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July 17, 2016

**Subject: Cover Letter for Comments on
Draft Program Environmental Impact Report for
PROJECT NAME: North Park and Golden Hill Community Plan Updates
PROJECT No. 380611 / SCH No. 2013121076**

Dear City Staff and Decision Makers:

The North Park Historical Society (NPHS), an all-volunteer local 501C3 organization, has reviewed the Draft Program Environmental Impact Report for the North Park and Golden Hill Community Plan Updates dated May 31, 2016 ("PEIR"). Our detailed comments are documented in the attached letter for inclusion in the public record. Briefly, we have found that the PEIR fails to analyze and disclose many important issues critical to a "decision which intelligently takes account of environmental consequences" in accordance with California Environmental Quality Act (CEQA) Guidelines Section 15151 and needs to be substantially revised and recirculated for public review.

NPHS is most concerned about the lack of disclosure related to the "Pedestrian-Oriented Infill Development Enhancement Program" in the North Park Community Plan Update (NPCPU). This density bonus program is not related to providing higher density along transit corridors. This program targets existing two-story apartment buildings in a broad residential area between Lincoln and Howard avenues from Florida to Boundary streets for demolition and replacement with much higher density development, and potentially affects historic single family homes and bungalow courts as well. Significant impacts of this program not analyzed and disclosed in the PEIR include the following:

- The Pedestrian-Oriented Infill Development Enhancement Program area is home to vulnerable low-income and minority populations who would be disproportionately impacted by displacement. (Census Tract 13 has much higher percentages of minorities and low-income residents than in the County as a whole, and Census Tract 9 has a much higher percentage of low-income residents.) At least 1,740 relatively affordable housing units could be lost due to the program, and more than 3,600 people may be displaced who may not be able to afford to move into other housing within the community.

- By specifically targeting relatively affordable housing in an area with high minority and low-income populations, the Pedestrian-Oriented Infill Development Enhancement Program is in direct conflict with San Diego General Plan direction regarding Environmental Justice and violates federal Executive Order 12898 which sets the U.S. EPA definition of Environmental Justice as fair treatment and meaningful involvement of all peoples, regardless of race, color, national origin, or income.
- The city is not requiring any of the replacement units in the Pedestrian-Oriented Infill Development Enhancement Program area to be affordable because developers may pay an in-lieu fee if they choose. This will worsen the City's already severe deficit in affordable housing.
- Structures built to the allowable density of 73 dwelling units/acre under the Pedestrian-Oriented Infill Development Enhancement Program in an area of historic-age single family homes and low-rise two-story apartment complexes would result in a substantial change in bulk and scale to North Park's existing authentic historic neighborhood character. This is a significant impact no amount of setbacks or design features can avoid.

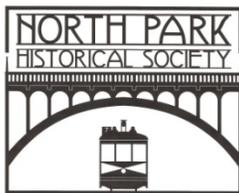
In view of the above significant impacts not documented in the PEIR (in addition to multiple other deficiencies detailed in the attached letter from NPHS), either the Pedestrian-Oriented Infill Development Enhancement Program should be eliminated from the NPCPU, or the Draft PEIR should be substantially revised to include all of the analyses discussed in the attached detailed comment letter and recirculated for another 45-day public review period.

Sincerely,



Stephen Hon, President
North Park Historical Society

c: North Park Planning Committee
Councilmember Todd Gloria
University Heights Historical Society
San Diego Housing Federation
Save Our Heritage Organisation
Chris Ward
Lara Gates, City of San Diego



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Dear City Staff and Decision Makers:

The North Park Historical Society (NPHS) is a local, all-volunteer 501c3 non-profit organization formed in 2008. Our mission is to preserve North Park's architectural and cultural history through research, education and outreach. We cover the entire Greater North Park Community Planning Area in our projects and mission, often coordinating with our "sister" organization, the University Heights Historical Society. Our projects include conducting walking tours, publishing books about North Park's history, and achieving historical designation of districts and landmarks. This letter was approved by vote of the Board of Directors of NPHS on July 16, 2016.

We have conducted a detailed review of the Draft Program Environmental Impact Report for the North Park and Golden Hill Community Plan Updates dated May 31, 2016 ("PEIR"). Based on our review, we find that the PEIR is not a sufficient informative document for decision makers and the public as required by California Environmental Quality Act (CEQA) Guidelines Section 15151, which states in part, "An EIR should be prepared with a sufficient degree of analysis to provide decision makers with information which enables them to make a decision which intelligently takes account of environmental consequences...The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure." Our detailed comments on the deficiencies of the PEIR follow a brief description of the source of NPHS's standing in the North Park and Golden Hill Community Plan Updates ("Project").

STANDING OF NPBS

The standing of NPBS in the North Park Community Plan Update (NPCPU) portion of the Project is based on our activities within the Greater North Park Community Planning Area, where significant impacts from the Project would occur. Most of the residences and commercial buildings within the community planning area are of historic age, and the entire area constitutes the outdoor classroom NPBS uses to teach the importance of historical preservation and the unique story of North Park's historical resources. Specifically, we conduct a popular walking tour in the commercial area along University Avenue at 30th Street, which the NPCPU has zoned for a density of 109 dwelling units per acre (du/ac) and buildings of unlimited height. This area has been identified as a potential commercial historic district by the City's historical resources consultant, and was identified by NPBS as one of our highest priorities for designation.

NPBS also conducts a walking tour called "The Streetcar Suburb at Hamilton Street," which covers development patterns and historic resources in an area extending from Arizona Street to Utah Street and Wightman Street to Howard Avenue. Much of this part of the historic University Heights subdivision has been identified in the NPCPU as the "Pedestrian-Oriented Infill Development Enhancement Program Area," where development up to 73 du/ac, nearly twice the NPCPU zoned density of 44 du/ac, is encouraged for projects where 6 or more units are proposed. The starting point for our Hamilton Streetcar Suburb walking tour is the North Park Water Tower at Howard Avenue between Oregon and Idaho Streets. We recently achieved listing of the Water Tower and surrounding district of water infrastructure in the National Register of Historic Places as well as in the City's list of designated historic resources. Properties adjacent to the Water Tower parcel have a proposed density of 54 du/ac and a 50-foot height limit; properties east and west of the community park, which was once a 17.5-million-gallon, partially buried water reservoir and thus is part of the historic district, have a proposed density of 73 du/ac and 60-foot height.

The historical character and integrity of the Greater North Park Community Planning Area is of great concern to NPBS. Without the outdoor classroom, the story of North Park, a living example of a historic walkable community, will become abstract, remote, and of little concern to people. Our walking tours are the principal way we engage the community and create members and donors. Walking tours and other related activities provide the revenue and community exposure NPBS needs to thrive as an all-volunteer non-profit organization and, most importantly, accomplish our mission. Through our mission and activities, NPBS has a clear, present, and beneficial right to the City adequately carrying out its duties as Lead Agency and meeting the requirements of CEQA for the Project. We appreciate the opportunity to enter into the administrative record our comments on the PEIR for the North Park and Golden Hill Community Plan Updates.

COMMENTS ON EXECUTIVE SUMMARY

Section S.3: Areas of Controversy

The PEIR states that there are no clear-cut areas of controversy. This is false. NPBS and the University Heights Historical Society have written multiple letters objecting to the Pedestrian-

Oriented Infill Development Enhancement Program, which would allow developers to propose up to 73 du/ac, and previous variations of this density bonus program, as well as other substantial increases in density. Specifically, in our letter to Marlon Pangilinan dated August 10, 2015, we stated:

"... NPHS would like to take issue with the Incentive Zoning Program outlined in Sections 2.0 and 12.0 of the NPCPU. It is our view that a Community Plan is utilized to custom tailor a city's general ordinances and zoning policies to specific communities within the city in order to more closely reflect what would best suit that community. Offering zoning bonuses to gain public amenities from developers blunts the whole point of having an idealized community plan. We would strongly suggest other incentives for the inclusion of public amenities be found; such as the Mills Act property tax incentive program for Historical Resources."

We restated our opposition to the density bonus program in our letter to Lara Gates dated February 19, 2016, requesting "that the City does not include zoning bonuses of any kind in the NPCPU." In addition, NPHS expressed deep concerns about other zoning changes, as follows:

"NPHS is fearful that our neighborhood's small historic village character is at risk due to proposed changes to the current zoning ordinances. These changes are embedded in the revised zoning area designation assigned to the various zones throughout the North Park community...In residential zones the proposed zoning revisions will essentially allow developers to construct buildings with higher densities and larger building envelopes (taller and bulkier) throughout all areas of North Park with the exception of low density residential areas where zoning remains unchanged (RS-1-7) and low/medium density residential areas where zoning remains mostly unchanged (RM-1-1) other than an increase in FAR from 0.40 to 0.75. These zoning changes will affect approximately 50% of all residential zones in North Park."

Furthermore, in a letter to Lara Gates dated April 11, 2016, the University Heights Historical Society (UHHS) stated, "We are opposed to changes that put our irreplaceable historic resources at risk and believe that an area of North Park is at very high risk due to the proposed North Park Community Plan Update, as of March 30, 2016...The proposed Pedestrian-Oriented Infill Development Enhancement Program will put a significant number of historic properties at risk..." Among other conclusions, UHHS requested that the city:

- "Eliminate the proposed Pedestrian-Oriented Infill Development Enhancement Program allowing up to 73 du/ac, and maintain the zoning for this area as RM-3-7 (30-44 du/ac).
- Change the zoning along Georgia Street (west side) and Howard Avenue (north side) from RM-3-8 (45-54 du/ac) to RM-3-7 (30-44 du/ac).
- Maintain a 35-foot height limit in all residential areas."

This record of opposition to key aspects of the NPCPU should have been noted in Section S.3, in particular the opposition to various incarnations of the density bonus program extending from Lincoln to Howard avenues and Florida to Boundary streets, identified in the Project as the "Pedestrian-Oriented Infill Development Enhancement Program Area."

Section S.4: Project Alternatives

On page S-5, the Transit-Oriented Enhancement Area is discussed, but the Pedestrian-Oriented Infill Development Enhancement Program Area is not. A description similar to the discussion of the Transit-Oriented Enhancement Area should be added.

On page S-6, the Pedestrian-Oriented Infill Development Enhancement Program Area and Transit-Oriented Enhancement Area should be specifically named as being eliminated in the discussion of the Lower-Density Alternative.

On page S-6 and continuing to page S-7, the conclusion that "there is no environmentally superior alternative as compared to the proposed North Park CPU for this Program EIR" is not consistent with the conclusion on page 11-25 in Section 11.4 *Environmentally Superior Alternative for North Park CPU*, which states, "Based on a comparison of the alternatives' overall environmental impacts and their compatibility with the proposed North Park CPU goals and objectives, the environmental [sic] superior alternative as compared to the proposed North Park CPU for this Program EIR is the Lower-Density Alternative." This inconsistency should be corrected.

COMMENTS ON CHAPTER 1: INTRODUCTION

Section 1.3.2: PEIR Scope and Content - Population and Housing

In Section 1.3.2, the PEIR lists the issues determined during the scoping process to have the potential to result in significant environmental impacts. Missing from the list is Population and Housing, topic XIII in CEQA Appendix G: Environmental Checklist Form. The three Checklist questions under this topic are the following:

Would the project:

- a) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?
- b) Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?
- c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?

In the City's initial project review, the answer to these questions should have been yes, potentially significant impacts to population and housing could occur. A specific section on impacts to population and housing should have been included in the PEIR, as explained below.

On page 1-5 of the PEIR, impacts of the Project are declared to be "assessed on a plan-to-ground basis. The plan-to-ground analysis addresses the changes or impacts that would result from implementation of each proposed CPU compared to existing ground conditions." This is the correct choice for environmental analysis in the PEIR, especially considering CEQA Guidelines Section 15378 identifies "enactment and amendment of zoning ordinances" as a Project under

CEQA. A plan-to-ground analysis of impacts to population and housing would reveal the following conclusions:

Question a: Table 3-12 on page 3-36 of the PEIR shows the current household population of the North Park CPU area to be 46,420. Table 11-3 on page 11-5 of the PEIR shows the estimated future population under the existing Community Plan to be 68,610, which is 48 percent higher than the current population. Table 11-4 on page 11-6 of the PEIR shows the estimated future population under the NPCPU to be 73,170, which is 58 percent higher than the current population. Thus, there is a 10 percent increase in future estimated population induced by the policies and programs in the NPCPU. This population change is substantial. This issue should have been analyzed in a detailed Population and Housing section and the significant impact disclosed to decision makers and stakeholders.

Questions b and c: Table 3-12 on page 3-36 of the PEIR indicates there would be 680 fewer single-family homes and 12,225 additional multi-family homes with build out of the NPCPU compared to existing conditions. In a plan-to-ground analysis, this is a reduction of 12 percent in single family units and an increase in multi-family units by 64 percent induced by the policies and programs in the NPCPU. Clearly, the loss of existing single family housing represents substantial displacement of existing housing and people living in those residences. But less obviously, the increase in multi-family units represents displacement of existing units and people as well. This is because the increase in the number of multi-family units is encouraged by policies and programs in the NPCPU to be generated by demolition of existing two-story apartment buildings to create dense development of 73 du/ac and higher.

For example, within the Pedestrian-Oriented Infill Development Enhancement Program area described on page 30 of the proposed North Park Community Plan, "applicants with existing development projects of 6 dwelling units or more in Multi-Family Residential areas designated as Medium High up to 44 dwelling units per acre within the area located between Lincoln Avenue and Howard Avenue" are offered the incentive of being allowed to build with the density range increased up to 73 du/ac from maximum planned zoning of 44 du/ac. The following analyses are missing from the PEIR and should be disclosed in a detailed Population and Housing section to decision makers and stakeholders:

- It is not clear that the language on page 30 of the NPCPU would only target "Huffman" type multi-family buildings. The broad language referencing "development projects" could also encourage loss of bungalow courts or even single-family residences because a developer could purchase and demolish the existing structure(s), and then propose a 6+ unit redevelopment on such properties. The analysis should address the broad range of scenarios that could result from this language, including loss of all single-family homes and bungalow courts in the Pedestrian-Oriented Infill Development Enhancement Program area.
- The analysis should separately address the loss of two-story apartments that are the intended target of the Pedestrian-Oriented Infill Development Enhancement Program. The analysis should address the fact that based on the "Huffman Development Map Central" figure provided in the February 16, 2016 Draft North Park Community Plan

Update presentation by the City of San Diego Planning Department and posted on the city's website at https://www.sandiego.gov/sites/default/files/np_presentation.pdf, there are approximately 290 "Huffman" type buildings within the Pedestrian-Oriented Infill Development Enhancement Program area and an additional 27 such buildings in the area zoned for 73 du/ac adjacent to the community park. Displacement of buildings for higher density units in this part of North Park would represent the loss of 317 existing multi-family buildings (at least 1,902 units at 6 units per building) and 3,975 people (based on 2.09 persons per household as reported on page 6.13-3 of the PEIR). The loss would likely be much greater because "Huffman" type apartments typically have eight to ten units, not just six.

- The analysis should note that on a broader scale, the city estimated there are approximately 1,000 "Huffman" buildings north of Upas Street, representing at least 6,000 housing units and more than 12,500 people. Therefore, the Pedestrian-Oriented Infill Development Enhancement Program targets displacement of approximately one-third of this housing supply.

Population and housing displacement is particularly important to analyze and disclose because there are vulnerable populations within the areas targeted for density increases. For example, demographic data for Census Tract 13.00, which is bounded by University Avenue and El Cajon Boulevard on the south and north, and Arizona and Iowa streets on the west and east, indicate approximately 36 percent of residents are Hispanic, 35 percent are white (non-Hispanic), and 16 percent are Black (non-Hispanic). Also, 21 percent of the residents are below the federal poverty level. In Census Tract 9.00, bounded by University Avenue and El Cajon Boulevard on the south and north, and Park Boulevard and Arizona Street on the west and east, the ethnic mix is 61 percent white, but 23 percent of the residents are below the federal poverty level (data from the website gis.oshpd.ca.gov). In San Diego County as a whole, demographic data reflect the population is approximately 33 percent Hispanic, 5 percent Black, and 15 percent below poverty level. Therefore, Census Tract 13.00 has much higher percentages of minorities and low-income residents than in the County as a whole, and Census Tract 9.00 has a much higher percentage of low-income residents. These two Census Tracts encompass most of the Pedestrian-Oriented Infill Development Enhancement Program area, so the potential for these vulnerable populations to disproportionately experience the adverse impacts of displacement should be analyzed and disclosed to decision makers and stakeholders.

Potential impacts to population and housing require analysis, disclosure, and mitigation. Correcting this deficiency in the PEIR will require the addition of "significant new information" under CEQA Guidelines Section 15088.5(a)(1). Adequate analysis will reveal that (1) new significant environmental impacts would result from the Project in areas where substantial increases in density resulting from changes in zoning and incentives (in particular within the Pedestrian-Oriented Infill Development Enhancement Program area) would lead to the displacement of substantial numbers of housing units and people, many of whom represent vulnerable populations; (2) new mitigation measures would be needed; and (3) not providing this new information and recirculating the PEIR would deprive the public of a meaningful opportunity to comment upon a substantial adverse environmental effect of the project.

If the City decides not to recirculate the PEIR, under CEQA Guidelines Section 15088.5(e) that decision "must be supported by substantial evidence in the administrative record."

Section 1.3.3: PEIR format

On page 1-7, the contents of Chapter 8 *Effects Found Not to Be Significant* are not correctly identified. As discussed above, Population and Housing should be specifically analyzed in detail in a separate section in Chapter 6. Also, "Agriculture" should be identified as "Agricultural Resources." Energy should not be listed as being within Chapter 8; Energy Conservation is addressed in Section 10.3 and there is no other stand-alone energy impacts analysis section.

Section 1.4.1: Draft PEIR

On page 1-8, the PEIR states, "Thus, a 59-day comment period is applicable to the North Park and Golden Hill Community Planning Groups only." This statement is incorrect. The extended review period applies to all commentors, based on email communication from the Deputy Director of Environment and Policy Analysis that NPHS received on June 15, 2016.

COMMENTS ON CHAPTER 2: ENVIRONMENTAL SETTING

This chapter is missing data on the economic, social, and housing factors within the NPCPU area that are the important basis for preparing an adequate Population and Housing environmental analysis section and determining if economic or social effects of the Project would result in physical changes. CEQA Guidelines Section 15131(c) states that:

"Economic, social, and particularly housing factors shall be considered by public agencies together with technological and environmental factors in deciding whether changes in a project are feasible to reduce or avoid the significant effects on the environment identified in the EIR. If information on these factors is not contained in the EIR, the information must be added to the record in some other manner to allow the agency to consider the factors in reaching a decision on the project."

Although CEQA Guidelines Section 15131 notes that economic or social information "may be presented in whatever form the agency desires," the Guidelines also state that the information "may be included in an EIR." Therefore, Chapter 2 would be an appropriate and convenient place to present such information.

COMMENTS ON CHAPTER 3: PROJECT DESCRIPTION

Section 3.1: Introduction

According to this section and specifically the Project components listed in Table 3-1 on page 3-1 of the PEIR, adoption of the North Park Impact Fee Study is included in the "associated regulatory documents and actions" that constitute the Project. However, the North Park Impact Fee Study was not included in the CPU and was not made available in any form when the PEIR was distributed for public review. Therefore, decision makers and stakeholders have been

deprived of the opportunity to review and comment on an essential component of the Project. Furthermore, it is unknown if the completed Impact Fee Study was made available to PEIR preparers, or if conclusions made about the Impact Fee Study throughout the PEIR were generalizations and suppositions not supported by documentation in the public record. It is impossible to know if adverse environmental effects would result from the Impact Fee Study, or if this discretionary action would provide feasible mitigation for other adverse effects.

The Impact Fee Study must be added to the PEIR. In accordance with CEQA Guidelines Section 15088.5(a)(4), the Impact Fee Study represents "significant new information" requiring recirculation of the PEIR because the Impact Fee Study is identified in Table 3-1 as an essential component of the Project but could not have been analyzed because it was not provided with the PEIR, thus rendering this aspect of the PEIR "so fundamentally and basically inadequate and conclusory in nature that meaningful public review and comment were precluded."

If the City decides not to recirculate the PEIR, under CEQA Guidelines Section 15088.5(e) that decision "must be supported by substantial evidence in the administrative record."

Section 3.4: Project Description

On page 3-3, the PEIR states that CPU implementation requires, among other items, "a comprehensive update to the existing Impact Fee Studies (formerly known as Public Facilities Financing Plans) resulting in a new Impact Fee Study for each community." As commented above for Section 3.1, the North Park Impact Fee Study was not included in the NPCPU and was not made available in any form when the PEIR was distributed for public review. The completed North Park Impact Fee Study must be added to the PEIR, and detailed environmental analysis must be conducted on this aspect of the Project beyond unsubstantiated statements made at various locations in the PEIR.

On pages 3-4 through 3-7, in Section 3.4.1.1.a *Land Use Element, Land Use Designations*, multiple inconsistencies between density ranges in the text and on Figure 3-1 and in Table 3-2 should be corrected. These include the following:

- Residential - Very High: the text on page 3-4 states the density range is 75 du/ac and above; the density range is 55-73 du/ac on Figure 3-1 and Table 3-2
- Residential - High: the text on page 3-4 states the density range is 45 to 74 du/ac; the density range is 45-54 du/ac on Figure 3-1 and Table 3-2
- Residential - Medium: the text on page 3-7 states the density range is 15 to 29 du/ac; the density range is 16-29 du/ac on Figure 3-1 and Table 3-2
- Residential - Low Medium: the text on page 3-7 states the density range is 10 to 14 du/ac; the density range is 10-15 on Figure 3-1 and Table 3-2.

On page 3-18 continuing on page 3-19, in Section 3.4.1.11 *Implementation*, Impact Fee Studies are referenced as "identifying the capital improvements and other projects necessary to

accommodate present and future community needs," as identifying "facilities and other public improvements" and as identifying "unfunded needs" in the community. Therefore, the North Park Impact Fee Study is essential for evaluating impacts to issues such as public utilities and services. But as commented above for Section 3.1, the North Park Impact Fee Study was not included in the NPCPU and was not made available in any form when the PEIR was distributed for public review.

On pages 3-20 through 3-25 in Section 3.4.3.1 *Citywide Rezoning*, several inconsistencies between zone codes in the text and on Figure 3-6 and Table 3-4 should be corrected. These include the following:

- Table 3-4 lists Proposed Zones RM-2-4, RM-2-6, and RM-2-7, which are not in the legend for Figure 3-6 or defined in the text on page 3-25
- Table 3-4 does not include Proposed Zone RM-3-7, which is on Figure 3-6 and described on page 3-25

Table 3-4 footnotes on page 3-24 should include information about the density increases allowed by the Pedestrian-Oriented Infill Development Enhancement Program, similar to the footnotes provided about the Transit-Oriented Development Enhancement Program.

On pages 3-28 and 3-29, Section 3.4.4 *Impact Fee Studies* briefly describes the updated Impact Fee Studies and states that a complete list of projects is included in the documents. As commented above for Section 3.1, the North Park Impact Fee Study was not included in the NPCPU and was not made available in any form when the PEIR was distributed for public review. The completed North Park Impact Fee Study must be added to the PEIR, and detailed environmental analysis must be conducted on this aspect of the Project beyond conclusory and unsubstantiated statements made at various locations in the PEIR.

Section 3.5.6: Diversity and Affordability of Housing

This section on page 3-31 of the PEIR should also discuss Residential Infill Policy LU-4.20, which states, "Encourage the redevelopment of multi-family housing built between 1960 and 1980." This type of housing is already relatively affordable, and the policies described in NPCPU Section 2.8 *Community Enhancement Program - Pedestrian-Oriented Infill Development Enhancement Program* specifically target such units for replacement with higher density and potentially more expensive units that existing residents would likely not be able to afford. It should also be disclosed in this section of the PEIR that the City is not requiring any of the replacement units in the Pedestrian-Oriented Infill Development Enhancement Program area to be affordable because developers may pay an in-lieu fee if they choose. This will worsen the City's already severe deficit in affordable housing.

COMMENTS ON CHAPTER 4: HISTORY OF PROJECT CHANGES RELATED TO CEQA

Section 4.3: Changes Based on Comments on the Draft Community Plans

In Section 4.3 on page 4-2, the PEIR states, "The recommended density changes have been supported by the community group, incorporated into the proposed North Park CPU, and analyzed in this PEIR." This statement does not reflect a "good-faith effort at full disclosure" required by CEQA Guidelines Section 15003(i). Section 4.3 should disclose that multiple stakeholder organizations and residents have repeatedly opposed aspects of increased density in the CPU. Specifically, as commented on Section S.3 above, NPHS and the University Heights Historical Society have written multiple letters objecting to the Pedestrian-Oriented Infill Development Enhancement Program, which would allow developers to propose up to 73 du/ac, and previous variations of this density bonus program, as well as other substantial increases in density.

COMMENTS ON CHAPTER 5: REGULATORY FRAMEWORK

Section 5.1.1.1: Land Use and Community Planning Element

This section should add discussion on page 5-4 regarding Environmental Justice to explain that Executive Order 12898, Federal Actions to Address Environmental Justice in Minority and Low-Income Population, signed on February 11, 1994 focused attention on the environmental and human health conditions in minority and low-income communities to enhance the provision of nondiscrimination and to promote meaningful opportunities for participation in matters relating to minority and low-income communities and their environment. This regulatory information about Environmental Justice is important background for analysis that needs to be added to Section 6.1 regarding how the Pedestrian-Oriented Infill Development Enhancement Program is inconsistent with federal Executive Order 12898 as well as San Diego General Plan direction regarding environmental justice.

COMMENTS ON CHAPTER 6: ENVIRONMENTAL ANALYSIS - NORTH PARK

Section 6.1: Land Use

Section 6.1.3 *Impact Analysis* does not provide a "plan-to-ground" analysis as stated on page 1-5 of the PEIR. The goals and recommendations of the NPCPU are concluded on page 6.1-5 of the PEIR to be "consistent with development design guidelines, other mobility and civic guidelines, and programs in accordance with the general goals stated in the General Plan" without any supporting documentation or analysis.

Consistency with the General Plan policies in Section 6.1.3.a *City of San Diego General Plan* should include detailed analysis of issues related to General Plan policies listed in Section 5.1.1.1 on page 5-4, including that planned density of residential land uses is not completely within appropriate locations, the Impact Fee Study was not included in the NPCPU, and the Pedestrian-

Oriented Infill Development Enhancement Program violates Executive Order 12898 and the U.S. EPA definition of Environmental Justice. As examples, an analysis will reveal the following:

- The NPCPU is not consistent with the third listed goal for "Community plans that maintain or increase planned density of residential land uses in appropriate locations" because multiple stakeholders have repeatedly informed the City during the planning process that the Pedestrian-Oriented Infill Development Enhancement Program Area is an inappropriate location for density bonuses allowing up to 73 du/ac.
- The NPCPU distributed with the PEIR for public review is not consistent with the fourth listed goal for "Community plan updates that are accompanied by updated IFS (formerly known as PFFPs)" because the Impact Fee Study was not included in the NPCPU and was not made available in any form when the PEIR was distributed for public review.
- The NPCPU is in direct conflict with General Plan direction regarding Environmental Justice and violates federal Executive Order 12898, because the NPCPU contains specific policies targeting the replacement of existing multi-family housing units in Census Tract 13.00, which has much higher percentages of minorities and low-income residents than in the County as a whole, and Census Tract 9.00, which has a much higher percentage of low-income residents. These two Census Tracts encompass most of the Pedestrian-Oriented Infill Development Enhancement Program area. This aspect of the NPCPU will create the potential for disproportionate displacement of vulnerable populations and therefore is not consistent with the U.S. EPA definition of Environmental Justice as fair treatment and meaningful involvement of all peoples, regardless of race, color, national origin, or income.
- The NPCPU is not consistent with Project Objective 2 on page 3-3, which states, "Maintain or increase the housing supply through the designation of higher residential densities focusing along major transit corridors." The Pedestrian-Oriented Infill Development Enhancement Program area is not focused along a major transit corridor such as University Avenue or El Cajon Boulevard.
- The NPCPU is not consistent with its own policies, including LU-4.1 listed on Table 6.1-1 on page 6.1-6, which states, "Maintain the low density character of predominantly single family areas, outside of the designated higher density areas primarily located along El Cajon Boulevard and University Avenue, and encourage rehabilitation where appropriate." The Pedestrian-Oriented Infill Development Enhancement Program would eliminate existing low density character in this predominantly single family residential area which is outside of University Avenue and El Cajon Boulevard.

Consistency with the General Plan policies also should include detailed analysis of issues related to General Plan policies in Section 5.12 *Public Services and Facilities* on page 5-50. An analysis will reveal the following:

- The NPCPU is not consistent with General Plan Public Facilities Element policies specifying that Impact Fee Studies should be completed concurrent with preparation of

Community Plan updates because the Impact Fee Study was not included in the NPCPU and was not made available in any form when the PEIR was distributed for public review.

Table 6.1-2 on page 6.1-11 does not define zone RM-3-7, which is on Figure 3-6.

The discussion on page 6.1-13 does not provide any analysis to support the conclusion that the NPCPU "furthers the goals for addressing environmental justice in the North Park Community." Socioeconomic data should be included in the PEIR to provide the basis for analysis. As commented above, an analysis of Census Tracts where relatively affordable existing housing is specifically targeted for replacement by the Pedestrian-Oriented Infill Development Enhancement Program will reveal that there is the potential for disproportionate displacement of vulnerable populations; therefore, this aspect of the NPCPU is not consistent with the U.S. EPA definition of Environmental Justice.

Table 6.1-3 on page 6.1-16 is missing a definition for MR-2500.

Table 6.1-4 *Proposed Citywide Zones* lists RM-2-7, which is not on Figure 3-6.

Table 6.1-4 does not list RM-3-7, which is on Figure 3-6.

Table 6.1-4 should disclose information about the densities allowed by the Pedestrian-Oriented Infill Development Enhancement Program, similar to the information presented for the Transit-Oriented Development Enhancement Program.

The discussion on page 6.1-18 in Section 6.1.3.d *San Diego Forward - the Regional Plan* does not provide any analysis to support the conclusion that the community villages "would reduce reliance on the automobile and promote walking and use of alternative transportation." In particular, there is no information presented regarding how the NPCPU would reduce work related trips or increase bus transit use.

The conclusions in Section 6.1.4 *Significance of Impacts, Issue 1 Conflicts with Applicable Plans* should be revised to disclose inconsistencies with the General Plan and San Diego Forward - the Regional Plan and identify potential significant impacts as discussed in the comments above, as well as any other inconsistencies identified by conducting a thorough "plan-to-ground" analysis.

Section 6.2: Visual Effects and Neighborhood Character

On page 6.2-1, the introduction to existing conditions should add that visual assets in the NPCPU include the numerous residential and commercial buildings of historic age that still reflect attractive and authentic architecture of their origins, particularly during the heyday of Craftsman and Revival architectural styles, and a small village scale of the period from 1900 to 1940.

On Figure 6.2-1 *Public Views-North Park*, two open space/parks areas are identified without accompanying viewsheds. These are the existing North Park Community Park between Oregon and Idaho streets south of El Cajon Boulevard, and the planned but not yet constructed park at North Park Way and Granada Avenue behind the North Park Theatre. Viewsheds should be

identified for these areas, and a specific plan-to-ground analysis of how planned zoning and building heights would affect views from these public areas should be provided.

On Figure 6.2-2 *Centers, Corridors, and Neighborhoods - North Park*, the University Heights Water Storage and Pumping Station Historic District between Oregon and Idaho streets south of El Cajon Boulevard should be added. This historic district, which encompasses the Water Tower and North Park Community Park (once the site of a 17.5-million gallon partially buried reservoir) was established April 23, 2015.

On Figure 6.2-2, many areas are misidentified as "Multi-Character Neighborhoods," which the text on page 6.2-4 describes as places where "North Park's original character is no longer dominant." The determination of a street/area being Traditional or Multi-Character should be based upon whether the greatest number of buildings in the street/area are consistent in age and style of the particular period or not. If the street/area has a clear majority of such a consistency, the neighborhood should be considered Traditional and not Multi-Character. For example, NPHS finds that streets identified on Figure 6.2-2 as Multi-Character Neighborhoods but should be identified as Traditional Neighborhoods include the following:

- *Both sides of Wightman from Arnold to 28th* (includes corner lots abutting Wightman)
Total # of Properties = 27; # of Pre 1930s = 22; # of Pre 1950s = 4; # of 1970s Era = 1
% of properties evaluated as contributing to the historical fabric of the street = 85%
- *28th from Landis thru Wightman* (includes corner lots abutting 28th)
Total # of Properties = 14; # of Pre 1930s = 13; # of 1970s Era = 1
% of properties evaluated as contributing to the historical fabric of the street = 86%
- *Both sides of Bancroft from Landis to North Park Way* (includes corner abutting Bancroft)
Total # of Properties = 22; # of Pre 1940s = 17; # of Pre 1950s = 1; # of 1970s Era = 4
% of properties evaluated as contributing to the historical fabric of the street = 68%
- *Both sides of Georgia from Lincoln to El Cajon Boulevard*
Total # of Properties = 64; # of Pre 1960s = 48; # of apartments = 16
% of properties evaluated as contributing to the historical fabric of the street = 75%
- *Both sides of Howard from Park to Texas*
Total # of Properties = 38; # of Pre 1960s = 36; # of apartments = 2
% of properties evaluated as contributing to the historical fabric of the street = 95%
- *Both sides of Polk from Park to Texas*
Total # of Properties = 34; # of Pre 1960s = 34; # of apartments = 0
% of properties evaluated as contributing to the historical fabric of the street = 100%
- *Both sides of Lincoln from Park to Texas*
Total # of Properties = 25; # of Pre 1960s = 25; # of apartments = 0
% of properties evaluated as contributing to the historical fabric of the street = 100%

In consideration of the above examples of errors, a detailed on-the-ground review of the NPCPU area should be conducted in order to correct Figure 6.2-2 to accurately reflect North Park's neighborhood character.

On Figure 6.2-3 *Community Gateways - North Park* there is no explanation in the legend of the letters in circles.

Section 6.2.3 *Impact Analysis, Issue 1 Scenic Vistas or Views*, should provide an analysis of potential impacts on public views adjacent to North Park Community Park (which is also a historic district) from zoning that would allow density of 73 du/ac and 60-foot high buildings.

Section 6.2.3 *Impact Analysis, Issue 1 Scenic Vistas or Views*, should provide an analysis of potential impacts on public views adjacent to the planned park behind the North Park Theatre from zoning that would allow density of 109 du/ac and buildings of unlimited height.

Section 6.2.3 *Impact Analysis, Issue 2 Neighborhood Character*, lacks a meaningful analysis of the impacts of zoning and the Pedestrian-Oriented Infill Development Enhancement Program on existing neighborhood character. These aspects of the NPCPU will indeed result in a "substantial alteration (e.g. bulk, scale, materials or style)" to the existing character of North Park, and the resulting significant impacts must be disclosed to decision makers and stakeholders. As examples, an analysis will reveal the following:

- On page 6.2-7, the PEIR offers as rationale for non-significance that "much of the CPU area is already developed, and any new development or redevelopment would occur on infill sites." While it is true that much of the CPU area is already developed, the residential buildings typically do not exceed two stories in height and many are of historic age, so they reflect consistent low-rise scale, are made of historic materials such as stucco and irreplaceable types of wood, and are built in Craftsman or Revival styles. New development on the very few vacant sites available (what it is assumed is meant by "infill") would likely not be consistent with the historic materials, style, low-rise scale and detail of neighboring structures. Redevelopment on occupied sites would create similar incompatibilities with the added impact of demolishing existing structures that do reflect the highly valued historic neighborhood character of North Park. This is a significant impact.
- On page 6.2-7, the PEIR states, "Future development within the CPU area would be required to comply with the city's General Plan..." However, the NPCPU policies related to the Pedestrian-Oriented Infill Development Enhancement Program are inconsistent with General Plan direction regarding Environmental Justice and violate Executive Order 12898 by encouraging the disproportionate displacement of vulnerable populations. Development under the Pedestrian-Oriented Infill Development Enhancement Program therefore would not comply with the City's General Plan. This is a significant impact.
- On page 6.2-7, the PEIR states that "The Urban Design Element of the proposed North Park CPU establishes an urban design framework intended to direct future development

in a manner that ensures that the physical attributes of the North Park community would be retained and enhanced by design that responds to the community's particular context: its physical setting, cultural and social amenities, and historical assets." However, structures built to the allowable density of 73 du/ac under the Pedestrian-Oriented Infill Development Enhancement Program in an area of historic-age single family homes and two-story apartment complexes would by definition result in a substantial change in bulk and scale to the existing character. This is a significant impact no amount of setbacks or design features can avoid.

- On page 6.2-8, principles of the Urban Design Framework include: "A respect and appreciation for the history and culture of the community as expressed in historic districts." Since most of the Greater North Park Community Planning Area was built out by the 1950s, its history and culture are reflected throughout the planning area, not just in the few designated and proposed historic districts. Limiting respect and appreciation to only historic districts creates the potential for substantial alterations in bulk, scale, materials or style to all other neighborhood areas. In addition, proposed historic districts are not protected. As an example, zoning within the proposed 30th Street/University Avenue Commercial Historic District (shown on Figure 1-3 and listed in Table 10-4 of the June 2016 NPCPU) would be up to 109 du/ac with buildings of unlimited height. This is a significant impact no amount of setbacks or design features can avoid.

On page 6.2-10, the PEIR concludes that the "regulatory framework would ensure that future development within the CPU area is compatible with the surrounding environment and does not degrade the character or quality of the area." However, no analysis is provided to substantiate this conclusion. In fact, as illustrated by the examples above, the proposed zoning and programs of the NPCPU, notably the Pedestrian-Oriented Infill Development Enhancement Program, will create incompatible development that will certainly lead to degradation of the historic character and quality of North Park. Far from being "less than significant," the NPCPU will result in significant and unavoidable impacts to neighborhood character that must be disclosed to decision makers and stakeholders.

Potential impacts to neighborhood character require analysis, disclosure, and mitigation. Correcting this deficiency in the PEIR will require the addition of "significant new information" under CEQA Guidelines Section 15088.5(a)(1). Adequate analysis will reveal that (1) new significant environmental impacts would result from the Project in areas where substantial increases in density resulting from changes in zoning and incentives (in particular within the Pedestrian-Oriented Infill Development Enhancement Program area) would lead to incompatible development that would degrade the character and quality of the area; (2) new mitigation measures would be needed; and (3) not providing this new information and recirculating the PEIR would deprive the public of a meaningful opportunity to comment upon a substantial adverse environmental effect of the project.

Section 6.3: Transportation and Circulation

Section 6.3.5 *Mitigation Framework* on page 6.3-44 provides an incomplete and confusing explanation for why many mitigation measures were not recommended. This section of the PEIR should only list the recommended measures as "mitigation" and group the rejected measures, most of which would generate unacceptable secondary impacts, in a separate section before the recommended mitigation measures. An explanation of why each non-selected measure was rejected and a brief explanation of potential secondary impacts should be provided.

Section 6.3.5 is also deficient because the Impact Fee Study that is referenced was not provided with the PEIR. Correcting this deficiency in Section 6.3 of the PEIR will require the addition of "significant new information" under CEQA Guidelines Section 15088.5(a)(4) because this portion of the PEIR that cites the Impact Fee Study without providing it is so "fundamentally and basically inadequate and conclusory in nature that meaningful public review and comment were precluded."

Section 6.5: Greenhouse Gas Emissions

Section 6.5.3.1 *Issue 1 Greenhouse Gas Emissions* has text that is out of place and an erroneous conclusion of non-significance, as discussed below.

The first two paragraphs on page 6.5-8 discuss consistency with the City's Climate Action Plan, and therefore should be moved to Section 6.5.3.2 *Issue 2 Conflicts with Plans or Policies*.

The third paragraph on page 6.5-8 mentions a "reduction factor" for transit that was applied in the greenhouse gas (GHG) emissions analysis. The source of this factor and a brief explanation of its application should be disclosed.

The last paragraph on page 6.5-8 and continuing to page 6.5-9 concludes that impacts associated with GHG emissions would be less than significant. This conclusion is not consistent with the threshold or the quantitative analysis. The threshold of significance on page 6.5-6 is: Would the proposed project generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment? The quantitative analysis presented in Table 6.5-3 on page 6.5-7 shows that total GHG emissions would be greater for the proposed NPCPU than under existing conditions and the currently adopted community plan. These increases in GHG emissions mainly come from energy use, area sources, solid waste disposal, and construction. Since the total GHG emissions with the project would be greater than under existing conditions or with the current community plan, the project clearly exceeds the threshold of significance and impacts should have been concluded to be significant.

In Table 6.5-3, vehicle emissions are greater for the NPCPU than under the current community plan but are less than under existing conditions. This result should be explained further. If traffic volumes will increase in the future, as indicated by traffic analysis in Section 6.3 of the PEIR, how do GHG emissions from vehicles decrease? Does the decrease come from improvements in vehicles or fuels, or from a projected decrease in vehicle miles travelled, or from another source?

In addition, the location of these significant GHG impacts and the potential for vulnerable populations to be disproportionately affected should be discussed. On page 6.5-6, the PEIR states, "Concentrating new growth in an area can result in greater GHG emissions than allowing less intensive land uses to remain. Thus, consistency with the City of Villages Strategy can result in specific areas having an increase in GHG emissions, while Citywide a decrease of GHG emissions may occur." The NPCPU zoning and programs causing significantly increased GHG emissions therefore may be in direct conflict with General Plan direction regarding Environmental Justice and may violate Executive Order 12898. For example, if the increased GHG emissions would predominately occur in Census Tract 13.00, which has much higher percentages of minorities and low-income residents than in the County as a whole, and Census Tract 9.00, which has a much higher percentage of low-income residents, vulnerable populations may be disproportionately affected. These two Census Tracts encompass most of the Pedestrian-Oriented Infill Development Enhancement Program area. If this is the area with the greatest amount of "Area Sources," then this aspect of the NPCPU will create the potential for disproportionate impacts to vulnerable populations and therefore is not consistent with the U.S. EPA definition of Environmental Justice as fair treatment and meaningful involvement of all peoples, regardless of race, color, national origin, or income. This issue should be thoroughly and quantitatively analyzed in the PEIR.

Section 6.6: Noise

On Figure 6.6-3 *Future (2035) Traffic Noise Contours – North Park* on page 6.6-13, the asterisks in the legend for three land use designations are not defined.

On page 6.6-23, the PEIR concludes construction noise "would remain significant and unavoidable (Impact 6.6-4)." However, on page 6.6-26, the PEIR concludes that Impact 6.6-4 "would be less than significant" with implementation of controls outlined in noise mitigation measure NOISE 6.6-1. This inconsistency in conclusions should be corrected.

On page 6.6-23, the PEIR concludes construction vibration "would be potentially significant (Impact 6.6-5)." However, on page 6.6-26, the PEIR concludes that "even with the implementation of NOISE 6.6-2, construction related vibration impacts would be significant and unavoidable." This inconsistency in conclusions should be corrected.

Section 6.7: Historical Resources

Section 6.7.4 *Impact Analysis* of the PEIR lacks quantification and detail that should be provided under a plan-to-ground assessment. Examples of deficiencies that should be corrected in order for the PEIR to provide a good faith effort at full disclosure required by CEQA Guidelines Section 15151 are discussed below.

The focus of the historic resources impacts analysis is on designated buildings and districts and on properties deemed eligible for individual listing. However, on page 6.7-10, the PEIR states, "The City of San Diego's CEQA Significance Determination Thresholds define a significant historic resource as one which qualifies for the California Register of Historical Resources or is

listed in a local historic register or deemed significant in a historical resource survey, as provided under Section 5024.1(g) of the Public Resources Code; though even a resource that is not listed in, or determined eligible for listing in, the California Register, not included in a local register, or not deemed significant in a historical resource survey may nonetheless be historically significant for purposes of CEQA [emphasis added]. As an urban area that was largely built out by the 1950s, the Greater North Park Community Planning Area encompasses many buildings of historic age (45 years or older, which currently means built earlier than approximately 1970) that were not included in the impact analysis. Information on these resources must have been available to PEIR preparers because on page 6.7-5, the PEIR states, "The Historic Resources Survey completed for the North Park CPU and associated discretionary actions included a property-by-property inspection of the entire CPU area." Information on the numbers and general characteristics of all properties of historic age should be added to Section 6.7.1 *Existing Conditions*.

The significance determination threshold for impacts related to historical resources is stated on page 6.7-8 as, "An alteration, including the adverse physical or aesthetic effects and/or the destruction of a historic building (including an architecturally significant building), structure, object or site." Therefore, a plan-to-ground analysis should present quantitative information about the number of historic age structures potentially affected by policies, zoning, and programs proposed by the NPCPU. However, the impact analysis in Section 6.7.4 *Issue 1 Historic Structures, Objects, or Sites* is cursory and policy-focused, and does not quantify potential impacts from proposed zoning and the transit- and pedestrian-oriented density bonus programs on community resources of historic age. Examples of specific impacts that should be analyzed and disclosed are:

- Park Boulevard between El Cajon Boulevard and University Avenue has been designated as a "Transit-Oriented Development Enhancement Program Area" which would allow up to 145 du/ac proposals. The PEIR should analyze the impact that full build-out encouraged by this program would have on multiple unique historic resources, including Grace Lutheran Church, four bungalow courts built in the 1920s between Lincoln and Polk avenues, the Sprouts Farmers Market building near Howard Avenue, the Yoga/Pilates building at 4201 Park Boulevard, and the centerpiece of the shopping center at Park and El Cajon boulevards, which was once a Piggly Wiggly grocery store.
- The area between Lincoln and Howard avenues on the south and north, and between Park Boulevard and Boundary Street on the west and east has proposed zoning for at least 30-44 du/ac, with much higher density of 73 du/ac encouraged within the Pedestrian-Oriented Infill Development Enhancement Program. The PEIR should analyze the impact that full build-out encouraged by this zoning and the density bonus program would have on multiple unique historic resources, including some of the oldest homes in Greater North Park, such as two Victorian cottages built circa 1905 on Howard Avenue east of Georgia Street, and ten Victorian/transitional/early Craftsman homes built before 1912 on Florida Street north of Polk Avenue. Impacts should also be quantified for the area between Lincoln Avenue and El Cajon Boulevard on the south and north, and between Park Boulevard and Texas Street on the west and east, which encompasses 50 homes more than 100 years old and 200+ homes more than 75 years old. In addition, impacts

should be quantified for the "Huffman" style multi-family buildings that are the intended target of the Pedestrian-Oriented Infill Development Enhancement Program, because many of these are of historic age; impacts also should be quantified for bungalow courts, which typically consist of 6+ units and could fall under the targeted building type.

- University Avenue from 28th Street to 32nd Street and 30th Street from North Park Way to Lincoln Avenue has proposed zoning of 109 du/ac with buildings of unlimited height. The PEIR should analyze the impact that full build-out allowed by this zoning would have on the integrity and viability of the potential 30th Street/University Avenue Commercial Historic District identified by the City's historical resources consultant, as well as on multiple historic structures on University Avenue such as the North Park Theatre (designated historic resource), Granada Building, Newman/IOOF Building, Woolworth building (designated historic resource), Nordberg building, and J.C. Penney Department Store building.

The conclusion on page 6.7-18 of the PEIR states that "it is impossible to ensure the successful preservation of all historic built environment resources within the North Park CPU area. Therefore, potential impacts to the potential historic districts are considered significant and unavoidable." This conclusion is a sad reflection on the poor level of effort of the NPCPU to protect North Park's greatest asset—its authentic historic resources and character—particularly when neighborhood conservation and preservation of existing single-family housing stock is identified as the most important issue in the current Community Plan.

Section 6.12: Public Services and Facilities

Section 6.12 fails to present a plan-to-ground assessment of the impacts generated by the increased population in North Park encouraged by proposed zoning and enhanced development programs. Conclusions in each of the topics under *Issue 1 Public Facilities* lack connection to the threshold of significance question stated on page 6.12-4. Consequently, conclusions of less than significant impacts are unsupported by facts in the public record and may be wrong. For example, current and projected population numbers should be applied to estimate future police response times and fire/life safety response times, and compare those projections to response time goals to determine if the NPCPU would result in the need for new facilities, the construction of which could cause significant environmental impacts.

The impact analysis in Section 6.12.3.a *Police Protection* on page 6.12-4 of the PEIR states, "The project includes a comprehensive update to the existing Impact Fee Study for North Park that will define applicable DIF fees for future development, including fees for police facilities funding." The impact analysis in Section 6.12.3.b *Parks and Recreation* on page 6.12-12 of the PEIR states, "The project includes a comprehensive update to the existing Impact Fee Study for North Park [that] would define applicable DIF fees for future development including fees for park funding." Also, the impact analysis in Section 6.12.c *Fire/Life Safety Protection* on page 6.12-12 states, "The project includes a comprehensive update to the existing Impact Fee Study for North Park that will define applicable DIF fees for future development, including funding for fire facilities." However, the Impact Fee Study was not included in the NPCPU and was not made available in any form when the PEIR was distributed for public review. Therefore, the

public has been deprived of a meaningful opportunity to comment on adverse environmental impacts that directly affect the quality of life in the North Park community. In addition, if the Impact Fee Study was not available to PEIR preparers, the conclusions of less than significant impacts for each of the issues in this section are not based on facts in the public record and are therefore inadequate and conclusory.

The impact analysis in Section 6.12.3.b *Parks and Recreation* on page 6.12-12 of the PEIR concludes that the NPCPU would result in a less than significant impact, but this conclusion is in direct opposition to the analysis presented. North Park has a severe deficit in population-based parks which will be substantially worsened by the increased population encouraged by proposed zoning and enhanced development (density bonus) programs. On page 6.12-12, the PEIR acknowledges that the future park deficit is projected to be approximately 100 acres and that the DIF fees would not be adequate to address the extent of the parkland deficit. The PEIR should conclude that making up a deficit of approximately 100 acres through "policy support" provided in the NPCPU is not feasible, constructing parkland in an already constrained urban area is not possible without generating significant environmental impacts, and therefore, impacts to parks and recreation are significant and unavoidable.

Section 6.13: Public Utilities

Section 6.13.3 *Issue 2b Sewer* on page 6.13-5 of the PEIR states, "The proposed North Park CPU is a program-level document and does not propose any specific development projects." However, this statement and the following cursory analysis is not consistent with the statement on page 1-5 of the PEIR, where impacts of the Project are declared to be "assessed on a plan-to-ground basis. The plan-to-ground analysis addresses the changes or impacts that would result from implementation of each proposed CPU compared to existing ground conditions." A plan-to-ground analysis should be presented for the issue of sewer utilities in the PEIR, especially considering CEQA Guidelines Section 15378 identifies "enactment and amendment of zoning ordinances" as a Project under CEQA.

Existing sizes and capacities of sewer pipelines throughout the NPCPU area are known. Future populations, housing units and densities resulting from build-out under the NPCPU also are known. A plan-to-ground assessment of the impacts generated by the increased population in North Park encouraged by proposed zoning and enhanced development programs is possible and should be provided. The assessment should determine if new/altered utilities would be needed and if such construction could cause significant environmental impacts. For example, the substantial potential increase in population and sewage flows within the Pedestrian-Oriented Infill Development Enhancement Program should be compared to existing capacities of the sewer system in this area to assess if new/upsized utilities would be needed.

COMMENTS ON CHAPTER 8: EFFECTS FOUND NOT TO BE SIGNIFICANT

Section 8.3: Population and Housing

The discussion provided in Section 8.3 *Population and Housing* on page 8-3 of the PEIR is misplaced, inadequate, and reaches the wrong conclusions.

The discussion of Population and Housing in Chapter 8 is misplaced because, as detailed in the comments presented in this letter for Section 1.3.2 *PEIR Scope and Content - Population and Housing*, potentially significant impacts to population and housing could occur from implementation of the NPCPU policies and programs. Answers to the three questions under topic XIII in CEQA Appendix G: Environmental Checklist Form should have been yes, and Population and Housing should be analyzed in a specific section within Chapter 6.

The discussion of Population and Housing in Chapter 8 is inadequate because specifically for question (a), the NPCPU would induce a 10 percent increase in population, which represents a substantial population change, so the project would induce substantial population growth in the area by proposing new residential development at much higher densities than under existing conditions and the existing Community Plan. For questions (b) and (c), the loss of existing single family housing represents substantial displacement of existing housing and people living in those residences, and the targeting of existing two-story apartment buildings to be demolished and replaced with dense development of 73 du/ac and higher within the Pedestrian-Oriented Infill Development Enhancement Program area represents substantial displacement of existing housing and people living in those buildings.

The discussion of Population and Housing in Chapter 8 reaches the wrong conclusions because several statements in this section are contradicted by facts in the public record. Examples of wrong conclusions are the following:

- On page 8-3, the PEIR states, "The proposed CPUs would not displace people or existing housing," but as noted above and discussed in detail in this letter under comments for Section 1.3.2 *PEIR Scope and Content - Population and Housing*, this statement is wrong. Due to the broad range of scenarios that could result from the language encouraging replacement of existing lower density housing with higher density housing in the Pedestrian-Oriented Infill Development Enhancement Program area, all single-family homes and bungalow courts could be lost in addition to the two-story apartments that are the intended target of the program.
- On page 8-3, the PEIR states, "the number of residential units in the CPU areas would increase as a result of the proposed CPUs, accommodating population growth and any displacement, therefore no impact would occur for this issue area." This conclusion fails to account for the fact that the two Census Tracts encompassing most of the Pedestrian-Oriented Infill Development Enhancement Program area have much higher percentages of low-income residents than in the County as a whole. Therefore, the potential is high for these vulnerable populations to disproportionately experience the adverse impacts of displacement, including not being able to afford to move back into new housing within the community after being displaced.

For these reasons and all of the reasons discussed in this comment letter under comments for Section 1.3.2 *PEIR Scope and Content - Population and Housing*, a specific section on impacts to population and housing should have been included in the PEIR. Correcting this deficiency in the PEIR will require the addition of "significant new information" under CEQA Guidelines

Section 15088.5(a)(1). Adequate analysis will reveal that (1) new significant environmental impacts would result from the Project in areas where substantial increases in density resulting from changes in zoning and incentives (in particular within the Pedestrian-Oriented Infill Development Enhancement Program area) would lead to the displacement of substantial numbers of housing units and people, many of whom represent vulnerable populations; (2) new mitigation measures would be needed; and (3) not providing this new information and recirculating the PEIR would deprive the public of a meaningful opportunity to comment upon a substantial adverse environmental effect of the project.

COMMENTS ON CHAPTER 9: GROWTH INDUCEMENT

On page 9-2, the PEIR states, "The proposed North Park and Golden Hill CPUs each include an IFS that would allow maintenance and improvements in infrastructure capacity and public services to coincide with future development." However, the Impact Fee Study was not included in the NPCPU and was not made available in any form when the PEIR was distributed for public review. Therefore, the public has been deprived of a meaningful opportunity to comment on whether or not improvements in infrastructure capacity and public services would be adequate to avoid adverse environmental impacts resulting from future growth occurring under the NPCPU.

On page 9-2, the PEIR states, "The proposed North Park and Golden Hill CPUs would designate land uses to accommodate growth, though additional housing units would not be built without demand. Therefore the CPUs would accommodate, not induce, growth in the North Park and Golden Hill communities." This conclusion lacks quantified analysis. Table 3-12 on page 3-36 of the PEIR shows the current household population of the North Park CPU area to be 46,420. Table 11-3 on page 11-5 of the PEIR shows the estimated future population under the existing Community Plan to be 68,610, which is 48 percent higher than the current population. Table 11-4 on page 11-6 of the PEIR shows the estimated future population under the NPCPU to be 73,170, which is 58 percent higher than the current population. Thus, there is a 10 percent increase in future estimated population induced by the policies and programs in the NPCPU. This population change is substantial, and apparently the result of policies and programs of the NPCPU. Therefore, it is not clear how the conclusion can be made that the NPCPU is accommodating, not inducing growth.

Also, although it may be true that additional housing units would not be built without demand, high-density development will not occur where zoning or other restrictions prohibit it. So the policies and programs of the NPCPU that would incentivize growth in particular areas should be discussed and their potential for inducing growth should be assessed.

COMMENTS ON CHAPTER 11: ALTERNATIVES - NORTH PARK

Figure 11-2 *Lower-Density Alternative - North Park* on page 11-20 of the PEIR has an error in the legend. The asterisks and notes about residential density bonuses should be removed. According to the description of this alternative in Section 11.3.1 on page 11-18 of the PEIR, "Residential densities would be designated for 16-29 du/ac in the central residential area and 30-44 du/ac for properties abutting the commercial corridors. The other density reductions would occur with the removal of the discretionary process 4 PDP density increase tool proposed with

the proposed North Park CPU. The Medium High Residential zone would not be allowed to increase from a maximum 44 du/ac to 73 du/ac, within commercial areas along Park Blvd from 73 du/ac to 145 du/ac, and El Cajon Blvd. from 109 du/ac to 145 du/ac."

The impact analyses in Section 11.3.2.a *Land Use* and Section 11.3.2.b *Visual Effects and Neighborhood Character* conclude that impacts of the Lower-Density Alternative would be similar to the proposed North Park CPU. However, because the Lower-Density Alternative would not include the increased density development of the Community Plan Enhancement Program, overall impacts of the Lower-Density Alternative would be less than the proposed NPCPU for these two issues.

Section 11.4 *Environmentally Superior Alternative for North Park CPU* on page 11-25 of the PEIR states, "The Lower-Density Alternative would not support the City of San Diego in achieving the GHG emissions reduction targets of the CAP." The validity of this statement should be documented using a quantitative analysis similar to the analysis in Section 6.5 *Greenhouse Gas Emissions*. Otherwise it is unsupported by facts in the public record.

CLOSING

The North Park Historical Society is hopeful that these detailed comments on the PEIR will help improve the environmental document and assist City Council in making a "decision which intelligently takes account of environmental consequences," in accordance with the spirit and the letter of California environmental law. In view of the significant impacts not documented in the PEIR (in addition to multiple other deficiencies detailed in this comment letter), either the Pedestrian-Oriented Infill Development Enhancement Program should be eliminated from the NPCPU, or the Draft PEIR should be substantially revised to include all of the analyses discussed in the attached detailed comment letter and recirculated for another 45-day public review period.

Sincerely,



Stephen Hon, President
North Park Historical Society

c: North Park Planning Committee
Councilmember Todd Gloria
University Heights Historical Society
San Diego Housing Federation
Save Our Heritage Organisation
Chris Ward
Lara Gates, City of San Diego