale Avenue. Other entrances to the Park are located along Visitation Avenue, as the road climbs up one of the Park's hills, along Mansell Street heading towards 101.

According to the Bay Area Hiker, "McLaren Park used to have a reputation as a scary urban park, populated (according to rumors) with criminals and garbage. Although savvy locals still advise against patronizing McLaren's southern section, near Crocker-Amazon Playground, the northern section of the park has been transformed to a safe and pleasant destination for families, dog walkers, runners, and city residents craving a bit of nature…The park's greatest asset could be its topography. Unlike flat Golden Gate Park, McLaren boasts hills, which make it feel less like a park and more like open space." [Accessed online on November 20, 2006: http://www.bahiker.com/sfhikes/mclaren.html]

After intense pressure from community activists, Visitacion Valley residents and the SF Recreation and Parks Department (SFRPD) have also recently created the VV Greenway, "a linear series of six publicly owned parcels, cutting a verdant swath through the heart of Visitacion Valley…In its entirety the Greenway will function as an outdoor classroom and recreation area beautifying the landscape and uniting the diverse groups and generations of Visitacion Valley. This park land is anticipated to incorporate a native plant garden, children's play garden, various fruit and street trees, public art made by school children and community members, agricultural crops, herb gardens, a Senior Pavilion, job training and horticultural classes. The Hans Schiller Plaza opening onto Leland Avenue - the neighborhood commercial area - will be the southern gateway to the Greenway and an important part of the revitalization of the neighborhood." [Accessed online on November 20, 2006: http://www.visvalley.org/green.html]

Bayview/Hunters Point

86% of BVHP residents live within 0.25 miles of a neighborhood or regional park. There are 11 parks in BVHP that are larger than 0.5 acres, 8 of which are maintained by SFRPD. These include Hilltop Park, Adam Rodgers Park, India Basin/Shoreline Park, and the following playground/parks: Silver Terrace, Bayview, Youngblood-Coleman, Gilman and Joesph Lee Recreation Center. The largest park is Candlestick Point, which is a State Recreational Area and maintained by the State of CA. The Port of San Francisco maintains Herons Head Park and Muwekma Ohlone Sanctuary, as well as several smaller parks that are less than 0.5 acres.

India Basin Shoreline Park, created in 1978, is a major park project that is currently underway, and includes a massive restoration to install a basketball court, playground, picnic area, trails, educational signage, a children's art project, benches, planting, wetlands protection, and expansion of green spaces and shoreline access. India Basin Shoreline Park is one of the parks along the proposed "Blue Greenway", a 13 mile greenway/waterway network along San Francisco's Southern Waterfront, from China Basin to Candlestick Park.

In July 2006, the Neighborhood Parks Council, the Recreation and Parks Department, the SF Arts Commission, and Mayor Gavin Newsom's Office released the Blue Greenway Task Force's draft version of their Vision and Roadmap to Implementation, which was divided into three short, medium and long term stages over the next 25 years. The vision of the Blue Greenway is to:

- Unify the 13-mile long corridor along SF's southeastern waterfront.
- Increase public enjoyment of the historic, working waterfront.
- Install public art and interpretive elements and support stewardship.
- Provide much needed open space, water access, and a walking/biking route to San Francisco's eastern neighborhoods.
- Advocate for full waterfront access as an element of all planning and development processes throughout southeastern San Francisco now and for all time.

[Accessed on February 9, 2007: http://www.bluegreenway.org]
The improvements in public access and neighborhood connectivity to green spaces and the waterfront is anticipated to occur over the next ten years.

Similar to other land in BVHP, some of the parks in BVHP are undergoing restoration and revitalization efforts. Detailed descriptions of the parks, their acreage, and locations are available in the Bayview Hunters Point Project Area Committee's (BVHP PAC) Community Revitalization Concept Plan – [Accessed online on November 20, 2006: http://www.bvhp-pac.org/about_conceptplan.htm]

San Francisco

On average, 76% of San Francisco residents live within 0.25 miles of a neighborhood or regional park. According to the Neighborhood Parks Council, "San Francisco has added fewer than 90 acres in 30 years to Rec and Park's managed land through direct purchase of private property or the sale/transfer of public property to Rec Park's jurisdiction…This represents a mere 3% growth in City managed parkland (as opposed to federal and state). In comparison, Portland, Oregon's parkland has grown 20% in this period, and Seattle has achieved a 48% increase. Chicago, a high-density city like San Francisco with serious land constraints, has achieved a growth in parkland of 17%." [Accessed online on November 20, 2006: http://www.sfneighborhoodparks.org/pdf/publications/GreenEnvy.pdf]

Stated Plan/Project Facts

Executive Park Subarea Plan

Plan Goal

"Create a livable urban community with easy access to the waterfront and well-designed streets and open spaces"

Streets and Transportation

- *Objective 2:* The Circulation Plan… calls for a gracious pedestrian crossing at Harney Way to Candlestick State Park and the Bayfront...
- *Objective 2, Implementing Actions:*
  - Implement the provisions of the Circulation and Pedestrian Network and Public Open Space Plans
  - Require new development to provide pedestrian improvements to meet or exceed the standards of the Pedestrian Network and Public Open Space Plan

Recreation and Open Space

- *Objective 1*: Enhance Public Open Space and Connections to It
- *Objective 1, Implementing Actions:*
  - Implement the Pedestrian Network and Public Open Space Plan
  - Link the area through pedestrian and bicycle improvements to other public open spaces such as Candlestick State Park and Bayview Hill Park.

Design Guidelines

Public Open Space

- Open spaces should be publicly accessible at reasonable hours (Parks: 5am-10pm; Plazas and Greenways: open at all times); Emphasize provision of public open space over private open space; Provide a mix of public open spaces, including neighborhood parks, greenways and plazas; Create public open spaces that are activated, useable and safe; Active uses are encouraged, including children's play areas, courts for recreation facilities, picnic tables, cafe seating or space for temporary market stalls or performances; see also other Design Guidelines (SAP 23)

VV Community Facilities and Infrastructure Fee

"The San Francisco Recreation and Park Department has provided a cost estimate of necessary improvements to the Kelloch-Velasco Playground ($2,222,500), the Coffman Pool ($10,600,000), and the Visitacion Valley Greenway-Educational Center for the Sciences and Arts at Tioga Avenue ($2,054,000). The total developer contribution is deemed to be $3,451,348….

…The Visitacion Valley Community Facilities and Infrastructure Fee shall be established at $4.58 per square foot, or 90% of the estimated costs of the community improvements. By charging developers less than the maximum amount of the justified impact fee, the City avoids any need to refund money to developers if fees collected exceed costs."

Evaluation of Plan/Project

Because of its proximity to Candlestick Point and Bayview Hill, 100% of the population of Executive Park will be within 0.25 mile access of a neighborhood or regional park, thus achieving the maximum HDMT development target.

The Plan clearly states that the creation of open space (which includes neighborhood parks, greenways and plazas) is an important goal for Executive Park. The area currently has access to parks to the north and south/southeast. However, safe pedestrian access to both parks is currently limited.

As discussed above, Bayview Hill is technically a park, but the primary benefit of the Park is its view. According to the EP Circulation Plan, there are pedestrian paths that curve westward around the base of Bayview Hill and appear to connect to Bayview Hill Road, the road accessing Bayview Hill Park. More analysis is needed to determine the potential safety of pedestrians using this road to access the park.

As noted above, there are currently three intersections for EP residents to access Candlestick Park. Two of these intersections lack pedestrian crossings and have limited visibility in at least one direction. The third intersection (the Monster Park pedestrian bridge) is over 800 feet away from the nearest exit from EP at Executive Park East and Harney Way.

The Circulation Plan proposes rerouting Alanna Way to avoid the existing three-way intersection and would create pedestrian connections (assumed to be sidewalks) throughout all of EP and along Harney Way. This would also create a special pedestrian crossway from EP to Candlestick Park at Harney Way at the southwestern most tip of Candlestick Park (halfway between Thomas Mellon Dr. and Executive Park East). The proposed special pedestrian crossing might be safer than the defacto crossing at Executive Park East because of slightly increased driver visibility. However, pedestrians may still cross at Executive East because it is a major road/exit from EP and the most convenient exit for persons coming from Crescent Way.

Since Candlestick Park is just across the street on the other side of Harney Way, it feels very close to EP. Pedestrians might prefer to cross Harney Way at Executive Park East and enter Candlestick Park at that entrance, rather than walking 800 feet along the busy Harney Way in order to cross the road to enter the Park.

The Plan states that “Streets should be designed to calm auto traffic and be safe and inviting to pedestrians and bicyclists” (SAP 21). The Plan does not specifically refer to Harney Way as one of these streets.

At various Planning Department meetings, community members have raised the point that Harney Way is being considered as a major alternative truck route to BVHP and connector to Third Street from Highway 101. As of January 2007, all of the proposed alternative routes for the Bayview Transportation Improvements Project propose using Harney Way as an alternative to the densely populated Third Street for trucks traveling to the industrial areas and Hunters’ Point Shipyard. The increased usage of Harney Way by trucks has not been mentioned in the EP Subarea Plan. Increased traffic flow of large diesel trucks would decrease the attractiveness of walking along Harney Way, thereby increasing the importance of crosswalks to enter and walk along the shoreline of Candlestick Park.

Without additional measures to protect pedestrians, such as increased sidewalks, additional crosswalks, and improved lighting, it is possible that the combination of increased traffic and population density would result in: 1) increased pedestrian injuries among EP residents and visitors to Candlestick Point and/or, 2) decreased use of Candlestick Point Park by EP residents.

Access to other parks in the area, such as McLaren Park, is limited by Highway 101 and other major roads which cordon off Executive Park. Though limited passageways exist, pedestrian access from Executive Park to Bayview Hill Park or McLaren Park is limited. Design Guidelines in The Plan are proposed, but the specific details and implementation are unknown. Additionally, proposed circulation and pedestrian network plans should be evaluated once specific Design Guidelines exist and implementation occurs.

Potential Plan/Project Improvements

- Ensure safe pedestrian access from Executive Park to Candlestick Point across Harney Way. Require multiple crosswalks, sidewalks, street lights and traffic calming measures.
- Assess pedestrian accessibility of proposed trail and road to Bayview Hill Park.
- Evaluate and mitigate health impacts of proposed Bayview Transportation Improvements Plan (specifically looking at impact on Harney Way).
- Under the Recreation and Open Space section of The Plan, include new Objectives, policies and implementing actions to promote the use of public art in open spaces. For example,
  - Encourage the installation of permanent public art within EP development.
  - Design parks and open spaces to be accessible and usable for arts and cultural activities.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.3: Increase park, open space and recreation facilities
Indicator	PI.3.b: Proportion of population within 0.25 mile access of a community recreational facility
Development Target	Proportion of the population of new development within 0.25 mile access of usable green spaces is: ▪ Min: Equivalent to the current citywide proportion (74%) ▪ Benchmark: 85% of population ▪ Max: 100% of population

Community Health Assessment

Executive Park

0% of the proposed EP area is within 0.25 miles of a recreation facility. The closest recreation facilities are the Gilman Clubhouse at Gilman Playground located on the other side of Bayview Hill about one mile away in BVHP, and VV Community Recreation Center and VV Clubhouse, located on the other side of Highway 101 also about one mile away in VV. This is lower than the citywide average of 46%.

Visitacion Valley

66% of VV residents live within 0.25 miles of the following 8 recreation facilities that are operated and maintained by the SF Recreation and Parks Department: Coffman Community Pool and Gleneagles Golf Course Clubhouse (at John McLaren Park); Herz Clubhouse (at Herz Playground); Louis Sutter Clubhouse (at Louis Sutter Playground); Palega Recreation Center; Sunnydale Recreation Center; VV Community Center Recreation Center; and VV Clubhouse (at VV Playground). This is higher than the citywide average of 46%.

Bayview/Hunters Point

42% of BVHP residents live within 0.25 miles of the following 6 recreation facilities that are operated and maintained by the SF Recreation and Parks Department: Gilman Clubhouse (at Gilman Playground); Joseph Lee Recreation Center; MLK Jr. Pool (at Bayview Playground); Milton Meyers Recreation Center (at Hunters Point Recreation Center); Silver Terrace Clubhouse (at Silver Terrace Playground), and Youngblood Coleman Clubhouse (at Youngblood Coleman Playground). This is lower than the citywide average of 46%.

San Francisco

46% of San Francisco residents live within 0.25 miles of a recreational facility operated and maintained by the SF Recreation and Parks Department. Proximity to a recreation facility varies considerably by neighborhood. For example, 100% of residents in Diamond Heights and Chinatown live within a quarter mile of a recreation facility, compared to 0% of residents in Treasure Island and Pacific Heights. As noted in other indicators, proximity does not guarantee access. Furthermore, these do not include privately owned facilities that are accessible by the public.

Stated Plan/Project Facts

Executive Park SubArea Plan

Community Facilities and Services

- *Objective 1*: Provide and Enhance Community Facilities to Serve Existing and Future Residents
- *Objective 1, Policy 1*: Encourage development that provides the necessary community facilities to serve the intended population and to create a livable neighborhood.
- *Objective 1, Policy 1, Description*:
  - A great neighborhood has a variety of gathering places…Additional investments in parks, streets, and community facilities and services – beyond what can be provided through property tax revenue – is essential to meeting the needs of new residents."
  - Fee revenues from the Visitation Valley Community Facilities and Infrastructure Fee and Fund, established in November 2005, are to be used for community services including: " 1) Active Recreational Spaces: development of neighborhood playground, pool and outdoor education center... 3) Community facilities: development of community meeting spaces...."
  - "The levels of residential development envisioned by this plan will generate additional revenues for the VVCFIFF than was envisioned when the fund was established. The city should work with the communities identified in the initial legislation to articulate set priorities for the use of additional funds generated by this greater level of development."

- *Objective 1, Policy 1, Implementing Action: C*ity departments will be involved in implementing the improvements should ensure that they are designed in a manner compatible with the Plan policies."

Recreation and Open Space

- *Policy 1*: Provide convenient access to a variety of recreation opportunities
- *Policy 1, Description*: Recreation space should be provided to serve all age groups and interests. Some recreation space should be within walking distance of every dwelling. The more visible the recreation space is in each neighborhood, the more it will be appreciated and used.
- *Policy 1, Implementing Action*:
  - Implement the Pedestrian Network and Public Open Space Plan
  - Link the area through pedestrian and bicycle improvements to other public open spaces such as Candlestick State Park and Bayview Hill Park."

Visitation Valley Community Facilities and Infrastructure Fee and Fund (VVCFIFF)

*"*The San Francisco Recreation and Park Department has provided a cost estimate of necessary improvements to the Kelloch-Velasco Playground ($2,222,500), the Coffman Pool ($10,600,000), and the Visitacion Valley Greenway-Educational Center for the Sciences and Arts at Tioga Avenue ($2,054,000). The total developer contribution is deemed to be $3,451,348….

In the Rincon Hill Plan adopted by the Board of Supervisors, the San Francisco Planning Department determined a need of community facilities space at 2.29 square feet for every new resident. Based upon the 4,968 new residents projected for Visitacion Valley from residential development in large opportunity sites, there would be a need for 11,376 square feet of new community center space.

For a comparable land cost, the San Francisco Public Library acquired its current development site on Leland Avenue for $135 per square foot. For comparable improvement costs, the San Francisco Planning Department estimated a cost of $400 per square foot to build a new community center in Rincon Hill. Taken together, the cost to build a new community center in Visitacion Valley for the new residents is estimated to be $6,086,160, a cost to be entirely borne by the developers."

Evaluation of Plan/Project

The HDMT development target (0.25 mile proximity to usable green space) associated with this indicator does not directly correspond to the community health indicator or data provided. This analysis will respond to the proximity to community recreation center, not to usable green space.

The Plan recommends using impact fees for the development of recreational spaces. Specifically, The Plan proposes: "1) Active Recreational Spaces: development of neighborhood playground, pool and outdoor education center... 3) Community facilities: development of community meeting spaces...." (SAP 16). The Plan clearly states the importance of spaces for active recreation and for community meeting.

The HDMT development target does not provide a definition of "community recreational facility," and therefore, we discuss below both active recreational spaces and community facilities.

Currently, more VV residents are within close proximity to a recreational facility than residents of BVHP or the proposed Executive Park area. Given disparities between community and citywide resident proximity to recreational facilities, it is important that recreational spaces be developed in BVHP and EP as well. Factors such as the cost of recreational facility usage, hours of operation, accessibility by public transportation, proximity to schools, availability of afterschool and summer youth programming, and safety also affect the usage of recreational facilities.

The VVCFIFF defines EP as being located in the VV neighborhood (page 6) and outlines improvements to community facilities in VV, under the assumption that EP residents will only access VV community facilities, and not utilize BVHP facilities.

According to the VVCFIFF, "the San Francisco Recreation and Park Department "has provided a cost estimate of necessary improvements to the Kelloch-Velasco Playground ($2,222,500), the Coffman Pool ($10,600,000), and the Visitacion Valley Greenway-Educational Center for the Sciences and Arts at Tioga Avenue ($2,054,000). The total developer contribution is deemed to be $3,451,348." Given that the anticipated number of new residents was calculated based on a lower number of proposed housing units, the developer contribution should be revised to reflect

the increased estimates of EP residents. Notably, it is unclear whether the SF Recreation and Parks Department chose these facilities for repairs and improvements, or whether VV residents selected these facilities as the focus of funds.

The VVCFIFF also states that impact fees should be used to fund a new community center space that is 11,376 square feet and expected to cost approximately $6,086,160. The new facility could be located either in Visitacion Valley or Executive Park, which according to the VVCFIFF is considered part of Visitacion Valley. There are no specifics in the subArea Plan or VVCFIFF where this new facility would be built. Again, this figure should be recalculated based on the increased number of anticipated residents in EP.

Clarification is needed on whether the proposed community center would also serve as a recreational facility. As described in the subArea Plan, the purpose of the new community center is to create community meeting spaces, which is separate from active recreational spaces such as a neighborhood playground, pool and outdoor education center. A new community center could also include recreational spaces if planned appropriately.

Potential Plan/Project Improvements

- Incorporate active recreational uses into new community center.
- Locate new community center in EP and improve access for both BVHP and VV residents to use the new center.
- Consult residents of VV and BVHP regarding the type of facility, type of services/activities offered, or whether funding should support and expand existing recreation facilities.
- Recalculate the proposed impact fee to consider new residents. Determine whether to expand proposed facilities to accommodate increased need and/or to expand existing recreation facilities to accommodate increased need.

Recommend Changes to the HDMT

Change development target from usable green space to allocating space for a recreational facility, or contributing to help expand existing recreational facility. Also consider including in CBA list, and including funding for recreation facility programming (not just new structures but also the ongoing programming and building upkeep).

Need to reconcile difference between “Community Center” and “Recreational Facility” – what is the difference between the two? Are Community Centers included in Recreation Facilities, or vica versa? Does Parks department have a definition for “recreational facility”?

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.3: Increase park, open space and recreation facilities
Indicator	PI.3.c: Proportion of public parks receiving a Park Evaluation Score of 95% or more
Development Target	Park maintenance standard inspection results for new parks is: ▪ Min: Score of 85 ▪ Benchmark: Score of 90 ▪ Max: Score of 100

Community Health Assessment

Overview and Definitions

The SF Recreation and Parks Department's Parks Maintenance Standards Manual rates the following for each park: lawns, ornamental gardens, shrubs and ground covers, trees, hardscapes and trails, turf athletic fields, outdoor athletic courts, children's play areas, dog play areas, restrooms, parking lots and roads, waste and recycling receptacles, benches, tables and grills, and amenities and structures. [Accessed online on February 13, 2007: http://www.parks.sfgov.org/wcm_recpark/Mowing_Schedule/SFParkMSManual.pdf]

Executive Park

Candlestick Point Park is a CA State Recreational Area and is not owned nor maintained by the San Francisco Recreation and Parks Department (SFRPD). As such, Candlestick Point park did not receive periodic evaluation scores like other SF parks. The other relatively close park, Bayview Hill, also did not receive a park evaluation score during the 2005-2006 fiscal year.

Visitacion Valley

Two of the seven VV parks evaluated by SFRPD obtained an average evaluation score of 95% or above during the 2005-06 fiscal year, including the Visitacion Valley Greenway (95%) and Visitacion Valley Playground (96.5%). The neighborhood average park evaluation score for the 37,722 total acres of parks in VV was 87%. This was above the citywide average of 83%. The lowest average park rating at a VV park was at John McLaren Park (74%).

Bayview/Hunters Point

None of the 11 BVHP parks evaluated by SFRPD obtained an average evaluation score of 95% or above during the 2005-06 fiscal year. The neighborhood average park evaluation score for the 44.11 total acres of parks in VV was 70%. This is below the citywide average of 83%. The lowest average park rating (41%) was at Joseph Lee Recreation Center and the highest average park rating (84%) was at India Basin Shoreline Park.

San Francisco

32 of the 167 parks evaluated by SFRPD obtained an average evaluation score of 95% or above during the 2005-06 fiscal year. The citywide average park evaluation score for the 2875.23 total acres of parks in San Francisco was 83%. The lowest average park rating was at Topaz Open Space (37%) in Diamond Heights. Ten parks obtained a perfect score of 100%: Union Square (Bernal Heights), Union Square (Downtown), Diamond and Farnum Open Space (Glen Park), Everson and Digby Lots (Glen Park), Allyne Park (Marina), Kidpower Park (Mission), 29th and Diamond Open Space (Noe Valley), Fay Park (Russian Hill), JP Murphy Playground (West of Twin Peaks), and Hayes Green (Western Addition).

All evaluations were conducted using the San Francisco Parks Maintenance Standards Manual. Although the Park Evaluation Scores provide a metric to compare the physical conditions of parks and the presence of park amenities such as benches, lighting, playing fields, and trails, other factors affect perceived quality, accessibility and usage of parks. These factors include: the planned usage of the park by seniors, youth, and dogs; the type of terrain such as steepness, openness, and presence of trees; perceived and actual safety; park accessibility by foot, bicycle or public transportation; and, the hours of operation.

Stated Plan/Project Facts

Executive Park Subarea Plan

Recreation and Open Space

- *Policy 2:* Provide adequate maintenance for public areas. *Implementing Action:* Require property owners to be responsible for the development and maintenance of public areas within the subarea.

Design Guidelines

Public Open Space

- Open spaces should be publicly accessible at reasonable hours (Parks: 5am-10pm; Plazas and Greenways: open at all times); Emphasize provision of public open space over private open space; Provide a mix of public open spaces, including neighborhood parks, greenways and plazas; Create public open spaces that are activated, useable and safe; Active uses are encouraged, including children's play areas, courts for recreational facilities, picnic tables, cafe seating or space for temporary market stalls or performances; see also other Design Guidelines" (SAP 23)

Visitation Valley Community Facilities and Infrastructure Fee and Fund (VVCFIFF)

"The San Francisco Recreation and Park Department has provided a cost estimate of necessary improvements to the Kelloch-Velasco Playground ($2,222,500), the Coffman Pool ($10,600,000), and the Visitacion Valley Greenway-Educational Center for the Sciences and Arts at Tioga Avenue ($2,054,000). The total developer contribution is deemed to be $3,451,348….

Evaluation of Plan/Project

Achievement of the HDMT minimum, benchmark or maximum development target can only be assessed after a new park in Executive Park has been built and evaluated using the SFRPD Parks Maintenance Standards. There is no plan to build an SFRPD public park in the EP area. Rather, property-owners are proposing to build and maintain a private park for EP residents. It is assumed that SFRPD would not conduct regular evaluations of EP area parks if the parks are not city-owned and maintained. Thus, the evaluation of park facilities would need to be conducted by property owners, EP residents or members of a neighborhood parks group (for example via ParkScan with Neighborhood Parks Council). To assess achievement of the development target, the SFRPD parks standards would need to be applied.

Given that only 2 of the 18 parks facilities in the neighborhoods surrounding EP received an average park evaluation score of 95% or higher, there is substantial room for improvement in parks maintenance in the southeastern section of San Francisco.

The VV Community Facilities and Infrastructure Fee and Fund "was established in November 2005 to mitigate impacts from new residential development in EP and elsewhere on public infrastructure in VV." The fee revenues are allocated for four specific uses, including development of neighborhood playground, pool and outdoor education center. The VVCFIFF specifically identified Kelloch-Velasco Playground, the Coffman Pool, and the Visitacion Valley Greenway-Educational Center as the three primary recipients of impact fees to mitigate increased active recreational uses by new EP residents. The SFRPD evaluated Kelloch-Velasco Mini-Park (rated 89% on 9/16/2005, 83% on 3/9/2006) and the VV Greenway (86% on 7/08/2005, 99% on 12/6/2005, and 100% on 6/16/2006), but not the Coffman Pool. Notably, John McLaren Park and other VV parks received lower rating scores than the parks proposed to receive these improvements. [Accessed from SF Parks Maintenance Standards, FY05-06 Individual Park Summary Ratings Quarters 1-4, on February 13, 2007: http://www.parks.sfgov.org/site/recpark_page.asp?id=37737]

The EP Public Open Space Design Guidelines and Streetscape Design Standards propose adding the following to EP which would be considered for evaluation under the SF Parks Maintenance Standards:

- Open grassy areas, shrubs or flowers, trees for shade or ornamentation, and water features
- Children's play areas, courts for recreational activities, picnic tables, café seating or space for temporary market stalls or performances, and other active uses are encouraged
- Low walls, benches and stairs to provide ample seating for public users of open spaces
- Street furniture, seating areas, and other pedestrian amenities are required per the street furniture standards and specifications outlined in the Streetscape plan [which is still being developed by the City]
- Trash Receptacle – 1 per each major block intersection, or approximately 300' on center maximum
- Bench – placed in active areas, pedestrian walkways, or every 300 feet in planter strips
- Bike Racks – placed in active areas

The Design Guidelines suggest types of spaces to be created, however there are no recommendations for maintenance standards or the physical quality of parks, which will affect residents usage of the facilities. Importantly, compliance with Design Guidelines is not required and specifics/implementation should be evaluated upon completion of project.

Potential Plan/Project Improvements

- Add an Implementing Action stating: "Property-owners should continuously and effectively maintain public areas within the subArea to achieve a SFRPD Parks Maintenance Standards rating of 95% or higher."
- Allocate additional impact fee funding towards improvements of parks and rec facilities in BVHP and VV.

Recommend Changes to the HDMT

Change benchmark target to 95%.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.3: Increase park, open space and recreation facilities
Indicator	PI.3.d: Per capita public recreational and park funding
Development Target	Development contributes to Parks and Recreation funding: ▪ Min: Via an established fee or an assessment district to any actions that improve accessibility or the park quality index ▪ Benchmark: 50% greater than minimum required by regulation either through infrastructure improvement or monetary contribution

Community Health Assessment

Executive Park
Data on this indicator is currently unavailable at the Executive Park project level.

Visitacion Valley
Data on this indicator is currently unavailable at the VV neighborhood level.

Bayview/Hunters Point
Data on this indicator is currently unavailable at BVHP neighborhood level.

San Francisco
The San Francisco per capita expenditure on public recreation and parks has fluctuated substantially over the past five years. In 2005-2006, average park expenditures reached a high of $216.39 per person in San Francisco, based in part from a large one time gift to the Parks and Recreation department. In previous years, average per capita expenditures have been $130-180 per person.

As of June 2006, San Francisco currently does not have open space development fees or community benefits districts for parks, open space, or recreational facilities.

Stated Plan/Project Facts

Executive Park Subarea Plan

Community Facilities and Services

- *Policy 1:* Fee revenues from the Visitation Valley Community Facilities and Infrastructure Fee and Fund (VVCFIFF), established in November 2005, are to be used for community services including: "1) Active Recreational Spaces: development of neighborhood playground, pool and outdoor education center... Community facilities: development of community meeting spaces....." Also, "new residents will create significant new needs. While new development will generate real estate transfer taxes and annual property tax increases, pay citywide school fees and meet inclusionary housing requirements, additional investments in parks, streets, and community facilities and services - beyond what can be provided through property tax revenue - is essential to meeting the needs of new residents"

Recreation and Open Space

- *Policy 2:* Provide adequate maintenance for public areas.
- *Policy 2, Implementing Action*: Require property owners to be responsible for the development and maintenance of public areas within the subarea.

Visitacion Valley Community Facilities and Infrastructure Fee and Fund
"The San Francisco Recreation and Park Department has provided a cost estimate of necessary improvements to the Kelloch-Velasco Playground ($2,222,500), the Coffman Pool ($10,600,000), and the Visitacion Valley Greenway-Educational Center for the Sciences and Arts at Tioga Avenue ($2,054,000). The total developer contribution is deemed to be $3,451,348….

Evaluation of Plan/Project

The Plan achieves the minimum development target through the creation of the VV Community Facilities and Infrastructure Fee and Fund. The Ordinance adopting the VVCFIFF states "The San Francisco Recreation and Park Department has provided a cost estimate of necessary improvements to the Kelloch-Velasco Playground ($2,222,500), the Coffman Pool ($10,600,000), and the Visitacion Valley Greenway-Educational Center for the Sciences and Arts at Tioga Avenue ($2,054,000). The total developer contribution is deemed to be $3,451,348…. "

The developer contribution of $3.5 million was based on an anticipated 23.2% increase in VV population as a result of the new developments in Executive Park and Schlage Lock. This calculation was generated before Universal Paragon proposed to build 1,100 additional units in Executive Park and before the other three EP developers slightly increased the number of units they anticipated to build. Thus the projected 23.2% increase in VV residents is an underestimate of the actual number of residents anticipated to live in the EP area. The figure also underestimates the impact that new EP residents will have on existing VV community facilities and infrastructure. EP residents impact on BVHP community facilities and infrastructure is not addressed anywhere in the EP Subarea Plan.

If the underestimation is adjusted to reflect the higher number of residents, there would be a substantial increase in the amount of funding available for the development of and improvements to community facilities and infrastructure, both in VV and possibly also BVHP. As indicated in The Plan and the VVCFIFF, a portion of these funds would be allocated to the development and improvement of active recreational spaces and community facilities. As it is currently written, the impact fees will provide one-time improvements or developments to facilities surrounding EP, but not provide for ongoing maintenance of new parks, or parks with increased usage by EP residents outside of the EP Subarea in VV or BVHP.

The Planning Department specifically acknowledges that the costs of park maintenance may exceed existing revenues from property taxes. Without knowing the total projected costs of park maintenance, it is not possible to determine whether the fees and taxes collected shall sufficiently cover the financial costs associated with parks maintenance.

The Subarea Plan places the burden of development and maintenance of public areas within the EP Subarea upon the property owners. (Policy 2 Recreation and Open Space)

Year to year fluctuations in the SFRPD general fund budget should be taken into consideration.

Potential Plan/Project Improvements

- Investigate options for increasing developer contributions to parks

Recommend Changes to the HDMT

- Assess whether 2006 elections impacted availability of funding for SF parks and recreational facilities
- See whether possible to get neighborhood breakdown of parks' department spending

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.4: Assure spaces for libraries, performing arts, theatre, museums, concerts, festivals for personal and educational fulfillment
Indicator	PI.4.a: Proportion of population which lives within 0.50 mile of art/cultural facility
Development Target	Area plans and zoning for development: ▪ Min: Identify or allocate a site appropriate for art or cultural activities where needed ▪ Benchmark: Include and fund implementation plans for art and cultural facilities ▪ Max: Build new facilities or expand/remodel existing facilities to meet increased demand New development promotes art and cultural space by: ▪ Min: Protecting and maintaining existing art work on site ▪ Benchmark: Including space for art murals, involving local artists in design of open space, signage, street furniture or public facilities, among others ▪ Max: Include art and cultural spaces within development

Community Health Assessment

Executive Park

Almost 100% of current and future Executive Park residents live within 0.50 mile of the major sports facility Monster Park. As noted in a commentary in the SF Chronicle, the existing Cove buildings in Executive Park "are so close to the football team's stadium, Monster Park, that someone with an oversize periscope in the closest building could probably see right onto the playing field. With the windows open, anyone nearby will hear the crowd cheering (or booing)." Quote accessed online on November 29, 2006: http://www.sfgate.com/cgi-bin/article.cgi?f=/c/a/2006/11/12/REG2NM4AJV1.DTL&hw=Monster+Park&sn=003&sc=546

Between 10-15 major league sporting events are held at Monster Park per year, as well as numerous live concerts, soccer matches, religious gatherings, and corporate events. The parking lot surrounding the Park is also used for car club time trials, car shows, and auto manufacturer introductions. According to the SF Recreation and Parks Department, the seating capacity for the football stadium is 70,000 and the on-site parking capacity is 8,000 cars, 300 buses, 200 limousines, and 300 motor homes. Accessed on March 14, 2007: http://www.parks.sfgov.org/site/recpark_index.asp?id=18977

The stadium could be considered a cultural facility as it brings spectator recreational activities to the area and is home to a team that generates a level of collective identity among some San Franciscans. Others may perceive the Executive Park area as significantly lacking in arts/culture-related facilities. Given that the average ticket for a SF 49ers game is $40-60 per person and the stadium is open on a limited basis, it is unlikely that many residents would be able to regularly utilize the stadium as a cultural facility. As of March 2007, the future of Monster Park is unknown as the SF 49ers are considering moving to another location.

Visitacion Valley

34% of VV residents live within 0.50 mile of Cow Palace, which is technically located in Daly City. Cow Palace is on the other side of Geneva Avenue, the major road separating VV from Daly City.

According to the Cow Palace website, the Cow Palace hosts over one million people in over one hundred entertainment events each year, including concerts, festivals, exhibitions, trade shows, sales, and various educational and sporting events that reflect the cultural diversity of the surrounding communities and proactively provide an outlet for recreation and access to information. The Cow Palace is also home of the Grand National Rodeo & Stock Show, a world-renowned event designed to enhance interest and encourage participation in the agricultural industry and production of livestock. The owners state that they are committed to retaining the originally conceived value of the Cow Palace as a major income-producing asset as well as a source of education." [Accessed on Cow Palace website on November 29, 2006: http://cowpalace.com/cowhist.html]

Bayview/Hunters Point

46% of BVHP residents live within 0.50 mile of the Bayview Opera House or the Golden Gate Railroad Museum.

The Bayview Opera House is the first and oldest opera house/theater in San Francisco. Built in 1888 in Bayview Hunters Point, the theater no longer performs operas but does host numerous other art, musical and cultural activities

including:

- Community Recording Studio for youth, funded and equipped by the Grateful Dead
- Community Movie Theater and Meeting Hall
- Bayview Opera House Dance Troupe
- Young and Gifted Choir
- Children's Mural Project
- Workshops for stage technicians
- Publication of Bayview Heritage magazine

According to the San Francisco Arts Commission, "the mission of the Bayview Opera House Ruth Williams Memorial Theater is to provide cultural enrichment by promoting community arts and education to ensure economic and employment development in the Bayview Hunters Point Community. Their vision is to develop an urban arts center that facilitates cultural diversity while providing an environment that promotes artistic expression in performing, literary and visual arts, music production, and sound recording." Currently efforts are underway to renovate the Bayview Opera House and transform the space into a full-fledged Performing Arts and Multimedia Training Center.

The other cultural facility in Bayview Hunters' Point – the Golden Gate Railroad Museum – recently had to close its doors because of losing its lease on the border of the Bayview Hunters' Point Shipyard. The steam locomotive, SP #2472, and a few support cars are still located at the Shipyard but will be moved to Niles Canyon once repaired. For more information about the GGRM, visit: http://www.ggrm.org/index3.htm

San Francisco

57% of SF residents live within 0.50 mile of an arts or cultural facility, as defined by the San Francisco Department of Public Health (see caveats below).

San Francisco has numerous art and cultural facilities that are predominantly located in the northeastern quarter of the City, which is also the area with the largest population of tourists. By comparison there are very few art or cultural facilities located in the southern half of the City, particularly in the southwestern section of the City which is more residential.

Caveats

- There may be art, cultural and music events that take place in smaller venues, such as at coffee shops, bars, or schools, however these locations are not included on the list generated by SFDPH because it did not meet the selection criteria. For more details on what was included on the list, please visit the indicator page for PI.4.a: http://www.thehdmt.org/indicator.php?indicator_id=95
- Proximity to an art or cultural facility does not equal access. Other factors, such as cost of entrance, hours of operation, cultural preferences, access to public transportation, the availability of parking, disability access, and availability of translation services influence whether an individual may access the art or cultural facility.
- Numerous organizations offer ticket donation programs, where tickets to an art or cultural event are donated to an organization offering services to youth, low-income families, survivors of cancer, HIV+ individuals, the elderly, or other disadvantaged populations. Ticket donation directly to individuals and families, without filtering by an organization that assesses need, is relatively rare. Cost can be a major barrier inhibiting access to art and cultural facilities.

Stated Plan/Project Facts

Executive Park Subarea Plan

There are no references to art or cultural facilities in the Executive Park sub Area Plan. There are several references to recreational facilities, but not in association with art or cultural activities.

Evaluation of Plan/Project

Given the lack of discussion in The Plan regarding access or proximity to arts and cultural facilities, the Plan does not meet the minimum HDMT development target.

The proposed new zoning for the Executive Park Subarea to RM-3 would allow for conditional uses of EP facilities as a community facility. The VVCFIFF provides funding for a new community center within VV, which as defined in the Ordinance could be located in EP. This community facility, whether located in EP or VV, could include arts and

cultural programming for both youth and adults.

The Plan could identify or allocate a site appropriate for art or cultural activities within EP, or either of the surrounding neighborhoods, could encourage developer contributions to funding implementation plans for the creation of new (or expansion of existing) arts and cultural *facilities* or the expansion of arts and cultural *programming* at existing facilities (such as recreation centers, parks and schools).

There does not appear to be any artwork on site in EP that should be protected or maintained during new building construction. The Plan could promote the provision of space for art murals (for example along the streetwalls on Harney Way or streetwalls facing Monster Park) and the involvement of local artists in the design of open space, signage, street furniture, and public facilities to increase the presence of public art within EP.

The Plan does reference that "A great neighborhood has a variety of gathering places such as parks and playgrounds, a full range of public services for residents such as libraries and schools, and its own special character shaped by its physical setting, streets, buildings, open spaces, and residents." (page 16) Other factors shaping the "special character" of a neighborhood is the presence of public art such as murals, sculptures, performance spaces, street and open space design, and cultural facilities. The Plan could more actively promote the creation of neighborhood character in Executive Park through the dedication of resources to art and cultural activities and facilities.

Despite the presence of the Monster Park stadium and parking lot less than 500 feet away from the proposed development sites, there are no references to the sports facility in The Plan. There is no discussion of the impacts that Monster Park activities might have upon the roadways, traffic congestion, noise and air pollution, and parking in the area around Executive Park. Currently, the Candlestick Cove condos are a gated community, however if the Planning Department's design recommendations are accepted, the gate will be removed, possibly allowing traffic and parking associated with Monster Park events to occur in the residential areas.

Potential Plan/Project Improvements

- Include analyses of the Monster Park impacts on transportation, air quality, and noise in the Plan. Discuss impacts on game days, on non-game days, if Monster Park was to be converted into a multi-use facility with additional housing, and if Monster Park were to be demolished.
- Promote and fund the development of other art and cultural facilities, or perhaps additional uses of Monster Park for smaller art and cultural events.
- Identify or allocate a site appropriate for art or cultural activities.
- Include and fund implementation plans for an art and cultural facility.
- Build a new facility or expand/remodel existing facilities to meet increased demand.
- Protect and maintain existing art work on site and in surrounding neighborhoods.
- Including space for art murals, involving local artists in design of open space, signage, street furniture or public facilities, among others.
- Include art and cultural spaces within development

Under Community Facilities and Services, create the following:

- Objective: Increase and improve spaces for art and cultural activities.
    - Policy 1: Dedicate a portion of VV Community Facilities and Infrastructure Fees and Fund for arts and cultural programming in new and existing public spaces, such as schools, parks, recreational facilities, and community centers.
    - Policy 2: Encourage the use of schools and park facilities for low-to-no cost art and culture activities in EP and the surrounding neighborhoods.
    - Policy 3: Incorporate community based art in both market-rate and affordable mixed-use housing developments in EP.
    - Policy 4: Promote the creation of a neighborhood cultural center in southeastern SF.
    - Policy 5: Expand outreach to increase resident participation in local educational and cultural programs.

Under Recreation and Open Space, create a new Objective, policy and implementing action to promote the use of public art in open spaces. For example,

- Encourage the installation of permanent public art within EP.

- Design parks and open spaces to be accessible and usable for arts and cultural activities.

The above are modified Objectives and policies from the People's Plan for Housing, Jobs and Community, the Mission Area Plan, and the Eastern South of Market Area Plan.

In the BVHP Project Area Committee's Community Concept Plan, the Bayview Opera House and surrounding plaza are identified as the heart of the BVHP community of important historic, cultural, and artistic value for African American and other community residents. The BVHP PAC makes numerous recommendations regarding support for the Bayview Opera House (BOH) including:

- City expansion of funding to BOH to include an arts and technology school.
- Expansion of the BOH to include a cultural arts center and a museum to promote historic preservation of BVHP's African American heritage.
- Redesigning of the plaza outside BOH to promote safe pedestrian activity and outdoor community activities and performances such as cultural events, community gardens and public art projects.
- Use of the BOH plaza as a "Town Center Gateway" to reflect the Opera House as an important historic landmark in the heart of the community.
- Expansion of BOH activities to include an arts education academy, expanded movie theater, modernized recording studio, a drama company, dance troupe and cabaret supper club.

Recommend Changes to the HDMT

Include price assessment of average tickets for events in the neighborhood?
Consider changing from "facility" to "space" – but need to develop specific definition of what that means

See notes from meeting with Maria Martinez and Judy Nemzkoff. Specific suggestions for Indicator PI.4.a include:

- These art and cultural facilities are not necessarily things that are accessible to the surrounding community members. For example, very few people living in Western Addition can afford to attend the ballet, opera, and plays occurring at the War Memorial Performing Arts studio.
- These facilities may draw folks from across and outside the city (which is important to note), but the majority are not local draws. Therefore this may be a misleading indicator.
- Create new indicator(s) that identify community cultural centers, places that continually have doors open to the public, are free or low cost, and strive to make art and culture accessible to surrounding community. Potential indicators could be:
- Proportion of Population within 0.5 mile of a community cultural center (defined as location offering free or low cost, culturally relevant, participatory programming geared towards neighborhood residents)
- Public funding for community-based arts by neighborhood, compared to per capita income; or per capita investment in community-based arts
- Need to be explicit (clear definition) of what's included and what's not included

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.4: Assure spaces for libraries, performing arts, theatre, museums, concerts, festivals for personal and educational fulfillment
Indicator	PI.4.c: Percent of schools offering arts education
Development Target	No identified development target

Community Health Assessment

As of September 2006, 100% of schools in the San Francisco Unified School District offer arts education.

Executive Park

As of November 2006, there were no public schools located in Executive Park and therefore no public schools offering arts education. Bret Harte Elementary School, the closest public school to Executive Park, is an elementary Arts Magnet School, offering interdisciplinary learning including visual and performing arts.

Visitacion Valley

As of 2006, all public schools in VV should be receiving some arts education funding as described above. In addition to the arts education provided in public schools, some afterschool programs provide arts opportunities as well. For example, the Visitacion Valley Beacon Center offers arts and crafts classes, as well drama/theater, hip hop and break dance, and DJ club programming. According to the DCYF Overview of Youth Programs, six schools offered afterschool arts, music or cultural activities: El Dorado Elementary School, Hillcrest Elementary School, King Elementary School, Taylor Elementary School, VV Elementary School and VV Middle School. [Communication with Al Smith, DCYF, 9/06]

Bayview/Hunters Point

As of 2006, all public schools in BVHP should be receiving some funding for arts education as described below. According to the DCYF Overview of Youth Programs, afterschool arts, music or cultural activities were offered at three community organizations, Hunters' Point Boys and Girls Club, Hunters' Point YMCA, and Hunters Point Family, as well as six public schools: Carver Elementary, Drew Elementary, Bret Harte Elementary, Malcolm X Elementary, Willie Brown Academy, and Davis Middle School. [Communication with Al Smith, DCYF, 9/06]

San Francisco

As of 2006, all public schools in San Francisco should be receiving some funding for arts education. Based on the recommendations of the Proposition H Community Advisory Committee, each SF school received $5 per student for art supplies. In addition, 15 middle schools expanded the coordination of their arts education programming during 2005-2006. In 2006-2007, elementary and middle schools received $10 per student and high schools $20 per student for art supplies. Additional funding was allocated for the professional development of middle and high school principals in the arts as well as the hiring of additional arts teachers, particularly in elementary schools.

Although all schools now receive funding for arts education, the funding is proportional to the number of students attending the school. This is determined by a complex number of factors including school capacity, school funding allotment and socio-economic trade-offs for families living in San Francisco versus suburban areas. Additionally, resources for arts education vary substantially from school-to-school and year-to-year based on parents' and students' involvement in raising additional funds for art education. For example, a group of engaged parents may raise an additional $100,000 for arts education one year for their children's school and half that amount the following year, whereas another school may not have any additional funding in either year.

According to a 9/26/06 update from the Visual and Performing Arts Department, the SFUSD hired an Arts Education Master Plan Implementation Manager, retained 79 elementary arts coordinators for 71 positions, and hired 15 full-time equivalent Credentialed Arts Specialist Teachers to be assigned to middle schools and grades 6-8 in K-8 Schools. The SFUSD also organized several professional development sessions with principals and art teachers, begun publication and distribution of the Arts Education Master Plan, and continued arts advocacy to leverage Proposition H funds to raise in kind donations to further community partnerships. Site-based allocations were to be spent on a) arts supplies and materials, b) artists-in-residence, and/or c) credentialed arts specialist teachers. [Accessed online on November 30, 2006: http://portal.sfusd.edu/template/default.cfm?page=initiatives.prop_h]

Stated Plan/Project Facts

Executive Park Subarea Plan

There is no mention of arts education in The Plan. In general, there are no references to supporting art or cultural facilities in the Plan. There are references to active recreational spaces and community facilities which could support art and cultural activities.

- Fee revenues from the Visitation Valley Community Facilities and Infrastructure Fee and Fund established in November 2005 are to be used for community services including: " 1) Active Recreational Spaces: development of neighborhood playground, pool and outdoor education center... 3) Community facilities: development of community meeting spaces...." (SAP 16)
- Community Facilities and Services, Implementing Action states: "City departments will be involved in implementing the improvements should ensure that they are designed in a manner compatible with the Plan policies."

Visitation Valley Community Facilities and Infrastructure Fee and Fund (VVCFIFF)

"The San Francisco Recreation and Park Department has provided a cost estimate of necessary improvements to the Kelloch-Velasco Playground ($2,222,500), the Coffman Pool ($10,600,000), and the Visitacion Valley Greenway-Educational Center for the Sciences and Arts at Tioga Avenue ($2,054,000). The total developer contribution is deemed to be $3,451,348….

Evaluation of Plan/Project

There is no identified HDMT development target for this indicator, and therefore an assessment of The Plan against the target is not applicable.

Although every school is now receiving some funding for arts education, school art facilities vary considerably, both in the type of facilities available, and the age and condition of the facilities. Development of new schools or expansion of existing schools helps reinforce the art/cultural facility capacity of growing schools.

The Visitacion Valley Community Facilities and Infrastructure Fee and Fund states that a portion of the funds generated from the impact fees will be used to improve the Visitacion Valley Educational Center for the Sciences and the Arts at Tioga Avenue. This center is not part of a school, but does create opportunities for arts education for VV residents. As currently written, the impact fees from EP will not benefit residents of BVHP.

Potential Plan/Project Improvements

- Incorporate arts and cultural education into the construction of new community facilities and services funded by the VVCFIFF.

Recommend Changes to the HDMT

Consider dropping indicator or modifying indicator to get more specific or number of afterschool programs (need to talk to DCYF and others about comprehensive data collection).

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.4: Assure spaces for libraries, performing arts, theatre, museums, concerts, festivals for personal and educational fulfillment
Indicator	PI.4.d: Designated federal, state and city funding for the arts
Development Target	No identified development target

Community Health Assessment

Overview and Definitions

Assessing the availability of arts funding at the neighborhood level is complicated by the fact that granting organizations such as Grants for the Arts (GFTA) and the SF Arts Commission (SFAC), systematically collect the mailing addresses of their grantees, and not the locations of their performances/work. As a result, the list of grantees does not represent the full number of grant recipients in San Francisco, the geographic location of performances, nor where grant resources are utilized. For example, all organizations/individuals utilizing a post office box for their mailing address were not included on the HDMT map. Additionally, this analysis only reviews public funding and does not include funding from private sources, foundations, corporations, or non-profit advocacy groups.

There may be additional artistic and cultural resources funded by the city, state or federal government, however given current data limitations, it is unknown what or where those additional resources are.

Executive Park

Data on this indicator are currently unavailable at the EP project level. However, given that there are currently no art or cultural facilities or organizations in Executive Park, it can be assumed that there is no city, state or federal funding allocated to this area.

Visitacion Valley

Flyaway Productions is one known VV recipient of Cultural Equity Grant and Grants for the Arts funding. According to their website (flyawayproductions.com), "Flyaway Productions performs apparatus-based dances that expose the range and power of female physicality." In 2006, Flyaway Productions received $100,000 from the SFAC Cultural Equity Initiative. Although the organization is based in VV, the company's productions take place in various locations throughout San Francisco, the Bay Area, and across the United States. As a result, the organization's presence in VV represents a cultural resource for the entire City.

Another recipient of Cultural Equity Grant funding is Josef Norris, the director of Kids Serve Mural project. According to their website (kidserve.com) **"**Kid Serve is an arts education program guiding students age 6-18 through the design and creation of permanent outdoor murals in their communities. The 8 and 14 week projects integrate social justice, creativity and community service and empowers young people to take a leadership role in beautifying and transforming their neighborhoods." This is another example of an artist/organization that is based out of VV, but conducts their activities throughout the Bay Area.

A third recipient of funding is Litquake, described by their funders GFTA as "an annual literary festival bringing together an eclectic range of Bay Area authors before audiences of all ages for a week-long series of readings, performances and cross-media literary happenings." [GFTA Annual Report, 2005-06] Although the event organizers are based out of VV, all of the Litquake events take place in the Mission, South of Market, the Castro, downtown and central San Francisco locations.

Bayview/Hunters Point

Zaccho Dance Theater is one known BVHP recipient of Grants for the Arts funding for 2005-2006. According to Zaccho's website (www.zaccho.org), their work is "extensions of their surroundings, where choreography is developed as a direct response to the physical, cultural, and historical information contained therein." The Zaccho Dance Company performs at various locations in San Francisco and around the country, but maintains a more constant presence in the BVHP neighborhood through its dance classes offered to adults and youth, and collaborations with community partners including Drew Elementary School, Martin College Prep Academy, Girls 2000, Malcolm X Academy, Literacy for Environmental Justice, Muhammad University, Whitney Young CDC and SF Educational Services.

San Francisco

As illustrated on the maps of geographic distribution of funding, the majority of arts and cultural organizations receiving funding from the Arts Commission or Grants for the Arts are located in one of five neighborhoods – Mission, Potrero Hill, Castro, South of Market, and Civic Center.

According to GFTA, "San Francisco gives more support per capita to the nonprofit arts than any other city in the United States." San Francisco's significant contributions to the arts are largely funded via allocations from the Hotel Tax, a 14% tax on SF hotel guests established in 1961. San Francisco Grants for the Arts. 2005-2006 Annual Report. Page 3. Accessed on website on December 18, 2006: http://www.sfgfta.org/grants_html/news.html

In the 2005-2006 fiscal year San Francisco committed over $46 million to the arts primarily via the Hotel Tax which generates funds for the Grants for the Arts, the Cultural Equity Endowment and Cultural Centers, as well as the City's major museums (War Memorial & Performing Arts Center, Yerba Buena Gardens, Fine Arts Museums, Asian Art Museum, and Steinhart Aquarium). Of the $38,059,000 dedicated to arts funding from the 2005-06 Hotel Tax Fund, 56.1% was given to the five major museums listed above and 14% of the funds ($5,549,000) come from the SF Redevelopment Agency in support of the Yerba Buena Cultural District. The $12,677,000 allocated to the SF Grants for the Arts was used to fund over 220 private nonprofit arts organizations in SF.

As noted in the 2006 Report by the San Francisco Arts Task Force, "while this investment plays an important role in generating the estimated $1.4 billion in annual arts economic activity in San Francisco, it is also important to note that this [average annual] investment in the arts reflects only 14.5% of the estimated $330 million that nonprofit art organizations budget annually." San Francisco Arts Task Force. Report on Findings and Recommendations. 2006. Accessed on website January 24, 2007: http://www.sfartscommission.org/programs/arts_task_force.htm

In their final report evaluating San Francisco's current and future arts funding, the San Francisco Arts Task Force noted that over the past ten years, the proportion of Hotel Tax funding for the General Fund has increased while tax funding for non-General Fund allocations (which includes the major art facilities listed above, Grants for the Arts, Low-income Housing, Cultural Centers and Cultural Equity Endowment) has decreased.

For example, in the 2005-06 budget, 55.2% of the Hotel Tax was designated for non-General Fund allocations, down from 58% the previous recent years. At the end of the fiscal year however, only 41% of the Hotel tax funding was actually used for non-General Fund allocations and the remaining 59% was used for the General Fund. Although all of the art facilities funded by the Hotel Tax received less than their budgeted amount (about 19% less than expected), the facilities experiencing the largest differences between budgeted and actual allocation amounts were the Grants for the Arts (25%), the Moscone Convention Center (29%) and Low-income Housing Programs (91%). These figures were calculated using the 2005-06 Hotel Tax Actual Allocations and comparing the AAO Allocation to Municipal Code, obtained from the San Francisco Office of the Controller on December 8, 2006. As mentioned above, the Grants for the Arts funding was distributed among 220 nonprofit arts organizations, leading to an overall reduction in public funding for most small to mid-size organizations.

San Francisco also receives a proportionally large percentage of federal and state funding for arts programs. For example, although San Francisco represents only 2% of the total population in California, the city received one third of all funding for California from the National Endowment for the Arts in 2005-2006. San Francisco also received about 25% of all state funding from the California for the Arts Council, which included 45% of the available funding for infrastructure costs. Given that the CA Arts Council experienced a 94% budget cut by the state in 2003-2004, San Francisco receives a substantial percentage of the state's very limited arts funding.

Despite San Francisco's commitment to the arts, significant reductions in arts funding at the state and city levels over the past several years have had substantial impacts on arts non-profits which already have some of the "tightest margins of operation, with lowest median revenues after expenses". San Francisco Grants for the Arts. 2005-2006 Annual Report. Page 2. Accessed on website on December 18, 2006: http://www.sfgfta.org/grants_html/news.html

Stated Plan/Project Facts

Executive Park Subarea Plan

There are no references to art or cultural facilities in the Executive Park Subarea Plan. There are references to recreational facilities, but not in association with art or cultural activities.

Evaluation of Plan/Project

There is no identified HDMT development target for this indicator, and therefore an assessment of the Executive Park Plan against the target is not applicable.

San Francisco currently has two policies regarding the usage of construction funding for public art. In 1969, San Francisco passed an ordinance that requires 2% of the entire construction cost of capital improvement projects (for example - civic buildings, transportation improvement projects, new parks, and other above-ground structures such as bridges) be allocated for public art. The ordinance also creates an allowance for artwork conservation funds and for the pooling of art enrichment funds for interdepartmental projects. More information about the ordinance is available at: http://sfartscommission.org/pubart/about_us/index.htm

San Francisco also currently has a requirement that 1% of the total construction costs for private projects in the C-3 zone downtown fund the creation of public art. According to the SFAC, "Selection of the artist is left to the discretion of the property developer. This requirement is overseen by the Department of City Planning. Planning staff ensure that the art is publicly accessible, falls into one of their categories of acceptable public art and is equal to 1% of the construction cost. Artwork of this kind does not have to go through any kind of public process and the Arts Commission approval is not required unless the artwork is placed on City property. The 1% cannot be used for architectural ornamentation proposed by the project architect. The Planning Department has published a booklet about this requirement for developers." (Accessed online on January 23, 2007: http://sfartscommission.org/pubart/about_us/faq/index.htm)

The existing requirements for development-funded public art do not apply to Executive Park because the proposed projects do not constitute capital improvements nor are located in the downtown C-3 zone. Because there is a lack of art and cultural facilities in the BVHP and VV neighborhoods, financial contributions to neighborhood art projects could be helpful in promoting arts and culture.

The data highlights differences between neighborhoods with respect to the number of art/cultural organizations, the number of facilities, and the availability of city funding for the arts. However, because organizations can be based in one neighborhood and perform in another, or in several locations around the city, caution is advised in viewing organizations that receive arts funding as resources for their local neighborhoods.

Potential Plan/Project Improvements

- EP Subarea Plan should support the arts by including sculptures, murals, and other art in public areas, as well as designating spaces for arts and cultural organizations to perform and/or practice in.
- To promote local involvement in the arts, The Plan and developers could:
  - Contract local artists from the BVHP and/or VV to create the sculptures, murals, and walkways.
  - Develop a community advisory board to select the artists.
  - Strive to make sure the art reflects the diversity of the surrounding areas.
  - Involve the local public schools in the creation of a mural.
  - Fund an annual arts/cultural event to take place in Executive Park.
  - Voluntarily dedicate 1-2% of total construction costs to arts.

Recommend Changes to the HDMT

In the future, it would be helpful to collect information on the location of art and cultural performances/shows in addition to the mailing address.

Add information about SF's two policies regarding the usage of construction funding for public art.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.4: Assure spaces for libraries, performing arts, theatre, museums, concerts, festivals for personal and educational fulfillment
Indicator	PI.4.e: Proportion of population which lives within 1 mile of a public library
Development Target	Area plans and zoning for development: ▪ Min: Identify or allocate a site appropriate for adequate public library based on expected future population ▪ Benchmark: Include and fund implementation plans for adequate public library facilities ▪ Max: Build new public libraries or expand existing libraries to meet increased demand

Community Health Assessment

Executive Park

Executive Park is within one mile of the Visitacion Valley Branch Library (VVBL), located at Leland Avenue in Visitacion Valley. According to Google Maps, the distance between the intersection of Executive Park Boulevard and Crescent Way, and 45 Leland Avenue is 0.8 miles. To access the library, EP residents need to walk, bike or drive under Highway 101, west on Blanken Avenue and cross Bayshore Boulevard to go to Leland Avenue.

As described below, within the next few years, the VVBL will move 0.2 miles west of its current temporary home. Once the library is moved to the corner of Leland Avenue and Rutland Street, the library will be almost exactly one mile from Executive Park residents.

Visitacion Valley

100% of the VV population lives within one mile of the public library, located on Leland Avenue, the neighborhood's primary commercial corridor. The VVBL is open a total of 31 hours per week, from 10am-6pm on Tuesdays, 12pm-7pm on Wednesdays, 1pm-7pm on Thursdays, 1pm-6pm on Fridays and Saturdays, and is closed on Sundays and Mondays. The VVBL offers weekly preschool storytime and infant/toddler storytime events, and other occasional community events. It is currently unknown what programs will be offered at the larger space upon completion. However, the building is being constructed to facilitate community use of the building for studying, meetings, and events.

In 2000, voters approved a $105.9 million bond to improve San Francisco Branch Libraries which would replace four leased facilities with City-owned buildings, renovate nineteen branches, and construct a new branch in Mission Bay. The VV Branch Library was one of the libraries selected to receive a replacement facility. To build the new VVBL, the San Francisco Public Library purchased a property on the corner of Leland Avenue and Rutland Street. This new site will be 0.2 miles west of the current location, thus the vast majority of VV residents will still be within 1 mile of a public library.

VVBL organized a series of community meetings to develop a vision and plan for the new library. The 8,700 square foot library designs include separate areas for teens, children and adults; a program room accessible after hours for community use; two study rooms; large windows; a prominent corner entrance; paved courtyards; fireplace; solar panels; functional staff areas; more computers and twice as many books and other materials as the current branch. The costs for the proposed library exceed the amount allocated in the 2000 bond measure, so the VVBL has continued to seek additional funding to support this vision.

Public bonds pay for the construction of buildings, but do not pay for equipment and furnishings inside the library. Friends of the SF Public Library are currently raising funds for new furniture, equipment and fixtures for the VVBL from private donations. According to a Fall 2006 fact sheet on the SF Public Library website, "the Library is working with Supervisor Sophie Maxwell, the Mayor's Office of Economic Development, the City Administrator's office and the Planning Department to identify additional sources of funding to build a stand alone branch or partner with a developer to build a multi-use building. Both the new Mission Bay and Glen Park branches are in multi-use buildings. The project could combine a library with commercial space and market rate or affordable housing. After we assess funding and timing issues, the Library will meet with the community to discuss potential options." [Accessed on website, January 26, 2007: http://sfpl.lib.ca.us/news/blip/pdfs/visitacionvalfaq.pdf]

Bayview/Hunters Point

96% of the BVHP population lives within 1 mile of a public library, primarily the Anna Waden Library at 5075 Third

Street, in the central Bayview Commercial District. The Waden Library is open a total of 42 hours per week, from 10am-6pm on Mondays, Tuesdays and Saturdays, 1pm-8pm on Wednesdays, 1pm-7pm on Thursdays, 1pm-6pm on Fridays, and is closed on Sunday. The Bayview Library offers weekly afterschool youth poetry workshops and study sessions, morning songs and storytime for young children, family films, and other community events. The Bayview Branch Library is also one of the libraries to receive bond funding for renovations, though the renovation date is to be determined. Other libraries are scheduled for renovations between 2004 and 2008.

The Bayview Branch Library renovation will improve the building's wheelchair accessibility by adding an elevator and new public restrooms while updating the building's infrastructure. The Bayview Branch is also contemplating building an addition to the library to provide space needed for these elements. Details on the proposed renovations for the Bayview Branch are available at: http://sfpl.org/news/blip/bayviewsurvey.htm

San Francisco

In 2000, SF voters approved a $105.9 million bond to improve San Francisco Branch Libraries which would replace four leased facilities with City-owned buildings, renovate nineteen branches, and construct a new branch (the first in 40 years) in Mission Bay. According to the SF Public Library, the priorities of the Branch Library Improvement Program (BLIP) are to "reduce seismic risk, comply with the Americans with Disabilities Act (ADA), meet modern technological needs and current code requirements, and provide spaces that are responsive to current services, yet flexible enough to meet future needs." [Accessed on January 30, 2007: http://sfpl.org/news/blip/pdfs/blipfaq.pdf]

That same year, California voters approved a $350 million state bond to construct and renovate public libraries. The competition for this funding (Proposition 14) was very competitive and only 12 of the 72 applications across the state were funded, including two of the five submitted applications from San Francisco ($5.95 million to renovate and expand the Richmond Branch Library and $3.75 to build a new Ingleside Branch library).

In June 2006, CA voters rejected Proposition 81 (53% against/47% in favor), known as the California Reading and Literacy Improvement and Public Library Construction and Renovation Bond Act of 2006, which would have provided $600 million for public library construction and repair.

Because the approved bond funds do not pay for equipment or furniture, the Friends of the SF Public Library launched a campaign in 2000 to raise $16 million in private funds to help refurbish and equip the SF branch libraries. Twelve of the 27 neighborhood libraries also have a Neighborhood Library Campaign, coordinated by volunteers with Friends of SFPL, to generate additional funds for their local branch library. Neither Visitacion Valley nor Bayview Hunters Point libraries currently have one of these campaigns.

According to the July/September 2006 quarterly report of the SFPL Branch Library Improvement Program, renovations are moving forward. Although there have been some delays in design and construction, four of the five proposed new facilities have acquired land, ten projects are in the design stage, seven projects are in the construction phase, and two projects (Excelsior and Mission Bay) are completed. As noted in the quarterly report, seven of the twenty four projects are eligible for art enrichment: Glen Park, Ingleside, Mission Bay, Portola, Richmond, Visitacion Valley, and Potrero. The art enrichment funding comes from the Public Art Ordinance, which requires 2% of construction costs of civic and other publicly funded buildings be allocated for public art.

In 2002, the SF Public Library worked with the SF Arts Commission to develop an Arts Master Plan for the Branch Library Improvement Program. This Plan includes "a two-tiered artist selection process to allow community panels from each branch to have a direct role in the artist selection process. The Arts Master Plan also proposed the pooling of art enrichment funds generated by each of the seven branches to allow for a more equitable distribution of art money among the seven branches, and to insure that branches with smaller construction budgets would receive an adequate allotment for art enrichment." More information about the BLIP Arts Master Plan, including the project updates for the seven libraries is available at http://www.sfartscommission.org/pubart/projects/blip/index.htm [Accessed online on January 30, 2007].

Caveats

Proximity to a library does not necessarily equal access. There may be numerous factors impeding regular use of a library's services including: hours of operation, transportation to/from the facility, cultural or language differences, perceived or actual safety near the library, educational attainment, literacy, access to the internet, preferences towards purchasing of books, disability access, or geographic barriers such as major highways or roads.

Stated Plan/Project Facts

Executive Park Subarea Plan

Community Facilities and Services

- *Objective 1*: "Provide and Enhance Community Facilities to Serve Existing and Future Residents." This Objective refers to the Visitacion Valley Community Facilities and Infrastructure Fee and Fund (VVCFIFF) and stipulates that one of the four uses for fee revenues is "construction of a new neighborhood library…. Implementing Action: City departments that will be involved in implementing the improvements should ensure that they are designed in a manner compatible with the Plan policies."

VV Community Facilities and Infrastructure Fee

- "Library Facilities: The San Francisco Public Library has provided a cost estimate for the construction of the Visitacion Valley Branch Library ($9,350,000). The total developer contribution is deemed to be $2,169,200."

Evaluation of Plan/Project

By helping fund the construction of a new library in VV, the proposed Executive Park Subarea Plan meets the HDMT benchmark and moves towards meeting the maximum development target for this indicator.

Over the past five years, the San Francisco Public Library identified the VV Branch Library as one of the four neighborhood libraries in need of significant improvements, repair and expansion. As described above, the proposed new library is one that will serve as a multi-use facility and community resource. However in recent years, the VVBL has had difficulty in securing all the needed funding to build the new facility. Because the new libraries are city-funded structures, they are required to comply with the Public Art Ordinance and 2% of their total construction budgets must be dedicated to art enrichment. San Francisco Art Commission staff and the VVBL have developed a process to engage community members in the artist selection. However artist selection and art project development will not begin until there is a determination of a location and timeline for the new VV Branch Library.

In November 2005, the SF Board of Supervisors passed the Visitacion Valley Community Facilities and Infrastructure Fee and Fund (Ordinance 264-05, File No. 051508) amendment to the General Plan. The purpose of the fee is to fund capital improvements for Visitacion Valley community facilities and infrastructure because of the "profound impact [development in Executive Park will have] on the neighborhood's dated infrastructure." One of the specific recipients of the VVCFIFF is the Visitacion Valley Branch Library. According to the Ordinance "The SF Public Library has provided a cost estimate for the construction of the VV Branch Library ($9,350,000). The total developer contribution is deemed to be $2,169,000." This calculation is based on an estimate that the 4,968 new residents in Executive Park and Schlage Lock will increase the population of Visitacion Valley by 23.2%. However, the City is charging developers 90% of the estimated costs for community improvements to avoid any need to refund money to developers if fees collected exceed costs. Given this, the estimated developer contribution for the VVBL would be $1,952,280. This estimated contribution to the VV Branch Library was based on the 2000 Census figures for Visitacion Valley (16,482 residents), and the projected increased number of residents (4,968) brought by four development projects in the area. This calculation does not include the 1,100 proposed Universal Paragon units in Executive Park, and therefore significantly underestimates the number of new persons living in Executive Park and using Visitacion Valley community facilities and infrastructure. If the developer contributions were recalculated to accurately reflect the proposed number of new residents, this would lead to an increase in available funds for the future VVBL.

The proposed VV library site (201 Leland Avenue) is included in the VV Redevelopment Survey Area, as defined by the SF Board of Supervisors on June 7, 2005. In the February 2005 Leland/Bayshore Commercial District Revitalization Plan, the proposed library is briefly mentioned as a community resource, and as an important location for future bulb-outs and cross-walk paving to promote pedestrian safety along Leland Avenue. It is currently unclear how future redevelopment plans will impact the library's construction and operation.

As described in other sections, pedestrian access to Leland Avenue from Executive Park is limited. The new VV Branch Library will be one mile away, which is walkable by some individuals but may be considered too far to access on foot by other EP residents. Parking around the library is expected to be limited as the Leland Avenue commercial revitalization improvements are made. While the new library is being built, all Visitacion Valley and EP residents will have ongoing access to the existing library located at 45 Leland Avenue. Unlike other neighborhoods that will lose access to their library for 20-36 months, Visitacion Valley residents will have ongoing access.

Potential Plan/Project Improvements

- Recalculate Impact Fees to include increased residential density in Executive Park.
- Promote public transportation to/from the Visitacion Valley Branch Library from Executive Park.

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.4: Assure spaces for libraries, performing arts, theatre, museums, concerts, festivals for personal and educational fulfillment
Indicator	PI.4.f: Art/cultural facilities within 0.5 mile of a regional transit stop
Development Target	All new art/cultural facilities be sited: ▪ Min: Within 0.5 mile of existing or proposed regional transit stop ▪ Benchmark: Within 0.5 mile of existing or proposed transit stop

Community Health Assessment

Executive Park

Monster Park is the cultural/art facility closest to Executive Park, but is 1.1 miles away from the closest regional transit stop at Caltrain Bayshore. According to the Caltrain public information office, no research has been conducted on ridership to Monster Park on game days. However, they believe very few people ride Caltrain to the Bayshore stop specifically to attend 49er games. Caltrain does promote ridership to San Jose Sharks games and SF Giants games, but does not plan to promote ridership to Monster Park because the Bayshore stop is over a mile away from the Park and there currently are no shuttles that facilitate transportation between the two.

According to Jim Mercurio, Director of Stadium Operations for the SF 49ers, Monster Park tried to coordinate a game-day shuttle between the Caltrain Bayshore station and the stadium sometime between 2001-2003. However, because of the limited street space leaving the stadium (i.e., due to Bay boundaries and Executive Park), the shuttle was inefficient and created increased delays for riders. In order to have the shuttle run quickly back and forth between the stadium and the train station, one of the lanes leaving the stadium had to be shut down to regular traffic. Shutting down one of the lanes reduced car traffic flow by 33%, significantly increasing the time needed to leave the Candlestick Point area for individual riders. If the lane remained open, the shuttle would run at the same pace as the other 21,000 cars leaving the Park, causing extensive delays for waiting train passengers, and decreasing the likelihood that they would reuse the shuttle.

Mercurio stated that even though the Third Street Light Rail may offer more frequent train service than Caltrain, shuttle service to the closest light rail stations (Le Conte, Gilman or Caltrain Bayshore) would likely encounter the same problems as the earlier runs to Caltrain. Mercurio also noted that parts of Executive Park used to be parking lot spaces for the nearby stadium and that currently, about 21,000 cars park on surface streets, the Monster Park parking lot, and surrounding private parking lots on SF 49er game days.

As of December 2006, the future of Monster Park is unknown. According to the owners of the SF 49ers, redevelopment of Monster Park/Candlestick Point would require massive new infrastructure and public transit, as well as construction of one of the largest parking garages in the world to fit more than 8,000 cars. [Accessed online on December 7, 2006: http://49ers.com/pressbox/news_detail.php?PRKey=2515] In announcing their plans to move the 49ers to Santa Clara, the owners listed the lack of existing public transit and the difficulties in expanding access to the Park, given its geographically isolated location, as some of the reasons for their decision to move.

Visitacion Valley

Although technically in Daly City, Cow Palace is included in this analysis of Visitation Valley's access to art/cultural facilities because of its geographic proximity to the neighborhood. Cow Palace is 1.4 miles away from the closest regional transit stop at Caltrain Bayshore. Similar to Monster Park, it is assumed that very few persons take regional transportation to Cow Palace because of the long walk to the train station.

According to Cow Palace staff, use of public transportation varies depending upon the events taking place. Some large events, such as the Grand National Rodeo and Exotica Erotica, draw people from the Bay Area and beyond, so the majority of those persons use their car to access the facility. Car show and motorcycle show attendees tend to drive their vehicles. Cow Palace currently has 4,000 parking spaces surrounding the facility. Use of public transportation tends to occur more often when the event draws local residents, particularly concerts drawing Spanish-speakers and hip-hop fans. Although not a regional stop, the Cow Palace staff person did mention that some people, including himself, use their cars rather than riding public transit because of the unsafe location of the bus stop across from a liquor store. The staff person hoped that expansion of the Third Street Light Rail to Visitation Valley would increase transit options for Cow Palace attendees – although the end of the Light Rail at Sunnydale Avenue is still almost a mile away from Cow Palace.

Bayview/Hunters Point

Monster Park, Bayview Opera House and the Golden Gate Railroad Museum are the three BVHP art and cultural facilities included on the SFDPH list of facilities, given the criteria for inclusion. None of these three facilities are located within a half mile of a regional transit stop. As discussed above, Monster Park has made one unsuccessful attempt at providing shuttle service to Caltrain. The opening of the new Third Street Light Rail will increase local transit access to both regional transit and the Bayview Opera House, which is located two blocks north of the Palou Street stop and three blocks south of the Kirkwood Street stop.

San Francisco

The 154 art and cultural facilities included in the list for indicator PI.4.f is not an exhaustive list of all art and cultural facilities in San Francisco. Given the subjective nature of what is considered an art or cultural facility, SFDPH developed specific criteria which may unintentionally exclude some important art and cultural neighborhood resources. The facilities included on the list met the following criteria:

- There is an actual, non-changing physical location for the facility.
- The facility is open to the public throughout the year, not just a short term or one-time per year activity.
- The primary function is public display of artistic/cultural entertainment or education.
- The facility is listed on one of the seven sources of information listed on the indicator page for Indicator PI.4.f.

Caveats

- Some music halls were not included because they fall under the category of bars/clubs – specifically they generate substantial revenue from the sale of alcohol, in addition to the sale of tickets for the musical event. These facilities are cultural institutions, however because of the difficulty in distinguishing these facilities from bars whose primary function is to serve alcohol and occasionally offer live music, all institutions that draw substantial revenue from the sale of alcohol were excluded.
- The exclusion of bars/clubs and art galleries may bias this list towards certain types of performing and visual arts, however until more comprehensive criteria can be developed, this will need to be a caveat of the institutions included.
- Geographic proximity does not necessarily equal access. Other factors, such as cost of entrance, hours of operation, cultural preferences, access to private cars, the availability of parking, disability access, availability of translation services, etc, influence whether an individual may access the art or cultural facility.

Stated Plan/Project Facts

Executive Park Subarea Plan

Arts/cultural facilities access to regional transportation is not mentioned in Executive Park Subarea Plan.

Evaluation of Plan/Project

The HDMT development target associated with this indicator is relevant to new art/cultural facilities, and is therefore not currently applicable to EP. Analysis of the existing cultural facilities to public transportation reveals that there has not been a concerted effort to increase public transit access to southeastern San Francisco art and cultural facilities.

As discussed in indicator PI.4.a, despite the presence of Monster Park stadium and parking lot less than 500 feet away from the proposed development sites, there are no references to the sports facility in The Plan. There is no discussion of the impacts that Monster Park activities might have upon the roadways, traffic congestion, noise and air pollution, and parking in the area around Executive Park.

The proposed Design Guidelines in The Plan state “There shall be no gates on any circulation element at any time,” which in theory would allow traffic and parking associated with Monster Park events to occur in the residential areas. However, the existing Candlestick Cove condos are currently gated, thus limiting direct access from Monster Park to Executive Park via Executive Park Boulevard and Crescent Way. Because a) the Design Guidelines apply to future buildings, not necessarily to existing buildings, b) the cul-de-sacs and dead-ends of Candlestick Cove may not be considered part of the circulation element, and c) the proposed Circulation Plan does not seek to connect Crescent Way to Jamestown Avenue, it appears unlikely that event attendees would be able to easily cut through the EP development to access Monster Park.

Potential Plan/Project Improvements

- Promote use of the public transportation to access art and cultural facilities in VV and BVHP
- Incorporate in Transportation Management Program shuttles to public transit that coincides with art and cultural facilities events

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	Assure affordable and high quality public health facilities
Indicator	PI.5.a: Proportion of population covered by health insurance, by type of insurance PI.5.b (formerly PI.5.j): Number of hospital beds per 100,000 population PI.5.c (formerly PI.5.k): Health facilities within .5 miles of a regional transit stop PI.5.d (formerly PI.5.l): Distribution of health care facilities relative to population density **Described below but not currently available on website** (Formerly PI.5.b) - Primary Care - Health Professional Shortage Area (Formerly PI.5.c) - Dental - Health Professional Shortage Area (Formerly PI.5.e) - Mental - Health Professional Shortage Area
Development Target	New hospitals and major clinical care facilities are sited within ½ mile of a regional transit stop or should provide free public shuttle service from regional transit services such as BART.

Community Health Assessment

Executive Park

PI.5.a: Data on this indicator is currently unavailable at the Executive Park project level. Until recently, almost all of EP was offices and businesses. Although the majority of insured San Franciscans receive their health insurance through their employer, insurance coverage is often assessed by the individual's place of residence, and not by the location of employment.

PI.5.b: There are no hospitals, thus no hospital beds, in Executive Park. The closest hospital to EP is San Francisco General Hospital which has the second highest number of licensed beds (80.0 per 100,000 population in SF), after Laguna Honda Hospital (182.4 per 100,000 population in SF).

PI.5.c: There are no publicly funded health care facilities in EP, thus none that are within 0.5 miles of a regional transit stop. The two closest facilities are Northeast Medical Services, on Leland Avenue, in VV, and Southeast Health Center, on Third Street, in BVHP. According to Google Maps, the VV Northeast Medical Services Clinic is 0.9 miles and Southeast Health Center is 1.7 miles away from Executive Park (Crescent Way and Executive Park Boulevard). The closest hospital is San Francisco General Hospital which is 4.5 miles away from Executive Park.

To access Northeast Medical Services using public transportation, one would take the #56 bus from EP (which runs once every 30 minutes) to Leland Avenue. According to the 511.org trip planner, EP is 29 minutes to San Francisco General Hospital via bus, and 29 minutes to the Third Street Clinic via bus. See discussion below about proximity of health facilities to regional transit stops.

PI.5.d: The area specific to EP currently has a very low population density, however that density is expected to change over the coming years.

Visitacion Valley

PI.5.a: Data on this indicator is currently unavailable at the VV neighborhood level.

PI.5.b: There are no hospitals and thus no hospital beds, located in VV. The closest public hospital facility to VV is SF General Hospital. According to the SF General Hospital's 2004 Annual Report, approximately 16% of VV residents were treated at SFGH during the 2003-2004 fiscal year. [Accessed online on February 6, 2007: http://www.dph.sf.ca.us/chn/SFGH/AnnlRpt2004.pdf]

It is unknown what proportion of the licensed bed days at SFGH, or at other hospitals in SF was used by VV residents or how many VV residents sought medical care at hospitals during this time period. However, because SFGH is the only community hospital in the southeast corner of San Francisco, it is assumed this would be the primary hospital utilized by VV residents.

PI.5.c, PI.5.d: Depending upon how it is defined (by zipcode or planning neighborhood), Visitacion Valley has one or two public health facilities. Northeast Medical Services is located in the center of Visitacion Valley's commercial district at 82 Leland Avenue. Silver Avenue Family Health Center, located near the intersection of Highways 101 and

280 at 1525 Silver Avenue, falls within the 94134 zipcode, but is considered part of the Excelsior neighborhood by the Planning Department. Hawkins Clinic

Northeast Medical Services is a non-profit community based health center that targets medically underserved Asian populations in three San Francisco clinics, one of which is in VV. Silver Avenue Family Health Center is a member of the SF Community Health Network and receives funding from the City to provide services to the medically underserved.

Another clinic that exists in Visitacion Valley but was not included on the map is the Hawkins Clinic, which is a satellite of the Silver Avenue Health Center. This clinic serves families of the VV neighborhood and accepts uninsured patients, patients with Medi-Cal, and Healthy Family and Healthy Kids insurance. They are only open however three afternoons a week – Tuesdays, Wednesdays, and Thursdays for a total of 10 hours per week.

Bayview/Hunters Point

PI.5.a: Data on this indicator is currently unavailable at the BVHP neighborhood level.

PI.5.b: There are no hospitals and thus no hospital beds, located in BVHP. The closest public hospital facility to BVHP is SF General Hospital. According to the SF General Hospital's 2004 Annual Report, approximately 33% of BVHP residents were treated at SFGH during 2003-2004 fiscal year. [Accessed online on February 6, 2007: http://www.dph.sf.ca.us/chn/SFGH/AnnlRpt2004.pdf]

It is unknown what proportion of licensed bed days at SFGH, or at other hospitals in SF, was used by BVHP residents or how many BVHP residents sought medical care at hospitals during this time period. However, because SFGH is the only community hospital in the southeast corner of San Francisco, it is assumed this would be the primary hospital utilized by BVHP residents.

PI.5.c, PI.5.d: There are currently two publicly funded health facilities in BVHP. Bayview Hunters' Point Foundation Third Street Clinic, located at 4301Third Street, is several blocks north of the central Bayview commercial district. The other public health facility is Southeast Health Center, located at 2401 Keith Street, one block west of the Bayview Playground. Both facilities are located on or close to Third Street, the central road and commercial corridor through BVHP, and therefore close to public transportation along the new Third Street Light Rail.

The Bayview Hunters Point Foundation Third Street Clinic is a non-profit community-based human services agency. According to their website (http://www.bvhpf.org/), the Foundation was created to "address the needs of a predominantly African American, isolated community where essential social services such as legal assistance, drug and alcohol rehabilitation, and mental health care were unavailable. Programs have now expanded to respond to San Francisco's diverse communities and client populations and include: legal services, substance abuse and mental health treatment, youth services, violence prevention/intervention and HIV/AIDS support services."

Southeast Health Center (SEHC) is a member of the SF Community Health Network, and therefore receives funding from the City to provide services to the medically underserved. SEHC provides adult and children's dental services, HIV/AIDS treatment, gynecologic care, prenatal and regular medical care to patients on an ongoing basis. The clinic also provides drop-in services for patients with acute needs.

In March 2007, the California Pacific Medical Center opened a new clinic, the Bayview Child Health Center at 1335 Evans Avenue. This clinic opened after the data collection and mapping for this indicator. According to their website, the clinic offers state-of-the-art facilities, with well-baby exams, immunizations, treatment, weight management, mental health services and other services for childrens and their families.

San Francisco

PI.5.a: According to the year 2000 California Health Interview Survey (CHIS), 66% of San Franciscans under the age of 65 received health insurance from their employers; 9% privately purchased their insurance; 12% used Medicaid, CHIP, or other public insurance; and, 13% of San Franciscans were uninsured.

According to CHIS estimates, Asians and Caucasians tend to have higher proportions of employment-based insurance coverage than African Americans and persons of multiple races. For example, 34% of African Americans receive health insurance through Medicaid, compared to 6% of Caucasians, 14% of other single race, and 12% of biracial or multiracial respondents. The largest percentage (29%) of uninsured persons relative to their ethnic/racial

group were persons of a single race other than American Indian/Alaskan native, Asian, African American, or Caucasian .

Beginning July 2007, uninsured San Franciscans can enroll in the SF Health Access Plan by either a) enrolling individually and paying a sliding scale income-based premium or b) having their employer enroll his/her employees as a group and pay the group's premiums. It is anticipated that not all 82,000 uninsured adult residents will participate in SF HAP, in part because some uninsured employees would start receiving insurance via their employers through the SF Healthcare Security Ordinance. The purpose of the SF HAP is to improve the efficiency and efficacy of San Francisco's healthcare safety net by creating a "medical home" for better coordination of care, increasing access to preventative care, and offering health care to all uninsured San Franciscans and their employers, regardless of income, immigration status or medical condition. For specific details about the SF HAP, visit: http://www.sfhp.org/sfhap/

PI.5.b: In 2005, there was an estimated 6.4 licensed hospital beds per every 1,000 San Francisco residents. The three hospitals with the largest number of licensed hospital beds are Laguna Honda (1,457 per 1,000), San Francisco General Hospital (639 per 1,000), and UCSF Medical Center (547 per 1,000). These hospitals also have the highest numbers of licensed bed days. By comparison, according to the Kaiser Family Foundation's statehealthfacts.org website, California has 2 beds for every 1,000 residents and the U.S. national average is 2.8 beds for every 1,000 residents.

Similar to other indicators of health care availability, the number of hospital beds is a limited indicator influenced by numerous confounding factors. For example, a reduction in the number of hospital beds may occur because the hospital is underfunded and/or not sufficiently reimbursed in a timely manner by state agencies or insurance companies. Or, a reduction in the number of beds may occur because the hospital's primary base population is becoming increasingly healthy and preventative and outpatient care have limited the need for inpatient care. In the first example, the hospital is not able to keep up with the demands of the community, and in the second example, the demand for hospital utilization has decreased.

PI.5.c: As of 2006, 21 of the 64 public health facilities in SF (or 33%) were within one-half mile of a regional transit stop. The majority of public health facilities tend to be clustered in the northeastern quarter of the city. Although these health facilities may not be accessible by regional transportation, they may be accessible by local public transportation. The 64 public health facilities includes health care clinics and hospitals in San Francisco's Community Health Network (CHN) and facilities licensed by the California Department of Health Services, Office of Statewide Health Planning and Development (OSHPD). Consolidated hospital licenses (i.e., CA Pacific Medical Center) are listed as separate locations (i.e., East Campus, Davies Campus, Pacific Campus and West Campus) when there are distinct facilities. Thus the data includes all public health clinics and all hospitals (public and private), but no private health clinics or doctors' offices.

PI.5.d: As of 2006, the 64 public health facilities in SF tend to be concentrated in the neighborhoods with the highest population density, including 11 facilities in the Civic Center and South of Market neighborhoods, 7 facilities in the Mission and Bernal Heights neighborhoods, 6 facilities in the Western Addition, and 5 facilities in the Chinatown/North Beach neighborhood.

Caveats

- Access to public health facilities is determined by numerous factors including health insurance coverage, the location and availability of health care providers and facilities, the types of services and programs needed and offered, patient-provider relationships, financial costs of non-insured care and medicines, transportation to and from the health facility, cultural competency or cultural humility of health care providers, hours of operation, length of reimbursement period, cultural and linguistic competency of administrative and intake staff, availability of child care, availability of prevention programs, and religious and cultural health beliefs.
- Physical proximity to public transit is just one aspect of access to transportation. Frequency of transit, safety around transit stops, cost of transit, length of commuting time, urgency of the health visit, types of insurance accepted at local health facilities, and other elements factor into use of public transportation in accessing health facilities.
- By default, in communities with more people, there will be more demand for health care services. However, the type of services needed and the associated length and depth of care, is determined by numerous factors including the demographics of the community residents, their access to preventative health services, and the promotion of healthy environments. For example, regular check-ups with a primary care provider can help

prevent hospitalizations for ambulatory care sensitive conditions like asthma and diabetes, thus reducing the need for emergency care.

- Demographic shifts brought on by changing housing and economic contexts will also result in patient demographic shifts in clinics and hospitals and the associated health care utilization. Older populations tend to have longer, in patient care than younger populations. Populations without access to health insurance tend to arrive at health facilities in a more advanced stage of disease or illness progression, thus necessitating inpatient visits, than persons with health insurance. Younger populations tend to utilize obstetric and emergency room services more frequently, whereas older populations tend to utilize internal medicine, surgical and geriatric services more frequently. Thus, in addition to examining population density, it may be helpful to analyze the age, gender, racial/ethnic, and socio-economic profiles of neighborhoods relative to the neighboring health facilities.
- Because of these limitations, longitudinal analyses of hospital bed availability, combined with patient censuses to help calculate the percentage of days the beds are occupied, and socio-economic analyses of the hospital and surrounding hospital, are helpful in assessing availability and quality of health care.
- According to the CA Office of Statewide Health Planning and Development's Healthcare Workforce and Community Development Division, certain census tracts in the south and southeast section of South of Market, the northern half of Portrero Hill, all of the Mission and Bernal Heights, parts of Noe Valley and the Outer Mission, and all of Bayview Hunters' Point, Excelsior and Visitacion Valley (including Executive Park) have been identified as areas where the need exceeds the existing availability of health professionals (otherwise known as a Health Professional Shortage Area). As noted in data on Ambulatory Care Sensitive Conditions, these neighborhoods also have some of the highest rates of diabetes, asthma, chronic pulmonary obstructive disease, and congestive heart failure. With more preventative and primary care, the rates of ACS conditions would decrease, emphasizing the need for additional care in these neighborhoods.
- Northeast Medical Services has been identified as an HPSA medical facility (for both primary care and dental care), which makes the health center eligible for certain federal grants, placement of National Health Service Corps members, student loan repayment for health professionals, and improved Medicare reimbursement. The census tract (257) in which Silver Avenue Health Center is located is considered both a Primary Care HPSA and a Medically Underserved Area by the HRSA.
- The census tract (234) in which Southeast Health Center is located is considered both a Primary Care HPSA and a Medically Underserved Area by the HRSA. The Bayview Hunters Point Foundation Third Street Clinic is a non-profit community-based human services agency, located in census tract 231.01. As of January 2007, this tract was eligible as a Primary Care HPSA.
- At the current time, there are no stated plans to have medical facilities in the Executive Park area. However, if a community health center was considered in the future, the health center could apply for HPSA designation in order to obtain federal eligibility for grants, NHSC volunteer placement, and increased Medicare reimbursements. The addition of public or private not-for-profit medical facilities which are sensitive to the cultural, economic, and linguistic needs of the surrounding population in VV and BVHP could potentially change census tract 610 from being an HPSA to a non-shortage area. For more information, visit: http://bhpr.hrsa.gov/shortage/hpsacrit.htm.

Stated Plan/Project Facts

Executive Park Subarea Plan

There are no explicit references to health facilities or any of the health facility related HDMT indicators in The Plan. However the following proposed Objectives and policies relate to EP residents' access to open space for physical activity, means of transportation, and geographic access to healthcare facilities.

Streets and Transportation

- *Objective 2*: Encourage walking and bicycling as the primary means of accessing daily needs and services.
- *Objective 2, Policy 1:* Create a pedestrian network that includes streets devoted to or primarily oriented to pedestrian use.
- *Objective 2, Policy 2*: Improve pedestrian areas by ensuring human scale and interest.
- *Objective 2, Policy 3:* Provide for safe and convenient bicycle use as a viable means of transportation.
- *Objective 3:* Reduce dependency on the automobile
- *Objective 3, Policy 1*: Provide a range of transportation opportunities to the residents of Executive Park.
- *Objective 3, Policy 2:* Encourage the expansion of transit services to the area.

Community Facilities and Services

- *Objective 1:* Provide and enhance community facilities to serve existing and future residents.
- *Objective 1, Policy 1*: Encourage development that provides the necessary community facilities to serve the intended population and to create a livable neighborhood.

Recreation and Open Space

- *Objective 1:* Enhance public open space and connections to it
- *Objective 1, Policy 1:* Provide convenient access to a variety of recreation opportunities

Notably, the RM-3 zoning in Executive Park allows the following permitted uses as of right: residential care facility for 6 or fewer; child care facility for 12 or fewer; open space for horticulture or passive recreation; public structure or use of non-industrial character; sale or lease sign; group housing or boarding; and group housing for religious orders. The following uses are allowable through a conditional use permit: medical institution; residential care facility for 7 or more; child care facility for 13 or more; elementary school; secondary school; religious institution; community facility; open recreation area; greenhouse or plant nursery; utility installation or public service facility; community garage; access driveway to C or M district; non-accessory parking for a specific use; Planned Unit Development; C-2 use in structure on designated landmark site. Given this, it is possible that a medical facility could be built in the EP area.

Evaluation of Plan/Project

This HDMT objective includes one development target associated with indicator PI.5.k – "New hospitals and major clinical care facilities are sited within ½ mile of a regional transit stop or should provide free public shuttle service from regional transit services such as BART." This development target is only relevant to new healthcare facilities. Currently, the EP Plan does not propose to build any new health facilities and as a result, The Plan cannot be assessed against this development target.

It is unknown who lives and will live in Executive Park, what type of health insurance coverage they will have, how often they will seek medical care, where they prefer to go for medical care, or what types of health care services or programs they will need. It is more likely that individuals who can afford the high cost of housing in Executive Park are more likely to have insurance, however there may be exceptions based upon the type of employment. It is also unknown whether any medical services will locate in Executive Park in the future.

As mentioned above, there are no references to health facilities, medical services, health status, or hospitals in The Plan. However The Plan proposes objectives, policies, and implementing actions that would impact EP residents' access to public health facilities via public transportation and private automobiles as well as their general health status via access to open and green spaces for physical activity.

As discussed in other sections of this application, the EP Subarea Plan - Streets and Transportation Element seeks to promote safe pedestrian routes, walking, bicycling and reduced auto use, all of which improve physical activity and opportunities for healthy living. However, because of Executive Park's geographic isolation, these goals may be hard to achieve without increased public transportation service and increased connectivity to Visitacion Valley and Bayview Hunters' Point.

There is one MUNI bus, #56, that comes to Executive Park. It runs once every 30 minutes between 6:30am and 9:00pm. The #9 bus which stops close to EP at Blanken Avenue and Bayshore (roughly 0.5-0.7 miles from EP), runs every 10-15 minutes from 6:00am-12:00am and goes past SF General Hospital. The #90 bus runs between 1:15 am and 4:30am and stops near Blanken Avenue and Bayshore and also goes past SF General Hospital. The lack of routine public transit to Executive Park diminishes the likelihood that residents would utilize public transit to access health care. Furthermore, given this lack of public transit, as well as EP's close proximity to Highway 101 and San Bruno Avenue, there is little disincentive for residents to drive to medical services and SF General Hospital.

The introduction of the July 2006 Worker Health Care Security Ordinance and the 2007 Health Access Plan (SF HAP) will significantly enhance access to health care for all uninsured San Franciscans, regardless of income, immigration status or medical condition. Residents of Executive Park will be eligible for individual coverage through the SF HAP, even if they work in a neighboring county. These policies should help reduce the financial barriers to access health care. In 2006, the SF Department of Public Health received funding to enhance transport options (such as taxi vouchers and special bus routes) to health care facilities, particularly focusing on access from BVHP.

SF General Hospital is also the closest public hospital to VV and BVHP, and is accessible on the #9 bus which runs through both neighborhoods. UCSF is also planning a new children's hospital at Mission Bay, which would increase proximity of services for youth to residents of BVHP and more broadly to residents in EP and VV.

Access to primary health care plays a major role in preventing hospitalizations for ambulatory care sensitive conditions like asthma, diabetes, chronic obstructive pulmonary disease, and congestive heart failure. As described above, access to health care services is affected by numerous factors including cost/financial barriers, insurance coverage, time spent away from work and employer demands, geographical proximity to health care facilities, and means of transportation. The high rates of ambulatory care sensitive conditions, the low rates of prenatal care, and the designation of VV and BVHP areas as primary care health professional shortage areas suggest that the existing number of primary care facilities in BVHP and VV do not sufficiently meet the health needs of the population.

It is important to note that some health indicators are assessed by zipcode, some by planning neighborhood and others by census tract. The 2004 San Francisco Community Health Assessment provides the majority of neighborhood comparisons using zipcodes. In the majority of maps created in the 2004 report, Executive Park was included as part of Bayview Hunters Point. As of February 2007, Executive Park is considered by the Planning Department to be a sub-area of Bayview Hunters Point. However the current zipcode for the office buildings in Executive Park is 94134, the zipcode for Visitacion Valley.

Because there were relatively few residents in EP at the time of the publication of the 2004 assessment (no residents before 2001, and less than 500 residents as of March 2007), Executive Park would not have had a major impact on the health outcomes reported in the 2004 publication. However, moving forward, the anticipated 8000 new residents in EP would constitute a significant increase in population to either VV or Bayview Hunters Point, depending on which neighborhood it was included in. For example, in 2000, the population of BVHP was 33,170 residents and of VV was 40,134. The inclusion of EP residents in either of these communities would increase the population by roughly 25% and 20%, respectively, and would impact future neighborhood counts of illness and death.

The two neighborhoods surrounding EP have fairly different health profiles. BVHP has the highest rates of ACSC in the City, indicating a strong need for prevention efforts to improve the health of the community. ACSC in VV are not as severe as in BVHP, but still rank in the top quarter to half of high rates in the City. Neighborhoods with higher average incomes have lower rates of ACSC.

Potential Plan/Project Improvements

- Promote awareness of the SF Health Access Plan to building contractors hired by EP developers and future employees in neighborhood serving retail.
- Encourage EP contractors and employers with less than 20 employees provide health insurance to employees.
- Contractors that hire day laborers provide education on SF HAP to temporary employees.
- Clarify how EP residents will be included in future census tracts, zipcodes, planning neighborhoods and other neighborhood-based categorizations.
- Include access to healthcare facilities as part of the Transportation Management Plan

Recommend Changes to the HDMT

We need to revise this Objective since so many of the indicators are not actionable by developers. Consider moving to health outcomes section and deleting from this section
PI.5.g - Ambulatory care sensitive conditions (ACSC) by zip codes (already in this section)
PI.5.d - percentage of mothers receiving prenatal care in first trimester
PI.5.f - Access to drug treatment facilities

Healthy Development Measurement Tool Application	
Element	Public Infrastructure/Access to Goods and Services
Objective	PI.6: Assure access to daily goods and service needs, including financial services and healthy foods
Indicator	PI.6.c: Proportion of population within 0.50 mile from full-service grocery store/supermarket
Development Target	New residential development has a full-service grocery store/supermarket within ½ mile

Community Health Assessment

Executive Park

The few households currently living in Executive Park must travel over a mile to reach the closest grocery stores. Pedestrian access to these grocery stores is severely limited by the physical boundaries of Highway 101 and Bayview Hill, which separates Executive Park from the surrounding neighborhoods. Public transportation is also restricted with only one bus on a limited schedule currently coming into Executive Park and multiple transfers needed to access the grocery stores.

As of March 2007, it is unclear what will happen to the Monster Park stadium which is in very close proximity to the residents of Executive Park. In November 2006, Lennar Corporation released their proposal for a housing, retail and stadium project at Candlestick Point that would include a 69,000-seat stadium, 6,500 new homes, and 400,000 square feet of retail and entertainment, some of which would be used for a grocery store. [Accessed online on December 4, 2006: http://sfgate.com/cgi-bin/article.cgi?file=/c/a/2006/11/22/BAGM1MI1FR1.DTL] The San Francisco 49ers rejected the proposal, but the Mayor's Office has suggested that they will still move forward with the plan, but without the stadium. Even if the Lennar proposal moves forward, it will be several years before construction begins and a grocery store is available to residents.

Visitacion Valley

As of August 2006, 0% of the population in VV lives within 0.5 mile of a supermarket or full service grocery store as there are none located in the neighborhood. The closest grocery stores for most of VV are located northeast of the neighborhood, near Highway 101 in BVHP and Bernal Heights. There currently are several small produce shops located along Leland Avenue but none of these shops offer the full services of a grocery store.

Both the Schlage Lock Community Concept Plan and the Bayshore Redevelopment Plan clearly state that there is a need for supermarkets/full-service grocery stores in Visitation Valley and neighboring Bayshore. Both planning processes have strong community support for a grocery store. It is unclear how the plans from the neighboring counties will complement and not compete with each other.

Bayview/Hunters Point

As of August 2006, 38% of the population in BVHP lives within 0.5 miles of a supermarket or full service grocery store. At this time, there is only one BVHP supermarket located in the northwest corner of BVHP near Highway 101. This supermarket is geographically removed from the majority of the Bayview Hunters Point population.

According to an analysis conducted by the Association of Bay Area Governments and Keyser Marston Associates, Bayview Hunters Point experienced a "sales leakage" of $31 million in 2005 – meaning that roughly half of the items purchased by BVHP residents at food stores were purchased outside of BVHP. According to the BVHP Project Area Committee, no research has been done to identify where BVHP residents are spending money that could otherwise be spent at local businesses. If appropriate retail were developed in BVHP, this could potentially lead to a recapturing of $18.4 million in sales (in 2005 estimates). (BVHP CRCP, Page 32)

As noted in the BVHP Community Revitalization Concept Plan, "In all community workshops and other public comment gathering, the community has strongly expressed their desire and need for more full-service grocery stores, farmer's markets offering fresh produce and ethnic foods…" (Page 31).

San Francisco

As of August 2006, 66% of SF residents live within 0.5 miles of a supermarket or full service grocery store. Data illustrates that the majority of the City has access to supermarkets. The exceptions are primarily in the Southeastern and Southern portions of the City.

Caveats

- Geographic proximity does not equal access. For example, topographical and transportation features, such steep grades of hills or major highways or roads, and socio-cultural issues, such as violence and gang lines, may inhibit pedestrian access to grocery stores.
- Qualitative differences exist between supermarkets, such as price mix, quality of foods, availability of fresh produce, and cultural preferences, that are additionally important factors for consideration of accessibility.

Stated Plan/Project Facts

Executive Park Subarea Plan

The Plan does not provide any data/specifications for grocery store access for new residents.

Land Use

- *Objective 2:* Meet the daily needs of residents within the neighborhood.
- *Objective 2, Policy 1:* Encourage the development of centralized neighborhood-retail uses to serve the daily needs of residents.
- *Objective 2, Policy 1, Implementing actions:*
  - Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive
  - Encourage small-scale retail uses throughout the subarea

Evaluation of Plan/Project

Between existing and future anticipated demand, there is a strong need for a full-service supermarket. In the surrounding neighborhoods, there is only one supermarket located in a relatively inaccessible location. Although there are plans for grocery stores in the Schlage Lock, Bayshore, and possibly the Candlestick Point neighborhoods, it is unclear if or when these will be built and operational.

The EP Plan clearly states a goal of meeting the daily needs of residents within the neighborhood. However, The Plan states "the retail services provided within Executive Park should not unduly compete with existing neighborhood commercial districts outside the subarea." Given that there are currently a few small scale grocers on Leland Avenue in VV and on Third Street in BVHP, it is unclear whether this statement is intended to specifically discourage small scale groceries/corner stores from opening in EP.

Given the dearth of retail currently in EP, a drug store that offers some common food items could help increase access to retail foods within the Executive Park area. But a full service grocery store or supermarket in or nearby EP, would help offer a range of food products and would reduce transportation needs.

Potential Plan/Project Improvements

- Acknowledge the need for a supermarket/full-service grocery store, as has been done in the Visitation Valley Community Concept Plan and Bayshore Redevelopment Plan.
- Provide financial and political support for the construction or designation of new space for a grocery store in or near Executive Park.
- If the grocery store is located off-site, circulation plans should accommodate direct and easy access via public transit or pedestrian and bike access to the grocery store.

Recommend Changes to the HDMT

- Update with latest grocery store openings and closings
- Look into "sales leakage" categories
- Not currently known how demand is calculated for grocery store, including size (e.g., Safeway vs. Trader Joe's). Look into Retail Food Index to see whether this could help with analysis of needs.

Healthy Development Measurement Tool Application	
Element	Adequate and Healthy Housing
Objective	HH.1: Preserve and construct a diversity of housing in proportion to demand with regards to size, affordability, tenure and location HH.3: Increase opportunities for home ownership
Indicator	HH.1.a: Ratio of housing production to future demand HH.1.b: Proportion of families paying greater than 50% of their household income on their homes HH.1.e: Housing wage as a percent of minimum wage HH.1.g: Census tracts with median income sufficient to afford 2-bedroom apartment at fair market rent HH.1.h: Proportion of households living in overcrowded conditions HH.1.k: Underutilized development potential HH.3.a: Median household income and housing tenure HH.3.b: Housing purchasing capacity of the median income household
Development Target	HH.1.a, HH.1.b, HH.1.c, HH.1.e, HH.1.g: ▪ Minimum: Meet local inclusionary zoning and redevelopment law requirements without public subsidy ▪ Benchmark: Provide 25% greater affordable housing than existing local inclusionary requirements ▪ Maximum: Meet unmet needs with regard to affordable housing according to the Regional Housing Needs Determination HH.1.h: ▪ Min: Match the number of bedrooms in each unit replaced or renovated ▪ Benchmark: Meet the unit size and bedroom needs of expected new SF workers and meet the minimum target ▪ Max: Be proportional to unmet need according to the CNO Standards HH.1.k: ▪ Min: New development utilizes the maximum residential density allowed by zoning ▪ Benchmark: no target established ▪ Max: no target established HH.3.a, HH.3.b: ▪ No identified development target

Community Health Assessment

Overview and Explanations

Addressing the notion of demand

It should be noted that under objective HH.1, to preserve and construct housing in proportion to demand with regard to size, affordability, and location, only demand for affordable housing is quantified using data provided by the Association of Bay Area Governments, in the Regional Housing Needs Determination analysis. Additionally, demand for housing affordability is also gauged using the percent of income spent on housing and purchasing capacity of current residents. The demand for housing with regard to size, tenure and location are more difficult to assess.

The data available on size (defined here as the number of bedrooms per unit) indicates a large portion of San Francisco housing stock with 2-bedrooms or less (76%), while over 47% of the current population of San Francisco has a household size of 3-or more persons (from Housing Databook 2002, using 2000 Census data). In addition, the overwhelming majority of housing developed since 2000 has been studios and 1- to 2-bedroom units. This data, along with information on overcrowding, help gauge the demand for size variability in San Francisco. Therefore, an assumption has been made that to accommodate growing families, larger households, and a diversity of household sizes without overcrowding, San Francisco may benefit from diversifying its portfolio of housing with regard to larger bedroom numbers per unit.

The demand of location of housing is also difficult to quantify. Desirable housing locations tend to be located near a plethora of goods and services, including public infrastructure, services and transit options. The location of EP is isolated with limited public transportation and access to good and services. Yet, the close freeway access and

proximity to both San Francisco and the Silicon Valley may make it a desirable location for some.

The data on tenure for San Francisco indicates the majority of residents (65%) are renters. The trend in the housing market has been towards developing for sale housing and individual owners can rent their homes if they choose. Additionally, rental property is being taken off the market through Owner Move Ins (MOIs) and Condo Conversions. Therefore, it is assumed that it may be important to incentivize rental property development to accommodate the large renter base of San Francisco and continue keeping the diversity of tenure options in San Francisco. The HDMT recognized the value many place on home ownership with Objective HH.3: Increase opportunities for home ownership. This objective seeks to understand the access to home ownership in San Francisco, where access is tied closely to affordability.

In general, a diversity of options with regard to affordability, size, tenure and location are important to accommodate the diverse needs of San Francisco residents and allow flexibility for changing populations.

Executive Park

Background
The parcels on the west side of the EP project area are currently commercial development with significant land used for surface parking. The northern area of EP has nothing currently developed on it and is getting prepared for housing development. The southeast corner is currently a gated residential development (The Cove), which when construction is complete, will include 5-buildings, each with 52 units. Office buildings currently take up a large portion of EP, the majority of which will be demolished as to prepare for residential development.

There are four developers who own all the land parcels in EP. Several residential housing projects are in various stages of the proposal and planning process. Currently, only one project (The Cove) is under construction. Two projects have filed building permits for a total of 861 proposed units. Another project has filed a project application with the SF Planning Department for a proposed 499 residential units, of which 150 are town houses and the remaining planned as condos (Planning Department, Pipeline Report for Q1 of 2006). Design guidelines for new Executive Park development projects are pending the adoption of the Subarea plan. More specific information on proposed and preliminary development projects is available in the Background section of this Report.

The only housing currently constructed and being sold in EP is The Cove. Two buildings have already been built and sold at The Cove. A third building has recently been built and is now being sold. Two more buildings are being built and units are planned to be sold one by one over the next few years. Each building has 52 units with eight 1-bedroom, thirty-six 2-bedroom, and eight 3-bedroom units (Carrie Smith, The Cove Sales Representative, October 19, 2006). Home prices range from $399,000 for a 1-bedroom to $640,000 for a 3-bedroom. The cheapest 2-bedroom is priced at $514,000. Monthly homeowners' association (HOA) costs range from $315.93 to $394.29 (totaling $3,791 to $4,731.48 annually) (The Cove sales brochure titled Live Life On the Water, 2006). Twelve percent of the total units (currently 18 units) will be affordable inclusionary units at 100% AMI, priced between $328,000 and $415,000 (Carrie Smith, The Cove Sales Representative, October 19, 2006). A sales representative at the Cove has stated that 3-bedroom units will not be included among the inclusionary units.

All condos at The Cove are for sale. However, some individual owners rent their units. Currently, there is no information available on the number of units being rented at The Cove. A Craigslist ad asks $1,700/month to rent a 1-bedroom at The Cove (Craigslist, November 28, 2006). In October 2006, a Craigslist ad asked $2000/month for a 2-bedroom at The Cove (Carrie Smith, The Cove Sales Representative, October 19, 2006). The current 2-bedroom rent in EP is lower than the median rent for a 2-bedroom in SF.

Given that residents began living in EP in 2001 and that demographic data has not yet been collected for them, information on the percentage of income spent on housing for current EP residents is unavailable. Sales prices and associated calculations of housing affordability in EP are not yet available for any of the proposed developments.

Home Ownership Opportunity
To calculate the purchasing capacity of any given annual income, the San Francisco Mayor's Office of Housing calculates purchasing capacity for a household using the following assumptions a) 33% of gross household income spent on housing, b) 30 year fixed interest rate mortgage at 5.85%, c) Monthly condo association of $350, d) Taxes at 1.144%, and e) Down payment of 10% (2005). This equation may be recalculated by changing the assumption that 50% rather than 33% of gross household income will be spent on housing. Indicator HH.1.b chooses 50% of annual

gross income as a measure of purchasing capacity because of San Francisco's high housing costs and lower transportation costs.

HH.1.b: Within The Cove, the lowest market rate 2-bedroom condo is priced at $514,000. If a person was to spend 50% of their annual income on housing, that person would have to make approximately $56,000 in order to afford the 2-bedroom condo at The Cove. Given the adjusted neighborhood median income for VV ($55,352), a household making that median income would have to spend slightly more than 50% of their income to be able to purchase the cheapest 2-bedroom in EP. Given the adjusted neighborhood median income for BVHP ($43,950), a household making that median income would have to spend approximately 64% of their income to be able to purchase the cheapest 2-bedroom in EP. Homes would need to be priced at approximately $404,000 for a BVHP household making the median income to purchase a home while paying no more than 50% of their income on housing. The 1- and 2-bedroom inclusionary units (priced between $328,000 and $374,000) could be purchased by a household earning the median income in BVHP and VV using 50% or less of their income. The median income household in SF, earning $59,148, would be able to purchase the cheapest 2-bedroom by spending just less than 50% of their income on housing.

The U.S. Housing and Urban Development (HUD) agency considers households who pay more than 30% of their income for housing as cost burdened – i.e., those who may have difficulty affording necessities such as food, clothing, transportation and medical care. Given this 30% standard, only the 1-bedroom inclusionary housing units at EP are affordable to households in VV making the median income. All other housing at EP, both ownership and rental, would require more than 30% of the median household income to spend on housing.

HH.3.b: Looking at housing affordability from another perspective, a household would have to make just under $85,000 per year to have the purchasing capacity to buy the cheapest 2-bedroom at The Cove ($514,000). This income level is nearly twice the median household income in BVHP, 1.5 times the median household income in VV, and 1.4 times the median household income in SF. The median home sales price citywide in November 2006 was nearly 1.5 times the price of the cheapest 2-bedroom at The Cove.

Rental Housing Opportunity

HH.1.b: With respect to renting, EP is unaffordable to the majority of SF residents. To afford the going rate for a 2-bedroom apartment at The Cove ($2,000 per month) a household from BVHP would be spending 55% of their annual gross salary on rent (based on the BVHP adjusted neighborhood median household income of $43,950). In VV, a household would be spending 43% of their annual gross salary on rent (based on the VV household median income of $55,352). Citywide, a household from would be spending 41% of their annual gross salary on rent (based on the citywide median household income of $59,148). This rent price does not include utilities, and therefore the percent spent on housing would likely be higher. These figures are substantially higher than federal standards, where 30% of gross income spent on housing is considered affordable.

The 2-bedroom rent at The Cove is 23% above the citywide monthly fair market rent ($1,551) for 2007. Fair Market Rent (FMR) is a gross rent estimate calculated by HUD for Section 8 housing assistance, which includes shelter rent and the cost of utilities, except telephone. The current FMR definition used is the 40th percentile rent, the dollar amount below which 40 percent of standard quality rental housing units rent. A household would have to make a minimum of $80,000 per year to afford $2,000 monthly rent. The current rental prices in Executive Park are above FMR, this is without the including the cost of utilities within rent.

HH.1.e: To afford the rent of a 2-bedroom unit at Executive Park, at 30% of gross income, one would need to make $41.67/hour, which is 456% of the current San Francisco minimum wage ($9.71/hour). With two minimum wage workers pooling their income, the rent would be 228% of their combined hourly wage to afford a 2-bedroom unit at 30% of gross salary. This indicates that rent at Executive Park is not close to being affordable to minimum wage workers in San Francisco. Affordable rent would have to be $438.7 per month, for a single minimum wage worker, or $877.4 per month for the combined income of two minimum wage workers. This is less than half the current rent in Executive Park. These numbers do not take into consideration utilities, generally considered part of gross rent costs. If utilities were included, the housing wage would be higher and therefore making it even more unaffordable to minimum wage workers.

Visitacion Valley

VV is a predominately working class neighborhood with an adjusted neighborhood median income household median

income of $55,352. The purchasing capacity for a household earning the VV median income would be $248,955 (HH.3.b). The median home sales price in VV (zip code – 94134) in 2005 was $630,750, two-and-a-half times the purchasing capacity of the median household income in the neighborhood. In contrast, the median home sales price in San Francisco in November 2006 was $768,000, three times the purchasing capacity of the median VV household income (HH.3.b).

VV is also an area of *low income concentration,* defined as census tracts where 51% of households earn 80% of the citywide median household income. All low-income concentration tracts in SF fall within seven neighborhoods, many of which are concentrated in the VV and BV/HP communities (Mayors Office of Community Development, SF Demographic Profile from the 2005-2010 Consolidated Plan). Given than many households double up to afford housing that may be one reason that VV is the second most overcrowded neighborhood in SF, next to Chinatown. 34.2% of the population in VV lives in overcrowded conditions (HH.1.h).

In VV, 42% of total households rent, while 58% of households own their own home (HH.3.a). Homeownership in this part of SF is high when compared to citywide rates of homeownership. Fifteen percent (15%) of renter households and 15% of owner-occupied households in VV pay more than 50% of their income on housing costs. VV has the sixth highest percentage of owner-occupied housing where residents pay more than 50% of their income on housing (HH.1.c).

Barely two percent (1.6%) of census tracts within VV are able to afford the fair market rent (FMR) of $1,551 per month for a 2-bedroom apartment in 2005 (HH.1.g). Using the HUD standard for housing affordability (i.e., 30% of gross income), the affordable monthly gross rent for the median household income in VV ($55,352 annual) is $1,384. This amount falls below current fair market rents. The current rent for a 2-bedroom in EP is $2,000 (Carrie Smith, The Cove Sales Representative, Oct. 19, 2006), nearly 23% above the calculated FMR.

Bayview Hunters Point

Hunters Point is an area of land that has been left vacant for many years after the closure of the shipyard and the discovery of toxic materials. Hunters Point is currently designated as a Superfund site with sections under clean up. Housing has been recently developed on one parcel of the land that has undergone the clean up process. More residential development is planned for other parcels once clean up is complete. In addition, large areas of BVHP are designated as Redevelopment project areas and have been undergoing and will continue to experience development.

According the 2004 SF Housing Element, the South Bayshore area is indicated to have the potential for 1,779 potential new housing units under current zoning (HH.1.k). Bayview has the second highest number of residential units in the 2006 first quarter pipeline, with 2,685 proposed new units, second to Rincon Hill. Bayview also has the highest number of projects proposed in this pipeline period (SF Planning, 1st Quarter Pipeline Report, 2006).

BVHP is also a predominately working class neighborhood with an adjusted neighborhood median income of $43,950. Based on this median income, the purchasing capacity for a household in BVHP is $197,673 (HH.3.b). In November 2006, the median home sales price in BVHP (zip code – 94124) was $577,000, nearly three times the purchasing capacity of the median household income. In contrast, the median home sales price in San Francisco at the same time period was $768,000, nearly four times the purchasing capacity of the median BVHP household income (HH.3.b).

BVHP is also an area of *low income concentration* (U.S. Census 2000 Mayors Office of Community Development, SF Demographic Profile from the 2005-2010 Consolidated Plan). Again, potentially due to the concentration of low-income households in this neighborhood, households may be doubling up to help make housing payments. BVHP is the third most crowded neighborhood in SF, next to Chinatown and VV. 23.5% of the population in BVHP lives in overcrowded conditions (HH.1.k).

In BVHP, 46.7% of total households rent, while 53.3% of households own their own home (HH.3.a). Homeownership in this part of San Francisco is high compared to citywide rates of homeownership. 21% of renter households and 15% of owner-occupied households in BVHP pay more than 50% of their income on housing costs. BVHP has the fifth highest percentage of residents (both renters and home owners) paying more than 50% of their gross income on housing out of San Francisco's 35 neighborhoods (HH.1.b).

Seven percent (7.2%) of census tracts within BVHP would be able to afford the FMR ($1,551). A household earning the median income in BVHP ($43,950) would not be able to afford the citywide FMR ($1,551) (HH.1.g). Using the HUD standard for housing affordability (i.e., 30% of gross income), the affordable monthly gross rent for the median

household income in BVHP ($43,950 annual) is $1,099. This amount falls below current fair market rents.

Citywide

The SF Housing Element indicates that San Francisco has the potential to develop an additional 29,190 units under current zoning restrictions (2004). In 2001, the Regional Housing Needs Determination indicated that SF had the potential for unconstrained development, which may exceed current zoning laws, of 55,020 new units of housing between 1995 and 2020 (HH.1.k). Currently the City is seeing a lot of residential development in the Eastern Neighborhoods. Based on the 2006 1st quarter pipeline report, the City can expect 25,977 new residential units.

Between 1999 and 2005, San Francisco met 134.0% of the estimated demand for market rate housing as projected by the Regional Housing Needs Determination. In contrast, San Francisco met only 9.8% of the housing demand for moderate income earners, 51.6% of the housing demand for low-income earners, and 69.9% of the housing demand for very low-income earners (HH.1.a).

A household earning the SF median household income has a purchasing capacity of $266,029 (HH.3.b). In November 2006, the citywide median homes sales price was $768,000, nearly three times the purchasing capacity of the median income household in SF. According to the National Association of Realtors' 2006 Quarterly Report, the San Francisco-Oakland-Fremont metropolitan area had the second highest average single family home price in the nation – $715,700 in the year 2005. The San Jose-Sunnyvale-Santa Clara was slightly ahead ($744,500). This average is three times greater than the national average of $219,000 (HH.3.a). The high cost of housing in San Francisco may be one reason why 11% of the total population of SF lives in overcrowded conditions (HH.1.h). Another reason may be the limited number of 3- or more-bedroom homes, given that 76% of housing units in SF are 2 bedrooms or less (SF Housing Inventory, 2006).

In San Francisco, 65% of households rent and 35% of households own their own home. Citywide, 16% of renter households and 12% of owner-occupied households in SF pay greater than 50% of their income on monthly housing costs (HH.3.a). The median monthly rent for a 2-bedroom in SF was $2,124 in 2004 (U.S. HUD 2004 50th percentile rent estimates). Therefore those making the SF median income ($59,148) pay approximately 43% of their monthly income on the median 2-bedroom rent.

The income needed to afford the 2-bedroom FMR in SF, based on the HUD fair market monthly rent of $1,551 while spending 30% of gross household income, is $62,040. The SF median income ($59,148) is lower than the income needed to afford the FMR. Citywide, 46.1% of census tracts can afford the FMR (HH.1.g).

Another measure of housing affordability is the housing wage, calculated using the hourly income of an individual working 40 hours per week for 52 weeks necessary to pay 30% of their total annual income on housing (National Low Income Housing Coalition, 2007). In San Francisco, the housing wage is 324% of the $9.14 minimum wage for 2007 (HDMT Indicator HH1e).

Stated Plan/Project Facts

Executive Park Subarea Plan

The Executive Park Subarea Plan anticipates up to 2,800 new dwelling units and approximately 8,000 residents. All housing is slated to be market-rate, with the exception of the inclusionary units, which will be priced at 100% of the SF median income. The majority of inclusionary units will likely be built onsite. If all inclusionary units were to be built onsite, there is a potential for 420 inclusionary units.

There is no indication in any of the Executive Park materials or articles published on EP whether rental housing will be included in the development. Individual owners may choose to rent their units.

In The Planning Department's motion to amend the General Plan to create a new Subarea Plan for Executive Park, they note the following: "The Planning Department is seeking to promote the development of an urban residential neighborhood including new housing of a range of types and affordable to a variety of income levels…" There are no specific implementing strategies in the Subarea Plan with respect to housing affordability other than a mention under the Community Facilities and Services section (Policy 1 under Objective 1) that new development will "meet inclusionary housing requirements (Subarea Plan, Pg. 16)." The motion to amend the General Plan was adopted by The Planning Commission on June 15, 2006.

The first of the five Subarea Plan goals is to "create a new residential neighborhood to help address the City's and the region's housing needs." There is no implementing action with respect to addressing affordability needs.

A Planning presentation at an Executive Park community meeting on July 22, 2006, included a slide that stated "Housing choices for all incomes" as 1 of the 8 qualities of San Francisco's best neighborhoods. There is no implementing action within the Subarea Plan regarding affordability of housing for a range of incomes.

Land Use

- *Objective 1, Policy 2*: "Create a neighborhood form that supports residential density." The Plan intends to distribute density spatially and establish minimum development densities. There will be a shift from Commercial- 2 (C-2) zoning to Residential Mixed-Use 3 (RM-3). This allows 1 unit per 400 square feet of lot area.
- *Objective 1, Policy 3*: "Create a neighborhood supportive of diverse families and mixed incomes". The Plan notes the benefits of diverse neighborhoods to range from increased spatial interactions, reduction in crime, and long-term benefits to children. The Plan specifically mentions that the new Executive Park residential neighborhood "should benefit from the benefits of diversity and in doing so, increase the livability in the area." The implementing actions of this policy include a requirement for at least 40% 2-bedrooms, and an encouragement of 10% 3-or more bedrooms. There is no implementing action to support for mixed incomes in the Subarea Plan.

Streets and Transportation

- *Objective 3, Policy 3:* "….discourages the ownership of automobiles by unbundling parking from the provision of parking." This allows renters to choose whether they would like to pay more to rent a parking spot. "Parking costs should be made visible and disaggregated from residential rents." This can lower the cost of housing, allowing for more affordable rent prices. There is no mention of how this policy will be monitored or enforced.

VV Community Facilities and Infrastructure Fee

- This agreement states that it "is anticipated that new residents will realize an increase in property values due to the enhanced neighborhood amenities financed with the proceeds of the fees (page 4)." Therefore property values are expected to increase as further development occurs.

Evaluation of Plan/Project

Affordability (HDMT HH.1.a, HH.1.b, HH.1.e, HH.1.g, HH.3.a, HH.3.b)

In sum, there is one specification for affordable housing in the Executive Park Subarea Plan, which is a statement to meet the inclusionary housing ordinance of SF. As such, the HDMT minimum development target will be met (meeting the local inclusionary housing ordinance without public subsidies). The number of moderate to low-income housing will be increased helping meet the demand for home ownership for this income bracket. The Plan does not make any mention of building affordable housing beyond the inclusionary requirement. As a result, it is unclear the extent to which the range of community health indicators assessed above will be improved through the Executive Park Subarea Plan. In light of the affordability analysis conducted above, as well as the fact that the Executive Park area represents one of the few remaining areas of developable land in San Francisco that is available for housing development, it is arguable that more should be required of the Subarea Plan to meet the demand for affordable housing in San Francisco.

The Plan notes the existence of the San Francisco Inclusionary Zoning (IZ) law to provide affordable housing at the expense of developers. The IZ law was first adopted in 2002 and recently amended in August of 2006 to increase the affordability level; increase the percentage of affordable units required; and include strict requirements for the location of the units must be built. The new law pertains to all development that was not pipelined when the legislation was signed. The law requires all residential developers of five units or more to provide 15% onsite units affordable at 100% of San Francisco median income for for-sale units and 60% of the median income for rental units. The law allows units to be built off-site, in which case, 20% of units are to be at affordable levels. The new law requires that off-site units must be built within one mile of the project area to create more economic integration. Developers are also provided the option to pay fees, as determined by the Mayor's Office of Housing (MOH), into the affordable housing fund administered by MOH (San Francisco Office of the Mayor, Mayor Newsom Signs Landmark Inclusionary Housing Legislation, Press Release August 10, 2006). This law is applicable to all new residential developments greater than

five or more units. Executive Park will provide a considerable number of moderate to low income housing opportunities given the large number of residential units estimated in the Subarea Plan.

The Planning Department notes that the intent to amend the General Plan with the Subarea Plan is *"to promote the development of an urban residential neighborhood including new housing of a range of types and affordable to a variety of income levels…"* This and the various other statements made within the Subarea Plan and within community meetings, note the goal of EP is to "*create a new residential neighborhood to help address the City's and the region's housing needs* (Subarea Plan, page 3), and to "*[c]reate a neighborhood supportive of diverse families and mixed incomes (*Subarea Plan, page 6)*"*. The Plan also notes the health benefits of diverse neighborhoods and that EP residents *"should benefit from the benefits of diversity and in doing so, increase the livability in the area* (Subarea Plan, page 6)." Yet, there are no specific implementing strategies with respect to housing affordability for a diversity of incomes, other than intending to comply with the IZ ordinance. It appears that only increasing the quantity of housing, including adding density, is addressed through The Plan.

Housing Demand vs. Production

San Francisco has fallen short of producing affordable housing to meet the city and regional demand, particularly at moderate- and low-income affordability levels. The demand for moderate- to very low-income housing is extremely high, while production continues to be low. SF is also overproducing market rate housing in comparison to the demand as calculated by the Association of Bay Area Governments.

While increased affordability is met through the City's inclusionary housing ordinance, the Executive Park Subarea Plan includes no further mention of housing affordability. The minimum inclusionary would supply a maximum of approximately 420 onsite units at 100% of the SF median income, adding to the much needed 90.2% unmet need for moderate-income housing. Inclusionary zoning, however, does not address the 48.4% to 30.1% unmet need for low-income and very-low income housing respectively. The approximately 2,380-2,464 market rate units will add to the more than satiated demand for market-rate housing. This indicates that the ratio of affordable housing demand to production will decrease with the addition of moderate to low income homes provided through inclusionary zoning but overall will continue to be unmet through the Executive Park Subarea Plan. Additionally, given the income and purchasing capacities of neighboring VV and BVHP residents, this is an area where the demand for affordable housing would be high.

The impacts of affordable housing can surface in a variety of ways. Given the growing income gap between race and ethnicities within San Francisco (Ted Egan, Overview of San Francisco's Recent Economic Performance, April 3, 2006), it is arguable that increased housing prices disproportionately impact minority residents, as well as those with low incomes. Therefore, with Executive Park supplying approximately 2,400 new market rate units, these units are likely to disproportionately benefit one racial group (whites) more than others.

Another significant impact of high housing costs in SF has been the loss of families. While the number one reason families remain in SF has been found to be cultural diversity, they often leave because of the lack of affordable housing (SFSU Public Research Institute, 2005). Thus, the production of more affordable housing within EP could help retain families by lowering the cost burden of housing and by helping provide home ownership opportunities to minority and low-income residents helping to retain cultural diversity.

Home Purchasing Affordability

While there is no identified development target to increase home ownership opportunities in the HDMT, the issue of affordability should be addressed for home ownership to become possible for the majority of SF residents. While the EP project adds a significant amount of new ownership property to the housing market, it does not address the issue of access to ownership. Given the purchasing capacity of SF households described above, EP units will be unaffordable to the majority of residents in SF. The approximately 15% of housing units set aside through the IZ law will help provide more affordable housing.

The price ranges for inclusionary units create more opportunity for home ownership. If households spend 50% or less of their income on housing, this allows for the remainder of their income to go towards other important elements such as food, childcare, and transportation. Therefore, the increased number of inclusionary units helps alleviates the high mortgage burdens on residents.

Though the current housing in EP is cheaper than housing citywide, it is still unaffordable to SF residents. This indicates how unaffordable housing is for SF residents, creating a situation where most residents cannot afford to

purchase homes. For many SF residents, owning a home means leaving the City. For those who work in the City, it often means long commutes. Executive Park could serve as a way to alleviate the high housing burden and provide opportunities for home ownership for SF residents. Without further discussion of affordability within the Subarea Plan, it is unlikely that a substantial number of new housing will provide residents with such an opportunity.

Rental Affordability
The majority of San Franciscans are renters. As the assessment demonstrates, if current rental prices within The Cove are an indication of future rental prices within EP, rent will continue to be unaffordable for the majority of residents. The need for affordable rental units is not addressed within The Plan. Those who buy homes in EP may choose to rent. Currently, condo conversions and owner move in's (OMI's) are contributing to the loss of rental units from the San Francisco housing market. The Plan does not address the need for rental units, particularly affordable units.

Future Development and Affordability
In and around Executive Park, there are a significant number of development projects proposed or in preliminary discussions. These include a new light rail, new housing developments, retail and entertainment facilities, and more public infrastructure. Due to such increased investments in the area, rent and home prices are likely to increase. This reaffirms the need to ensure more affordable units.

Executive Park is an area where new production of housing will be concentrated given the availability of land (71 acres) and proposed zoning changes from commercial to residential. Originally, the northern parcels of EP were not developed at all and were simply vegetation as the backside of Bayview Hill. Other parcels were commercial. As the land transitions to residential and has associated height increases, the land in Executive Park will increase substantially in value. Because this is an area of land where a large number of new housing units will be constructed from land that was previously undeveloped, or zoned commercial and with lower height limits, it is important to consider that this land is likely to be less expensive than other infill development in SF. Due to this, it may be appropriate to exact considerable public benefits in the form of onsite affordable housing to help meet the needs of SF residents and meet city and regional housing needs with respect to affordability. While meeting the City's IZ ordinance provides a number of units for moderate-income households, The Plan will not contribute significantly to meet the demand for very low- and low-income groups.

Overcrowding (HH.1.h)
With regard to overcrowding, the development target is likely not going to be met by the EP development because there is no mention within the Subarea Plan of the intent to work towards alleviating overcrowding. As demonstrated above, many households in SF live in overcrowded conditions. The neighborhoods surrounding EP are some of the most overcrowded neighborhoods in all of SF, second and third only to Chinatown. Overcrowded conditions are often due to unaffordable housing where households will double up to be able to pay for housing. The Subarea Plan only encourages 10% of units be 3 or more bedrooms, and provides no requirements or incentives to meet this goal. As a result, potentially all of EP could be 1 and 2 bedroom units allowing only households with 2 or 3 members to move in. This does little to encourage families to move into SF or retain families looking to grow, a stated goal of Mayor Gavin Newsom.

In addition non-white households are typically larger than white households and may require more than 2-bedrooms in order to live in uncrowded conditions. Therefore the small number of bedrooms may deter non-white races/ethnicities from moving into the units and decreasing the diversity for the project area and San Francisco.

The Subarea Plan requires that at least 40% of the units within EP be 2-bedrooms, and encourages that 10% of units be 3 or more bedrooms. The Plan does not require any units to be more than 2-bedrooms. Within The Cove, approximately 15% of the units are planned to be 3-bedrooms. No units will be more than 3-bedrooms. According to one sales representative at The Cove, 3-bedroom units will all be market rate. There are no requirements for larger units to be inclusionary or affordable.

As noted above, the only housing currently being sold in Executive Park is The Cove. This development is a good indication of the likeliness of housing affordability in the EP area. Given the limited infrastructure currently available in and around EP, and the limited development in the area, The Cove is likely to be the cheapest development among all those proposed for EP. As more amenities and housing are developed in and around the area, property values are almost surely to rise as will home sales and rents in the area.

Underutilized Development Potential (HH.1.k)

With regard to utilization of land to its maximum residential density, it is not possible to determine conclusively whether the minimum development target will be met. It is likely that the majority of developers will opt to exact the full economic potential from the land in EP, given the scarcity of land in SF and the high demand for housing. The Subarea Plan does a good job of increasing density with EP and setting minimum density requirements to allow for more residential units.

Originally, the northern parcels of EP were not developed at all and were simply vegetation as the backside of Bayview Hill. Other parcels were commercial. As the land transitions to residential and has associated height increases, the land in Executive Park will increase substantially in value. Because this is an area of land where a large number of new housing units will be constructed from land that was previously undeveloped, or zoned commercial and with lower height limits, it is important to consider that this land is likely to be less expensive than other infill development in SF. Due to this, it may be appropriate to exact considerable public benefits in the form of onsite affordable housing to help meet the needs of SF residents and meet city and regional housing needs with respect to affordability. While meeting the City's IZ ordinance provides a number of units for moderate-income households, The Plan will not contribute significantly to meet the demand for very low- and low-income groups. Given the scarcity of undeveloped land in San Francisco, it is important to take full advantage of this opportunity and utilize this land to its full potential to meet local and regional needs.

Potential Plan/Project Improvements

The addition of specific language within the Subarea Plan requiring and incentivizing development of affordable housing at various income ranges would address the demand for below market rate housing and help meet The Planning Department's stated goal for the Executive Park project of "*creat[ing] a new residential neighborhood to help address the City's and the region's housing needs*." An example could be incorporating some kind of public benefits program where additional height and density bonuses are granted incrementally for the addition of affordable housing above current inclusionary levels. Additionally, The Plan could incorporate language for additional incentives to develop affordable rental units – e.g., potentially requiring the development of affordable units within Executive Park's higher density areas. In addition to addressing affordability within The Plan, requiring, instead of encouraging that 10% of units be 3-bedrooms and 5% be more than 3-bedrooms within the project area would help alleviate overcrowding.

Given the potential number of housing units and the amount of land (71 acres) that will be utilized almost entirely for housing development, the addition of an Element to the Executive Park Subarea Plan that is dedicated solely to housing could make explicit the specifications for how the area can help meet City and regional housing needs. Currently the Executive Park Subarea Plan is split into three sections – Land Use, Streets and Transportation, and Urban Design. Under Land Use, some information is given regarding housing; however, there is no mention of implementing strategies towards meeting the affordability needs of the city or the region.

The Mayor's HOME 15/5 initiative (August 3, 2005) establishes a goal of 15,000 new homes to be built in the next 5 years, of which 5,400 are to be affordable to low and very-low income families. Requiring and incentivizing the development of affordable housing in EP, one of the largest areas (71 acres) available and planned for residential development, could help meet the Mayor's goal. EP provides an opportunity to develop a healthy new community that meets City and regional housing needs.

The East SoMa Area Plan serves as one example of how housing can take a more prominent focus within area planning. The East SoMa Area Plan is split into six sections, one of which is housing. It takes into consideration the current residents and makes a note to address the *"nearly 40 % of households [that] are financially burdened, meaning they pay housing costs equal to or exceeding 30% of their household income"* (East SoMa Draft Area Plan, page 9, October 9, 2006). The Plan also goes further, noting the percentage of renters and how recent development of market-rate owner-occupied housing has *"exacerbated"* the *"affordable housing problem*." No such mention is made within the Executive Park Subarea Plan.

As an example of how the SF Planning Department has explicitly addressed city and regional housing needs through an area planning effort, the East SoMa Draft Area Plan contained the following policies that can be included in the Executive Park Subarea Plan to strengthen the intention to meet housing affordability needs:

- Objective 2.1: *"Encourage the development of permanently affordable housing"* with policies such as:
  - Policy 2.1.2 allows the potential for height increases from 45 feet to 85 feet, given sound urban design, *"if one more affordable housing unit is produced than is required* "(October 6, 2006). This policy would be strengthened using an incremental increase in density/height with incremental increases in the

number of affordable units produced. This provides incentive to developers to produce more affordable housing. In addition, this "*increases the development potential of some sites."* With the development of an SUD in EP, it allows height density variations throughout the project area. The areas that are designated for increased height could be allowed under the condition for development of additional affordable housing units above the citywide inclusionary ordinance. The potential of increasing height or density in certain areas, with appropriate design guidelines and additional infrastructure to support the density, would help alleviate the need for more housing, and allow the housing on a particular parcel of land to become more affordable, helping meet the demand for more affordable housing and utilize land more efficiently. Height and density bonuses can be offered in exchange for affordable housing.

- Objective 2.3: *"Ensure a mix of income, unit size and tenure in major new housing developments to satisfy and array of housing needs."*
    - Policy 2.3.3 *"encourages rental housing."* This policy clearly states that *"rental housing is often more affordable than for-sale housing"* and that new development *"should ensure that rental opportunity is available."* Though The Plan is not clear on how to *"ensure"* rental opportunities, it does expedite permit processing for development proposals that significantly increase rental housing opportunities, viewing them as *"projects providing a community benefit."* In addition, they note that The Planning Department will *"work with other city agencies to incentivize the production of permanent rental projects."* This policy would be strengthened with specific information on the incentives to be provided for rental development. This policy could be a great addition to the Executive Park Subarea Plan, helping to provide some incentives for the development of rental units.
- Objective 2.4: *"Lower the cost of housing"*
    - Policy 2.4.4: *"encourage innovative programs that improve housing rental and ownership opportunities and affordability."* Under this policy, Planning suggests the establishment of a community land trust that would make the land available for affordable housing. Planning states that the *"city should encourage the further development of a community land trust in the area, and support the exploration of other innovative approaches to reducing housing costs for residents."* This policy could be strengthened by specifying how the city will encourage these approaches. Setting up a community land trust in Executive Park would allow for land to be set aside for permanent affordable rental housing.

The Mission District's People's Plan (PP), prepared by the Mission Antidisplacement Coalition (Novemeber 15, 2006), provides language for the Executive Park Subarea Plan to specify how The Planning Department could work towards meeting city and regional housing needs. The People's Plan Housing section includes nine comprehensive objectives with 38 supporting policies and numerous implementing actions. Several of these policies and actions would be positive additions to the Executive Park Subarea Plan. These include the following:

- Implementation 1.3b: *"Target large sites, particularly parking lots, for affordable housing development."* Use Implementation 1.5b as a means of achieving this.
- Implementation 1.5b: *"Create new zoning categories for the neighborhood commercial areas that require that at least 30% of all new housing units be affordable to [VV & BV/HP] residents."* Given that much of the land in Executive Park has not been built on, this implementation policy could be used throughout the Executive Park area as a form of public benefit.
- Implementation 1.5b: "*Ensure that market-rate housing projects provide Below Market Rate units at a range of levels between 60 and 80 percent of San Francisco Median Income."* This would help address the city and regional housing needs for below market rate units that serve not only moderate income families, but those that are low to very low income.
- Objective 2: *"Provide funding for development and conservation of affordable housing through Public Benefits Incentive Zoning".*
- Policy 2.1: *"Implement Public Benefits zoning in all areas where rezonings confer added development potential."*
- Implementation 2.1a: *"Any rezoning that increases development rights shall require the property owner to provide additional public benefits, including housing. This policy should apply to all upzonings, including increases in density and/or height and bulk controls."* Given that the entire Executive Park Plan is based on an upzoning, where landowners will be increasing their potential to make money from the land, a portion of the estimated gains could be placed aside for affordable housing production as a form of public benefit.
- Implementation 2.1b: *"On the Mission, Valencia, and 24th St corridors* [commercial/transit corridors in the Mission District], *developers shall have the choice to either to abide by current height and density controls, or select an option to build at greater height and/or without density limits but pay a significant public benefits fee."*

This could be used throughout Executive Park as a way to help increase affordable housing production.

- Objective 4*: "Work to lower the cost of all new housing."*
- Policy 4.1: *"Create planning incentives that encourage the development of lower cost housing."*
- Implementation 4.1 a: *"Support the use of modest designs and materials in new housing construction."* This can make housing more affordable to all.
- Objective 6: *"Conserve and expand the supply of rental housing."*
- Policy 6.1: *"Encourage sufficient and suitable rental housing opportunities and emphasize permanently affordable rental units wherever possible."*
- Implementation 6.1b: *"Create planning incentives for the development of new rental housing. Permit rental housing as of right. Lower mitigation fees for rental housing."*

Additional Policy Strategies:

- Given that area plans do not change for decades at a time, it would be good foresight to include policies in the Executive Park Subarea Plan that can help protect affordability and tenant's rights as Executive Park and surrounding areas continue to develop.
- With the influx of large numbers of market rate housing and new residents, the property values of adjacent neighborhoods will surely increase and place current residents in danger of increased rents and displacement. To help offset this impact, development impact fees could be negotiated between the impacted communities and developers. For more information, see ENCHIA policy brief "*Development Impact Fee"*.
- Strengthen First Time Home Buyers programs through the Mayor's Office of Housing to allow households who may not be able to enter the housing market to be able to purchase homes in the newly built Executive Park. This would help diversify the residents of Executive Park and help meet housing demand among moderate-income earners.
- Ensure that a *First Source Hiring Program* is implemented. This would give neighboring community residents opportunities to earn income from Executive Park development and thus increasing their ability to afford housing. For more information, see ENCHIA policy brief "*Strengthen First Source Hiring Program"* and 2004 Housing Element Policy 8.1.
- The Planning Department can mandate the development of more inclusionary units in exchange for zoning incentives, such as height increases, changes in set backs, and density requirements. For more information, see ENCHIA policy brief "*Increased Inclusionary Housing for Zoning Incentives"*.
- Create more opportunities for affordable housing. For more information, see ENCHIA policy brief "*Master Strategy for Funding Affordable Housing Development".*
- Coordinate City's economic development plans, including new industries and future job projections, with housing production, using Jobs-Housing Nexus Studies.
- Place more emphasis on the policies noted in the SF Housing Element.
- Because The Planning Department proposed to change the zoning of the project area from C-2 to RM-3 to allow for more residential housing, increased density and height (from a max of 200ft to 240 ft), which will likely allow an increase the value of the land, a portion of the increased land value should be calculated for use of onsite affordable housing. For more information, see ENCHIA policy brief, "*Increased Inclusionary Housing for Zoning Incentives"*.

Recommend Changes to the HDMT

- Delete indicators HH.1.c, HH.1.d, HH.1.f and FMR census tract one maybe
- Changes to development target:
    - HH.1.a: Include "at a mix of affordability levels" to the benchmark development target to better meet demand.
    - HH.1.b: X% of units 2 bedroom and larger will be priced at 50% of the SF gross median income.
    - HH.1.e: X% of 2 bedrooms and larger units, will be affordable (30% of income) to the combined income of two minimum wage workers.
    - HH.3.b: X% of units 2 bedroom or larger will be set at the purchasing capacity of the neighborhood median income household.
    - HH.1.h: Possibility change benchmark development target to include a range of home sizes to provide room for the long term changes in SF economy and average household size, which may include smaller households during some periods and larger during other times – to allow flexibility for change. This would prevent the "chicken or egg" scenario where if you don't have larger homes, larger households don't come or when they get larger move away or crowd. Or the other way around.

Healthy Development Measurement Tool Application	
Element	Increase spatial integration by ethnicity and economic class
Objective	HH.4: Increase spatial integration by ethnicity and economic class
Indicator	HH.4.a: Diversity index
Development Target	▪ Min: Take development measures, with regard to size and affordability, to appeal new development to a diversity of race/ethnicities as to not lower the diversity index ▪ Benchmark: Take development measures to appeal new development to a diversity of race/ethnicities with the intention of increasing the diversity index ▪ Max: Meet unmet needs with regard to affordable housing according to the Regional Housing Needs Determination

Community Health Assessment

Overview

The diversity index is a measure of segregation. The index reflects the probability that two persons from the same area will be from different race/ethnic groups. The closer to zero, the less diverse the area, while the closer to 100, the more diverse the area.

Income is an important factor in driving the location of one's home and therefore both the economic and ethnic/racial diversity of an area. If homes are uniformly expensive in a given neighborhood then there is greater likelihood that those who are able to purchase a home in the area will have high income levels. If home prices are varied in a neighborhood it is more likely that the community will be more economically diverse.

Demographic data of San Francisco indicates a disparity in income distribution with relation to ethnicity (see Background section for more details) (American Community Survey, 2003). Therefore, economic and ethnic diversity go hand-in-hand for San Francisco and home prices and income can drive the ethnic diversity of a neighborhood. Median incomes for neighborhoods can be found on the demographics data available within the Healthy Development Measurement Tool (see http://www.thehdmt.org/demographic.php?indicator_id=162).

Executive Park

The diversity index has not been calculated at the project level. Income and racial information is not available for Executive Park (EP) because residents began living there in 2003 after the 2000 U.S. Census.

The only residential development currently in EP, The Cove, is selling market-rate one- to three-bedroom homes ranging from approximately 400,000 to 750,000 (Sales Representative for the Cove, April 3, 2007). A two-bedroom at The Cove is currently on the rental market between $2,150 and $2,300 per month (Craigslist.org, last accessed May 11, 2007). The project intends to meet the minimum inclusionary housing requirements onsite with 18 units out of 156 (approximately 12%) being affordable to those at 100% AMI (Carrie Smith, Sales Representative for The Cove, Oct. 19, 2006). Inclusionary requirements help to increase the economic diversity of an area by enabling those who may not have the economic means of purchasing a home within the building or area, to be able to buy a home. The cheapest 2-bedroom inclusionary at The Cove is $370,000 (The Cove sales material, Oct. 19, 2006).

To calculate the purchasing capacity of any given annual income, the San Francisco Mayor's Office of Housing uses the following assumptions a) 33% of gross household income spent on housing, b) 30 year fixed interest rate mortgage at 5.85%, c) Monthly condo association of $350, d) Taxes at 1.144%, and e) Down payment of 10% (2005). Using this calculation, a household would need an annual income of approximately $66,000 to purchase the lowest priced one-bedroom at the Cove, and approximately $124,000 to purchase the highest 3-bedroom units affordably. The lowest two-bedroom would need an annual household income of approximately $84,000. Given these calculations, no homes at the Cove fall within the purchasing capacity of the median household income of any ethnicity in San Francisco. *For more details on affordability at EP see Housing Affordability Analysis*.

The 2-bedroom inclusionary homes at EP (approximately $37,000) would need an annual income of $61,000 for a household to purchase affordably. This income is approximately two times the median income of San Francisco's African American ($29,640) and Native American ($30,994) populations (Census, 2000). While inclusionary helps those with lower economic means purchase a home, the price continues to fall below the purchasing capacity for all race/ethnicities in San Francisco with the exception of whites.

Visitacion Valley

The diversity index for VV is 77. Visitacion Valley (VV) is tied with BVHP and Bernal Heights for the fourth most diverse neighborhood in San Francisco. The neighborhoods who received a higher diversity index score include Excelsior (81), Mission (79) and Crocker Amazon (78).

Visitacion Valley (VV) residents have the third lowest per capita income ($14,885), next to BVHP ($14,482) and Chinatown ($14,764). The household median income is the seventh lowest in comparison to all SF neighborhoods with $55,352 annually.

Bayview Hunters Point

The diversity index for BVHP is 77. Bayview Hunters Point (BVHP) is tied with VV and Bernal Heights for the fourth most diverse neighborhood in San Francisco. Both BVHP and VV are considerably above the citywide diversity index of 58. Bayview Hunters Point (BVHP) has the lowest per capita income in all of San Francisco with $14,482. The median household income is the sixth lowest in San Francisco with $43,950 annually.

San Francisco

The range of diversity with San Francisco neighborhoods is great, ranging from 31 in the Marina to 81 in the Excelsior. Citywide the diversity index is 58.

The economic diversity of San Francisco overall is great, with a large range of median and per capita income levels. Yet, the poor and the wealthy are concentrated within specific neighborhoods. Overall, San Francisco has a median per capita income of $33,556. The lowest median per capita income is found in BVHP at $14,482, in comparison to Pacific Heights, the highest median per capita income of over $86,585. Notably, BVHP is the fourth most diverse neighborhood, while Pacific Heights is the second least diverse. This trend is true for the majority of neighborhoods in San Francisco. The higher income neighborhoods are the least diverse, while the lower income neighborhoods are more diverse. This also is indicative of the lower income levels of all ethnic groups in San Francisco in comparison to whites. Therefore to increase the racial/ethnic diversity in EP, it is important to consider diverse home prices to appeal to the purchasing capacities of diverse race/ethnicites.

Looking at trends with regard to San Francisco's racial/ethnic populations, the African American (AA) population has declined dramatically in the last 30 years. Since 1970, the AA population has decreased by approximately one-half from 96,000 (or 13.4% of the total population) to an estimated 47,000 (or 6.5% of the total population). In contrast, nationwide African American's make up 12.1% of the nation's population (San Francisco Chronicle, April 9, 2007). The City's highest racial groups are white (53%) and Asian (33.5%, of which two-thirds are Chinese-American).

Another measure of diversity within a population in any given area is the dissimilarity index. This looks more specifically at residential racial/ethnic integration and segregation. The dissimilarity index denotes the percentage or proportion of people within a racial/ethnic group that would have to move to another neighborhood to make the distribution of that particular race/ethnicity even across all neighborhoods. For example, "*if a city's White-Black dissimilarity index is 65, that would mean that 65% of white people would need to move to another neighborhood to make whites and blacks evenly distributed across neighborhoods* (Census Scope, last accessed May 11, 2007 from: http://www.censusscope.org/us/s40/p75000/chart_dissimilarity.html)." Therefore, the closer to 100, the less integrated a population is within a given area; the loser to 1, the more integrated.

In San Francisco, the black-white dissimilarity index is highest at 54.35, followed by Latino-white dissimilarity index of 46.45, those who self-identify as Other–white index (44.62), Asian/Pacific Islander-white index (38,24), American Indian-white index (21.15) (Lopez, Center for Comparative Studies in Race and Ethnicity, 2001, last accessed May 11, 2007, from: http://ccsre.stanford.edu/reports/report_1.pdf). These indices include both those who identify solely with one race/ethnicity *and* those who identify with more than one. When looking solely at those who identify with one race/ethnicity, the level of residential integration is lower for all race/ethnicities, particularly for Latinos.

Stated Plan/Project Facts

Executive Park Subarea Plan

The Executive Park Subarea Plan anticipates up to 2,800 new dwelling units and approximately 8,000 residents. All housing is slated to be market-rate, with the exception of the inclusionary units, which will be priced at 100% of the SF median income. The majority of inclusionary units will likely be built onsite. If all inclusionary units were to be built onsite,

there is a potential for 420 inclusionary units.

In The Planning Department's motion to amend the General Plan to create a new Subarea Plan for Executive Park, they note the following: "The Planning Department is seeking to promote the development of an urban residential neighborhood including new housing of a range of types and affordable to a variety of income levels…" There are no specific implementing strategies in the Subarea Plan with respect to housing affordability other than a mention under the Community Facilities and Services section (Policy 1 under Objective 1) that new development will "meet inclusionary housing requirements (Subarea Plan, Pg. 16)." The motion to amend the General Plan was adopted by The Planning Commission on June 15, 2006.

A Planning presentation at an Executive Park community meeting on July 22, 2006, included a slide that stated "Housing choices for all incomes" as 1 of the 8 qualities of San Francisco's best neighborhoods. There is no implementing action within the Subarea Plan regarding affordability of housing for a range of incomes.

Land Use

- *Objective 1, Policy 3*: "Create a neighborhood supportive of diverse families and mixed incomes". The Plan notes the benefits of diverse neighborhoods to range from increased spatial interactions, reduction in crime, and long-term benefits to children. The Plan specifically mentions that the new Executive Park residential neighborhood "should benefit from the benefits of diversity and in doing so, increase the livability in the area." The implementing actions of this policy include a requirement for at least 40% 2-bedrooms, and an encouragement of 10% 3-or more bedrooms. There is no implementing action to support for mixed incomes in the Subarea Plan.

The Plan does not include implementing actions in relation to economic diversity.

Evaluation of Plan/Project

The minimum development target of taking measures, with regard to size and affordability, to appeal new development to a diversity of race/ethnicities, is not explicitly addressed within the Subarea Plan with implementing actions regarding variability in home affordability and size. The Plan will be subject to the City's inclusionary zoning ordinance requiring that either 15% of onsite units be affordable at 100% of SF median income, or; 20% of units be affordable offsite, or; there is an option to pay into a fund for affordable housing (see HDMT Indicator Page HH.1.a for more details on Inclusionary Zoning). The overall implications of The Plan on racial/ethnic and economic diversity are mixed. The impacts include limited diversity at the project level, an increase in diversity at the neighborhood level, and reduced diversity at the city level (see below for more details).

In San Francisco the largest ethnic group is Whites. Whites also have the highest median income and home purchasing capacity. The surrounding areas of BVHP and VV are predominately minority neighborhoods with nearly half the population identifying as either Black/African American, or Asian. Currently the lowest price for a 2-bedroom in EP is $514,000. This is likely to be the cost of the cheapest priced 2-bedroom available within EP, given that as new residential buildings and infrastructure continues to develop in the area, the land values will increase and housing will become more expensive. Inclusionary zoning laws will allow some residential units to be accessible to some moderate income households, but the majority of residents will have relatively high income. Because the price is out of range for many ethnic/racial groups in San Francisco, it's more likely that more Whites will be able to afford homes in EP given their higher purchasing capacities. This would increase the White population in the area and in turn create more racial diversity within the immediate surrounding neighborhoods which are predominantly minority communities. This would in turn lower the overall diversity index for San Francisco because Whites are the most common racial group in the City.

With regards to diversity in size, The Plan requires 40% of units be 2-bedrooms or more, and only encourages the inclusion of 10% 3- or more bedroom units. This could potentially mean all units may be 2-bedroom units, allowing little diversity in regard to household size without overcrowding. In addition, overall San Francisco has approximately 76% of the housing stock is 2-bedrooms or less. Therefore on the citywide level, EP will likely not increase overall San Francisco diversity with regard to size (more specifically, number of bedrooms). Also notable to racial/ethnic diversity is that non-white households are typically larger than White households and may require more than 2-bedrooms for uncrowded conditions.

The small number of bedrooms per unit within EP may deter of non-White race/ethnicities from moving into the units and therefore decreasing the diversity for the project area and San Francisco. In addition, a sales representative at The Cove noted that the inclusionary units will not include those with 3-units. The lack of affordability in the larger units further

impacts larger households from accessing homes in EP. The Plan is silent with regard to affordability of larger units.

Potential Plan/Project Improvements

- Include a clear definition of diversity, with the inclusion of race, economic and size diversity, within the subarea plan. Include policy goals and a set of implementation actions to complement these goals, including more housing affordable at purchasing capacities affordable to a variety of race/ethnicities within San Francisco. This could be in the form of increased inclusionary units at various income affordability levels.
- To increase diversity at the project level, The Planning Department could mandate the development of more inclusionary units in exchange for zoning incentives, such as height increases, changes in set back, and density requirements. Reference ENCHIA policy brief *Increased Inclusionary Housing for Zoning Incentives*. Because heights are increasing throughout EP, incremental increases in affordable housing units for increased height would allow for more affordable housing and therefore increase opportunities for race/ethnicities with lower purchasing capacities to be able to buy a home in EP.
- A larger number of bedrooms per unit would help appeal to more diverse communities with larger households. To attract a diverse population within EP, The Plan could require that 20% or more of the units be three-bedrooms or more.
- In recognition of the dramatic loss of San Francisco's African American population between 1970 and 2000, Mayor Gavin Newson has recently assembled a task force to develop a plan to preserve the remaining African American population and cultivate new residents (Fullbright, SF Chronicle, April 9, 2007). Findings from this task force may help inform further ways to increase diversity within EP.

Healthy Development Measurement Tool Application	
Element	Healthy Economy
Objective	HE.1: Increase high-quality employment opportunities for local residents
Indicator	HE.1.a: Jobs paying wages greater than or equal to the self-sufficiency wage HE.1.b: Proportion of households living on income below the Bay Area self-sufficiency standard
Development Target	HE.1.a, HE.1.b: Proportion of jobs paying entry level wages greater than or equal to the self-sufficiency standard is: ▪ Min: 60% of new jobs ▪ Benchmark: 75% of new jobs ▪ Max: 100% of new jobs

Community Health Assessment

Overview and Definitions

The Self-Sufficiency Standard is a measure of the actual cost of living on a county-by-county basis, including costs of transportation, taxes, child care, housing, food, and health care. The self-sufficiency standard is an improvement on the Federal Poverty Level because it accounts for variations in family size, ages of children and local variations in costs. In San Francisco, the 2003 self-sufficiency standard wage is $13.26 per hour for an adult, $24.28 for an adult with an infant, $23.79 for an adult with a preschooler, $27.68 for an adult with a preschooler and one school age child. For 2 adults, 1 preschooler, and 1 infant, the self-sufficiency standard wage is $32.60 per hour.

Two related indicators in the HDMT reference the self-sufficiency standard. HE.1.a is used to evaluate the wages provided by jobs in a place or neighborhood. HE.1.b serves as a measure of income poverty among residents of a place or neighborhood.

Executive Park

HE.1.a: Data on this indicator are currently unavailable at the Executive Park project level. Site visits to EP reveal that there are currently a number of office-based companies and businesses located there. These offices include several national companies, such as the insurance company AFLAC and media/communications firm Allied Vaughn, as well as a number of smaller, locally-owned businesses including law and union offices. It is anticipated that these companies and businesses (and their associated jobs) will relocate outside the neighborhood once EP land is rezoned from office uses to residential uses. Though data on specific jobs and wages are not available, several assumptions about current jobs and wages in EP can be made.

The California Employment Development Department (CA EDD) finds that high end professional specialty positions and executive, administrative and management positions earn over $60 per hour, a figure that is on par with self-sufficiency wages. Given that a number of businesses in EP provide professional and specialty services, one may assume that wages paid to their workers are closer to the SF self-sufficiency wage. However, most companies also employ secretaries, janitors/cleaners, and customer service representatives – all occupations that traditionally pay below the self-sufficiency wages.

HE.1.b: Data on this indicator are currently unavailable at the Executive Park project level. Though data on wages earned by residents currently living in EP are unavailable, several assumptions about current earnings can be made using current housing prices.

As of March 2007, the only housing currently constructed and being sold in EP is “The Cove”. Home prices range from $399,000 for a 1-bedroom to $640,000 for a 3-bedroom. Homeowners’ association costs range from $3,791 to $4,731 annually. Proposed residential development for EP will likely approximate Cove prices given inflation and home sales price increases in the housing market over time. It is likely that households who can afford to live at EP are making wages high enough to support the market rate housing costs associated with Executive Park-type development. The exception to this might be families who are living in the below market-rate inclusionary units. However, the overall number of households falling into this category is small (i.e., 12% of total units).

Visitacion Valley

HE.1.a: Data on this indicator are currently unavailable at the at the VV neighborhood level. However, there are several important observations to note. Visitacion Valley is not a neighborhood that currently provides a robust jobs base for the City. The 1999 closing of Schlage Lock company led to the loss of thousands of manufacturing jobs that provided decent wages and benefits. Throughout community meetings related to the redevelopment of the Schlage Lock site and Leland

Avenue, one of the major concerns raised has been the lack of jobs in VV. [See Schlage Lock Community Planning Meetings Notes: http://www.sfgov.org/site/sfra_page.asp?id=33654] According to SPUR, one of the several reasons that a Home Depot proposal was turned down for the Schlage Lock site by VV residents was that it would employ only 200-225 people, compared to alternative plans which could employ 800-900 persons. [Accessed online on March 15, 2007: http://www.spur.org/documents/000701_report_03.shtm]

According to 2000 U.S. Census data, in VV, there are 1,040 jobs in the neighborhood or about .2% of the overall jobs in San Francisco. In contrast, the 2000 population of VV is 19,809, or 2.6% of the City population. "Jobs" refers to the number of workers-at-work in the census tract. For more information on this variable, see http://www.fhwa.dot.gov/ctpp/sr0503.htm.

Smaller businesses provide some job opportunities in VV. According to the SF Planning Department, "Leland Avenue is the neighborhood 'main street' for Visitacion Valley….Stretching approximately four blocks from Bayshore Boulevard to Cora Street, the Leland Avenue commercial district contains many neighborhood-serving businesses and civic uses such as a post office and library; however, there are many underutilized sites and retail vacancies." http://www.sfgov.org/site/planning_index.asp?id=38677

Many of these current businesses are small, locally-owned, and assumed to only draw customers living and working in close proximity (1/2 mile) of the Leland Avenues retail and shops. A recent economic analysis of the Leland Avenue area revealed that there is a substantial amount of "sales leakage" to other neighborhoods. [See Leland/Bayshore Commercial District Revitalization Plan, accessible at: http://www.sfgov.org/site/sfra_page.asp?id=33654] Data from the CA EDD finds that the entry level hourly wage for high end service workers is $11.19 and for sales workers is $8.41. Given that the few employers in VV are fairly small-scale and provide mostly retail and service sector work, it is assumed that the majority of employees in these positions would be receiving low wages below the self-sufficiency wage standard.

HE.1.b: Data on this indicator are currently unavailable at the at the VV neighborhood level. However, a proxy calculation may be made. The weighted median household income for VV is $55,352 and the per capita income is $14,885. In contrast, the SF self-sufficiency annual wage is $28,012 for an adult, $50,239 for an adult with a preschooler and $69,158 for 2 adults, 1 preschooler, and 1 infant. The median household income in VV is on par with the wage needed to support a household with one adult and a preschooler. However, the neighborhood median income falls below the self-sufficiency annual wage for a household with two adults, one preschooler, and one infant. Furthermore, the per capita income in VV also falls short of the self-sufficiency wage needed to sustain an adult. Notably, VV has a higher percentage of young kids than other neighborhoods. According to the 2004 Community Health Assessment, the population of 0-4 year olds in SF was 4.1% whereas in VV, the population of 0-4 year olds was 6.2%.

Bayview Hunters Point

HE.1.a: Data on this indicator are currently unavailable at the at the BVHP neighborhood level. Similar to VV, the community of BVHP is filled with a number of small and locally-owned retail and services businesses that primarily serve the needs of neighborhood residents. As stated above, retail and service sector work tends to pay low wages. Data from the CA EDD finds that the entry level hourly wage for high end service workers is $11.19 and for sales workers is $8.41.

In contrast to VV, however, the BVHP community also provides a large number of industrial jobs through the Port and other manufacturing businesses located in the community. These jobs historically pay higher wages and provide benefits as well. Overall, U.S. Census data illustrates that in BVHP, there are a total of 28,780 jobs in the neighborhood or about 4.9% of the overall jobs in SF. The population of BVHP is 34,653, or 4.5% of the City population. "Jobs" refers to the number of workers-at-work in the census tract. For more information on this variable, see http://www.fhwa.dot.gov/ctpp/sr0503.htm.

HE.1.b: According to the report *The Bottom Line: Setting the Real Standard for Bay Area Working Families*, 73.8% of SF households have incomes higher than the SF self-sufficiency standard wage. In BVHP, that figure is significantly lower, with 54% of households earning less than the self-sufficiency standard wage.

Citywide

HE.1.a: Many occupations provide hourly median wages that fall far below the self-sufficiency standard for single adults and adults with children. For example, according to a survey conducted by the Private Industry Council of San Francisco, Inc. and published in the 2003 *Occupational Outlook & Training Directory*, the following reflect hourly wages for non-union new hires with no or some experience in selected occupations: wait staff ($6.75), restaurant cooks ($8.50), janitors and cleaners ($9.00), maids and housekeeping cleaners ($9.40), customer service representatives ($10.00), secretaries ($11.80), real estate sales agents ($11.99), dental assistants ($12.00), welders/cutters/solderers/brazers ($15.00),

advertising sales agents ($15.34), broadcast technicians ($18.98), paralegal and legal assistants ($20.14), and plumbers/pipefitters/steamfitters ($21.00)

San Francisco has one of the highest minimum wages in the nation. As of January 1, 2007, all employers and non-profits in SF are required to pay a minimum wage of $9.14 per hour for all adult and minor employees who work two or more hours per week. Each year, the City will adjust the amount of the minimum wage based on increases in the regional consumer price index. By comparison, the national average minimum wage is $5.15 per hour, and the State of California's minimum wage is $7.50 as of January 1, 2007. Although SF has one of the highest minimum wages in the nation, it is still not a sufficient wage according to the self-sufficiency standard.

HE.1.b: According to the report *The Bottom Line: Setting the Real Standard for Bay Area Working Families* published by United Way of the Bay Area in 2003, 26.2% of SF households have incomes too low to pay for housing, food, health care, transportation, child care, miscellaneous costs, and taxes (i.e., the elements included in the self-sufficiency wage). At a neighborhood level, the disparity between the self-sufficiency wage and actual wages is even more striking. In BVHP, 46% earn less than the self-sufficiency standard, and in South of Market/Potrero Hill, 42.4% earn less than the self-sufficiency standard. In contrast, only 18.6% of households in the Inner Mission/Castro and 20.7% of households in the Richmond/Pacific Heights neighborhood earn less than the self-sufficiency standard.

Stated Plan/Project Facts

Executive Park Subarea Plan

The fundamental basis for the implementation of the Executive Park Plan is a change in the zoning designation. Executive Park is currently zoned as a "Community-Business" (C-2) district and The Plan proposes to change the current designation to "Residential, Mixed, Moderate Density" (RM-3). According to the Executive Park *General Plan Amendments Executive Summary*, Executive Park currently consists of three office buildings containing 320,000 square feet of office space and 2,500 square feet of retail space. In order to accommodate the new housing development proposed in the Executive Park Subarea Plan, the rezoning would eliminate 1,324,000 square feet of office space and 10,000 square feet of retail space. In addition to this change in use, the Executive Park Subarea Plan anticipates a small amount of new economic/business activity to occur in the area.

Land Use

- *Objective 2, Policy 1*: Encourage the development of centralized neighborhood-serving retail uses to serve the daily needs to residents.
- *Objective 2, Policy 1, Description:* Create a town center within an easy walk for all residents to allow them to shop via foot or bicycle for daily needs, while depending on larger commercial districts like Leland Avenue in Visitacion Valley for less frequent shopping needs. Small-scale retail uses should be scattered throughout the area as it grows. The retail services provided within Executive Park should not unduly compete with existing neighborhood commercial districts outside the subarea.
- *Objective 2, Policy 1, Implementing Actions:*
  - Require ground-floor neighborhood commercial uses at corners of Executive Park Blvd & Thomas Mellon Dr.
  - Encourage small-scale retail uses throughout the subarea.
- *Objective 2, Policy 2:* Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue.

A small parcel in the southern portion of Executive Park (south of Alanna Way and west of Harney Way) is currently zoned and will remain zoned as an M-1 district. M-1 districts provide land for industrial development. In general, the M-1 districts are more suitable for smaller industries dependent upon truck transportation. In M-1 districts, most industries are permitted, with the large or noxious ones excluded. The permitted industries have certain requirements as to enclosure, screening and minimum distance from residential districts.

Notably, the RM-3 zoning does allow the following permitted uses as of right: residential care facility for 6 or fewer; child care facility for 12 or fewer; open space for horticulture or passive recreation; public structure or use of non-industrial character; sale or lease sign; group housing or boarding; and group housing for religious orders. The following uses are allowable through a conditional use permit: medical institution; residential care facility for 7 or more; child care facility for 13 or more; elementary school; secondary school; religious institution; community facility; open recreation area; greenhouse or plant nursery; utility installation or public service facility; community garage; access driveway to C or M district; non-accessory parking for a specific use; Planned Unit Development; C-2 use in structure on designated landmark site.

Evaluation of Plan/Project

HE.1.a – Self-sufficiency Wages of New Jobs

The Executive Park Subarea Plan does not discuss the types or quality of jobs (either short- or long-term) that will be located in the area. Other than Policy 1, there are few references to economic and business activity within EP itself. Implementing actions focus on improving access to the Leland Avenue commercial district, but not to business or employment activity itself. Furthermore, as stated above, the zoning allows additional uses as of right and via a conditional use permit. If such uses were integrated into EP over time, it is possible that the there would be a significant increase in the number of workers coming into the EP area for employment. While there is a mention of new neighborhood-serving retail uses, there is no discussion of the extent to which these jobs will provide good wages or benefits. As a result, The Plan will likely not meet the minimum HDMT development target of 60% of new jobs providing entry level wages greater than or equal to the self-sufficiency standard.

Once many of the current companies located in EP relocate outside the neighborhood, the vast majority of development in the area will be focused on housing. However, there is an expectation that several neighborhood-serving retail businesses would open in order to support EP residents. Examples of such businesses include dry cleaners, coffee shops, drug stores and hardware stores. It is hard to estimate the wages associated with jobs provided through these businesses, particularly if stores are family-owned versus large retail chains (i.e., Starbucks or Walgreen's). Retail and service sector work tends to pay low wages. For example, data from the CA EDD finds that the entry level hourly wage for high end service workers is $11.19 and for sales workers is $8.41. EDD projects that such occupations are expected to grow over time.

Residential development at EP will provide a significant number of short-term employment opportunities, especially via construction-related activity. Generally, construction jobs, and in particular union jobs, provide higher wages than service and retail sector jobs. Although it is unknown which construction companies will be building at EP, or what the specific salaries of workers there will be, some extrapolation may be made. According to the CA Department of Industrial Relations, the base prevailing wage for carpenters in SF is $32.25 per hour, and for construction workers is $24.84 per hour. These wages are generally equivalent to or higher than self-sufficiency wages, suggesting that short-term employment opportunities may reflect jobs that provide self-sufficiency wages.

The new zoning will allow ground floor retail uses and neighborhood serving businesses to locate in the neighborhood, providing more long-term job opportunities. Although it is currently unknown which businesses will locate in EP, retail service positions tend to receive wages lower than office positions, like the ones currently located in EP, or short-term construction positions described above. According to the Private Industry Council, service sector positions often pay wages below the self-sufficiency wage. For example, entry-level restaurant cooks earn $8.50 per hour, janitors and cleaners $9.00, maids and housekeeping cleaners $9.40, and customer service representatives $10.00/hr. As described above, CA EDD data illustrated the entry level hourly wages is $8.41/hr for sales people and $10.86/hr for administrative support.

These jobs would not provide wages that are on par with the self-sufficiency wage. Importantly, the SF minimum wage ordinance will be in effect for workers in EP. Nevertheless, knowing that most businesses locating in EP will be service and retail oriented and knowing the median wages associated with jobs provided through those businesses, we can assume that jobs in EP will not provide wages greater than or equal to the self-sufficiency wage. It is plausible that this type of long-term employment opportunity, especially if is does not include provisions for adequate wages, will not represent jobs that provide self-sufficiency wages.

HE.1.b – Self-sufficiency Wages for Residents

Data on households currently living in EP is currently not available, and as a result it is unknown whether their wages are above or below the self-sufficiency standard. The Plan will provide a significant amount of housing geared towards moderate- and higher-income earners. Below market rate units will be available to lower-income earners through the City's inclusionary housing program. It is assumed that to be able to afford a $400,000+ apartment, most individuals moving into EP must be making a higher income wage to support their occupancy. According to a sales representatives at The Cove, many current residents commute to technology jobs at the South Bay. Households purchasing for sale BMR units will be likely to be earning a household income equivalent to the median SF income of $59,148, which is also greater than the self sufficiency standard. If BMR units are made available for rent, household incomes are likely to be no more than 80% of the area median income or $59,148.

Potential Plan/Project Improvements

- Identify the types of jobs that will be generated through neighborhood retail businesses. Require that businesses who locate in Executive Park provide jobs that pay wages equal to or above self-sufficiency wages.
- Implement a community benefits agreement where developers commit to hire locally and to provide prevailing and living wages construction-related jobs.

Healthy Development Measurement Tool Application	
Element	Healthy Economy
Objective	HE.1: Increase high-quality employment opportunities for local residents
Indicator	HE.1.c: Proportion of jobs available in San Francisco filled by SF residents
Development Target	HE.1.c: New commercial development supports local housing for its employees by: ▪ Min: Paying a jobs-housing linkage fee required by City ordinance ▪ Benchmark: Paying 125% of required linkage fee ▪ Max: Providing or contributing to sufficient housing to fully meet employee demand and affordability

Community Health Assessment

Overview and Definitions

"Jobs" refers to the number of workers-at-work in the census tract. For more information on this variable, see http://www.fhwa.dot.gov/ctpp/sr0503.htm.

Executive Park

Data on this indicator are currently unavailable at the EP project level. U.S. Census data illustrates that there are currently 1,840 jobs in the EP census tract or about .3% of the overall jobs in SF. It is currently not possible to know the place of residence for individuals in these jobs without conducting a comprehensive survey of existing workers. However, it is important to note that these jobs would be moved out of the EP area through the implementation of The Plan. A small number of neighborhood serving businesses are expected to operate in the area once The Plan is implemented.

Visitacion Valley

Data on this indicator are currently unavailable at the VV neighborhood level. However, data illustrate that VV is not a neighborhood that provides a robust jobs base for the City. This is particularly true given the closure of Schlage-Lock in 1999 and the loss of thousands of manufacturing jobs that provided decent wages and benefits in the neighborhood. According to U.S. Census data, in VV, there are 1,040 jobs in the neighborhood or about .2% of the overall jobs in SF. It is currently not possible to know the place of residence for individuals in these jobs without conducting a comprehensive survey of existing workers.

Smaller businesses provide some job opportunities in VV. For example, according to the SF Planning Department, "Leland Avenue is the neighborhood 'main street' for Visitacion Valley….Stretching approximately four blocks from Bayshore Boulevard to Cora Street, the Leland Avenue commercial district contains many neighborhood-serving businesses and civic uses such as a post office and library; however, there are many underutilized sites and retail vacancies." http://www.sfgov.org/site/planning_index.asp?id=38677

Many of these current businesses are small and locally-owned, and provide job opportunities to local residents. A brief conversation with a coffee shop owner on Leland Avenue revealed that some of the businesses along Leland Avenue are owned and operated by neighborhood residents. Many of these jobs also do not require advanced educational degrees, broadening the net of San Francisco residents who would qualify for these jobs.

Bayview Hunters Point

Data on this indicator are currently unavailable at the BVHP neighborhood level. BVHP is filled with a number of small and locally-owned retail and services businesses (e.g., along Third Street) that primarily serve the needs of neighborhood residents and provide job opportunities to local residents. Many of these jobs also do not require advanced educational degrees, broadening the net of SF residents who would qualify for these jobs.

In contrast to VV, however, the BVHP community also provides a large number of industrial jobs through the Port and other manufacturing businesses located in the community. Overall, U.S. Census data illustrates that in BVHP, there are a total of 28,780 jobs in the neighborhood or about 4.9% of the overall jobs in SF.

Citywide

56.1% of SF jobs are filled by SF residents. In contrast, 77.3% of SF working residents (322,010 of 416,263) work in SF whereas 22.7% of working San Franciscans work outside City limits. This figure does not include the unemployed, children or the elderly. The proportion of jobs filled by local residents is lower because these residents only partially fill the demand for employees.

Data on the number of residents working in SF and the number of jobs available in SF is provided by 2000 U.S. Census

place-to-place commuting data. This data illustrates the number of individuals who consider SF their residence and their place of work. The number of jobs available in SF is equal to the total number of individuals in the Bay Area who consider SF to be their place of work. Dividing the number of residents living and working in SF by the number of workers in SF gives the proportion of jobs available and filled by SF residents. Although SF is an established regional job center, the high housing costs within the City force many SF employees to commute in from outside the City rather than live within City limits.

Stated Plan/Project Facts

Executive Park Subarea Plan

The fundamental basis for the implementation of the Executive Park Plan is a change in the zoning designation. Executive Park is currently zoned as a "Community-Business" (C-2) district and The Plan proposes to change the current designation to "Residential, Mixed, Moderate Density" (RM-3). According to The Executive Park *General Plan Amendments Executive Summary*, Executive Park currently consists of three office buildings containing 320,000 square feet of office space and 2,500 square feet of retail space. In order to accommodate the new housing development proposed in the Executive Park Subarea Plan, the rezoning would eliminate 1,324,000 square feet of office space (including the three existing office buildings) and 10,000 square feet of retail space.

In addition to this change in use, the Executive Park Subarea Plan anticipates a small amount of new economic/business activity to occur in the area.

Land Use

- *Objective 2, Policy 1*: Encourage the development of centralized neighborhood-serving retail uses to serve the daily needs to residents.
- *Objective 2, Policy 1, Description:* Create a town center within an easy walk for all residents to allow them to shop via foot or bicycle for daily needs, while depending on larger commercial districts like Leland Avenue in Visitacion Valley for less frequent shopping needs. Small-scale retail uses should be scattered throughout the area as it grows. The retail services provided within Executive Park should not unduly compete with existing neighborhood commercial districts outside the subarea.
- *Objective 2, Policy 1, Implementing Actions:*
  - Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive.
  - Encourage small-scale retail uses throughout the subarea.
- *Objective 2, Policy 2:* Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue.

Transportation Management Program

- *Implementing Action:* Other TMP suggestions include working with Caltrans to create HOV-bypass lanes at the U.S. 101 on-ramps (which would provide an incentive to carpool), or requiring retail tenants to hire a certain percentage of local residents (to reduce non-residential trips).

Notably, the RM-3 zoning does allow the following permitted uses as of right: residential care facility for 6 or fewer; child care facility for 12 or fewer; open space for horticulture or passive recreation; public structure or use of non-industrial character; sale or lease sign; group housing or boarding; and group housing for religious orders. The following uses are allowable through a conditional use permit: medical institution; residential care facility for 7 or more; child care facility for 13 or more; elementary school; secondary school; religious institution; community facility; open recreation area; greenhouse or plant nursery; utility installation or public service facility; community garage; access driveway to C or M district; non-accessory parking for a specific use; Planned Unit Development; C-2 use in structure on designated landmark site.

Evaluation of Plan/Project

Jobs/Housing Linkage Programs

According to the Non-Profit Housing Association of Northern California, "Jobs/Housing Linkage Programs are fees or other requirements that local governments place on new industrial, commercial and office developments to offset the impact that new employment has on housing needs within a community…..Most Jobs/Housing Linkage Programs require a business to contribute fees to mitigate its housing impacts, but some, such as Milpitas, require business developers to actually provide market-rate and/or affordable housing directly….. Many jurisdictions have a threshold minimum project size that triggers the

policy…..Linkage fees are most successful in jurisdictions that expect to attract substantial new business development and have land available for such development. Linkage fees can provide a substantial boost to the production of affordable housing. The total revenue generated by the San Francisco ordinance is estimated at $18 million a year…Also, because linkage fees directly link new job creation with the provision of appropriate workforce housing, they help create a better "jobs-housing balance" with the resulting benefits of less traffic congestion and reduced smog. Employees who can afford to live near where they work spend less time commuting and have more time for their families and their community." For more information, visit: http://www.nonprofithousing.org/actioncenter/toolbox/policy/

The San Francisco Jobs/Housing Linkage Program currently applies to all new and expanded commercial development of a minimum of 25,000 square feet. San Francisco currently charges $14.96 per square foot of commercial office development, $11.21 per square foot for hotel; $13.95 per square foot for entertainment/ retail; and, $9.97 per square foot for research and development. However, the development target for indicator HE.1.c focuses on commercial (not residential) development and the payment of jobs-housing linkage fees as described below. It is unclear whether the Linkage Program will apply to retail space at Executive Park because we do not know the proposed square footage. Given that The Plan calls for "small" neighborhood-serving retail uses, it is likely the fee will not apply.

HE.1.c - Proportion of jobs available in San Francisco filled by SF residents

Indicator HE.1.c essentially strives for a closer balance between labor market opportunities and housing opportunities. Aside from the development target, an evaluation of this indicator can ask two questions: First, will new commercial uses provide jobs through which employees will be able to afford homes in San Francisco's housing market. Second, will residential uses be accessible and affordable to those working in future San Francisco jobs.

Home prices at EP currently range from $399,000 for a 1-bedroom to $640,000 for a 3-bedroom. In general, homes are priced out of reach relative to the incomes provided in San Francisco's labor market (see analysis in Housing Element). And while there is one policy geared towards developing neighborhood-serving retail uses, there is little discussion of whether local residents will fill these jobs. The exception is in Transportation Management Program, where local hiring is described as one way of reducing non-residential trips in EP. There are no other details related to this idea described in The Plan.

The neighborhood-serving retail uses proposed in The Plan will likely lead to the creation of a small number of service sector and retail positions. Access to public information allows extrapolation of future wage conditions within EP businesses. According to Private Industry Council data, service sector positions often pay low wages. For example, entry-level restaurant cooks earn $8.50 per hour, janitors and cleaners $9.00, maids and housekeeping cleaners $9.40, and customer service representatives $10.00. According to CA EDD, entry level hourly wages for sales people is $8.41 per hour and administrative support is $10.86 per hour. Although one cannot ascertain where these service and retail employees would live, it is likely that they will not be living in the EP area.

Given the low level of commercial activity expected for the area, the number of local jobs that could be filled by local residents would likely be insignificant. As stated above, however, the zoning allows additional uses as of right and via a conditional use permit. If such uses were integrated into EP over time, it is possible that the there would be a significant increase in the number of workers coming into the EP area for employment and more opportunities to hire local residents could be created, If commercial use increased, the jobs-housing linkage fee requirements could be triggered, and there could be an increase in the number of local jobs filled by local residents. Community and government agency attention to long-term development at EP would help insure that jobs/housing linkage fees were implemented and that jobs are available to local residents.

It is possible that workers in EP businesses will be residents of SF. However, the jobs created in the proposed neighborhood-serving retail stores in EP are not likely going to provide wages that are sufficient to afford living in EP residences. Importantly, EP sits about one-half mile away from the San Mateo county border. With close proximity to the freeway, it is also possible that San Mateo county residents could obtain these few jobs.

Potential Plan/Project Improvements

- Identify the types of jobs that will be generated through neighborhood retail businesses.
- Require (i.e., through a community benefits agreement) that businesses who locate in Executive Park provide jobs locally.

Recommend Changes to the HDMT

- Add indicator on the number of jobs/workers-at-work in each planning neighborhood
- Add indicator on jobs-housing balance – not sure what this should look like, but there's currently nothing that gets at this in this section – i.e., place of work among SF residents

Healthy Development Measurement Tool Application	
Element	Healthy Economy
Objective	HE.1: Increase high-quality employment opportunities for local residents
Indicator	HE.1.d: Land zoned for production, distribution and repair (PDR) uses
Development Target	HE.1.d: New development that demolishes or redevelops commercial space available for PDR uses shall replace that space at the following ratios: ▪ Min: Meets zoning requirements ▪ Benchmark: 1:1.25 ratio ▪ Max: N/A

Community Health Assessment

Executive Park

A small parcel in the southern portion of EP (south of Alanna Way and west of Harney Way) is currently zoned as an M-1 district. In general, the M-1 districts are more suitable for smaller industries dependent upon truck transportation. In M-1 districts, most industries are permitted, with the exception of large or noxious industries. The permitted industries have certain requirements related to enclosure, screening and minimum distance from residential districts. Currently, the existing M-1 parcel at EP is being used as a "game-day" private parking lot. M-1 districts provide land for industrial development and are a category of PDR zoning.

Visitacion Valley

Data on this indicator are currently unavailable at the VV neighborhood level.

Bayview Hunters Point

According data published in a Planning Department study, there was 6,713,470 square feet of total production, distribution and repair (PDR) building space in BVHP in 2004.

Citywide

Data on land for PDR uses at the citywide level are currently unavailable. However, the vast majority of PDR land and jobs falls in the Eastern Neighborhoods. The SF Planning Department is considering a substantial rezoning of the Eastern neighborhoods. As part of the rezoning, the Planning Department is identifying future land for PDR uses, though the expectation is that overall, there will be a reduction of PDR zoned land. Data provided in the table above are limited to the Eastern Neighborhoods of SF only, which include the Central Waterfront, East SoMa, Mission, Showplace Square/Potrero Hill, and BVHP.

Economic and Planning Systems, Inc. (EPS) was retained by the SF Planning Department to conduct a supply and demand study for PDR uses in the Eastern Neighborhoods. According to the *Supply/Demand Study for Production, Distribution and Repair (PDR)*, EPS was instructed to regard "Option B: Moderate Housing Option as the zoning against which future land supply and demand should be measured." As such, data included in the HDMT are based on the projected supply of land zoned for PDR uses if "Option B" Moderate Housing" is selected as the rezoning option for the Eastern Neighborhoods rezoning. "This Rezoning Option would change where certain PDR uses are permitted, specifically reducing the amount of land zoned for PDR in the SoMa and Showplace Square/Potrero Hill subareas. The rezoning would also alter the way in which uses are permitted, by making much of the land available only for PDR uses, whereas the current zoning allows residential or other uses on land that also allows PDR uses. The combined results of these changes would reduce the amount of land on which PDR would be allowed, but substantially increase the amount of land on which only PDR could be built."

PDR categories include publishing, audio/visual, arts, fashion, transport, food/event, interior design, construction, equipment, motor vehicles, and a few others. According to EPS, "The current 'PDR' zoning classification encompasses a broad range of business activities that do not necessarily share common traits regarding building typologies or land utilization. While many PDR businesses may seek industrial buildings, some of the PDR activities--such as publishers or graphic designers--can and do occupy space in office buildings. Other PDR activities can occupy retail space, such as printing services, photo services, or some wholesalers, while still others can operate on neighborhood commercial streets, such as auto repair shops."

According to the Report, "Production/Distribution/Repair jobs serve an important function in the economy of San Francisco, as is true in any other major City. While large-scale manufacturing is not the major employment sector it once was in American cities, PDR jobs still provide goods and services that support other primary industries, such as tourism, office headquarters, or high technology. In addition, PDR businesses provide many of the personal and business services that

enhance a population base's quality of life, ranging from auto repair and kennel services to the distribution of foods and clothing sold in retail stores. Such linkages are critical to maintaining an efficient local and regional economy." To access the EPS Report, visit: http://www.sfgov.org/site/planning_index.asp?id=25364.

The zoning or rezoning of a particular neighborhood impacts how much PDR land, and thereby how many PDR jobs, may potentially be created in a neighborhood.

According to this data, the amount of land zoned for PDR uses in the Eastern Neighborhoods under Option B ranges between 26,110,208 square feet and 41,696,327 square feet, depending on whether port/maritime industrial lands are included in the calculation. According to the projected demand for such land, this range of square footage provides anywhere from a -4% deficit of land for PDR uses up to a 35% surplus of needed land for PDR uses.

Stated Plan/Project Facts

- The fundamental basis for the implementation of the Executive Park Subarea Plan is a change in the zoning designation. Executive Park is currently zoned as a "Community-Business" (C-2) district and The Plan proposes to change the current designation to "Residential, Mixed, Moderate Density" (RM-3).
- According to the Executive Park *General Plan Amendments Executive Summary*, EP currently consists of three office buildings containing 320,000 square feet of office space and 2,500 square feet of retail space. In order to accommodate the new housing development proposed in The Plan, the rezoning would eliminate 1,324,000 square feet of office space (including all three existing office buildings) and 10,000 square feet of retail space.
- A small parcel in the southern portion of EP (south of Alanna Way and west of Harney Way) is currently zoned and will remain zoned as an M-1 district. M-1 districts provide land for industrial development. In general, the M-1 districts are more suitable for smaller industries dependent upon truck transportation. In M-1 districts, most industries are permitted, with the large or noxious ones excluded. The permitted industries have certain requirements related to enclosure, screening and minimum distance from residential districts.

Evaluation of Plan/Project

The principal focus of the Executive Park Subarea Plan is to create a residential community. It is clear that the goal of The Plan is not on commercial or employment development.

New development at EP would eliminate space available for office uses, but none that is available for PDR uses. In fact, The Plan retains a parcel of land as an M-1 zoning district, i.e., available for PDR uses. In addition, according to the EPS Study, "Most of the land currently zoned for industrial use in the Bayview/Hunter's Point, Central Waterfront, and Mission areas would continue to be zoned for PDR under Option B rezoning." (page 10) Because the development target applies to the demolition or redevelopment of commercial land designated for PDR uses, and the current areas zoned for M-1 are not going to be redeveloped, the development target does not currently apply to Executive Park. However, given that PDR land is decreasing in the rest of the Eastern Neighborhoods and citywide, the fact that it is being retained in The Plan could be viewed positively. Since the zoning supports PDR uses and therefore PDR jobs, The Plan supports some higher-quality job opportunities. Analysis of the underlying zoning for The Plan is important for this indicator, as the focus is on the retention of industrially-zoned lands.

Though not the focus of this indicator, there is a potential for conflict between industrial/PDR and residential uses. For example, exposure to truck traffic, noise, and hazardous materials may create some potential health and environmental impacts for new residents. As stated above, this parcel is currently being used as a "game-day" private parking lot, and would arguably be posing a conflict on game days. The Plan does not discuss the relationship between the zoning designations, nor propose mitigations to deal with potential land use conflicts.

Potential Plan/Project Improvements

- Include Plan goal to retain M-1 zoned land for PDR use and implementation strategies to recruit an appropriate commercial activity for the site.
- Identify potential land use conflicts between RM-3 and M-1 zoning districts. Require mitigation of those conflicts.

Recommend Changes to the HDMT

- Identify an indicator that actually measures industrial-residential land use conflicts more specifically. Propose development targets around mitigation of identified hazards.
- Add an indicator and development target on parking ratios.
-

Healthy Development Measurement Tool Application	
Element	Healthy Economy
Objective	HE.2: Increase jobs that provide healthy, safe and meaningful work
Indicator	HE.2.a: Jobs providing health insurance to employees HE.2.b: Jobs providing sick days benefits to employees
Development Target	HE.2.a: Proportion of jobs providing health insurance in development should be: ▪ Min: 70% of new jobs ▪ Benchmark: 80% of new jobs ▪ Max: 100% of new jobs HE.2.b: Proportion of jobs providing sick day benefits in development should be: ▪ Min: 70% of new jobs ▪ Benchmark: 80% of new jobs ▪ Max: 100% of new jobs

Community Health Assessment

Executive Park

HE.2.a and HE.2.b: Data for these indicators are currently unavailable at the Executive Park project level. Site visits to EP reveal that there are currently a number of office-based companies and businesses located in the area. These offices include several national companies, such as the insurance company AFLAC and media/communications firm Allied Vaughn, as well as a number of smaller, locally-owned companies including law and union offices. Though data on employer-based job benefits are unavailable for EP-based employers, traditionally, these types of professional and specialty services provide health insurance and sick day benefits to employees.

Visitacion Valley

HE.2.a, HE.2.b: Data for these indicators are currently unavailable at the VV neighborhood level. Notably however, VV is not a neighborhood that currently provides a robust jobs base for the City. The 1999 closing of Schlage Lock company led to the loss of thousands of manufacturing jobs that provided decent wages and benefits. Smaller businesses provide some job opportunities in VV.

According to the SF Planning Department, "Leland Avenue is the neighborhood 'main street' for Visitacion Valley….Stretching approximately four blocks from Bayshore Boulevard to Cora Street, the Leland Avenue commercial district contains many neighborhood-serving businesses and civic uses such as a post office and library; however, there are many underutilized sites and retail vacancies." http://www.sfgov.org/site/planning_index.asp?id=38677 Many of these current businesses are small, locally-owned, and assumed to only draw customers living and working in close proximity (1/2 mile) of the Leland Avenues retail and shops. Traditionally, service and retail employers which employ a small number of workers (less than 10) are known to provide fewer job-based benefits, including health insurance and sick leave to employees.

Bayview Hunters Point

HE.2.a, HE.2.b: Data for these indicators are currently unavailable at the BVHP neighborhood level. Similar to VV, the community of BVHP is filled with a number of small and locally-owned retail and services businesses that primarily serve the needs of neighborhood residents. As stated above, retail and service sector workers are thought to provide fewer job-based benefits such as health insurance and sick leave.

San Francisco

HE.2.a: In 2003, 60.5% of SF residents received job-based health insurance. This is lower than the Bay Area percentage (67.8%), but higher than California overall (54.4%). This indicator gives the percentage of SF residents of all ages that have health insurance coverage provided through their employer or through the employer of a spouse or family member.

In July 2006, the San Francisco Board of Supervisors unanimously approved legislation entitled the San Francisco Health Care Security Ordinance. The ordinance creates a Health Access Program (HAP) that will offer comprehensive healthcare services to uninsured San Franciscans and their employers at a reasonable cost, regardless of income, immigration status, or medical condition. The Health Access Program will assign individuals to a primary-care doctor, nurse or medical assistant at one of the City's public or nonprofit clinics, deliver acute care and specialty services through a network, including San Francisco General Hospital and the City's nonprofit hospitals, and cover prescription drugs and home health-care services. SFHAP is not insurance in that it is not portable-residents must be treated within the City limits.

The ordinance also sets a "minimum health spending requirement" for medium-sized and large businesses to spend a minimum amount per hour on healthcare for their employees. This amount will be increased by 5% annually through 2009 to accommodate unanticipated growth indices. Beginning in 2010, the rate will be based on the average contribution for a full-time employee to the City Health Service System. Non-profits with less than 50 employees are exempt from the spending requirement. Furthermore, businesses with less than 20 employees are exempt from the requirement.

According to SFHAP (http://www.sfhp.org/sfhap/FAQ/?cid=3&qid=20&search=0#b20), "the majority of medium and large-sized businesses that are subject to the spending requirement already pay for employee healthcare. In fact, 87% of all workers at companies with 20 or more employees have employer-sponsored health insurance.

Companies would have to meet the spending requirement for all workers, except for managers, supervisors, and confidential employees who earn over $72,450/year. Employees who are eligible for Medicare and/or CHAMPUS (veterans' benefits) are also exempt (so that they can continue to receive those benefits). Workers who verify that they receive health services through another employer (either as an employee, or as a spouse, domestic partner, or child of another person), and who sign a voluntary waiver, would also be exempted as covered employees. This opt-out will be voluntary and can be revoked by the worker at any time. Employers would pay on hours worked by part-time as well as full-time workers, up to a cap of 172 hours/month per employee.

The healthcare options employers will contribute toward through the minimum spending requirement will include:

- insurance;
- public programs for the uninsured, such as the San Francisco Health Access Program;
- health savings accounts; or
- direct reimbursement to employees for health expenses.

Employers are not limited to these options, nor are they required to buy health insurance or pay into the HAP, but they are required to spend the required amount of expenditures on health care for their employees, as set by the statute."
More information is available at the San Francisco Health Access Plan at http://www.sfhp.org/sfhap/.

Improved financial access to medical care is just one component of improved utilization of medical care services. Other factors such as transportation to and from the health facility, cultural competency or cultural humility of health care providers, hours of operation, length of reimbursement, cultural and linguistic competency of administrative and intake staff, availability of child care, employer requirements are among many factors impeding care.

HE.2.b: With respect to sick leave, 23.3% of SF private-sector workers did not have paid sick leave benefits in 2006. In most cities, employers are not mandated to provide sick days to employees. The lack of sick days tends to disproportionately affect certain job sectors that have substantial interaction with the public, including childcare, restaurants/food service, and hospitals. There is currently no data (from a survey or other means) that directly provides rates of sick leave participation or provision in SF. The 2004 Washington State Population Survey provides rates of participation in sick leave and paid vacation by industry. These rates were applied to the distribution of jobs in San Francisco and aggregated to get an approximation of the number of workers without sick leave.

In November 2006, San Franciscans approved Proposition F, which would mandate paid sick leave for all employees. Specifically every worker in San Francisco would earn one hour of paid sick leave for every 30 hours worked. Workers could use their paid sick leave to care for themselves, their families or their partners. There is a cap of 40 hours (5 days) of accrued paid sick leave for employees of employers for which fewer than 10 persons (including full-time, part-time, and temporary employees) work for compensation during a given week. For employees of other employers, there is a cap of 72 hours (9 days) of accrued paid sick leave. The cap applies to how many hours of paid sick leave an employee may have "in the bank" at any given time. It does not limit how many hours of paid sick leave an employee may accrue or use in a year. Once employees hit their cap of paid sick leave, they no longer accrue paid sick leave until they use some of the hours they have "in the bank." An employee's accrued paid sick leave carries over from year to year. More details about the Sick Leave Ordinance are available at: http://www.sfgov.org/site/olse_index.asp?id=49389

Stated Plan/Project Facts

Executive Park Subarea Plan

The Executive Park Subarea Plan anticipates a small amount of new economic/business activity to occur in the area.

Land Use

- *Objective 2, Policy 1*: Encourage the development of centralized neighborhood-serving retail uses to serve the

daily needs to residents.

- *Objective 2, Policy 1, Description:* Create a town center within an easy walk for all residents to allow them to shop via foot or bicycle for daily needs, while depending on larger commercial districts like Leland Avenue in Visitacion Valley for less frequent shopping needs. Small-scale retail uses should be scattered throughout the area as it grows. The retail services provided within Executive Park should not unduly compete with existing neighborhood commercial districts outside the subarea.
- *Objective 2, Policy 1, Implementing Actions:*
  - Require ground-floor neighborhood commercial uses at corners of Executive Park Blvd & Thomas Mellon Dr.
  - Encourage small-scale retail uses throughout the subarea.
- *Objective 2, Policy 2:* Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue.

A small parcel in the southern portion of Executive Park (south of Alanna Way and west of Harney Way) is currently zoned and will remain zoned as an M-1 district. M-1 districts provide land for industrial development. In general, the M-1 districts are more suitable for smaller industries dependent upon truck transportation. In M-1 districts, most industries are permitted, with the large or noxious ones excluded. The permitted industries have certain requirements as to enclosure, screening and minimum distance from residential districts.

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Evaluation of Plan/Project

While the Executive Park Subarea Plan does not address either job-related health insurance or paid sick days directly, San Francisco legally requires both benefits for most SF employers. Health insurance is to be provided by employers either directly or indirectly through a City-sponsored program. Whether these benefits apply to new commercial and retail uses in The Plan area will depend on the size and type of the businesses.

HE.2.a – Job-based health Insurance

The recent adoption of the San Francisco Health Care Security Ordinance means that any uninsured person, even if they are employed, can receive health insurance through the SF Health Access Program. If employers do not provide health insurance to employees directly, medium- and large-sized businesses will be required to pay into a City health care fund to administer health care services to the uninsured. Importantly, however, the Program exempts businesses with less than 20 employees from the requirement to pay into a fund. Given this exemption, it is unclear how many neighborhood-serving businesses located in EP will be required to provide health care insurance. Further specificity on the type and size of commercial activities is required to evaluate this indicator. Importantly, this benefit is available to all residents of SF, irrespective of work location.

HE.2.b – Job-based Sick Leave

The lack of sick days tends to disproportionately affect certain job sectors that have substantial interaction with the public, including childcare, restaurants/food service, and hospitals. In contrast to the Health Care Security Ordinance, there is no exemption for small businesses to provide paid sick leave to employees. All employers must provide paid sick leave to each employee (including temporary and part-time employees) who performs work in San Francisco. For small businesses, or employees of employers for which less than 10 persons work for compensation during a given week, there is a cap of 40 hours of accrued paid sick leave. For employees of larger employers, there is a cap of 72 hours of accrued paid sick leave. Given this Ordinance, all EP-based businesses will be required to provide sick leave benefits to employees based at EP and this development target maximum will be met.

Potential Plan/Project Improvements

- Identify the types of jobs that will be generated through neighborhood retail businesses.
- Require that businesses who locate in Executive Park provide job-based health insurance to employees.

Recommend Changes to the HDMT

- Not sure the development targets works anymore given the recent legislation. I think we should keep as indicators, but perhaps remove the targets, at least for sick leave where there is no small business exemption.

Healthy Development Measurement Tool Application	
Element	Healthy Economy
Objective	HE.2: Increase jobs that provide healthy, safe and meaningful work
Indicator	HE.2.e: Occupational non-fatal injury rate by industry
Development Target	HE.2.e: New development that anticipates commercial tenants in industries with above average occupational injury rates provides documentation of tenant injury and illness prevention plans

Community Health Assessment

Executive Park
Data for this indicator are currently unavailable at the EP project level.

Visitacion Valley
Data for this indicator are currently unavailable at the VV neighborhood level.

Bayview/HP
Data for this indicator are currently unavailable at the BVHP neighborhood level.

San Francisco
Data on occupational injuries and illnesses is unavailable at the SF county level due to confidentiality concerns among both employees and employers. Some inferences about occupational injuries and illness at the county level can be made by considering data on industry and occupation frequencies in San Francisco's labor market along with state and national data on the hazards, injuries, and illnesses in those occupations and industries.

At the statewide level, injury/illness rates are available for all injuries by industry type. Data published in 2003 by the CA Department of Industrial Relations illustrates that the overall rate of nonfatal occupational industries and illnesses in California was 5.9 per 100,000 workers. Injury rates vary dramatically by industry, however. For example, the incidence rate of nonfatal occupational injuries and illnesses in public administration is 10.4 per 100,000 workers. Public administration is comprised of several sub-categories, including 'executive, legislative, and other general government support', 'justice, public order, and safety activities, and 'administration of human resource programs'. Other industries that lead in rates of nonfatal occupational injuries and illnesses are the construction industry (7.8 per 100,000 workers), education and health services (7.3 per 100,000 workers), manufacturing (5.6 per 100,000 workers), leisure/hospitality and accommodation/food services (5.7 per 100,000 workers). The lowest rates of nonfatal occupational injuries and illnesses can be found in professional and business services (3.5 per 100,000 workers), information (3.1 per 100,000 workers), and financial activities (2.8 per 100,000 workers). Importantly, these rates vary within each industry based on industry sub-category.

Incidence rates represent the number of injuries and illnesses per 100,000 full-time workers in California. Industry classifications are based on the *North American Industry Classification System* Manual, 2002 Edition. Data were derived from a longer list of selected industries. For more information on major industrial classes as well as industrial sub-categories, visit http://www.dir.ca.gov/DLSR/Injuries/2004/Menu.htm.

Rates of occupational injury are a means of comparing the number of injuries in a given industrial classification to another. The general type and severity of injuries differ significantly from job class to job class. Pain severity, cost and length of recovery, and associated time off from work vary substantially by individual as well. Finally, illness and injury reporting varies substantially with respect to occupational class and the provision of benefits and/or whether leave with pay is provided to workers. The overall perception and culture of what constitutes an injury on the job is also likely to influence the reporting of work-related injuries and illnesses. For example, among construction workers, smaller injuries may be more commonplace and therefore not considered significant enough to report.

According to the Occupational Safety and Health Administration, outreach, education and compliance assistance related to worker safety can substantially reduce the number of workplace injuries and fatalities. Despite a doubling of the number of workers and worksites in the United States between 1971 to 2006 (from 58 million workers at 3.5 million worksites to 115+ million at 7.2 million sites), OSHA has helped cut workplace fatalities by more than 60 percent and occupational injury and illness rates by 40 percent. Preventative measures, such as proper safety equipment and procedures, can dramatically improve the health and safety of workers, particularly in high-risk industries.

State Plan/Project Facts

Executive Park Subarea Plan

The Executive Park Subarea Plan anticipates a small amount of new economic/business activity to occur in the area.

Land Use

- *Objective 2, Policy 1*: Encourage the development of centralized neighborhood-serving retail uses to serve the daily needs to residents.
- *Objective 2, Policy 1, Description:* Create a town center within an easy walk for all residents to allow them to shop via foot or bicycle for daily needs, while depending on larger commercial districts like Leland Avenue in Visitacion Valley for less frequent shopping needs. Small-scale retail uses should be scattered throughout the area as it grows. The retail services provided within Executive Park should not unduly compete with existing neighborhood commercial districts outside the subarea.
- *Objective 2, Policy 1, Implementing Actions:*
  - Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive.
  - Encourage small-scale retail uses throughout the subarea.
- *Objective 2, Policy 2:* Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue.

A small parcel in the southern portion of Executive Park (south of Alanna Way and west of Harney Way) is currently zoned and will remain zoned as an M-1 district. M-1 districts provide land for industrial development. In general, the M-1 districts are more suitable for smaller industries dependent upon truck transportation. In M-1 districts, most industries are permitted, with the large or noxious ones excluded. The permitted industries have certain requirements as to enclosure, screening and minimum distance from residential districts.

Notably, the RM-3 zoning does allow the following permitted uses as of right: residential care facility for 6 or fewer; child care facility for 12 or fewer; open space for horticulture or passive recreation; public structure or use of non-industrial character; sale or lease sign; group housing or boarding; and group housing for religious orders. The following uses are allowable through a conditional use permit: medical institution; residential care facility for 7 or more; child care facility for 13 or more; elementary school; secondary school; religious institution; community facility; open recreation area; greenhouse or plant nursery; utility installation or public service facility; community garage; access driveway to C or M district; non-accessory parking for a specific use; Planned Unit Development; C-2 use in structure on designated landmark site.

Evaluation of Plan/Project

The data above illustrate nonfatal occupational injuries and illnesses in certain industrial classes, helping to identify more and less hazardous industries. The Plan will affect these industries in multiple ways, however The Plan does not discuss the quality and overall safety of jobs in EP. The HDMT development target calls for new development that anticipates commercial tenants in industries with above average occupational injury rates to provide documentation of tenant injury and illness prevention plans. The overall rate of nonfatal occupational industries and illnesses in California was 5.9 per 100,000 workers in 2003.

The Plan also describes neighborhood-serving retail uses as the primary type of long-term commercial activity to occur in the area, where the majority of jobs will be in retail sales and service industries. Within the “retail trade” industry, which most closely mirrors the types of long-term businesses anticipated in EP, there were 5.8 nonfatal injuries and illnesses per 100,000 workers in 2003, lower than the overall statewide average. Based on this comparison, the HDMT development target is not applicable as it is targeted to businesses with above average rates. Notably, injury and illness rates vary substantially by industry subcategory. For example, health and personal care stores (a sub-category of the retail trade industry) have a rate of 3.8 nonfatal injuries and illnesses per 100,000 workers. In contrast, food and beverage stores have a rate of 6.8 nonfatal injuries and illnesses per 100,000 workers. As such, if the types of neighborhood-serving retail uses brought into EP are the types that have higher than average occupational injury rates, the HDMT development target could be triggered, requiring commercial tenants to provide documentation of tenant injury and illness prevention plans. Further specificity with regards to occupational injury is not possible as The Plan does not specifically target any particular retail and service uses. Although the anticipated rate for EP is lower than the overall statewide average, SFDPH acknowledges that most occupational injuries and illnesses, even lower than average levels, are preventable and therefore the development of an injury prevention plan could benefit the health and well-being of existing workers.

In addition to evaluating impacts on commercial tenants, impacts on the contractors and construction companies hired to build at EP was also evaluated. The development process itself is expected to generate many short-term construction-related jobs, where workers are likely to be exposed to a higher risk work environment. In the construction industry, the rate was 7.8 nonfatal injuries and illnesses per 100,000 workers, significantly above the statewide rate. Given the higher than average rates of injuries in this industry and the large number of anticipated jobs associated with building 8,000 units of housing, this indicator might be impacted negatively by EP development processes. As such, The Plan could propose that construction-related businesses provide injury and illness prevention plans for their workers.

Potential Plan/Project Improvements

- Require businesses that have higher than average occupational injury rates provide documentation of injury and illness prevention plans.
- Encourage all businesses to develop a workplace injury and illness prevention plan.
- Given higher than average injury rates in the construction trades, require that contracting, construction, and building companies working at Executive Park provide documentation of injury and illness prevention plans.
- Encourage contracting, construction, and building companies working at Executive Park who also hire day laborers to have the occupational safety and health training provided by SFDPH.
- Require that developers and contractors demonstrate proof of workers compensation insurance for all employees (short or long term) as a condition of City permits.

Recommend Changes to the HDMT

- The target towards “commercial tenants” does not apply to the short-term construction process. Revise HDMT target to insure that these construction-related businesses are included.

Healthy Development Measurement Tool Application	
Element	Healthy Economy
Objective	HE.3: Increase equality in income and wealth
Indicator	HE.3.a: Income inequality
Development Target	HE.3.a: No identified development target

Community Health Assessment

Overview and Defintitions

Income inequality metrics aim to describe inequalities in the distribution of income in a specific population. Some measures like the Gini coefficient are measures based on the entire distribution of income and others capture relative differences in incomes at specific points in the distribution. The Gini coefficient measures the distribution of income relative to the distribution of people—how much income do the poorest 10% of the population control, the poorest 20%, and so on. The Gini coefficient ranges from 0 to 1, with larger values indicating greater inequality.

Percentile ratios are more easily calculated measures of inequality. They show how the resources available to a household, family or individual at one point in the income distribution relate to income for that entity at another point. One frequently used measure of income inequality is the "80/20 percentile ratio" which illustrates the ratio of income at the 80th percentile cutpoint to income at the 20th percentile cutpoint. Calculating the 80/20 percentile ratio for household incomes involves arranging household incomes from lowest to highest income, and then dividing the list of all incomes into five categories (quintiles) with equal numbers of households in each category. The income figure at the 80 percent point is divided by the income figure at the 20 percent point to generate a percentile ratio. The larger the percentile ratio, the greater the inequality.

Executive Park

Data on this indicator are currently unavailable at the EP project level.

Visitacion Valley

Data on this indicator are currently unavailable at the VV neighborhood level. Census data indicate that 14.0% of the population in VV lives below the poverty level. The per capita income in VV is $14,885 and the weighted household median income is $55,352.

Bayview Hunters Point

Data on this indicator are currently unavailable at the BVHP neighborhood level. Census data indicate that over one-fifth (21.2%) of the population in BVHP lives below the poverty level. The per capita income in BVHP is $14,482 and the weighted household median income is $43,950.

San Francisco

The Bay Area, and San Francisco County in particular, have some of the highest income disparities in the state of California. Using the 80/20 percentile ratio, the wealthiest fifth of SF households earns 4.5 times more than the poorest fifth of SF households ($249,722 vs. $58,813). Citywide, 11.3% of the population lives below the poverty level. The per capita income is $34,556 and the household median income is $59,148.

The U.S. Census provides the following description of income inequality in the United States: "Generally, the long-term trend has been toward increasing income inequality. Since 1969, the share of aggregate household income controlled by the lowest income quintile has decreased from 4.1 percent to 3.6 percent in 1997, while the share to the highest quintile increased from 43.0 percent to 49.4 percent. Most noticeably, the share of income controlled by the top 5 percent of households has increased from 16.6 percent to 21.7 percent….. ….Income inequality is not based on a comprehensive measure of household income. The Community Population Survey (conducted by the U.S. Census) does not include non-cash employer-provided benefits that households receive such as health insurance, 401-k funding, or pension contributions as income, nor do they include non-cash public benefits, such as housing assistance, Medi-Cal, or food stamps. Additionally, household incomes are measured on a pre-tax, versus after-tax, basis. Notably, "Inclusion of noncash benefits and tax payments would reduce the overall degree of measured income inequality in the U.S. and California economies, although their inclusion would not fundamentally alter the basic conclusions that are drawn from both the CPS and tax data—namely, that income dispersion has been increasing over time." Accessed online on October 23, 2006: http://www.lao.ca.gov/2000/0800_inc_dist/0800_income_distribution.pdf

According to the U.S. Census website, “Researchers believe that changes in the labor market and, to a certain extent, household composition affect the long-run increase in income inequality. The wage distribution has become considerably more unequal with workers at the top experiencing real wage gains and those at the bottom real wage losses. These changes reflect relative shifts in demand for labor differentiated on the basis of education and skill. At the same time, long-run changes in society's living arrangements have taken place also tending to exacerbate household income differences. For example, divorces, marital separations, births out of wedlock, and the increasing age at first marriage have led to a shift away from married-couple households to single-parent families and non-family households. Since non-married-couple households tend to have lower income and income that are less equally distributed than other types of households (partly because of the likelihood of fewer earners in them), changes in household composition have been associated with growing income inequality.” Available at: http://www.census.gov/hhes/www/income/incomestats.html#incomeineq

State Plan/Project Facts

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- *Objective 2, Policy 1, Description:* Create a town center within an easy walk for all residents to allow them to shop via foot or bicycle for daily needs, while depending on larger commercial districts like Leland Avenue in Visitacion Valley for less frequent shopping needs. Small-scale retail uses should be scattered throughout the area as it grows. The retail services provided within Executive Park should not unduly compete with existing neighborhood commercial districts outside the subarea.
- *Objective 2, Policy 1, Implementing Actions:*
  - Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive.
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Notably, the RM-3 zoning does allow the following permitted uses as of right: residential care facility for 6 or fewer; child care facility for 12 or fewer; open space for horticulture or passive recreation; public structure or use of non-industrial character; sale or lease sign; group housing or boarding; and group housing for religious orders. The following uses are allowable through a conditional use permit: medical institution; residential care facility for 7 or more; child care facility for 13 or more; elementary school; secondary school; religious institution; community facility; open recreation area; greenhouse or plant nursery; utility installation or public service facility; community garage; access driveway to C or M district; non-accessory parking for a specific use; Planned Unit Development; C-2 use in structure on designated landmark site.

Evaluation of Plan/Project

The Plan does not specifically discuss policy goals, objectives, or implementation steps specific to income inequality, nor does The Plan identify the types or quality of jobs (i.e., wages and benefits) that will be located in the area. Other than Objective 2, Policy 1, there are few references to economic and business activity within EP itself. Nonetheless, The Plan has the potential to influence income inequality through generating service and retail sector jobs.

While there is no development target associated with this indicator, analysis of indicators HE.1.a and HE.1.b reveals that the types of jobs to be provided through EP businesses will likely be ones that provide lower wages. The new zoning will allow ground floor retail uses and neighborhood serving businesses to locate in EP – e.g., dry cleaners, coffee shops, drug stores and hardware stores. It is hard to estimate the wages associated with jobs provided through these businesses, particularly if stores are family-owned versus corporate chains. However, retail and service sector work generally tends to

pay low wages. Data from the CA EDD finds that the entry level hourly wage for high end service workers is $11.19 and for sales workers is $8.41. EDD projects that such occupations are expected to grow over time. According to the Private Industry Council, entry-level restaurant cooks earn $8.50 per hour, janitors and cleaners $9.00, maids and housekeeping cleaners $9.40, and customer service representatives $10.00 per hour.

While the SF minimum wage ordinance will be in effect for workers in EP, the wage is not at a level that would decrease the gap between income groups. A full-time service worker earning $11.19 per hour would earn approximately $23,000 a year. This income would fall in the bottom two-fifths of the quintile distribution, thereby holding a very small share of income in SF. If this was a typical wage provided, employers located in EP would be contributing to a growth in low wage earnings and a resulting increase in income inequality. To combat this effect, The Plan could require that employers provide self-sufficiency wages (see indicator analysis HE.1.a and HE.1.b).

Potential Plan/Project Improvements

- Identify the types of jobs that will be generated through neighborhood retail businesses.
- Require that businesses who locate in Executive Park provide jobs that pay wages equal to or above self-sufficiency wages.

Healthy Development Measurement Tool Application	
Element	Healthy Economy
Objective	HE.3: Increase equality in income and wealth
Indicator	HE.3.a: Income inequality
Development Target	HE.3.a: No identified development target

Community Health Assessment

Overview and Definitions

Income inequality metrics aim to describe inequalities in the distribution of income in a specific population. Some measures like the Gini coefficient are measures based on the entire distribution of income and others capture relative differences in incomes at specific points in the distribution. The Gini coefficient measures the distribution of income relative to the distribution of people—how much income do the poorest 10% of the population control, the poorest 20%, and so on. The Gini coefficient ranges from 0 to 1, with larger values indicating greater inequality.

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- *Policy 1 Description:* "Create a town center within an easy walk for all residents to allow them to shop via foot or bicycle for daily needs, while depending on larger commercial districts like Leland Avenue in Visitacion Valley for less frequent shopping needs. Small-scale retail uses should be scattered throughout the area as it grows. The retail services provided within Executive Park should not unduly compete with existing neighborhood commercial districts outside the subarea." (page 6)
- *Policy 1 Implementing Actions:* "Require ground-floor neighborhood commercial uses at the corners of Executive Park Boulevard and Thomas Mellon Drive." (page 6)
- *Policy 1 Implementing Actions:* "Encourage small-scale retail uses throughout the subarea." (page 6)
- *Objective 2, Policy 2:* "Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue."

A small parcel in the southern portion of Executive Park (south of Alanna Way and west of Harney Way) is currently zoned and will remain zoned as an M-1 district. M-1 districts provide land for industrial development. In general, the M-1 districts are more suitable for smaller industries dependent upon truck transportation. In M-1 districts, most industries are permitted, with the large or noxious ones excluded. The permitted industries have certain requirements as to enclosure, screening and minimum distance from residential districts.

Notably, the RM-3 zoning does allow the following permitted uses as of right: residential care facility for 6 or fewer; child care facility for 12 or fewer; open space for horticulture or passive recreation; public structure or use of non-industrial character; sale or lease sign; group housing or boarding; and group housing for religious orders. The following uses are allowable through a conditional use permit: medical institution; residential care facility for 7 or more; child care facility for 13 or more; elementary school; secondary school; religious institution; community facility; open recreation area; greenhouse or plant nursery; utility installation or public service facility; community garage; access driveway to C or M district; non-accessory parking for a specific use; Planned Unit Development; C-2 use in structure on designated landmark site.

Evaluation of Plan/Project

The Executive Park Subarea Plan does not specifically discuss policy goals, objectives, or implementation steps specific to income inequality, nor does the Plan identify the types or quality of jobs (i.e., wages and benefits) that will be located in the area. Other than Objective 2, Policy 1, there are few references to economic and business activity within Executive Park itself. Nonetheless, the EP Subarea Plan has the potential to influence income inequality through generating service and retail sector jobs.

While there is no development target associated with this indicator, analysis of indicators HE.1.a and HE.1.b reveals that the types of jobs to be provided through EP businesses will likely be ones that provide lower wages. The new zoning will allow ground floor retail uses and neighborhood serving businesses to locate in Executive Park – i.e., dry cleaners, coffee shops, drug stores and hardware stores. It is hard to estimate the wages associated with jobs provided through these businesses, particularly if stores are family-owned versus corporate chains. However, retail and service sector work generally tends to pay low wages. Data from the CA EDD finds that the entry level hourly wage for high end service

workers is $11.19 and for sales workers is $8.41. EDD projects that such occupations are expected to grow over time. According to the Private Industry Council, entry-level restaurant cooks earn $8.50 per hour, janitors and cleaners $9.00, maids and housekeeping cleaners $9.40, and customer service representatives $10.00 per hour.

While the San Francisco minimum wage ordinance will be in effect for workers in Executive Park, the wage is not at a level that would decrease the gap between income groups. A full-time service worker earning $11.19 per hour would earn approximately $23,000 a year. This income would fall in the bottom two-fifths of the quintile distribution, thereby holding a very small share of income in San Francisco. If this was a typical wage provided, employers located in EP would be contributing to a growth in low wage earnings and a resulting increase in income inequality. To combat this effect, the EP Subarea Plan could require that employers provide self-sufficiency wages (see analysis of indicators HE.1.a and HE.1.b).

Potential Plan/Project Improvements

- Identify the types of jobs that will be generated through neighborhood retail businesses.
- Require that businesses who locate in Executive Park provide jobs that pay wages equal to or above self-sufficiency wages.

Recommend Changes to the HDMT

- The data and explanation is not clear. Revise to reflect what proportion of aggregate household income is controlled by the lowest income quintile.

Healthy Development Measurement Tool Application	
Element	Healthy Economy
Objective	HE.4: Benefits and protects natural resources and the environment
Indicator	HE.4.a: Businesses meeting or exceeding City green business standards
Development Target	HE.4.a: No identified development target

Community Health Assessment

Overview and Definitions

This indicator focuses on Green Business practices for commercial tenants, which go above and beyond the implementation of LEED and EnergyStar for buildings. In other words, for a building to be LEED or EnergyStar certified does not mean that the tenant business locating into that space will meet the criteria of the SF Green Business Program. Many of the energy and water efficient products and the stormwater management systems will support EP in the long run with respect to sustainability. To be certified as a green business, however, day-to-day behaviors, practices and standards must also be put in place to achieve program goals. For example, according the Bay Area Green Business Program, businesses would be expected to comply with a number of "general practices," which include:

- Monitoring and recording rates of water and energy usage and solid and hazardous waste generation.
- Providing three on-going incentives or training opportunities to encourage management and employee participation.
- Informing customers about efforts to meet the Green Business Standards.
- Assisting at least one other business in learning about the Green Business Program and encouraging them to enroll.

Certified green businesses are also expected to implement specific resource conservation and pollution prevention measures as follows:

Energy Conservation:
Having local energy utility or an energy service company conduct a commercial energy assessment.
Performing regular maintenance on heating, ventilation and air conditioning (HVAC) system.
Implementing 2 alternative technologies and 5 behavioral changes.

Water Conservation:
Conducting an indoor/outdoor water balance or assessment.
Implementing all applicable simple conservation measures.
Implementing 3 of the suggested or industry specific water conservation measures.

Solid Waste Reduction and Recycling:
Conducting a waste reduction assessment of solid waste streams.
Implementing solid waste reduction and recycling measures:

- Reducing paper waste in 5 different ways.
- Incorporating waste reduction methods into your business in 5 ways.
- Segregating and recycling or reusing 5 types of materials from your solid waste streams.
- Purchasing 3 recycled or used materials/products for your business.

Pollution Prevention:
Conducting an assessment of your facility to identify pollution prevention opportunities.
Implementing pollution prevention measures:

- Implementing 6 good housekeeping and operating practices.
- Implementing 3 material, product, technology or process changes.
- Reusing or recycling hazardous materials/wastes in 3 ways.
- Preventing contamination of storm water and runoff by implementing 4 measures.
- Implementing at least 3 measures with the goal of reducing vehicle emissions.

For more information of the Bay Area Green Business Program, visit: http://www.greenbiz.abag.ca.gov/BGStandards.html.

Executive Park

There are currently no certified green businesses located in the EP project area.

Visitacion Valley

There are currently no certified green businesses located in the VV neighborhood.

Bayview Hunters Point

There are currently four certified green businesses located in the BVHP neighborhood. These include: 1) Pet Camp, located at 525 Phelps Street, a kennel that provides pet care services for cats and dogs; 2) Woodshanti, located at 909 Palou Avenue, a worker-owned cooperative that builds custom furniture using responsibly harvested lumber and natural finishes; 3) Orbeco, located at 250 Napoleon Street, a French company that makes and distributes green cleaning products; and, 4) a San Francisco Chronicle printing plant located at 2000 Marin Street.

San Francisco

There are currently over fifty certified green businesses in SF as of January 2007. The Bay Area Green Business Program is a cooperative effort that assists businesses and public agencies to come into compliance with all environmental regulations, and take steps to prevent pollution and conserve resources. Certified green businesses and public agencies may display the Green Business logo on their premises and in their advertising. The Green Business Program markets the logo so that consumers can identify environmentally responsible businesses. The public's growing environmental awareness represents purchasing power that can motivate businesses to become "green."

According to the San Francisco Green Business Program (SFGBP), SFGBP recognizes businesses that 1) comply with all environmental regulations (including those pertaining to air quality, wastewater discharge, storm water management, chemical storage and handling, and hazardous waste management) and, 2) take steps to go beyond compliance to meet certain general practices and adopt environmentally-sound practices in the four areas of energy efficiency, water conservation, solid and hazardous waste reduction, and pollution prevention.

According to the San Francisco Green Business Program (SFGBP), "the City and County of San Francisco launched its Green Business Program in early 2004….At present, the SFGBP is focused on the hotel, restaurant and office sectors. The goal of the San Francisco Green Business Program is to achieve a healthier and cleaner environment by helping businesses integrate environmental responsibility into their operations in a manner that is sustainable as well as profitable. San Francisco Green Business Program is a partnership of various City agencies that promote, recognize and provide hands-on support to local businesses that operate in an environmentally responsible way. The San Francisco Green Business Team includes the San Francisco Department of Public Health, San Francisco Department of the Environment, San Francisco Public Utilities Commission and various other agencies participating in an advisory role. This team provides free pollution prevention and resource conservation assistance to the San Francisco business community." Accessed at http://www.greenbiz.abag.ca.gov/BGStandards.html.

Stated Plan/Project Facts

Executive Park Subarea Plan

Land Use

- *Objective 2, Policy 1*: Encourage the development of centralized neighborhood-serving retail uses to serve the daily needs to residents.
- *Objective 2, Policy 1, Description:* Create a town center within an easy walk for all residents to allow them to shop via foot or bicycle for daily needs, while depending on larger commercial districts like Leland Avenue in Visitacion Valley for less frequent shopping needs. Small-scale retail uses should be scattered throughout the area as it grows. The retail services provided within Executive Park should not unduly compete with existing neighborhood commercial districts outside the subarea.
- *Objective 2, Policy 1, Implementing Actions:*
  - Require ground-floor neighborhood commercial uses at corners of Executive Park Blvd & Thomas Mellon Dr.
  - Encourage small-scale retail uses throughout the subarea.
- *Objective 2, Policy 2:* Improve physical connections that would encourage residents to shop in nearby neighborhood commercial districts, such as Leland Avenue.

Urban Design

- *Objective 3:* Promote the sustainability of resources.
- *Objective 3, Policy 1:* In the design and construction of new buildings, streets, and open space in Executive Park, use best practices for sustainable design and resource conservation.
- *Objective 3, Policy 1, Description:* Sustainability addresses topics including energy, hazardous materials, water, human health, parks, open spaces, streetscapes, transportation and building methodologies and technologies. Promote resource conservation and rehabilitation of the built environment, using an environmentally sensitive "green building standards" approach to development. Ongoing commitment to conservation saves, recycles, rehabilitates and reuses valuable materials. The components of green building standards include resource-efficient

design principles both in rehabilitation and deconstruction projects, the appropriate selection of materials, space allocation within buildings and sites for recycling, and low-waste landscaping techniques. The salvage and reuse of construction and demolition materials that are structurally sound as part of new construction and rehabilitation projects promotes the principles of green building standards and achieves sustainability.

A small parcel in the southern portion of Executive Park (south of Alanna Way and west of Harney Way) is currently zoned and will remain zoned as an M-1 district. M-1 districts provide land for industrial development. In general, the M-1 districts are more suitable for smaller industries dependent upon truck transportation. In M-1 districts, most industries are permitted, with the large or noxious ones excluded. The permitted industries have certain requirements as to enclosure, screening and minimum distance from residential districts.

Evaluation of Plan/Project

There is no identified HDMT development target for this indicator, however The Plan can include provisions to encourage or require new commercial uses to adhere to San Francisco green business standards. The Plan as currently written does not include such provisions.

Green business practices are most closely related with day-to-day resource conservation and pollution prevention. The SF Planning Department has referred to EP as San Francisco's first sustainable neighborhood (July 2006 presentation), which implies that both residential and commercial buildings will be environmentally sustainable. The Plan includes objectives, policies and descriptions on environmentally friendly (or "green") building design in The Plan's Urban Design element and in the Design Guidelines. Such policies and guidelines primarily relate to how residential buildings are constructed and what types of products are installed to be more energy and water efficient and to minimize waste. The Plan also states that EP development should seek LEED or EnergyStar certification. The Plan notes that neighborhood serving retail uses will be built in as ground floor uses in EP. As such, EP residential buildings that include LEED or EnergyStar certification would apply to commercial building spaces as well (assuming they are integrated into residential buildings). However, The Plan does not require any of these policies and implementing actions, nor does it comment on resource conservation and pollution prevention standards with respect to future businesses who might locate in the EP area. See the Environmental Sustainability element of this report for an analysis of The Plan with respect to specific HDMT objectives and indicators.

EP is a community being built from the ground up. If buildings are designed to be resource efficient and pollution preventing (e.g., by being LEED compliant or by using EnergyStar products), tenant businesses will be in a much better place to comply with the SF Green Business Program. According to Ilana Gauss, Green Programs Specialist with SFDPH, businesses in large tenant buildings that are not built to be resource efficient have a much harder time being certified by the SFGBP (phone conversation, 4/17/07). Business tenants often do not have control over building attributes such as lighting and toilets. At times, the SFGBP will encourage a tenant business to make such changes themselves. In many cases, however, the cost is prohibitive.

The Plan focuses primarily on the first step of "green" building. The Plan could go beyond this to also set a standard for how new businesses should operate in SF. For example, The Plan could simply require compliance with the SF Green Business Program as a prerequisite for operating a business in EP. There are a number of specific activities The Plan could also require of businesses (e.g., via a community benefits agreement) to support observance of green business standards, beyond the potential LEED or Energy Star compliance. For example, businesses could use low toxicity cleaning products; recycle all paper, cardboard, fluorescent lamps, bottles, batteries, toner and ink cartridges, cans, spent fuel canisters, and old cell phones; stock recycled, reusable, rechargeable, tree-free and other environmentally preferred products; reuse all packaging materials; and, stop the use of pesticides in businesses.

Given that there are currently no green businesses in EP, the promotion of green business practices would support the overall goal of sustainability for the neighborhood and for the City. Furthermore, as new residents of EP will likely draw on surrounding neighborhoods for additional resources, businesses in adjacent neighborhoods may ultimately use more energy to support the new demand. The Plan could provide support to these businesses with respect to resource conservation and pollution prevention practices to mitigate the impacts associated with new residents.

Potential Plan/Project Improvements

- Revise existing Plan policies/actions to require resource efficiency & pollution prevention in development process.
- Establish clear design guidelines that require compliance with LEED and EnergyStar for developers.
- Add a new policy to require compliance with the SF Green Business Program standards as a prerequisite for a certain proportion of new business in EP via The Plan or a development agreement.
- Provide support to businesses in adjacent neighborhoods with respect to resource conservation and pollution prevention practices to mitigate the impacts associated with new residents.