# 4.3 Growth

This section describes potential for the build alternatives to induce or otherwise affect population growth in and around the Geary corridor in excess of relevant planned growth (as expressed through zoning). Changes in population growth are dependent on many factors, including economics, land use patterns, and the availability/adequacy of developable sites, infrastructure, and utilities.

## 4.3.1 | Regulatory Setting

### 4.3.1.1 | REGIONAL/LOCAL REGULATIONS

DEFINITION

**PRIORITY DEVELOPMENT AREA (PDA): Locally identified areas with potential to accommodate new housing and/or employment opportunities in close proximity to existing or planned transit lines.**

*Plan Bay Area 2040*, a joint effort of the Association of Bay Governments (ABAG) and the Metropolitan Transportation Commission (MTC) identified "Priority Development Areas" (PDAs) throughout the nine-county Bay Area region. PDAs are areas identified as having the potential to accommodate new housing and/or employment opportunities near existing or planned transit lines. Within San Francisco, 15 PDAs were identified, generally comprising much of the eastern half of San Francisco, including the downtown area, transit corridors, and eastern neighborhoods.

At the local level, growth is most directly managed by the San Francisco *General Plan*. As set forth in Section 4.1, the *General Plan* includes a number of area plans, the majority of which are located in or near the Downtown/Civic Center, Financial District, and South of Market neighborhoods.

## 4.3.2 | Affected Environment

### 4.3.2.1 | GROWTH STUDY AREA DEFINED

The build alternatives have the potential to affect population and job growth throughout the immediate Geary corridor, but also to areas in close proximity to the corridor. A substantial transportation investment like bus rapid transit service would be expected to have a "catchment area" extending at least a quarter mile on either side of the corridor. Therefore, for the purposes of studying potential growth related effects, this analysis uses a specific study area. The growth study area (study area) extends about one-half mile on either side of the Geary corridor. The study area is comprised of a number of traffic analysis zones (TAZs).[1] TAZs are geographic units defined and developed for the purposes of traffic modeling. TAZs in the Bay Area are set forth in countywide transportation models. TAZs incorporate both existing population and demographic information along with similar projections. The projections inherent in the affected TAZs are derived from ABAG's *Projections 2013*. ABAG prepares its forecasts from a variety of sources, including adopted local plans, interviews with local planning officials, and state/regional/national demographic data.

**The growth study area extends about one-half mile on either side of the Geary corridor**

**The Geary corridor (looking east)**

[1] The growth study area is essentially similar in geography to the study area defined in Section 4.2 (Community Impacts). The two study areas are comprised of different units. The community impacts study area is composed of both TAZs and U.S. census block groups, whereas TAZs are used exclusively in defining the growth study area.

#### 4.3.2.2 | DEMOGRAPHIC TRENDS

**Between 2010 and 2035, San Francisco is expected to gain more than 210,000 people and more than 80,000 new households**

Projected population, housing, and employment within the study area and San Francisco are described below and shown in Table 4.3-1. Robust growth is anticipated for San Francisco. Between 2010 and 2035, San Francisco is expected to gain more than 210,000 residents and more than 80,000 new households. These figures represent increases exceeding 20 percent of the 2010 population and number of housing units. Comparable rates of growth are projected for the study area.

**Table 4.3-1 Population and Housing Projections; 2010-2035**

| | POPULATION | | | | |
|---|---|---|---|---|---|
| | 2010 | 2015 | 2025 | 2035 | PERCENT CHANGE, 2010-2035 |
| Study Area | 222,473 | 232,185 | 253,265 | 274,637 | 23% |
| San Francisco | 781,531 | 821,171 | 906,223 | 992,192 | 27% |
| | HOUSING (HOUSEHOLDS) (PERCENT CHANGE) | | | | |
| | 2010 | 2015 | 2025 | 2035 | PERCENT CHANGE, 2010-2035 |
| Study Area | 118,722 | 124,099 | 135,388 | 145,675 | 23% |
| San Francisco | 345,936 | 362,095 | 395,691 | 426,508 | 23% |

Source: ABAG Projections, 2013. See also 2010 U.S. Census data in Table 4.2.1.

As shown in Table 4.3-2, employment in the study area is anticipated to increase by 16 percent between 2010 and 2035, compared with a projected 30 percent increase for San Francisco as a whole. Most of the growth in the study area is projected to occur east of Masonic Avenue; relatively little growth is expected in the Richmond District.

**Table 4.3-2 Employment Projections; 2010-2035**

| | 2010 | 2015 | 2025 | 2035 | PERCENT CHANGE 2010-2035 |
|---|---|---|---|---|---|
| Study Area | 341,869 | 354,926 | 380,315 | 397,351 | 16% |
| San Francisco | 569,926 | 612,028 | 695,718 | 741,374 | 30% |

Source: 2013 ABAG Projections as distributed with the City and County of San Francisco by the San Francisco Planning Department

#### 4.3.2.3 | DEVELOPMENT TRENDS

The Geary corridor is located within a developed urban environment with extensive supporting infrastructure and utilities (discussed in detail in Section 4.6, Utilities).

Several regional projections anticipate a large increase in employment in San Francisco; both in the number of jobs and the number of employed San Francisco residents. Increases in both the total number of San Francisco residents and the total number of employed residents increase the demands placed on housing and the transportation system.

Multiple transportation and residential and commercial development projects are planned or are underway within the study area. Table 4.3-3 lists major planned, approved, and reasonably foreseeable projects within this area. For more detailed information about these projects, refer to Chapter 2, Section 2.7 (Related and

Planned Projects). The list of projects below, which was updated in April 2017, includes transportation and development projects that would be expected to directly increase population or employment (through the construction of new housing, office/commercial space, or improve transportation infrastructure and/or capacity). This list, though not exhaustive, is representative of the types of development and magnitude projected.

**For more detailed information on other projects within the study area, refer to Chapter 2, Section 2.7 (Related and Planned Projects)**

**Table 4.3-3 Major Planned and Reasonably Foreseeable Projects**

| PROJECT NAME | ADDRESS/LOCATION | PROJECT TYPE | DESCRIPTION |
|---|---|---|---|
| Van Ness Avenue Bus Rapid Transit (BRT) | Van Ness Avenue between Lombard Street and Mission Street | Transportation | San Francisco Municipal Transportation Agency (SFMTA) proposes to implement BRT improvements along Van Ness Avenue from Lombard Street to Mission Street. Project under construction as of 2016 through 2020. |
| 19th Avenue/Park Presidio Transportation Plan | 19th Avenue/Park Presidio | Transportation | Street modifications to improve multimodal conditions. |
| Central Subway Project | Central San Francisco between Chinatown and 4th and King Street | Transportation | The second phase of San Francisco's<br>Third Street Light Rail Project that will link the Little Hollywood and Visitacion Valley communities with Union Square and Chinatown. |
| Masonic Avenue Streetscape Improvement Project | Along Masonic Avenue between Geary Blvd and Fell Street | Transportation | Street modifications to improve multimodal conditions. |
| Polk Street Improvement Project | Along Polk Street between Market and Union Street | Transportation | Bicycle route relocation and street improvements. |
| Muni Forward (formerly known as the Transit Effectiveness Project or TEP) | Citywide | Transportation | SFMTA's program to enhance safety for people walking, create a Rapid Network, and improve Muni reliability through two key programs: service changes and transit priority projects that redesign streets to reduce transit delay. |
| Better Market Street Project | Market Street between Octavia Boulevard and The Embarcadero | Transportation/Place Making | A SFPW public visioning and revitalization project along Market Street. |
| WalkFirst/Vision Zero: San Francisco Pedestrian Safety Improvement Program | 170 San Francisco intersections, including 25 located in the Geary corridor | Transportation | Pedestrian safety upgrades: bulb-outs, signal timing changes, continental crosswalks, and roadway striping changes. |
| SFgo | Citywide | Transportation Infrastructure | An advanced traffic signal management program that would interconnect traffic signals and thus better coordinate traffic queuing. |
| Doyle Drive / Presidio Parkway Project | Doyle Drive/US 101 | Transportation | Replacement of Doyle Drive and Highway 1 approaches to the Golden Gate Bridge. |

| PROJECT NAME | ADDRESS/LOCATION | PROJECT TYPE | DESCRIPTION |
|---|---|---|---|
| Transbay Transit Center | Mission and 1st Street | Transportation | New five-story transit center for bus, Caltrain, and future California High-Speed Rail Service; 5.4 acres of park space. |
| California Pacific Medical Center (CPMC) Cathedral Hill Campus | Intersection of Geary Street and Van Ness Avenue | Commercial/ Medical | Construction of a new 730,888-gross square foot (gsf) medical campus at Geary Street and Van Ness Avenue. |
| Japantown Cultural Heritage and Economic Sustainability Strategy (JCHESS) | 22 Peace Plaza | Community and Economic Development | An SF Planning economic development and cultural heritage preservation program. |
| 350 Mission Street Office Tower | 350 Mission Street | Commercial Development | Construction of a 30-story, 455-foot tall office tower occupying about 420,000 gsf. The ground floor would provide retail and restaurant space as well as publically accessible indoor and outdoor open space. |
| 344 Fulton Street – Central Freeway Parcel F | 344 Fulton Street | Commercial / Nonprofit development | Removal of the surface parking lot and construction of two new buildings; one 58-foot Boys & Girls Club of San Francisco clubhouse and office headquarters and an 81-foot mixed-use residential/retail building (56,320 gsf). |
| 400 Grove Street – Central Freeway Parcel H | 400 Grove Street | Residential/ Commercial Mixed Use | Construction of a 40,695 gsf. mixed-use building providing 33 residential units and 2,000 gsf of retail space. |
| SKS Freemont, LLC – 181 Fremont Street | 181 Fremont Street | Residential/ Commercial Mixed Use | Demolition of two existing structures and construction of one 700-foot tall tower located on two lots. The tower would be about 15,310 gsf and provide a mix of office, residential and retail uses. |
| PPF Paramount Group – 75 Howard Street Project | 75 Howard Street | Residential/ Commercial Mixed Use | Demolition of existing parking garage and construction of a 31-story, 348-foot building with about 432,253 gsf residential and 5,658 gsf retail. |
| Oyster Development Corp., 1634 Pine Street, LLC | 1634 Pine Street | Residential/ Commercial Mixed Use | Demolition of five existing buildings and construction of two 13-story residential towers with ground floor commercial use. |
| The Mexican Museum and Residential Tower | 706 Mission Street | Residential/ Commercial Mixed Use | Construction of a 47-story, 550-foot tall tower and renovation of the existing Aronson Building. Up to 43 floors of residential space and 4 floors of museum/retail space. |
| 200-214 6th Street | 6th Street | Residential/ Commercial Mixed Use | Demolition of existing building and construction of 9-story, 85-foot tall, 68,450 gsf building with 67 affordable housing units, about 47,710 square feet of residential space, and 2,845 gsf of ground-floor commercial space. |

| PROJECT NAME | ADDRESS/LOCATION | PROJECT TYPE | DESCRIPTION |
|---|---|---|---|
| 465 Tehama Street LLC. | 465 Tehama Street and 468 Clementina Street | Residential | Construction of a four-story, 9,762 gsf residential building at 468 Clementina with access from 465 Tehama Street. |
| 248-252 9th Street | 248-252 9th Street | Residential/ Commercial Mixed Use | Demolition of the existing buildings and merger of the two lots on the project site, and construction of a five-story, 50-foot-tall, 18,697 gsf mixed-use residential-commercial building. |
| 5M Project | 925-967 Mission Street | Residential/ Commercial Mixed Use | Retention and rehabilitation of two historic buildings, demolition of six buildings and construction of five buildings ranging in height between 50 to 400 feet. Total square footage would include about 1.85 million gsf of new and existing uses: 1,132,200 gsf of office uses, (814,500 gsf of net new office space), 552,800 gsf of residential uses (about 748 dwelling units), up to 146,900 gsf of active ground floor retail/office/cultural/education uses, and 18,200 gsf of arts/cultural/education uses. |
| Booker T. Washington Community Center Mixed Use Project | 800 Presidio Avenue | Residential/ Commercial Mixed Use | Demolition of the Booker T. Washington Community Center building and construction of about 70,000 gsf of community center and residential uses. |
| PPF Paramount Group – 75 Howard Street Project | 75 Howard Street | Residential/ Commercial Mixed Use | New 31-story residential building with ground floor retail. |
| 1634-1690 Pine Street | 1634-1690 Pine Street | Residential/ Commercial Mixed Use | Demolition of existing five buildings and construction of one building with two 13-story residential towers with commercial use on the ground and second floors. 353,360 gsf and would include about 262 new for-sale residential units. About 221,760 total gsf 5,600 gsf of commercial space. |
| Salesforce Tower | Mission and 1st Street | Office/Commercial | New 61-story office adjacent to new Transbay Transit Center. |
| Octavia Boulevard Enhancement Project | Octavia Boulevard between Market Street and Hayes Street, as well as from intersecting corridors | Transportation | Sidewalk bulbouts, extended center medians and landscape, and other traffic safety and streetscape upgrades. |
| Central SoMa Plan | Area bounded by Market Street, Townsend Street, 2nd Street, and 6th Street | Residential/ Commercial Mixed Use | The Plan seeks to encourage and accommodate housing and employment growth within the Plan area, including transit-oriented development and new/improved open spaces. |
| Market Street Hub Project | Area surrounding intersection of Market Street and Van Ness Avenue | Residential/ Commercial Mixed Use | The Hub Project seeks to increase affordable housing, support transit enhancements, improve the urban form, enhance the public realm, and encourage the arts. |

| PROJECT NAME | ADDRESS/LOCATION | PROJECT TYPE | DESCRIPTION |
|---|---|---|---|
| Powell Streetscape Project | Powell Street, between Geary and Ellis streets | Transportation | Design and construction of a new streetscape layout for Powell Street between Geary and Ellis streets |

Source: City and County of San Francisco Planning Department 2013-2017.

## 4.3.3 | Methodology

Transportation projects, such as the proposed build alternatives, can influence population growth, along with regulatory and economic conditions, as well as the availability of developable sites and necessary public services.

The alternatives were evaluated for potential growth-related effects in terms of the project's consistency with existing and planned land uses, planned growth, and San Francisco's adopted plans and policies related to planned land uses and transportation investments. The alternatives have the potential to result in construction-period and/or operational-period effects as noted below.

Construction-Period Effects

- Temporary employment opportunities
- Sidewalk closures, detours, and other temporary construction measures

Operational-Period Effects

- Consistency with planned development/planned land uses
- Changes to existing development patterns, population, housing, or employment densities

Potential growth-related effects listed above were evaluated in terms of changes in transit capacity, land use, and ability to serve future anticipated growth.

This analysis considered demographic and development trends existing in the Geary corridor as of 2010, although more current information was also used when available. For the purposes of evaluating future conditions, however, 2010 served as the environmental baseline.

## 4.3.4 | Environmental Consequences

This section describes potential impacts and benefits for growth. The analysis compares each build alternative relative to the No Build Alternative.

As set forth in Section 4.3.4.1, the modifications to the Hybrid Alternative/LPA since publication of the Draft EIS/EIR do not change the conclusions regarding growth impacts in the Draft EIS/EIR.

### 4.3.4.1 | HYBRID ALTERNATIVE/LPA MODIFICATIONS: ANALYSIS OF POTENTIAL ADDITIVE EFFECTS SINCE PUBLICATION OF THE DRAFT EIS/EIR

As discussed in Section 2.2.7.6, the Hybrid Alternative/LPA now includes the following six minor modifications added since the publication of the Draft EIS/EIR:

1) Retention of the Webster Street pedestrian bridge;
2) Removal of proposed BRT stops between Spruce and Cook streets (existing stops would remain and provide local and express services);

3) Addition of more pedestrian crossing and safety improvements;
4) Addition of BRT stops at Laguna Street;
5) Retention of existing local and express stops at Collins Street; and
6) Relocation of the westbound center- to side-running bus lane transition to the block between 27th and 28th avenues.

This section presents analysis of whether these six modifications could result in any new or more severe growth impacts during construction or operation. As documented below, the Hybrid Alternative/LPA as modified would not result in any new or more severe growth impacts relative to what was disclosed in the Draft EIS/EIR.

### *Retention of the Webster Street Pedestrian Bridge*

**Construction:** As demolition of the existing Webster Street pedestrian bridge would no longer occur, this would require less construction activity at this location, thereby reducing short-term disruptions that could influence population or job growth. Therefore, this modification would not result in new or more severe growth impacts during construction.

**Operation:** During operation, retention of the Webster Street bridge would maintain the existing pedestrian overcrossing of Geary. As this modification would retain the existing bridge, no changes to development patterns, population, housing, or employment densities would result. Therefore, this modification would not result in new or more severe growth impacts during operation.

### *Removal of Proposed BRT Stops between Spruce and Cook Streets*

**Construction:** The removal of proposed BRT stops between Spruce and Cook streets would eliminate construction activity outside the curb-to-curb portion of the right-of-way in this area. This would reduce short-term disruptions that could influence population or job growth. Therefore, this modification would not result in new or more severe growth impacts during construction.

**Operation:** Operationally, although BRT service would not be provided at Spruce Street as a result of the modification, the immediate area would still be served by local and express bus services. Retention of the existing stops would not change existing development patterns, population, housing, or employment densities and would remain consistent with planned development and planned land uses. Therefore, no adverse effects to growth would result and this modification would not result in new or more severe growth impacts during operation.

### *Addition of More Pedestrian Crossing and Safety Improvements*

**Construction:** Implementation of additional pedestrian enhancements throughout the corridor would entail localized construction activities where new pedestrian crossing bulbs would be constructed. As with other project components, construction of additional pedestrian improvements would occur entirely within the public right of way, limiting the ability of construction to result in adverse short-term disruptions that could influence population or job growth. While the additions would increase the absolute number of pedestrian enhancements relative to what was analyzed in the Draft EIS/EIR, each additional enhancement would have a short construction duration and thus minimal to negligible capacity to change existing development patterns, population, housing, or employment densities.

Therefore, this modification would not result in new or more severe growth impacts during construction.

**Operation:** Once operational, additional pedestrian enhancements would further improve pedestrian access along the Geary corridor, complementing existing and planned land uses. Therefore, this modification would not result in new or more severe growth impacts during operation.

### *Addition of BRT Stops at Laguna Street*

**Construction:** Construction of transit islands would occur entirely within the existing transportation right-of-way and would be short (2-3 weeks) in duration, with minimal excavation and short-term traffic lane and/or sidewalk closures, limiting the potential for disruptions of such magnitude that they could influence population or job growth. Construction-period impacts would be similar to other short-term construction effects described in this section and would not change existing development patterns, population, housing, or employment densities. Therefore, this modification would not result in new or more severe growth impacts during construction.

**Operation:** Similar to other components of the corridor-wide project, operation of BRT service at Laguna Street would be consistent with planned development and improve transit capacity and operations in the area. This would enhance transit service at Laguna Street, but the addition of a single set of BRT stops would not be expected to substantially change anticipated growth in this area. Therefore, this modification would not result in new or more severe growth impacts during operation.

### *Retention of Existing Local and Express Stops at Collins Street*

**Construction:** As this modification would retain existing bus stops, it would eliminate construction activity outside the curb-to-curb portion of the right-of-way in this location. This would have no foreseeable effect on existing development patterns, population, housing, or employment densities in the immediate area. Therefore, this modification would not result in new or more severe growth impacts during construction.

**Operation:** Similar to other components of the corridor-wide project, retention of the Collins Street local and express bus stops would be consistent with planned development and planned land uses and would not change existing development patterns, population, housing, or employment densities. This would enhance transit service at Collins Street, thereby maintaining and enhancing existing land uses, and would not result in adverse growth effects. As this modification would retain existing bus stops/existing transit conditions in this area, no new or more severe growth impacts would be expected to occur during operation.

### *Relocation of the Westbound Center- to Side-Running Bus Lane Transition*

**Construction:** Relocation of the westbound bus lane transition at 27th Avenue would not alter the level of construction activities but would simply shift about half of it one block to the west. Therefore, this modification would not result in any new or more severe construction effects that could affect population or job growth.

**Operation:** Similarly, shifting the location of the transition one block to the west would not change the nature of bus operations. The project would remain consistent with planned development and planned land uses and would not change existing development patterns, population, housing, or employment densities. Thus, this modification would not result in new or more severe impacts to growth during project operation.

#### 4.3.4.2 | NO BUILD ALTERNATIVE – CONSTRUCTION EFFECTS

The No Build Alternative includes the construction of several previously approved transit and streetscape improvements. Given the nature of these improvements and their anticipated construction between 2015 and 2020, their construction would be unlikely to have any measurable effect on local employment and thus would not lead to substantial local population growth. Adherence to City regulations for work conducted in public rights-of-way (see discussion in Section 4.6.1.3) would limit the ability of such construction work to result in adverse short-term disruptions that could influence population or job growth. Finally, the proposed improvements would not substantially increase transit capacity on the Geary corridor. Based on the foregoing, the No Build Alternative would not have an adverse effect related to growth.

#### 4.3.4.3 | BUILD ALTERNATIVES – CONSTRUCTION EFFECTS

Adherence to City regulations for work conducted in public rights-of-way (see discussion in Section 4.6.1.3) would limit the ability of construction of any of the build alternatives to result in adverse short term disruptions that could influence population or job growth. Further, construction of the build alternatives would be of relatively short duration. Refined construction information for the Hybrid Alternative/LPA is discussed at Section 2.2.7.5.7 as well as within Section 4.15. As set forth in these sections, construction activity would not be expected to exceed 12 months at any given location along the corridor, inclusive of any coordinated utility work. The other build alternatives, with some exceptions, would likely result in similar construction durations, although the extensive activity associated with the Fillmore Street underpass filling (Alternatives 3 and 3-Consolidated) would require much more extensive construction efforts (street reconstruction) than the Hybrid Alternative/LPA or Alternative 2.

Moreover, potential adverse effects to land use would be successfully avoided or minimized through adherence to the avoidance, minimization, and mitigation measures proposed for Community Impacts (see Section 4.2.3.1). In all, there would be no adverse effects to growth during construction of any of the build alternatives.

#### 4.3.4.4 | NO BUILD ALTERNATIVE – OPERATIONAL EFFECTS

The transit and streetscape improvements comprising the No Build Alternative would provide modest streetscape enhancements of particular benefit to pedestrians and transit riders. However, these improvements would not substantially increase transit capacity, a key element of the project's overall purpose. Because the No Build Alternative would not substantially increase transit capacity, the No Build Alternative would not result in adverse effects to growth.

#### 4.3.4.5 | BUILD ALTERNATIVES – OPERATIONAL EFFECTS

A key purpose of the build alternatives is to improve transit capacity as a means of better accommodating existing and projected transit needs. Such needs stem from the substantial increases in population, housing, and employment anticipated to occur in the eastern portion of the study area and in San Francisco as a whole by the year 2035.

Any of the build alternatives would complement both existing and planned land uses in the study area by providing improved transit service to existing and potential future riders. Notably, existing zoning in the western portion of the Geary corridor generally precludes the potential for substantial increases in development and in turn substantial population growth. In the eastern portion of the corridor, which includes areas designated as PDAs, the build alternatives would be consistent with underlying planning and zoning, which support anticipated job and population growth.

None of the build alternatives would substantially change existing development patterns, population, housing, or employment densities beyond what is projected for the study area, San Francisco, and the greater Bay Area region. As noted in Section 4.1 (Land Use), the build alternatives are directly consistent with numerous San Francisco adopted plans and policies related to planned land uses and transportation investments.

#### 4.3.4.6 | COMPARATIVE EFFECTS OF ALTERNATIVES

As demonstrated in the preceding subsections, Alternatives 3 and 3-Consolidated would have the highest potential for short-term disruptions to influence population and job growth, followed by the Hybrid Alternative/LPA and Alternative 2. Once operational, all build alternatives would complement existing and planned land uses throughout the Geary corridor.

### 4.3.5 | Avoidance, Minimization, and/or Mitigation Measures

Implementation of the proposed build alternatives would support existing and planned growth and development within the study area and San Francisco and would not result in growth-related effects. Therefore, no specific avoidance, minimization or mitigation measures related to growth would be required.