

J. RECREATION

Section 4.J, Recreation, analyzes the effects of the Proposed Project related to recreation resources. The Environmental Setting discussion describes existing Citywide and regional recreation resources and existing resources on and near the project site. The Impacts and Mitigation Measures analysis discusses the changes in demand for, and supply of, those resources that would occur with implementation of the Proposed Project. The section concludes with a discussion of the effects of the Proposed Project in combination with past, present, and reasonably foreseeable development.

Data used in this section include information obtained from the San Francisco Recreation and Parks Department (RPD), the Port of San Francisco (Port), the *San Francisco General Plan (General Plan)*, and two components of the *General Plan*: the *Central Waterfront Area Plan* and the Recreation and Open Space Element (ROSE).

ENVIRONMENTAL SETTING

CITYWIDE AND REGIONAL RESOURCES

San Francisco has approximately 5,890 acres of open space in a variety of forms: parks, walkways, landscaped areas, recreational facilities, playing fields, and unmaintained open areas. This open space system is under the jurisdiction of several local, State, and Federal agencies as well as private owners, in the form of privately owned public open spaces (POPOS).¹ RPD owns and operates approximately 3,433 acres of permanently dedicated, public open space in San Francisco. The City's open space network also includes 560 acres of open space in the form of community gardens,² living streets,³ POPOS, piers and wharves, university campuses, pilot program schoolyards, and parks or open spaces under the jurisdiction of the Port, the San Francisco Public Utilities Commission, the San Francisco Public Works, and the Office of

¹ POPOS in the City consist of publicly accessible spaces in the form of plazas, terraces, atriums, and small parks and landscaped areas (some with a few pedestrian amenities) that are provided and maintained by private developers. In San Francisco, POPOS mostly appear in the Downtown office district area.

² Most community gardens are managed by RPD's Community Gardens Program, which is part of a larger interagency Urban Agriculture Program that includes urban farms.

³ Living streets (or living alleys) typically include special paving, traffic calming measures, lighting, seating, greening, and other elements to provide gathering space for pedestrians and to enhance the pedestrian experience.

Community Investment and Infrastructure, among others. San Francisco has approximately 1,642 acres of Federally owned park lands and 255 acres of State-owned park lands.⁴

RPD maintains more than 220 properties throughout the City, and its responsibilities include managing 1,100 acres of natural lands and trails; 25 large, full-complex recreation centers; 9 swimming pools; 6 golf courses; and hundreds of tennis courts, baseball diamonds, athletic fields, and basketball courts. RPD also manages many of the City's most famous locations, such as the Palace of Fine Arts, Golden Gate Park, Coit Tower, and the Marina Yacht Harbor. Several larger City-owned open spaces, including Golden Gate Park (about 1,000 acres), the Lake Merced Community Complex (about 600 acres), and John McLaren Park (about 300 acres), comprise approximately one-half of the total City-owned open space. These larger areas provide programs, activities, or recreational opportunities that serve the City as a whole, as do smaller areas with unique attributes such as water features or hilltop vista points. Federally owned park lands within San Francisco include those that are part of the Golden Gate National Recreation Area, the Presidio of San Francisco (Presidio), Ocean Beach, Fort Funston, Fort Mason, Lands End, Sutro Heights, and China Beach. State-owned park lands include the Candlestick Point State Recreation Area and a portion of the Mount Sutro Open Space.^{5,6}

Residents of San Francisco also benefit from the Bay Area's regional and local park and open space system. The National Park Service operates the Golden Gate National Recreation Area in Marin, San Francisco, and San Mateo counties, which includes attractions such as Muir Woods National Monument, the Marin Headlands, Fort Point National Historic Site, Alcatraz Island, the San Francisco Maritime National Historical Park, Ocean Beach, and Fort Funston. The Presidio Trust and the National Park Service each operates a portion of the Presidio. Other Federal lands in the region include the Point Reyes National Seashore in Marin County. State park and recreation areas include attractions such as Mount Tamalpais State Park, Angel Island State Park, and the Candlestick Point State Recreation Area. Regional resources also include public open spaces in Alameda and Contra Costa counties owned and operated by the East Bay Regional Park District, open spaces in San Mateo and Santa Clara counties owned and operated by the Midpeninsula Regional Open Space District, and county parks and recreation areas throughout the larger Bay Area. Two multi-county recreational resources, the Bay Trail and the Water Trail, are intended to promote interconnection among all nine Bay Area counties. The Bay Trail is a

⁴ San Francisco Planning Department, Recreation and Open Space Element of the *San Francisco General Plan* (hereinafter ROSE), pp. 2-3. Available online at http://www.sf-planning.org/ftp/General_Plan/index.htm. Accessed September 11, 2015.

⁵ San Francisco Recreation and Parks Department, Interior Greenbelt. Available online at http://sfrecrepark.org/wp-content/uploads/IG_Multiuse.pdf. Accessed May 25, 2016.

⁶ San Francisco Planning Department, ROSE, pp. 2-5, and San Francisco Recreation and Parks Department, *Recreation Assessment Report*, August 2004, p. 21. Available online at http://www.sf-planning.org/ftp/General_Plan/index.htm and http://sfrecrepark.org/wp-content/uploads/SFRP_Summary_Report.pdf. Accessed September 11, 2015.

recreational corridor encircling San Francisco and San Pablo bays with over 345 miles of hiking and bicycle trails; upon completion, it will link 500 miles of trails in a continuous loop. The Water Trail is a network of recreational non-motorized small boat launches encircling San Francisco Bay. Other resources include thousands of acres of watershed and agricultural lands that are preserved as open spaces by water and utility districts or are in private ownership.

San Francisco ranks as one of the top five cities in the country in terms of providing open space and recreation, with over 20 percent of its land area designated as open space.⁷ The U.S. Census Bureau's 2010 population for San Francisco was 805,235, which equates to a ratio of roughly 7.3 acres of open space per 1,000 residents. According to the U.S. Census Bureau's 2013 American Community Survey population estimates, San Francisco's population has steadily increased since 2010, to 817,501, yielding a ratio of approximately 7.2 acres of open space per 1,000 residents for 2013.⁸ Although the National Park and Recreation Association formerly called for 10 acres of open space per 1,000 City residents, it no longer recommends a single absolute "average" of park acreage per population, in recognition of the fact that it is more relevant that each area plan and program facilities be based upon community need. More important than total acreage is accessibility (location, walking distance) and whether the facility provides needed services to the population in question.

The City has not established a Citywide target ratio of open space to residents in acknowledgement of the constraints posed by the combination of geography, high land costs, increasing population density, and the pace of infill urban development. The ROSE update (April 2014) addresses this policy shift from total acreage to accessibility and service area demand. Under Policy 2.1 of the ROSE, later described in Regulatory Framework, p. 4.J.23, the City identified a need to prioritize the acquisition and renovation of open space in high needs areas, defined as areas with high population density, high percentages of children, seniors, or low-income households, and where the most growth is projected to occur between now and 2040, relative to the City as a whole. In addition, in November 2012, San Francisco residents voted to approve the 2012 Clean and Safe Neighborhood Parks General Obligation Bond (2012 Clean and Safe Parks Bond), which provided additional funding to continue capital projects aimed at the renewal, expansion, and repair of existing City-owned park, recreation, and open space assets. The 2012 Clean and Safe Parks Bond continued efforts initiated with the 2008 Clean and Safe Parks Bond. The bond included funding for improvements to 15 neighborhood parks and as well as renovations to, and creation of, waterfront open spaces including the Potrero Hill Recreation Center, Agua Vista Park, and future Crane Cove Park (described in the bond as the "Pier 70

⁷ San Francisco Planning Department, ROSE, p. 2. Available online at http://www.sf-planning.org/ftp/General_Plan/index.htm. Accessed September 11, 2015.

⁸ U.S. Census Bureau, 2009-2013 5-Year American Community Survey, San Francisco County, American Community Survey Demographic and Housing Estimates. Available online at http://factfinder.census.gov/rest/dnldController/deliver?_ts=461008993623. Accessed September 22, 2015.

Shoreline”); long-awaited investments in Golden Gate Park, John McLaren Park, the Lake Merced Community Complex and Citywide programs such as the Failing Playgrounds, Community Opportunity, and Park Trails Improvement Funds; and renovations to park infrastructure to promote water conservation (irrigation) and enhance safety (tree maintenance). As of 2015 there are nearly 100 active capital projects.⁹

NEARBY PARKS AND RECREATIONAL FACILITIES

Parks and Recreational Facilities

The analyses in California Environmental Quality Act (CEQA) documents typically present existing and existing-plus-project scenarios to compare conditions with the Proposed Project to existing conditions. However, as described in Section 4.A, Introduction to Chapter 4, pp. 4.A.5-4.A.12, because the Pier 70 area is changing rapidly, and development and infrastructure projects were recently completed, were under construction at the time the Notice of Preparation (NOP) was published, or have been approved and funded and are expected to be under construction or completed by the time the Proposed Project is under construction, a baseline other than existing conditions is used for analyses presented in this section. The modified existing conditions that serve as the baseline conditions account for these projects. (See Table 4.J.1: Existing and Baseline Parks and Recreational Facilities Near the Project Site.)

As described in Chapter 2, Project Description, pp. 2.17-2.18, the 28-Acre Site and Illinois Parcels (the project site) currently contain approximately 351,800 gross square feet (gsf) of mostly vacant buildings and facilities. Current uses on the project site include special event venues, artists’ studios, self-storage facilities, warehouses, automobile storage lots, a parking lot, a soil recycling yard, and office spaces. The 28-Acre Site is most commonly traversed by workers and other visitors to these commercial uses, including the Building 12 complex and the paved lot to the west of the complex when the complex is used as a temporary space for community, arts and cultural, and special events. Within the 28-Acre Site, there are no existing pedestrian or bikeway facilities that provide recreational access to San Francisco Bay waterfront, pier, or slipways.

The project site is located near City-owned parks and recreational facilities and linear pedestrian and bikeway recreational resources that attract local residents and regional and Citywide visitors. (See Figure 4.J.1: Existing, Baseline, and Future Parks and Recreational Facilities.) No POPOS are located within a 0.5-mile radius of the project site.¹⁰

⁹ San Francisco Recreation and Parks Department, Active Capital Projects, 2015. Available online at <http://sfrecrepark.org/park-improvements/currentprojects/>. Accessed September 22, 2015.

¹⁰ San Francisco Planning Department, Privately-Owned Public Open Space and Public Art, 2015. Available online at: <http://www.sf-planning.org/index.aspx?page=3339>. Accessed December 10, 2015.

Table 4.J.1: Existing and Baseline Parks and Recreational Facilities Near the Project Site

Facility Name	Open Space Size (Acres)	Distance and Direction from Project Site (Miles)
Existing Recreational Facilities		
Potrero Hill Recreation Center^a is owned and managed by RPD. It is located in the Potrero Hill neighborhood at 801 Arkansas Street. The park features both active and passive uses and includes a recreation center, playground, baseball field, basketball court, ball fields, two lighted tennis courts, picnic tables, and barbeque grills. The indoor recreation center has a computer room, gymnasium, stage, and auditorium.	9.5	0.5 west
Existing Parks		
Esprit Park is owned and managed by RPD. It is located in the Dogpatch neighborhood and occupies the entire block bordered by Minnesota, Indiana, 19 th , and 20 th streets. It features both active and passive uses and includes a grass field bordered with picnic tables, benches, redwood trees, and an athletic circuit.	1.8	0.2 west
Warm Water Cove^b is owned by the Port. It is located at the end 24 th Street, east of Illinois and Third streets. It features walking paths, landscaped lawns, benches, and scenic vistas of the bay and adjacent piers and warehouses.	1.85	0.2 south
Woods Yard Park is owned by the San Francisco Municipal Transportation Agency. It is located on the southeastern corner of Indiana and 22 nd streets and is a block-long open space with two grassy areas, shade trees, and a playground with a sand pit.	0.25	0.2 west
Potrero Hill Mini Park is owned and managed by RPD. It features an off-leash dog run and is adjacent to the Potrero Hill Recreation Center.	0.3	0.5 west
Agua Vista Park^{c,d} is a landscaped park and fishing pier owned by the Port. It is located on the east side of Terry A. Francois Boulevard between 16 th and Mariposa streets in Mission Bay and has picnic tables and views of adjacent ship repair uses. It includes a 600-foot-long portion of the Bay Trail.	0.5	0.4 north
Bayfront Park^d is a park in development comprised of four parcels owned by the Port in the Mission Bay Redevelopment Area (P21, P22, P23, and P24). ^e Completed features are located east of Terry A. Francois Boulevard between South and Mariposa streets and include a boat launch with a parking area (P21) and a 1,290-foot-long, 8-foot-wide portion of the Bay Trail (P21 and P22). Additional development of P22, and new development of P23 and P24 are discussed below, under Additional Baseline Parks.	2.01	0.5 north
The Connecticut and Arkansas Friendship Gardens are managed by the RPD Urban Garden Program. The gardens are adjacent to the Potrero Hill Recreation Center at 801 Arkansas Street and feature vegetables, fruit trees, flowers, and beehives.	0.25	0.5 west
Total^e	16.46	

Table 4.J.1 Continued

Facility Name	Open Space Size (Acres)	Distance and Direction from Project Site (Miles)
Existing Community Organized Spaces^f		
Progress Park is located in the Dogpatch neighborhood on Indiana Street between 23 rd and 25 th streets. It features active and passive uses including meandering paths, benches, a pull-up bar, a bocce court, and a fenced off-leash dog area.	1	0.4 southwest
The Pennsylvania Street Gardens are located at 251 Pennsylvania Avenue at 18 th Street in the Potrero Hill neighborhood alongside the Mariposa Street off ramp owned by Caltrans. It is managed by the non-profit Pennsylvania Street Gardens.	1	0.4 northwest
Tunnel Top Park is located at the corner of 25 th Street and Pennsylvania Avenue. The park features a native plant garden, community gathering square, seating areas, and public art.	0.69	0.5 southwest
Total	2.69	
Additional Baseline Parks		
Bayfront Park is a park in development comprised of four parcels owned by the Port in the Mission Bay Redevelopment Area (P21, P22, P23, and P24). P21 and portions of P22 are complete (2.01 acres), as discussed above in Existing Parks. An additional 5.22 acres would be developed on P22 to include a new grass lawn and other amenities to complement the existing trail and waterfront. P23 (0.76 acre) and P24 (1.13 acres) are two triangular parcels located west of Terry A. Francois Boulevard between Mariposa and 16 th streets that would also be developed into new park space.	7.11	0.5 north
Mariposa Park is comprised of two parcels owned by the City in the Mission Bay Redevelopment Area totaling 2.38 acres (P26 and P27). The park, located north of Mariposa Street between Minnesota Street and I-280, is currently under construction and would provide a grass lawn and walking paths, a kids' play area, benches, and tables.	2.38	0.3 northwest
The approved 800 Indiana Street project includes a new 3,500-gsf public plaza.	0.1 (3,500 gsf)	0.2 west
The approved 650 Indiana Street project includes a new 8,900-gsf public plaza at the corner of Indiana and 19 th streets.	0.2 (8,900 gsf)	0.2 northwest
The approved 20th Street Historic Core project includes an outdoor publicly accessible plaza.	1	Adjacent to the project site (north)
Total	10.79	

Table 4.J.1 Continued

Facility Name	Open Space Size (Acres)	Distance and Direction from Project Site (Miles)
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Notes:

gsf = gross square feet

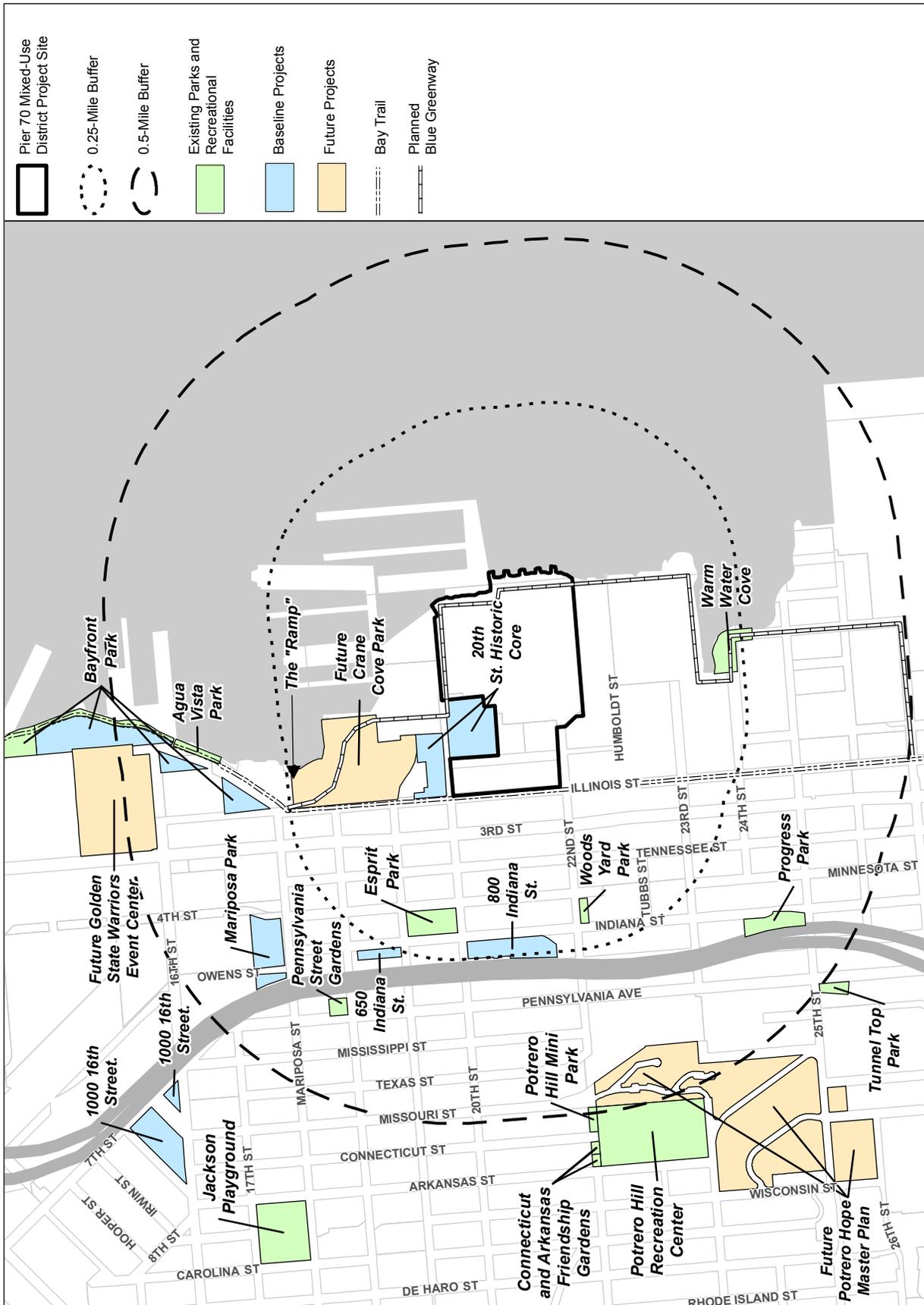
RPD = San Francisco Recreation and Parks Department

- ^a Potrero Hill Recreation Center was included in the 2012 Clean and Safe Parks Bond. Proposed improvements to the natural turf playfields and the dog play area are expected to be completed by July 2018.
- ^b Warm Water Cove may be expanded in conjunction with the redevelopment of the Potrero Power Plant and Pier 70 identified in the ROSE. It was also included in the 2012 Clean and Safe Parks Bond with proposed improvements to include construction of a new public access with a walkway and scenic lookouts. The San Francisco Blue Greenway, described below, would be routed through Warm Water Cove from the planned Power Plant Shoreline Access to the north to Islais Creek North-West to the south.
- ^c Agua Vista Park was included in the 2012 Clean and Safe Parks Bond with proposed improvements to renovate and provide shoreline access with walking, biking, and viewing areas.
- ^d This portion of the Bay Trail alignment is shared by the San Francisco Blue Greenway.
- ^e All public open space parcels mapped in the 2014 Mission Bay Land Use Plan are given numeric parcel designations such as P1, P2, P3, etc.
- ^f These three community organized spaces are not counted in the total acreage because they are not part of the City-owned open space system.

Sources: San Francisco Planning Department, Property Information Map & Database; San Francisco Recreation and Parks Department, Parks & Open Space and Recreation & Services; and Port of San Francisco, Parks and Open Spaces. Available online at <http://propertymap.sfplanning.org/?dept=planning>, <http://sfrecpark.org>, and <http://www.sfport.com/index.aspx?page=60>. Accessed December 10, 2015.

Within San Francisco, open spaces are categorized according to their particular amenities, e.g., sports field, recreation center, or playground, and their walkability. Open space designated in the ROSE as Active Use/Sports Field or Passive Use/Tranquil Spaces, as well as open spaces proposed for large plan areas such as Mission Bay, Park Merced, Treasure Island, and Hunters Point Shipyard/Candlestick Point, are considered walkable (a 10-minute walk) to users within a 0.5-mile radius. Although the Central Waterfront area of the City may have pedestrian obstacles – such as steep topography toward Potrero Hill west of I-280, discontinuous sidewalks, or missing crosswalks – it is assumed that all parks and recreational facilities within a 0.5-mile radius could be used. Playgrounds, on the other hand, are considered walkable (a 5-minute walk) within only a 0.25-mile radius, in consideration of families with toddlers and young children.¹¹ Active recreation refers to a mix of uses in a neighborhood park that includes the following types of facilities: athletic fields, buildings or structures for recreational activities, concessions, community gardens, courses or sport courts, children’s play areas, dog play areas, or bike paths. A passive recreation area refers to a mix of uses in a park, undeveloped land, or minimally improved lands that can include the following: landscaped areas, natural areas, ornamental gardens, non-landscaped green spaces, stairways, decorative fountains, picnic areas, and water bodies without recreational staffing.

¹¹ San Francisco Planning Department, ROSE, p. 20-21. Available online at http://www.sf-planning.org/ftp/General_Plan/index.htm. Accessed September 11, 2015.



0 1,200 FT

PIER 70 MIXED-USE DISTRICT PROJECT

Source: San Francisco Parks and Recreation (2016)

FIGURE 4.J.1: EXISTING, BASELINE, AND FUTURE PARKS AND RECREATION FACILITIES

There are also a number of open spaces just outside a walkable distance from the project site (i.e., beyond the 0.5-mile radius of the project site), including the 4.4-acre Jackson Playground and the 1-acre Daggett Place Park. Jackson Playground occupies two City blocks and is bounded by 17th Street to the north, Mariposa Street to the south, Carolina Street to the west, and Arkansas Street to the east. The park includes a children's play area, picnic tables, tennis and basketball courts, a small community garden, a recreation center with a wooden gym floor and public restrooms, and two baseball fields with bleachers, team benches, and two small storage buildings. Daggett Place Park is a baseline park in the Daggett Street right-of-way developed as part of the 1000 16th Street project. The privately funded open space features large lawns, seating, play areas, a fenced-off dog run, and public art installations. It is owned by the City and will be maintained in perpetuity by the building management of the property.

Bikeway, Trail, and Water Trail Resources

Within the existing project site, there are no formal bicycle or walking trails. Illinois Street, which forms the western boundary of the project site, is an on-street segment of the Bay Trail as identified in regional and local trail planning documents. Nearby bicycle and walking trail plans are described below.

Bay Trail

The Bay Trail is a planned 500-mile hiking and bicycling path that would encircle San Francisco and San Pablo bays and follow the shoreline of 9 counties, pass through 47 cities, and cross 4.5 toll bridges. Approximately 345 miles of the Bay Trail have been completed, including off-street paved trails, dirt/gravel trails, and on-street pathways. The Bay Trail provides scenic recreation for hikers, joggers, bicyclists, skaters, and wheelchair users. It also offers a setting for wildlife viewing and environmental education, and serves as a commute alternative for bicyclists. Within San Francisco, several segments of the Bay Trail are complete, including an on-street segment that runs in a north-south direction from China Basin to Terry A. Francois Boulevard and Illinois Street where it crosses the Islais Creek Channel. Illinois Street is immediately west of the project site and is included as a segment of the Bay Trail.

San Francisco Blue Greenway

The San Francisco Blue Greenway is a project to improve and expand the public open space network along the City's Central and Southern Waterfront from the China Basin Channel to the San Francisco County Line. The San Francisco Parks Alliance began planning the Blue Greenway in 2004 as part of an effort to complete a 13-mile portion of the Bay Trail from China

Basin in the north to Candlestick Point State Recreation Area in the south.¹² Portions of the Blue Greenway have already been completed, such as Heron's Head Park and Warm Water Cove. Illinois Street is included as a Linking Street¹³ in the Blue Greenway connecting Mission Bay and Bayview Hunters Point. In addition, a planned shoreline segment of the Blue Greenway, between the future Crane Cove Park to the north and the existing Warm Water Cove Park to the south, is mapped in the ROSE and extends through the project site. This shoreline trail would connect with a waterfront park, planned as part of the Proposed Project, and the future Power Plant Shoreline Access to the south of the project site.¹⁴

San Francisco Bay Area Water Trail

The San Francisco Bay Area Water Trail is a network of existing and new launch and water landing sites for people in non-motorized boats and beachable sailboats.¹⁵ The *Enhanced Water Bay Area Trail Plan (Enhanced Water Trail Plan)* identifies three key water access points near the project site:

1. The Pier 52 Boat Launch, an existing public boat launch, ramp, and float at Terry A Francois Boulevard in Mission Bay approximately 0.7 mile north of the project site;
2. The "Ramp," a privately owned restaurant (The Ramp Bar and Restaurant) with an existing walk-up boat launch that serves as a destination at Mariposa and Illinois streets approximately 0.25 mile north of the project site; and
3. Islais Creek, an existing waterfront park and launch at Quint Street and Cargo Way approximately 0.7 mile south of the project site.¹⁶

The "Ramp" waterfront access point consists of a paved footpath off Illinois Street that is accessible only to pedestrians and boaters carrying small non-motorized boats such as kayaks and canoes. The future Crane Cove Park project would provide a new landing and launching area south of the facility consisting of a sandy shoreline bordered by riprap for non-motorized boat users.

¹² San Francisco Parks Alliance, Blue Greenway History. Available online at <http://www.sfparksalliance.org/our-work/blue-greenway/history>. Accessed November 11, 2015.

¹³ The Blue Greenway Design Standards define Linking Streets as streets that connect between individual open spaces and generally run parallel to the shoreline edge alongside the Port's southern waterfront.

¹⁴ San Francisco Planning Department, ROSE, p. 27. Available online at http://www.sf-planning.org/ftp/General_Plan/index.htm. Accessed September 11, 2015.

¹⁵ California State Coastal Conservancy, *Enhanced San Francisco Bay Area Water Trail Plan*, December 2011, p. 1. Available online at <http://sfbaywatertrail.org/wp-content/uploads/2015/05/Enhanced-Water-Trail-Plan-Dec2011.pdf>. Accessed November 11, 2015.

¹⁶ California State Coastal Conservancy, *Enhanced San Francisco Bay Area Water Trail Plan*, December 2011, p. 57-70. Available online at <http://sfbaywatertrail.org/wp-content/uploads/2015/05/Enhanced-Water-Trail-Plan-Dec2011.pdf>. Accessed November 11, 2015.

Existing Recreation Demand

Demand in the Project Area

Existing residents and workers in San Francisco generate local demand for parks and open space. As of the 2010 U.S. Census, the residential population within 0.5 mile of the project site was approximately 5,168 persons.¹⁷ Adjusted for the approximately 1.5 percent annual increase in the total population of San Francisco between 2010 and 2013, the 2013 population within 0.5 mile of the project site is estimated to be 5,404 persons.¹⁸ As shown in Table 4.J.1 on pp. 4.J.5-4.J.7, there are approximately 16.46 acres of existing public recreation and open space areas within 0.5 mile of the project site; however, Progress Park and the Pennsylvania Street Gardens are not considered in this total because they are not City-owned. Based on the estimated 2013 population within 0.5 mile of the project site, the existing ratio of open space to residents is approximately 3.1 acres per 1,000 residents, which is less than both the 2013 Citywide ratio of approximately 7.2 acres per 1,000 residents and the ratio of 10 acres per 1,000 residents formerly suggested by the National Park and Recreation Association.

Demand on Nearby Existing Parks and Recreation Facilities

The existing residential population within a 0.5-mile radius of existing City-owned park and recreation facilities, referred to as the service population, is estimated based on U.S. Census data for 2010, as shown in Table 4.J.2: Estimated Service Population for Parks and Recreation Facilities Near the Project Site. The service population for 2013 was derived by applying a 1.5 percent annual growth rate to the 2010 Census data of all census block groups in or partially within a 0.5-mile radius of each park or recreation facility.

These service population estimates reinforce the understanding that the distribution of existing land uses strongly influences the baseline population within accessible distance of recreational resources. Warm Water Cove, surrounded by San Francisco Bay shoreline and existing industrial and commercial uses, has the smallest baseline residential population demand. By contrast, Potrero Hill Recreation Center, located in the predominantly residential Potrero Hill neighborhood, has a substantially greater baseline population than Warm Water Cove. Appropriate for its location, the Potrero Hill Recreation Center has the greatest acreage and

¹⁷ The search area was selected based on a 0.5-mile radius buffer around the project site which represents an approximately 10-minute walk from the project site. Based on the 2010 U.S. Census, the total (residential) population of the 123 census blocks located within a 0.5-mile radius of the project site is 5,168 persons.

¹⁸ Estimated increase in population is based on San Francisco's 2010 U.S. Census population of 805,235, compared to the 2009-2013 5-Year American Community Survey estimate of 817,501.

Table 4.J.2: Estimated Service Population for Parks and Recreation Facilities Near the Project Site

Facility Name	Length/ Acres	2010 Service Population ^a	2013 Service Population ^b
Existing Recreational Facilities			
Potrero Hill Recreation Center	9.50	12,174	12,730
Existing Parks			
Esprit Park	1.80	7,139	7,465
Warm Water Cove	1.85	1,049	1,097
Woods Yard Park	0.25	2,264	2,367
Potrero Hill Mini Park ^c	0.30	12,174	12,730
Agua Vista Park ^d	0.50	4,586	4,795
Bayfront Park ^d	2.01	4,586	4,795
Connecticut and Arkansas Friendship Gardens ^c	0.25	12,174	12,730
	Total^e	16.46	
Additional Baseline Parks^f			
Mariposa Park	2.38	7,122	7,447
Bayfront Park ^{d,g}	7.11	4,586	4,795
800 Indiana Street project	0.10	8,063	8,431
650 Indiana Street project	0.20	7,600	7,947
20 th Street Historic Core project	1.00	1,939	2,028
	Total	10.79	

Notes:

- ^a The total residential population of the search area, the service population, was determined based on 2010 Census data of all census block groups in or partially within a 0.5-mile radius of each park or recreation facility.
- ^b Based on a 1.5 percent Citywide annual growth factor over a 3-year period.
- ^c The Potrero Hill Recreation Center, Potrero Hill Mini Park, and Connecticut and Arkansas Friendship Gardens are adjacent to one another and are considered to serve same population.
- ^d Agua Vista Park and Bayfront Park are adjacent and considered to serve the same population.
- ^e This total does not include the 1-acre Progress Park or the 1-acre Pennsylvania Street Gardens because they are not owned or operated by the City.
- ^f Additional baseline parks were not in service as of May 2015 when the Notice of Preparation was published. As such, service populations are provided for comparative purposes only.
- ^g This 7.11-acre portion of Bayfront Park would be constructed in addition to the existing 2.01-acre facilities in the same vicinity, and is considered to serve the same population.

Source: San Francisco Planning Department, Property Information Map & Database; San Francisco Recreation and Parks Department, Parks & Open Space and Recreation & Services; and Port of San Francisco, Parks and Open Spaces. Available online at <http://propertymap.sfplanning.org/?dept=planning>, <http://sfrecpark.org>, and <http://www.sfport.com/index.aspx?page=60>. Accessed December 10, 2015.

diversity of parks and recreation facilities to serve its residents. This also supports the view that waterfront open spaces, such as Warm Water Cove, are City-serving open spaces because they possess unique attributes that attract residents and visitors from across the City.

Demand is also influenced by each recreation facility's unique amenities, services provided, accessibility, and existing level of maintenance. A neighborhood with access to a variety of facilities can provide users with an adequate choice of activities, thereby more evenly distributing recreation demand across facilities. On the other hand, a neighborhood with few, sparse facilities may not be able to sufficiently accommodate the demand or needs of its residents. In addition, a recreation resource may be desirable, but facilities in poor condition may be considered a safety hazard, a nuisance, or blight, and users may be discouraged from using that recreation resource.

In Fiscal Year 2014-2015, RPD reported that 50 percent of its budget was allocated to park maintenance, 25 percent to recreation and aquatics, and 10 percent to structure maintenance.¹⁹ RPD staff and resources for park maintenance are organized into seven regions: Golden Gate Park plus six Park Service Areas (PSAs). RPD rates the condition of each of their plazas, squares, mini parks, neighborhood parks, playgrounds, parkways, and regional parks on a quarterly basis unless the recreation resource is closed for renovations. RPD-managed parks within 0.5 mile of the Proposed Project include Potrero Hill Recreation Center, Esprit Park, and Woods Yard Park.

Park evaluation scores are based on performance standards for 12 categories of park features: athletic fields, buildings and general amenities, children's play areas, dog play areas, greenspace, hardscape, lawns, ornamental beds, outdoor courts, restrooms, table seating areas, and trees.²⁰ Each feature is evaluated based on the condition and performance standard of various "elements" such as cleanliness, drainage, litter and debris, plant condition, waste receptacles, potholes, signage, weeds, and vandalism. For example, a lawn feature would have an element of mowing with a performance standard requiring that turf be less than 4.5 inches high. If an evaluator finds sufficient turf that is taller than the standard, then he or she would report this condition. Each element is ultimately scored based on the conditions reported.²¹ Each feature's score is determined by the number of "passing" elements divided by the total number of elements.

¹⁹ San Francisco Recreation and Parks Department, Fiscal Year 2014-2015 Budget Presentation, p. 13. Available online at <http://sfrecpark.org/wp-content/uploads/Public-Budget-Presentation-V.-2.pdf>. Accessed September 11, 2015.

²⁰ City and County of San Francisco, Office of the Controller, Park Maintenance Standards: Fiscal Year 2014-2015 Annual Report, November 24, 2015, p. 6. Available online at <http://openbook.sfgov.org/webreports/details3.aspx?id=2227>. Accessed December 8, 2015.

²¹ City and County of San Francisco, Office of the Controller, Park Maintenance Standards: Fiscal Year 2014-2015 Annual Report, November 24, 2015, p. 27. Available online at <http://openbook.sfgov.org/webreports/details3.aspx?id=2227>. Accessed December 8, 2015.

Overall park scores are calculated by taking an average of the overall feature scores weighted based on the type of park, such as hardscape weighted for a civic plaza or athletic fields weighted for a neighborhood park.²²

Park evaluation scores are provided at the City, Supervisorial District, PSA, and facility levels. In Fiscal Year 2014-2015, the Citywide average annual park evaluation score was 85.2 percent, with restrooms receiving the highest score (91.9 percent) and children's play areas receiving the lowest (79.8 percent).²³ Within Supervisorial District 10, which includes the project site, the average annual park evaluation score was 82.2 percent and included three of the lowest scoring parks (Gilman Playground [57.3 percent], Bay View [58.3 percent], and Little Hollywood [74.5 percent]), as well as the second lowest score for children's play areas by district (74.6 percent).²⁴ Within PSA 2, which includes the project site and overlaps with the northern portion of Supervisorial District 10, the average annual park evaluation score was 87.7 percent, with the Potrero Hill Recreation Center receiving a score of 91.1 percent and Esprit Park receiving a score of 92.7 percent.²⁵ Woods Yard Park, classified as a mini-park, has not been evaluated by RPD. All other nearby parks are maintained by the Port or community supported.

As stated on p. 4.J.4, the baseline includes projects that were recently completed, under construction at the time the NOP was published, or that have been approved and funded and will be either under construction or completed by the time the Proposed Project is under construction. As such, additional baseline project open spaces did not contribute to the City's overall open space program in 2010 or 2013 and were not available to the public. Nevertheless, for the purposes of comparing the relative residential density of each open space's service area, planned acreage and the estimated 2010 and 2013 service populations of additional baseline open spaces are provided for informational purposes in Table 4.J.2, p. 4.J.12.

²² City and County of San Francisco, Office of the Controller, Park Maintenance Standards: Fiscal Year 2014-2015 Annual Report, November 24, 2015, p. 30. Available online at <http://openbook.sfgov.org/webreports/details3.aspx?id=2227>. Accessed December 8, 2015.

²³ City and County of San Francisco, Office of the Controller, Park Maintenance Standards: Fiscal Year 2014-2015 Annual Report, November 24, 2015, pp. 7 and 13. Available online at <http://openbook.sfgov.org/webreports/details3.aspx?id=2227>. Accessed December 8, 2015.

²⁴ City and County of San Francisco, Office of the Controller, Park Maintenance Standards: Fiscal Year 2014-2015 Annual Report, November 24, 2015, pp. 7, 11, and 15. Available online at <http://openbook.sfgov.org/webreports/details3.aspx?id=2227>. Accessed December 8, 2015.

²⁵ City and County of San Francisco, Office of the Controller, Park Maintenance Standards: Fiscal Year 2014-2015 Annual Report, November 24, 2015, pp. 19 and 48-49 and San Francisco Recreation and Parks Department website, Park Service Area Map. Available online at <http://openbook.sfgov.org/webreports/details3.aspx?id=2227> and <http://sfrecpark.org/wp-content/uploads/City-Wide-Map-with-Park-Service-Area-Info-and-Supervisors-Districts-Lines.pdf>. Accessed December 8, 2015.

Demand and deterioration of existing open space are described above based on existing conditions for these open spaces. However, it is assumed that the future availability of additional baseline project open space (10.79 acres) would increase the overall acreage of open space, thereby reducing demand on other existing facilities in their respective neighborhoods, as further described in Impacts and Mitigation Measures on pp. 4.J.27-4.J.46.

RECREATION AND PARK DEPARTMENT RECREATION ASSESSMENT

In 1998, the City initiated the “Great Parks for a Great City Assessment Project” to determine the condition of the park system as well as future needs. In August 2004, RPD published a *Recreation Assessment Report* that evaluated the recreation needs of San Francisco residents.²⁶ Nine service area maps were developed for this report. The service area maps were intended to assist RPD staff and City decision-makers in assessing where services are offered, how equitable the service delivery is across the City, and how effective the service is in light of the service area’s demographics. The maps define service areas by the capacity of the facility as designed and by the facility’s actual attendance, not by distance. The maps are provided for ball fields, pools, outdoor basketball courts, multi-use/soccer fields, recreation centers, and tennis courts.²⁷

REGULATORY FRAMEWORK

STATE

The Quimby Act

The Quimby Act (California Government Code Section 66477) was established by the California Legislature in 1965 to preserve open space and parkland in the rapidly urbanizing areas of the State. The Quimby Act authorizes local governments to establish ordinances requiring developers of new subdivisions to dedicate land for parks, pay an in-lieu fee, or perform a combination of the two.

²⁶ San Francisco Recreation and Parks Department, Recreation Assessment Report, August 2004. Available online at <http://sfrecpark.org/about/publications/2004-recreation-assessment/>. Accessed September 11, 2015.

²⁷ The *Recreation Assessment Report* maps the service area of each recreation resource based on a half-mile buffer around the center point of each area. Based on the report’s analysis, Potrero Hill Recreation Center does not serve the project site. However, for the purposes of the EIR, accessibility is determined based on a half-mile distance from the project site boundary to the perimeter (boundary) of each park or recreational resource.

REGIONAL

San Francisco Bay Conservation and Development Commission

San Francisco Bay Plan

The *San Francisco Bay Plan (Bay Plan)* contains policies pertaining to the development of parks and recreational facilities in and near San Francisco Bay and public access to San Francisco Bay. The *Bay Plan* includes specific policies related to the San Francisco Waterfront as well as general policies related to recreation and public access. The *Bay Plan* has two main objectives: (1) to protect...[San Francisco] Bay as a great natural resource for the benefit of present and future generations and (2) to develop...[San Francisco] Bay and its shoreline to their highest potential with a minimum of [San Francisco] Bay filling.²⁸

One of the plan's major conclusions is that shoreline areas suitable for priority uses – ports, water-related industry, airports, wildlife refuges, and water-related recreation – exist only in limited amounts, and should be reserved for these purposes. One of its major proposals is that new shoreline parks, beaches, marinas, fishing piers, scenic drives, and hiking or bicycling pathways should be provided in many areas, and the *Bay Plan* notes that San Francisco Bay and its shoreline offer particularly important opportunities for recreational development in urban areas where large concentrations of people now live close to the water but do not have publicly accessible shoreline nearby. As such, it proposes that the highest priority should be given to recreational development in these areas, as an important means of providing immediate help to relieve urban tensions.

General recreation and public access policies of the *Bay Plan* that are relevant to the development of the Proposed Project are summarized below:²⁹

- **Recreation Policy IV.1** encourages the provision of diverse and accessible water-oriented recreational facilities, such as marinas, launch ramps, beaches, and fishing piers wherever possible. These facilities should be provided to meet the needs of a growing and diversifying population, and should be well distributed around San Francisco Bay and improved to accommodate a broad range of water-oriented recreational activities for people of all races, cultures, ages, and income levels.
- **Recreation Policy IV.2** encourages preserving waterfront land for parks and beaches to meet future needs, with the understanding that recreational facilities need not be built all at once. Interim use of a waterfront park priority use area prior to its development as a

²⁸ San Francisco Bay Conservation and Development Commission, San Francisco Bay Plan, Part II, Objectives. Available online at http://www.bcdc.ca.gov/plans/sfbay_plan.shtml. Accessed November 10, 2016.

²⁹ San Francisco Bay Conservation and Development Commission, San Francisco Bay Plan, Part IV, Development of the Bay and Shoreline: Findings and Policies, Recreation and Public Access. Available online at http://www.bcdc.ca.gov/laws_plans/plans/sfbay_plan.shtml. Accessed September 22, 2015.

park should be permitted, unless the use would prevent the site from being converted to park use or would involve investment in improvements that would preclude the future use of the site as a park.

- **Recreation Policy IV.3** encourages the development of a variety of recreational facilities, such as waterfront parks, trails, marinas, live-aboard boats, nonmotorized small boat access, fishing piers, launching lanes, and beaches. These recreational facilities should be located, improved and managed consistent with detailed standards for the different type of recreational facilities, e.g., general recreation facilities should be as close to major population centers as is feasible and marina facilities should include viewing areas, restrooms, and non-motorized small boat launching facilities.
- **Recreation Policy IV.4** encourages the provision of a variety of recreational opportunities as a strategy for optimizing the use of San Francisco Bay for recreation. Recreational facilities within waterfront parks should include trails that can be used as components of the Bay Trail; bus stops, kiosks and other facilities to accommodate public transit; and public launching facilities for a variety of boats and other water-oriented recreational craft, such as kayaks, canoes, and sailboards. Waterfront parks should include hiking, bicycling, picnic facilities, swimming, environmental, historical and cultural education and interpretation, viewpoints, beaches, and/or fishing facilities. Recreational facilities that do not need a waterfront location, e.g., golf courses and playing fields, should generally be placed inland. Limited commercial recreation facilities, such as small restaurants, should be permitted within waterfront parks provided they are clearly incidental to the park use, are in keeping with the basic character of the park, and do not obstruct public access to and enjoyment of San Francisco Bay. In addition, historic buildings in waterfront parks should be developed and managed for recreation uses to the maximum practicable extent consistent with the *Bay Plan* Map policies and other standards such as provision of public access to the exterior and the interior of the historic structure, where appropriate.
- **Recreation Policy IV.5** encourages the development of interpretive signs for San Francisco Bay resources in waterfront parks, and, where feasible and appropriate, diverse environmental education programs, facilities and community service opportunities, such as classrooms and interpretive and volunteer programs.
- **Recreation Policy IV.6** encourages careful design and landscape treatment for flood control projects to enhance the appearance of shoreline areas and to permit maximum public use of the shores and waters of San Francisco Bay.
- **Recreation Policy IV.8** encourages the comprehensive distribution of signs and other information regarding shipping lanes, ferry routes, U.S. Coast Guard rules for navigation, such as U.S. Coast Guard Rule 9, weather, tide, current and wind hazards, the location of habitat and wildlife areas that should be avoided, and safety guidelines for smaller recreational craft, via marinas, boat ramps, launch areas, personal watercraft and recreational vessel rental establishments, and other recreational watercraft use areas.
- **Public Access Policy IV.2** assures public access to San Francisco Bay via waterfront parks, beaches, marinas, and fishing piers, and encourages, to the maximum extent feasible, the provision of public access to and along the waterfront through every new development in San Francisco Bay or on the shoreline, whether it be for housing, industry, port, airport, public facility, wildlife area, or other use.

- **Public Access Policy IV.3** encourages public access to some natural areas for study and enjoyment with the understanding that some wildlife are sensitive to human intrusion.
- **Public Access Policy IV.8** encourages access to and along the waterfront by walkways, trails, or other appropriate means as well as connections to the nearest public thoroughfare where convenient parking or public transportation may be available.
- **Public Access Policy IV.10** encourages coordination between Federal, State, regional, and local jurisdictions, special districts, and the Bay Conservation and Development Commission (BCDC) to provide appropriately sited, designed and managed public access, especially to link the entire series of shoreline parks, regional trail systems (such as the Bay Trail) and existing public access areas to the extent feasible without additional San Francisco Bay filling and without significant adverse effects on San Francisco Bay natural resources. State, regional, and local agencies that approve projects should assure that provisions for public access to and along the shoreline are included as conditions of approval and that the access is consistent with BCDC's requirements and guidelines.

The *Bay Plan* identifies priority uses for the San Francisco Bay shoreline. These priority uses are identified on the *Bay Plan* maps and are defined as Ports, Water-related Industry, Water-oriented Recreation, Airports, or Wildlife Refuges. Some of these priority use areas surpass BCDC's permit jurisdiction that consists of land within 100 feet of the San Francisco Bay shoreline. According to *Bay Plan* Map No. 5 (Central Bay),³⁰ Pier 70 is part of the "Central Basin" and is identified as a Water-related Industry priority use area. Policies related to this area are further specified in the *San Francisco Waterfront Special Area Plan*, as described below. The Proposed Project would not include development that would be inconsistent with *Bay Plan* recreation and public access policies (see Chapter 3, Plans and Policies, p. 3.11).

San Francisco Waterfront Special Area Plan

The *San Francisco Waterfront Special Area Plan* was adopted by BCDC on April 3, 1975, to provide detailed planning and regulatory guidelines for the waterfront of San Francisco from the east side of Hyde Street Pier to the south side of India Basin. It applies the requirements of the McAteer-Petris Act³¹ and the provisions of the *Bay Plan* to the San Francisco waterfront in greater detail. Among many goals and policies, the primary recreational purpose of the *San Francisco Waterfront Special Area Plan* is to increase public use and enjoyment of San Francisco Bay and the waterfront through the completion of a system of integrated public parks, plazas, pier public access areas, and promenades. Pier 70 is located along the Port of San Francisco's

³⁰ San Francisco Bay Conservation and Development Commission, *San Francisco Bay Plan*, Part V, The Plan Maps, Plan Map 5-Central Bay. Available online at http://www.bcdc.ca.gov/pdf/bayplan/Plan_Map_5.pdf. Accessed September 11, 2015.

³¹ The McAteer-Petris Act serves as the key legal provision under California state law to preserve San Francisco Bay from indiscriminate filling. Available online at http://www.bcdc.ca.gov/laws_plans/mcateer_petris.shtml. Accessed September 11, 2015.

Southern Waterfront, which stretches between China and India basins and contains most of the current maritime activity of the Port of San Francisco.³² General policies related to public access and open space include the following:

- **Policy 6a:** In accordance with general *Bay Plan* policies, maximum feasible public access should be provided in conjunction with any development in the area covered by this Special Area Plan. Public access should be located at ground or platform level, but minor variations in elevation intended to enhance design of open space may be permitted. Public access should also be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures. Particular attention should be given to the provision of perimeter public access along the platform edge. Other uses may extend to the platform edge subject to the following conditions:
 - i) Such uses should enhance the total design of the project, should serve to make the public access more interesting, and should not divert the public way along more than twenty percent (20 percent) of the total platform edge;
 - ii) Deviations of the public way from the platform edge should be limited to short distances.
- **Policy 6b:** Development of public access should be required as a condition of permits for new maritime and non-maritime development. The location of such access obtained as a condition of maritime development between Channel Street and India Basin should be guided by the designations for public recreation, open space, and public access, as found on Special Area Plan Maps 5 and 6.

Pier 70, on Special Area Plan Map 6 of the *San Francisco Waterfront Special Area Plan*, is not specifically designated as a Public Recreation and Access area.

In addition, the *San Francisco Waterfront Special Area Plan* includes geographic-specific policies. Policies specific to Pier 70, which is located within the Pier 48 through India Basin segment of the Southern Waterfront, state that the permitted uses on new or replacement fill (subject to policies) include Maritime, Public Access, and Marina uses.

Association of Bay Area Governments Bay Trail

The *Bay Trail Plan* proposes development of a 500-mile regional hiking and bicycling trail around the perimeter of San Francisco and San Pablo bays. The *Bay Trail Plan* was prepared by the Association of Bay Area Governments (ABAG) pursuant to Senate Bill 100, which mandated that the Bay Trail provide connections to existing park and recreation facilities, create links to existing and proposed transportation facilities, and be planned in such a way as to avoid adverse

³² San Francisco Bay Conservation and Development Commission, *San Francisco Waterfront Special Area Plan*, April 2012, pp. 9 and 47. Available online at http://www.bcdc.ca.gov/pdf/sfwsap/SFWSAP_Final_2012.pdf. Accessed September 11, 2015.

effects on environmentally sensitive areas.³³ The *Bay Trail Plan* also contains five categories of policies to guide selections of the trail route and implementation of the trail system, comprising trail alignment, trail design, environmental protection, transportation access, and implementation policies.

Enhanced Water Trail Plan

The *Enhanced Water Trail Plan*, led by the State Coastal Conservancy, strives to create a network of launch and landing sites, or “trailheads,” to allow people in non-motorized boats and beachable sail craft to enjoy San Francisco Bay.³⁴ The *Enhanced Water Trail Plan* is a guide to trail implementation for the agencies and organizations that will develop and manage water trail access points and programs, as well as trail proponents and other stakeholders also involved in implementation. Recommended policies and procedures in the *Enhanced Water Trail Plan* define how the water trail will take shape over time by guiding trail planning, development, and management on organizational, programmatic, and trail head project-specific levels.

LOCAL

City of San Francisco

San Francisco General Plan Central Waterfront Area Plan

The project site is within the area encompassed by the *Central Waterfront Area Plan*, which is an element of the *General Plan*. The plan extends the *General Plan* policy directions to the waterfront area where the project site is located, and its objectives and policies provide guidance for development on the project site. Objectives and policies related to the provision of parks and open space are as follows:

Objective 2.3: Require that a significant number of units in new developments have two or more bedrooms except senior housing and SRO [single room occupancy] developments unless all below market rate units are two or more bedroom units.

Policy 2.3.4: Encourage the creation of family supportive services, such as child care facilities, parks and recreation, or other facilities, in affordable housing or mixed-use developments.

³³ San Francisco Bay Trail, *Bay Trail Plan Summary*, 1999. Available online at <http://www.baytrail.org/baytrailplan.html>. Accessed September 11, 2015.

³⁴ California State Coastal Conservancy, *Enhanced San Francisco Bay Area Water Trail Plan*, December 2011. Available online at <http://sfbaywatertrail.org/wp-content/uploads/2015/05/Enhanced-Water-Trail-Plan-Dec2011.pdf>. Accessed September 11, 2015.

- Objective 2.5: Promote health through residential development design and location.
- Policy 2.5.2: Develop affordable family housing in areas where families can safely walk to schools, parks, retail, and other services.
- Objective 3.1: Promote an urban form that reinforces the Central Waterfront's distinctive place in the City's larger form and strengthens its physical fabric and character.
- Policy 3.1.8: New development should respect existing patterns of rear yard open space. Where an existing pattern of rear yard open space does not exist, new development on mixed-use-zoned parcels should have greater flexibility as to where open space can be located.
- Objective 4.5: Consider the street network in the Central Waterfront as a City resource essential to multi-modal movement and public open space.
- Policy 4.5.2: As part of a development project's open space requirement, require publicly accessible alleys that break up the scale of large developments and allow additional access to buildings in the project.
 - Policy 4.5.5: Reclaim public rights-of-way that have been vacated or incorporated into private parcels.
- Objective 4.6: Support walking as a key transportation mode by improving pedestrian circulation within Central Waterfront and to other parts of the City.
- Policy 4.6.6: Explore opportunities to identify and expand waterfront recreational trails and opportunities including the Bay Trail.
- Objective 4.7: Improve and expand infrastructure for bicycling as an important mode of transportation.
- Policy 4.7.1: Provide a continuous network of safe, convenient and attractive bicycle facilities connecting Central Waterfront to the citywide bicycle network and conforming to the San Francisco Bike Plan.
 - Policy 4.7.3: Support the establishment of the Blue-Greenway by including safe, quality pedestrian and bicycle connections from Central Waterfront.
- Objective 5.1: Provide public parks and open spaces that meet the needs of residents, workers and visitors.
- Policy 5.1.1: Identify opportunities to create new public open spaces and provide at least one new public open space serving the Central Waterfront.
 - Policy 5.1.2: Require new residential and commercial development to provide, or contribute to the creation of public open space.
- Objective 5.2: Ensure that new development includes high-quality private open space.
- Policy 5.2.1: Require new residential and mixed-use residential development to provide on-site private open space designed to meet the needs of residents.
 - Policy 5.2.2: Establish requirements for commercial development to provide on-site open space.

- Policy 5.2.3: Encourage private open space to be provided as common spaces for residents and workers of the building wherever possible.
- Policy 5.2.4: Encourage publicly accessible open space as part of new residential and commercial development.
- Policy 5.2.5: New development will respect existing patterns of rear yard open space. Where an existing pattern of rear yard open space does not exist, new development on mixed-use-zoned parcels has flexibility as to where open space can be located.
- Policy 5.2.6: Ensure quality open space is provided in flexible and creative ways, adding a well-used, well-cared for amenity for residents of a highly urbanized neighborhood. Private open space should meet the following design guidelines:
- A. Designed to allow for a diversity of uses, including elements for children, as appropriate.
 - B. Maximize sunlight exposure and protection from wind.
 - C. Adhere to the performance-based evaluation tool.
- Objective 5.3: Create a network of green streets that connects open spaces and improves the walkability, aesthetics, and ecological sustainability of the neighborhood.
- Policy 5.3.1: Redesign underutilized portions of streets as public open spaces, including widened sidewalks or medians, curb bulb-outs, “living streets” or green connector streets.
- Policy 5.3.9: Explore opportunities to identify and expand waterfront recreational trails and opportunities including the Bay Trail and Blue-Greenway.
- Objective 5.4: The open space system should both beautify the neighborhood and strengthen the environment.
- Policy 5.4.1: Increase the environmental sustainability of Central Waterfront’s system of public and private open spaces by improving the ecological functioning of all open space.
- Policy 5.4.3: Encourage public art in existing and proposed open spaces.

San Francisco General Plan Recreation and Open Space Element

The 2014 ROSE notes that the City’s open space is “generally well distributed” but some parts of the City are “still deficient in certain types of open space.”³⁵ It also states that some areas were recently rezoned to support additional residential development and contends that “the future population increase in these areas and throughout the City...will exacerbate current open space deficiencies.” Issue areas noted in the ROSE include lack of playground space in many parts of

³⁵ San Francisco Planning Department, ROSE, p. 20. Available online at http://www.sf-planning.org/ftp/General_Plan/index.htm. Accessed September 11, 2015.

the City, limited capacity for sports fields, and the increased burden on open spaces in high density and lower income population areas.

The ROSE defines “high needs areas” as areas with high population density, high percentages of children, seniors, or low-income households, and where most growth is projected to occur between now and 2040. “Deficient” areas are areas that are not served by public open space, areas with population that exceeds the capacity of the open spaces that serve it, or areas with facilities that do not correspond well to neighborhood needs. High needs areas and deficient areas are identified in the ROSE, based on information from the 2010 U.S. Census, 2007-2011 American Community Survey, and the San Francisco Planning Department Land Use Allocation Analysis 2013. The project site and its surrounding neighborhood are not located within a high needs area. The nearest areas of “greater need” (highest need) are located in the Inner Mission and South of Market. Based on walkability maps included in the ROSE, the project site is generally within a 0.5-mile walkability range of Active Use/Sports Fields and Passive Use/Tranquil Spaces as well as planned Mission Bay open spaces and Port of San Francisco open spaces. In addition, the project site is within a 0.25-mile walkability radius of one playground, Woods Yard Park.

The ROSE contains objectives and policies pertaining to the development of parks and recreational facilities. The following policies are relevant to the Proposed Project:

- Objective 1: Ensure a well-maintained, highly utilized, and integrated open space system.
 - Policy 1.7: Support public art as an essential component of open space design.
 - Policy 1.9: Preserve sunlight in public open spaces.
 - Policy 1.10: Ensure that open space is safe and secure for the City’s entire population.
 - Policy 1.12: Preserve historic and culturally significant landscapes, sites, structures, buildings and objects.
- Objective 2: Increase recreation and open space to meet the long-term needs of the City and [San Francisco] Bay region.
 - Policy 2.1: Prioritize acquisition of open space in high needs areas.
 - Policy 2.2: Provide and promote a balanced recreation system which offers a variety of high quality recreational opportunities for all San Franciscans.
 - Policy 2.4: Support the development of signature public open spaces along the shoreline.
 - Policy 2.6: Support the development of civic-serving open spaces.
 - Policy 2.11: Assure that privately developed residential open spaces are usable, beautiful, and environmentally sustainable.

- Objective 3: Improve access and connectivity to open space.
- Policy 3.3: Develop and enhance the City’s recreational trail system, linking to the regional hiking and biking trail system and considering restoring historic water courses to improve stormwater management.
 - Policy 3.4: Encourage non-auto modes of transportation—transit, bicycle and pedestrian access—to and from open spaces while reducing automobile traffic and parking in public open spaces.
 - Policy 3.5: Ensure that, where feasible, recreational facilities and open spaces are physically accessible, especially for those with limited mobility.
- Objective 4: Protect and enhance the biodiversity, habitat value, and ecological integrity of open spaces and encourage sustainable practices in the design and management of our open space system.
- Policy 4.3: Integrate the protection and restoration of local biodiversity into open space construction, renovation, management, and maintenance.
 - Policy 4.4: Include environmentally sustainable practices in construction, renovation, management, and maintenance of open space and recreational facilities.

San Francisco Blue Greenway Planning and Design Guidelines

The Blue Greenway is a City project to improve a 13-mile-long portion of the 500-mile, 9-county, region-wide Bay Trail, as well as the newly established San Francisco Bay Area Water Trail and associated waterfront open space system.³⁶ The alignment of the Blue Greenway generally follows the alignment of the Bay Trail and Bay Area Water Trail north to south from the China Basin Channel to the San Francisco County Line.

The Blue Greenway Planning and Design Guidelines document presents the following elements: Linking and Connector Streets; Signage, Interpretation and Art; Site Furnishings; Planting and Landscape Plan; Port Open Space Use and Program Concepts; and Project Costs and Implementation. The guidelines include conceptual design and use criteria for proposed Port open spaces, including Agua Vista Park, future Crane Cove Park, Pier 70 Slipways Park [now called the Pier 70 Waterfront Terrace, Waterfront Promenade, and Slipways Commons, as part of the Proposed Project], Power Plant Shoreline, and Warm Water Cove Park.³⁷ The following program uses were identified as appropriate and compatible for the Pier 70 Slipways Park:

³⁶ Port of San Francisco, Blue Greenway – Planning and Design Guidelines, July 2012, p. 1.1. Available online at <http://www.sf-port.org/modules/showdocument.aspx?documentid=8344>. Accessed September 11, 2015.

³⁷ Port of San Francisco, Blue Greenway – Planning and Design Guidelines, July 2012, pp. 5-4 and 6-6 to 6-15. Available online at <http://www.sf-port.org/modules/showdocument.aspx?documentid=8344>. Accessed September 11, 2015.

Waterfront Promenade, fishing pier (possible location of existing pier), viewing platform, picnic areas, public art, plaza, large public gathering areas, playground, passive recreation, restaurant/concessions, and future connection to south (through the former Potrero Power Plant site).³⁸

These concepts were developed through a criteria and suitability analysis conducted and described in the Blue Greenway Design Standards and through previous planning processes, including the Port's *Pier 70 Preferred Master Plan*. The intent is that as the planning and design of this open space are refined, the program of uses would also be refined and updated.

Port of San Francisco

Waterfront Land Use Plan and Design and Access Element

More than 7 miles of San Francisco Bay frontage, stretching from the Hyde Street Pier to India Basin, are held in trust for the public under the management of the Port.³⁹ The Port, as trustee of these public lands, is required to promote maritime commerce, navigation and fisheries, as well as to protect natural resources and develop recreational facilities for public use. Goals set forth by the *Waterfront Land Use Plan* include the following:

- Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all San Franciscans and visitors to enjoy.
- A network of parks, plazas, walkways, open space and integrated transportation improvements should improve access to, and enhance the enjoyment and appreciation of, the Bay environment.

Policies applicable to recreation and open space are as follows:

- Policy 1: Ensure a diversity of Open Spaces and Public Access, which may be achieved in different ways depending on location: places that provide access to water; quiet; contemplative places for passive enjoyment; active places for civic gatherings and other urban events that draw large crowds; places for biking and foot race events; places that restore the environment and support wildlife habitats; places to learn about waterfront activities and the Bay environment; and places that appeal to children and seniors.
- Policy 4: Provide public access around the perimeter of piers, wherever safe and feasible as indicated in the Waterfront Design & Access Element and the BCDC Special Area Plan.

³⁸ Port of San Francisco, Blue Greenway – Planning and Design Guidelines, July 2012, p. 6-10 and 6-11. Available online at <http://www.sf-port.org/modules/showdocument.aspx?documentid=8344>. Accessed September 11, 2015.

³⁹ Port of San Francisco, Waterfront Land Use Plan. Available online at <http://www.sfport.com/index.aspx?page=294>. Accessed September 11, 2015.

The *Waterfront Land Use Plan* strongly encourages that, where feasible and consistent with the *Bay Plan* and the Public Trust,⁴⁰ new commercial development on piers should be a part of mixed-use developments that include maritime and open space and public access activities, and that bring day and nighttime activity to the waterfront.

Waterfront Design and Access Element

In concert with the *Waterfront Land Use Plan*, the Port's Waterfront Design and Access Element sets forth policies to direct the location and types of public access and open spaces, public view corridors, and historic resources, and also provides site-specific design criteria for San Francisco's waterfront. The element provides specific design and access criteria and objectives for the Pier 70 waterfront, including open space, historic preservation, massing, orientation, and architectural details.⁴¹

Planning Code Article 4: Development Impact Fees and Project Requirements that Authorize the Payment of In-Lieu Fees

Article 4 of the Planning Code establishes fees to help maintain adequate park capacity required to serve new service population resulting from new development. Fees are used to fund projects that directly increase park capacity either through the acquisition of new park land, or through capacity enhancements to existing parks and open space. Infrastructure impact fees are required for new residential and non-residential uses throughout the Eastern Neighborhoods (Planning Code Section 423). As an alternative means of satisfying the open space requirement of new non-residential uses in the Eastern Neighborhoods Mixed Use Districts (Planning Code Sections 426 and 427), additional open space fees are imposed in certain zoning districts, based on cost per square foot of the net usable open space that is required but not provided.⁴² However, the Proposed Project will create an SUD that will be a new zoning district with open space requirements specific to development goals of the site and Planning Code fee requirements on other Eastern Neighborhoods Mixed Use Districts would not apply.

⁴⁰ The Public Trust imposes certain use restrictions on historical tidal and submerged lands along the waterfront to protect the interests of the people of the State of California for commerce, navigation, and fisheries, as well as other public benefits recognized to further trust purposes, such as recreation and environmental preservation.

⁴¹ Port of San Francisco, *Waterfront Design and Access – An Element of the Waterfront Land Use Plan*, 2009. Available online at <http://www.sf-port.org/index.aspx?page=293>. Accessed September 11, 2015.

⁴² San Francisco Planning Department, *Impact Fees*. Available online at <http://sf-planning.org/impact-fees>. Accessed June 2, 2016.

IMPACTS AND MITIGATION MEASURES

SIGNIFICANCE THRESHOLDS

The thresholds for determining the significance of impacts in this analysis are consistent with the environmental checklist in Appendix G of the State CEQA Guidelines, which has been modified by the San Francisco Planning Department. For the purpose of this analysis, the following applicable thresholds were used to determine whether implementing the Proposed Project would result in a significant impact on recreation. Implementation of the Proposed Project would have a significant effect on recreation if the project would:

- J.1 Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated; or
- J.2 Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment.

APPROACH TO ANALYSIS

In determining whether the Proposed Project would have a significant adverse impact on parks and recreational facilities, this analysis considers adjacent and nearby parks and recreation facilities within a 0.5-mile radius of the project site, the existing capacity of those recreation resources, additional baseline park and recreation facilities yet to be in operation, foreseeable future projects that would include public open space, and the open space that would be included as part of the Proposed Project. The City considers the service area of a neighborhood park to be the area within a 0.5-mile radius of the park (or a 10-minute walk). The distance buffer is indicative of how far a particular type of user would walk, e.g., a family with children will not walk as far as an adult. As a result, a playground's service area is more tightly defined as the area within a 0.25-mile radius of the playground (or a 5-minute walk). Large parks such as Golden Gate Park or parks that possess unique attributes such as waterfront parks are City- and region-serving parks.

The impact analysis considers whether the Proposed Project would lead to substantial physical deterioration of open space near the project site or create the need to build additional recreation facilities. The Maximum Residential Scenario and the Maximum Commercial Scenario are analyzed separately in the impacts evaluation, below, because each scenario would result in different estimated population and employment numbers. The analysis also assumes that the residential populations associated with each of these scenarios are the primary demand generators because residential populations tend to be more intensive users of open space than worker populations. This is primarily due to the limited time that workers have to engage in passive and active recreational pursuits, e.g., an office worker is more likely to use open space for passive recreation during lunch periods and has limited opportunities to use open space that is not easily

accessible. As such, for the purposes of this analysis, it is assumed that new residents under the Maximum Residential Scenario would result in higher intensity park usage than the combined effect of both workers and residents under the Maximum Commercial Scenario.

This analysis assumes that if there are a variety of active and passive recreational activities with sufficient capacity and within a convenient distance of the potential users, there would not be a significant burden on existing parks and recreational facilities such that substantial physical deterioration would occur. It does not assume that a lack of capacity for each type of recreational activity in and of itself would be a significant adverse impact, nor that the incremental population increase resulting from the Proposed Project is the single factor that leads to deterioration or physical degradation of parks and recreational facilities. Other factors include the park design, the age of the infrastructure, how the park is used, and the level of maintenance. Cumulative effects of the Proposed Project's demand for park and open space on the City's overall parks and open space network are also considered.

PROJECT FEATURES

The Proposed Project entails the mixed-use development of the 28-Acre Site and the Illinois Parcels, including residential, commercial-office, and retail/arts/light-industrial uses. Under the provisions of the proposed Special Use District, the Proposed Project would provide a flexible land use program, under which certain parcels could be developed for primarily residential or commercial uses.

In addition, two parcels on the project site that would be designated for structured parking could be developed with either residential or commercial-office uses depending on future market demand and future transportation network changes. If developed as parking, the buildings would have publicly accessible rooftop open space.

The different implementation scenarios (Maximum Residential Scenario and Maximum Commercial Scenario) would have separate effects on recreation. As stated in Section 4.C, Population and Housing, pp. 4.C.20-4.C.21, the Proposed Project would have a residential on-site population of approximately 6,868 residents under the Maximum Residential Scenario (4,881 residents on the 28-Acre Site and 1,987 residents on the Illinois Parcels), and approximately 3,735 residents under the Maximum Commercial Scenario (2,497 residents on the 28-Acre Site and 1,238 residents on the Illinois Parcels). Under both the Maximum Residential and Maximum Commercial scenarios, the proposed uses would displace approximately 60 to 70 existing on-site employees. Under the Maximum Residential Scenario, there would be approximately 5,599 employees, with approximately 5,443 employees at the 28-Acre Site and 156 employees at the Illinois Parcels. Under the Maximum Commercial Scenario, there would be approximately 9,768 employees, with 8,754 employees at the 28-Acre Site and 1,014 employees at the Illinois Parcels. Potential impacts on recreation are analyzed below for both scenarios.

Open Space

The Proposed Project would include 9 acres of public open space under both development scenarios (see Figure 2.15: Proposed Open Space Plan, in Chapter 2, Project Description, p. 2.46) as a public benefit approved by the San Francisco electorate by ballot measure on November 4, 2014 (“Proposition F”). The proposed open space would supplement other existing or planned amenities near the project site, such as the future Crane Cove Park, and would include extensions of the Blue Greenway and Bay Trail along the eastern portion of the 28-Acre Site.

Open spaces would include the Waterfront Promenade, Waterfront Terrace, Slipway Commons, Building 12 Market Plaza and Market Square, Irish Hill Playground, 20th Street Plaza, and potentially Buildings C1 and C2 rooftops, as shown in Table 4.J.3: Proposed Project Open Space Program. (See also “Proposed Open Space Plan,” in Chapter 2, pp. 2.45-2.48, and Figure 2.15: Proposed Open Space Plan, p. 2.46.)

In addition to the public open space described above, the Proposed Project would include residential open space in the form of balconies, courtyards, and other facilities accessible only to building occupants.

IMPACT EVALUATION

Impact RE-1: The Proposed Project would increase the use of existing neighborhood and regional parks or other recreational facilities, but not to such an extent that substantial physical deterioration of existing facilities would occur or be accelerated, or such that the construction of new facilities would be required. (*Less than Significant*)

Under both development scenarios, the Proposed Project would involve the construction of approximately 9 acres of open space. In either the Maximum Residential Scenario or Maximum Commercial Scenario, on-site residents would have the option to use open space that would be provided as part of the Proposed Project. In general, it is likely that residents would travel to the nearest park or recreation facility that provides the services they need. The parks and recreational facilities that would be provided as part of the Proposed Project would be the nearest recreational resources to on-site residents. While these residents would likely use proposed on-site park and recreation facilities, this analysis assumes that they may also use existing and additional baseline parks. Although the Central Waterfront area of the City may have pedestrian obstacles – such as steep topography toward Potrero Hill west of I-280, discontinuous sidewalks, or missing crosswalks – it is assumed that all parks and recreational facilities within a 10-minute walking distance from the project site (about a 0.5-mile radius of the project site) could be used by future on-site residents (see Figure 4.J.1 on p. 4.J.8.)

Table 4.J.3: Proposed Project Open Space Program

Proposed Open Space	Anticipated Features	Approximate Acreage
Waterfront Promenade	<ul style="list-style-type: none"> • Waterfront pedestrian and bicycle promenade • Café terrace • Picnic and seating terraces • Pier 70 craneway pier structures (fishing and Bayfront viewing) • Viewing pavilions • Event pavilion 	1.2
Waterfront Terrace	<ul style="list-style-type: none"> • Waterfront pedestrian and bicycle promenade • Viewing pavilion • Social lawn • Eating/drinking area • Seating areas 	1.0
Slipway Commons ^a	<ul style="list-style-type: none"> • Café terrace • Event plaza • Viewing pavilion 	2.8
Building 12 Market Plaza and Market Square	<ul style="list-style-type: none"> • Open-air markets • Market stalls • Small performance and gathering space 	1.5
Irish Hill Playground	<ul style="list-style-type: none"> • Children’s play areas (play slope and play pad) • Picnic grove • Lounging terrace • Planted slopes and pathways 	2
20 th Street Plaza	<ul style="list-style-type: none"> • Terraced seating areas 	0.5
Rooftop Open Space Areas ^b	<ul style="list-style-type: none"> • Sports courts and play fields • Urban agriculture plots • Seating areas • Observational terrace areas 	(1.7)
Total		9.0

Notes:

^a In addition to the café terrace, event plaza and viewing pavilion, Slipway Commons would connect rehabilitated Buildings 2, 12, and 21 to the waterfront.

^b Rooftop Open Space Areas are subject to development of Parcels C1 or C2 as district parking. Acreage of Rooftop Open Space Areas would be in addition to the 9 acres of public open space at the project site.

Source: Draft Pier 70 SUD Design for Development, October 2, 2015

Citywide Context

As described in Environmental Setting, p. 4.J.1, San Francisco contains approximately 5,890 acres of existing publicly accessible open space. Approximately 11 acres of additional open space would be provided as a result of the completion of the additional baseline projects, as listed in Table 4.J.1, pp. 4.J.5-4.J.7, for a Citywide total of over 5,900 acres. Using 2013 ACS population estimates, the Citywide amount of acres of open space per 1,000 San Francisco residents under baseline conditions (including both existing and additional baseline parks) would be 7.22 acres per 1,000 residents. As a result of the Proposed Project, the total residential population would increase under either the Maximum Residential Scenario or the Maximum Commercial Scenario, as shown in Table 4.J.4: Citywide Open Space Ratio as a Result of the Proposed Project. The total acreage of open space in San Francisco would increase by 9 acres with implementation of the Proposed Project. As such, the Proposed Project population increase and open space increase would result in a less than 1 percent change to the citywide open space ratio compared to baseline conditions under either the Maximum Residential Scenario (0.7 percent) or the Maximum Commercial Scenario (0.3 percent).

Table 4.J.4: Citywide Open Space Ratio as a Result of the Proposed Project

	Existing Plus Baseline^a	Proposed Project (Maximum Residential Scenario)	Proposed Project (Maximum Commercial Scenario)
Citywide Population (residents)	817,501	824,369	821,236
Citywide Open Space (acres)	5,900.79	5,909.79	5,909.79
Citywide Ratio of Open Space to Population (acres per 1,000 residents)	7.22	7.17	7.20

Notes:

^a Additional baseline projects are either under construction or planned. For comparison purposes, the 2013 American Community Survey population estimate is used. It is assumed that at the time each additional baseline project is constructed, the Citywide population will have changed for that year.

Source: 2013 American Community Survey

Despite the relative lack of change to the Citywide ratio of open space to residents, it is more relevant to discuss the project-level impact to parks and recreational facilities based on the local area, or neighborhood, and its facilities. The accessibility (location, walking distance) and availability of services provided by neighborhood park and recreation facilities would be most perceptible to the nearby community. As such, the following discussion describes the local context of potential environmental effects to recreation for both the Maximum Residential Scenario and the Maximum Commercial Scenario.

Local Context

As described above under “Existing Recreation Demand,” pp. 4.J.11 -4.J.15, the project site is located in Supervisorial District 10, which has a relatively low concentration of public parks and recreational facilities, and a lower average park evaluation score as compared to other areas of San Francisco. Existing City-owned facilities managed by RPD, the San Francisco Municipal Transportation Agency, or the Port within a 0.5-mile radius of the project site (Esprit Park, Warm Water Cove Park, Woods Yard Park, Potrero Hill Recreation Center, Potrero Hill Mini Park, Connecticut and Arkansas Friendship Gardens, Agua Vista Park, and Bayfront Park amenities at P21 and P22) provide approximately 16.46 acres of existing parks and recreation space. The additional baseline projects (Mariposa Park; additional Bayfront Park development at P22, P23, and P24; 650 Indiana Street; 800 Indiana Street; and 20th Street Historic Core projects) would also contribute a total of approximately 10.79 acres of open space. Existing and baseline conditions contribute a total of approximately 27.25 acres of open space. In addition, 2.69 acres of existing community-organized open space, and non-City owned facilities also fall within the same distance buffer, Progress Park, Pennsylvania Street Gardens, and Tunnel Top Park (see Figure 4.J.1 on p. 4.J.8); however, they are not publicly maintained facilities and are not considered further in this evaluation. Among the goals of the Proposed Project is to provide a variety of parks and recreational facilities and to improve public access to the shoreline to create a well-rounded open space destination. With the addition of 9 acres of parks and recreational facilities, implementation of the Proposed Project would increase the total open space acreage on and within a 0.5-mile radius of the project site to approximately 36.25 acres.

An increase in the local population could contribute to or accelerate the deterioration of existing parks and recreational facilities if the demand generated by the new residents were to create an overuse of existing facilities. In particular, amenities such as grass sports fields or play structures are more susceptible to deterioration than more resilient hardscape facilities, such as concrete bicycle pathways. Changes in population as a result of the Proposed Project (in either the Maximum Residential Scenario or the Maximum Commercial Scenario) to the service areas of each park within a 0.5-mile radius of the project site are detailed in Table 4.J.5: Change in Service Population for Existing and Baseline Parks and Recreation Facilities near the Project Site as a Result of the Proposed Project. In an effort to state the maximum potential impact of the Proposed Project on nearby parks and recreation facilities, the service population analysis below conservatively assesses demand without including the effect of the Proposed Project’s open space on meeting demand for existing recreation resources. As stated above, there is a possibility that the Proposed Project, in providing new on-site open space, may decrease future demand on existing parks and recreation facilities near the project site despite population growth on the project site and in the project area.

Table 4.J.5: Change in Service Population for Existing and Baseline Parks and Recreation Facilities near the Project Site as a Result of the Proposed Project

Facility Name	Open Space Area (acres)	2013 Service Population ^{a,b}	Proposed Project (Maximum Residential Scenario)		Proposed Project (Maximum Commercial Scenario)	
			Population	Increase	Population	Increase
Existing Recreational Facilities						
Potrero Hill Recreation Center	9.50	12,730	19,598	54%	16,465	29%
Existing Parks						
Esprit Park	1.80	7,465	14,333	92%	11,200	50%
Warm Water Cove	1.85	1,097	7,965	626%	4,832	340%
Woods Yard Park	0.25	2,367	9,235	290%	6,102	158%
Potrero Hill Mini Park ^c	0.30	12,730	19,598	54%	16,465	29%
Agua Vista Park ^d	0.50	4,795	11,663	143%	8,530	78%
Bayfront Park ^d	2.01	4,795	11,663	143%	8,530	78%
Connecticut and Arkansas Friendship Gardens ^c	0.25	12,730	19,598	54%	16,465	29%
Total^e 16.46 acres						
Additional Baseline Parks						
Mariposa Park	2.38	7,447	14,315	92%	11,182	50%
Bayfront Park	7.11	4,795	11,663	143%	8,530	78%
800 Indiana Street project	0.10	8,431	15,299	81%	12,166	44%
650 Indiana Street project	0.20	7,947	14,815	86%	11,682	47%
20 th Street Historic Core project	1.00	2,028	8,896	339%	5,763	184%
Total 10.79 acres						

Notes:

- ^a The total residential population, the service population, of each area is based upon 2010 U.S. Census data of all census block groups in or partially within a 0.5-mile radius of each park or recreation facility.
- ^b These parks and recreation facilities are located within the following Census Tracts: 226, 227.02, 607, 614, and 9809. Based on the 2013 ACS, the annual growth rate of these census tracts between 2010 and 2013 was, on average, 1.14 percent annually. To be conservative, a 1.5 percent growth factor is used to estimate the 2013 Service Population.
- ^c The Potrero Hill Recreation Center, Potrero Hill Mini Park, and Connecticut and Arkansas Friendship Gardens are adjacent to each other and considered to serve same population.
- ^d Agua Vista Park and Bayfront Park are adjacent to one another and considered to serve the same population.
- ^e This total does not include the 1-acre Progress Park or the 1-acre Pennsylvania Street Gardens because they are not owned or operated by the City.

Source: San Francisco Recreation and Parks Department

Implementation of the Proposed Project under both the Maximum Residential Scenario and the Maximum Commercial Scenario would increase demand for parks and recreational facilities in the local area. Impacts unique to either the Maximum Residential Scenario or the Maximum Commercial Scenario are discussed further below.

Maximum Residential Scenario

Under the Maximum Residential Scenario, proposed uses would generate up to 6,868 residents (4,881 residents on the 28-Acre Site and 1,987 residents on the Illinois Parcels) where none existed previously and would increase on-site employment by approximately 5,599 persons (approximately 5,443 employees at the 28-Acre Site and 156 employees at the Illinois Parcels). Unlike office worker populations, residents are more likely to use recreational facilities on weekends as well as weekdays. The new residential population at the project site combined with the increase in on-site employment could increase the demand for and use of existing neighborhood parks and recreational facilities near the project site as well as City- and region-serving parks and recreational facilities.

With implementation of the Maximum Residential Scenario, the population of the area within a 0.5-mile radius of the project site would increase from 5,404 residents to 12,272 residents.⁴³ The Proposed Project would also add 9 acres of new open space. In isolation, the Proposed Project would provide a ratio of approximately 1.3 acres of its own open space per 1,000 on-site residents (9 acres per 6,868 residents). The local neighborhood ratio of existing open space to residents is approximately 3.1 acres per 1,000 residents. Upon completion of planning and construction, the additional baseline projects (Mariposa Park; additional Bayfront Park development at P22, P23, and P24; 650 Indiana Street; 800 Indiana Street; and the 20th Street Historic Core projects) would increase this ratio to approximately 5.0 acres per 1,000 residents. Increases to the local population and open space system as a result of the Proposed Project would change the local ratio of total open space to residents to approximately 3.0 acres of open space per 1,000 residents. Based on these assumptions, the Maximum Residential Scenario of the Proposed Project would increase the overall acreage of open space by approximately 33 percent, but decrease the ratio of acres of open space per 1,000 residents by approximately 40 percent.

The decrease in the ratio of open space to 1,000 residents that would result with implementation of the Proposed Project has the potential to accelerate the existing rate of deterioration at nearby parks and recreational facilities. Of the eight existing parks and recreational facilities within a 0.5-mile radius of the project site, one facility, the Potrero Hill Recreation Center, was identified

⁴³ As estimated from the 1.5 percent increase in Citywide population from 2010 to 2013, as described in “Existing Recreation Demand,” p. 4.J.11.

in the 2012 Clean and Safe Parks Bond as needing improvements to the natural turf playfields and the dog play area.⁴⁴ These improvements are anticipated to take place in 2017 and the affected recreation facilities are scheduled to re-open to the public by July 2018.⁴⁵

As discussed above under “Existing Recreation Demand,” p. 4.J.14, the most recent park evaluation scores indicate that the Potrero Hill Recreation Center is a well-maintained park (91 percent). As of the latest quarterly evaluation conducted by RPD and the Office of the Controller (April 1 to June 30, 2014), two evaluations took place, on May 15, 2014, and May 27, 2014. In general, most feature elements were found to be in satisfactory condition and no feature elements scored less than 80 percent in evaluations performed to date. Feature elements identified as requiring further improvement included a dog waste bag dispenser and a hole in a dog play area, overgrown pathways, holes in fences and broken gate latches, a dirty restroom, peeling paint, and graffiti and trash.⁴⁶ Construction under the Maximum Residential Scenario would not begin until 2018 and would not be fully complete until 2029. As such, it is anticipated that identified improvements to the Potrero Hill Recreation Center would be completed by the time the first occupancy permit for the Proposed Project would be issued.

Other RPD parks within the 0.5-mile radius of the project site include Esprit Park and Woods Yard Park. As discussed above under “Existing Recreation Demand,” p. 4.J.14, the most recent park evaluation scores indicate that Esprit Park is a well-maintained park (92.7 percent), and, as of the latest quarterly evaluation conducted by RPD and the Office of the Controller (April 1 to June 30, 2014), the natural turf area was inspected twice (April 22, 2014 and May 31, 2014) and received park evaluation scores of 100 percent and 85.71 percent.⁴⁷ Woods Yard Park has not been evaluated by RPD. Nonetheless, turf landscaping and playground amenities such as those found at Woods Yard Park are among the types of features most susceptible to deterioration.

Bay Front Park, Agua Vista Park, and Warm Water Cove, managed by the Port, feature pedestrian and bicycle paths and picnic or seating areas, each of which are hardscape features that are relatively resilient to use and deterioration. The Connecticut and Arkansas Friendship

⁴⁴ San Francisco Recreation and Parks Department, Active Capital Projects, 2015. Available online at <http://sfrecpark.org/park-improvements/currentprojects/>. Accessed September 22, 2015.

⁴⁵ San Francisco Recreation and Parks Department, Potrero Hill Recreation Center: Field Improvements, Community Meeting (3) Presentation, June 16, 2016. Available online: <http://sfrecpark.org/wp-content/uploads/Community-Meeting-3-Presentation.pdf>. Accessed October 24, 2016.

⁴⁶ San Francisco Recreation and Parks Department, San Francisco Park Maintenance Standards: Park Evaluation Report (*Reporting period from Apr 1, 2014 to Jun 30, 2014*), July 28, 2014, pp. 623-632. Available online at <http://sfrecpark.org/wp-content/uploads/FY14-Q4-5.-Individual-Park-Evaluation.pdf>. Accessed December 8, 2015.

⁴⁷ San Francisco Recreation and Parks Department, San Francisco Park Maintenance Standards: Park Evaluation Report (*Reporting period from Apr 1, 2014 to Jun 30, 2014*), July 28, 2014, pp. 161-164. Available online at <http://sfrecpark.org/wp-content/uploads/FY14-Q4-5.-Individual-Park-Evaluation.pdf>. Accessed December 8, 2015.

Gardens, managed under the Urban Agricultural Program, do not include amenities for active play or sports, and would not be considered facilities sensitive to deterioration from overuse or high demand.

The additional baseline parks (Mariposa Park; additional Bayfront Park development at P22, P23, and P24; 650 Indiana Street; 800 Indiana Street; and the 20th Street Historic Core projects) have not yet been developed and, as such, they have not yet undergone use or evaluation. Mariposa Park and the additional Bayfront Park development areas would each feature softscapes in the form of lawn areas or play structures. The 650 Indiana Street, 850 Indiana Street, and 20th Street Historic Core projects would each provide public plazas, which typically have hardscape features such as stone ground cover, benches, and seating areas that are relatively resilient to use and deterioration.

An increase in demand for parks and recreational facilities occurs when a facility is sought out by a substantial number of new residents. Parks and recreation facilities are most attractive for users if they provide both desirable services and are physically accessible. Accessibility is a factor of location and walking distance; a user is most likely to frequent a park if it is the closest park to his or her residence or work site. However, the park and recreation facility must also provide desirable features to the user, whether for leisure, sports and athletics, or quiet space, and a user may seek out a more distant park and recreational facility if it provides desired specialized facilities, such as sports fields or playgrounds. As a result, certain park and recreation facilities may be inaccessible to a user or unneeded by the population and therefore underutilized, whereas other facilities may be easily accessible or highly desired and therefore overutilized. However, a specific lack of capacity for any individual type of recreational activity in and of itself would not be considered a significant adverse impact. For example, a lack of accessible tennis courts in a project area would not itself cause a significant impact.

An increase in population, and therefore an increase in park users, is expected as a result of the Proposed Project; however, such an increase is not the single factor that leads to increased deterioration or physical degradation of recreation resources. Other factors contributing to physical degradation of recreation resources may include park design, age of infrastructure, how the park is used, and level of maintenance.

As stated on p. 4.J.29, the Proposed Project includes the construction of 9 acres of open space in an area that is generally lacking in open space compared to other areas of the City. As discussed above under “Project Features,” pp. 4.J.28-4.J.29, the proposed open space program would include a variety of different active and passive recreational options, including a playground; seating areas; gardens; a waterfront pedestrian and bicycle promenade that would extend the Blue Greenway and Bay trails through the project site; and potential rooftop facilities such as sports courts, play fields, urban agriculture plots, seating, or observational terrace areas. These

proposed facilities, especially the playground, lawn area, and potential rooftop sports courts,⁴⁸ would offset demand on other facilities in the project area such as the Potrero Hill Recreation Center, Esprit Park, Woods Yard Park, and others that could otherwise experience deterioration. Overall, existing and future residents would have more opportunities to engage in recreational activity in their neighborhood with the range of open spaces that would be developed as part of the Proposed Project.

Based on accessibility, future residents would most likely choose to use nearby on-site facilities provided as part of the Proposed Project instead of other, more distant parks and recreational facilities. Furthermore, local residents who use existing and additional baseline parks and recreational facilities may choose to visit the new facilities that would be provided with the Proposed Project, which could alleviate the rate of deterioration at the existing and additional baseline parks and recreational facilities within a 0.5-mile radius of the project site.

The Maximum Residential Scenario would create 9 acres of new open space and add 6,868 new residents to the area, for a total new service population of approximately 12,272 residents. Comparably, the existing 9.5-acre Potrero Hill Recreation Center also serves a population of approximately 12,000 residents as of 2010. Potrero Hill Recreation Center was found to be well maintained per quarterly RPD evaluation. This comparison suggests that the amount of open space provided by the Proposed Project is reasonable to support the resulting new population (9 acres for 12,272 residents).

In addition to the 9 acres of open space, the Proposed Project would be required to provide usable open space areas for future residential building occupants. The new Pier 70 Special Use District (SUD) would require residences to provide usable open space in the amount of 40 gsf per dwelling unit. Usable open space could be provided in the form of common courtyards, terraces, and private balconies. The availability and use of this open space would further reduce the overall demand on nearby public parks and recreational resources from future residents as a result of the Proposed Project.

In sum, implementation of the Proposed Project under the Maximum Residential Scenario would result in an incremental increase in the demand for recreational resources on the project site, in the project area, and at the Citywide level; however, the anticipated use of recreational resources would not be expected to substantially increase or accelerate the physical deterioration or degradation of existing recreational resources. Given the proposed development of recreational facilities and open space on the project site and the existing parks and recreational facilities in the

⁴⁸ Potential rooftop sports courts are an optional component and are not calculated in the 9 acres of open space the Proposed Project provides. In the event that rooftop sports courts are not constructed, recreational users would continue to rely on nearby sports facilities such as indoor courts at Potrero Hill Recreation Center.

project area, the anticipated on-site population would not increase the use of existing public facilities such that significant physical deterioration on public parks or recreational facilities would occur. No additional new facilities would need to be constructed, and no mitigation is necessary.

Maximum Commercial Scenario

Implementation of the Proposed Project under the Maximum Commercial Scenario would increase demand for parks and recreational facilities. Proposed uses would generate up to 3,735 residents where none existed previously and would increase on-site employment by approximately 9,768 persons.⁴⁹ Unlike office worker populations, residents are more likely to use recreational facilities on weekends as well as weekdays. For the purposes of this analysis, the following discussion focuses on the new residential population at the project site under the Maximum Commercial Scenario.

With implementation of the Maximum Commercial Scenario, the population of the area within a 0.5-mile radius of the project site would increase from 5,404 residents to about 9,139 residents.⁵⁰ Increases to the local population and the amount of park and open space resources would result in a change to the existing local ratio of open space to residents of approximately 3.1 acres per 1,000 residents (5.0 acres upon completion of additional baseline projects) to approximately 4.0 acres of open space per 1,000 residents. Similar to the Maximum Residential Scenario, the Maximum Commercial Scenario of the Proposed Project would increase the overall acreage of parks and recreation facilities, but decrease the local ratio of total open space to residents by approximately 20 percent.

Of the eight parks and recreational facilities within a 0.5-mile radius of the project site, one facility, the Potrero Hill Recreation Center, was identified in the 2012 Clean and Safe Parks Bond as needing improvements to the natural turf playfields and the dog play area.⁵¹ As shown in Table 4.J.5 on p. 4.J.33, implementation of the Maximum Commercial Scenario would add about 3,735 residents to the project site, bringing the total number of persons within the Potrero Hill Recreation Center's service area up to 16,465 persons, or an increase of 29 percent from 2013. This increase would be less than that with the Maximum Residential Scenario.

⁴⁹ See Section 4.C, Population and Housing, for assumptions about the number of new residents and workers in San Francisco and the total number of residents and workers that would result from the Proposed Project.

⁵⁰ As estimated from the 1.5 percent increase in Citywide population from 2010 to 2013, as described in "Existing Recreation Demand," p. 4.J.11.

⁵¹ San Francisco Recreation and Parks Department, Active Capital Projects, 2015. Available online at <http://sfrecpark.org/park-improvements/currentprojects/>. Accessed September 22, 2015.

Other parks within the 0.5-mile radius of the project site that feature turf areas and playgrounds include Esprit Park and Woods Yard Park. As discussed above, Esprit Park is a well-maintained park (92.7 percent).⁵² The 2013 service area population for these parks was approximately 7,465 persons and 2,367 persons, respectively. As with the Potrero Hill Recreation Center, the Maximum Commercial Scenario would increase the potential number of persons within these parks' service area by 3,735 persons. Therefore, the service area population for Esprit Park and Woods Yard Park would increase to 11,200 persons and 6,102 persons, respectively, an increase of approximately 50 percent and 158 percent, respectively, from 2013. This increase would be less than that with the Maximum Residential Scenario.

Similar to the Maximum Residential Scenario, the Maximum Commercial Scenario includes the construction of 9 acres of open space in an area that is generally lacking in open space compared to other areas of the City. Overall, existing and future residents would have more opportunities to engage in recreational activity in their neighborhood with the range of parks and open spaces that would be developed as part of the Proposed Project.

Based on accessibility, future residents would most likely choose to use nearby on-site facilities provided as part of the Proposed Project instead of other, more distant, parks and recreational facilities. Furthermore, local residents who use existing parks and recreational facilities may choose to visit the new facilities that would be provided with the Proposed Project, which could alleviate the rate of deterioration at the eight existing parks and recreational facilities within a 0.5-mile radius of the project site.

The Proposed Project under the Maximum Commercial Scenario would create 9 acres of new open space and add 3,735 new residents to the area, for a total new service population of approximately 9,139 residents. Comparably, the existing 9-acre Potrero Hill Recreation Center serves an even greater population of approximately 12,000 residents as of 2010. Potrero Hill Recreation Center was found to be well maintained per the quarterly RPD evaluation. This comparison suggests that the amount of open space provided by the Proposed Project is reasonable to support the resulting new population (9 acres for 9,139 residents).

In addition to the 9 acres of open space, the Proposed Project would be required to provide usable open space areas for future residential building occupants. The SUD would require residences to provide usable open space in the amount of 40 gsf per dwelling unit. Usable open space could be provided in the form of common courtyards, terraces, and private balconies. The availability and

⁵² San Francisco Recreation and Parks Department, San Francisco Park Maintenance Standards: Park Evaluation Report (*Reporting period from Apr 1, 2014 to Jun 30, 2014*), July 28, 2014, pp. 161-164. Available online at <http://sfrecpark.org/wp-content/uploads/FY14-Q4-5.-Individual-Park-Evaluation.pdf>. Accessed December 8, 2015.

use of this open space would further reduce the overall demand on nearby public parks and recreational resources from future residents as a result of the Proposed Project.

Therefore, implementation of the Proposed Project under the Maximum Commercial Scenario would result in an incremental increase in the demand for recreational resources on the project site, in the project area, and at the Citywide level. This anticipated increase in the use of recreational resources would not substantially increase or accelerate physical deterioration or degradation. Given the proposed development of recreational facilities and open space on the project site, and the existing parks and recreational facilities within 0.5 mile of the project area, the population increase resulting from the Proposed Project would not increase the use of existing public facilities such that substantial physical deterioration on public parks or recreational facilities would occur. No additional new facilities would need to be constructed, and no mitigation is necessary.

**Impact RE-2: Construction of the parks and recreational facilities proposed as part of the Proposed Project would not result in substantial adverse physical environmental impacts beyond those analyzed and disclosed in this EIR.
(Less than Significant)**

The Proposed Project, under both the Maximum Residential Scenario and the Maximum Commercial Scenario, would include the development of 9 acres of new parks and recreational facilities. Construction activities for the parks and recreational facilities would vary depending on the location and type of work. Some existing structures on the project site would be demolished; however, the project site does not contain existing parks or recreational facilities. Generally, for the construction of new parks and recreational facilities, sites would be cleared and graded and the following elements would be installed: utilities (e.g., electrical, water, sanitary sewer, and storm drainage), hardscape (e.g., concrete, asphalt, stone, walls, sport-court and play area surfacing, decking/boardwalks), softscape (e.g., lawns, trees, landscaping, and associated irrigation infrastructure), new site structures (e.g., restrooms, picnic/shade shelters, kiosks, pavilions, overlooks, piers), and site furnishings (e.g., benches, picnic tables, drinking fountains, play equipment, fencing, artwork, lighting). Open space would generally require minimal construction activities, mainly for construction of trails and other hardscapes, installation of irrigation infrastructure, and landscaping. To address the potential hazard of liquefaction and lateral spreading that may occur during a major earthquake, the Proposed Project would likely include construction of below-grade secant pile walls along the northeastern and southeastern portions of the project site (north and south of the slipway structures). (See “Geotechnical Stabilization” in Chapter 2, Project Description, p. 2.69, and Section 4.N, Geology and Soils, pp. 4.N.25-4.N.26, for further discussion of the seismic improvements.)

Construction of parks and recreational facilities as a component of the Proposed Project would be phased over an anticipated 11-year construction period, and construction-related impacts in any single location would be temporary. As shown on Figure 2.26, Proposed Phasing Plan – Maximum Residential Scenario, p. 2.82, and Figure 2.27, Proposed Phasing Plan – Maximum Commercial Scenario, p. 2.85, park facilities would generally be constructed within the same construction phase as adjacent parcels over the five construction phases. Construction activities during this period could affect nearby residents, workers, and public open spaces. The 20th Street Historic Core, an additional baseline project currently under construction, will be located adjacent to the proposed project site and will be in operation by the time construction of the Proposed Project begins. Project-related impacts related to the construction of the various park and recreation facilities are summarized below. (See Section 4.E, Transportation and Circulation; Section 4.F, Noise; Section 4.G, Air Quality; and Section 4.P, Hazards and Hazardous Materials, for detailed discussions.)

Construction of parks and recreational facilities as a component of the Proposed Project, could result in impacts on the transportation and circulatory network. As discussed in Section 4.E, pp. 4.E.76-4.E.78, construction-related transportation impacts of the Proposed Project would be less than significant, and no mitigation measures required. However, Improvement Measure I-TR-A: Construction Management Plan, pp. 4.E.77-4.E.78, would further reduce less-than-significant impacts regarding potential conflicts between construction activities and pedestrians, bicyclists, transit and vehicles, and between construction activities and nearby businesses and residents.

As described in Section 4.F, Noise and Vibration, pp. 4.F.32-4.F.35, construction of the Proposed Project, including construction of the various park and recreation facilities, would result in temporary noise increases in excess of standards in the Noise Ordinance (Article 29 of the Police Code). Mitigation Measure M-NO-1: Construction Noise Control Plan, pp. 4.F.33-4.F.35, would reduce this noise impact to a less-than-significant level. Construction of the Proposed Project could cause a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the Proposed Project, and could expose people and structures to or generate excessive groundborne vibration levels. Mitigation Measure M-NO-2: Noise Control Measures During Pile Driving, and Mitigation Measure M-NO-3: Vibration Control Measures During Construction, pp. 4.F.40-4.F.41 and pp. 4.F.44-4.F.45, respectively, call for the use of quieter pile-driving equipment and techniques which cannot be assured to be feasible or substantially effective in attenuating noise impacts over an 11-year construction duration under all future circumstances; therefore, Impacts NO-2 and NO-3, discussed on pp. 4.F.36-4.F.45, are conservatively considered significant and unavoidable.

Construction of the Proposed Project, including construction of the various park and recreation facilities, would generate fugitive dust and criteria air pollutants, which would violate an air quality standard, contribute substantially to an existing or projected air quality violation, or result in a cumulatively considerable net increase in criteria air pollutants. Mitigation Measures M-AQ-1a through M-AQ-1h, as discussed in Section 4.G, Air Quality, on pp. 4.G.42-4.G.51, are proposed to minimize emissions. However, although implementation of Mitigation Measure M-AQ-1: Construction Emissions Minimization would substantially reduce construction-related emissions, the vast majority of emissions during construction of Phases 3, 4, and 5 would occur as a result of operational emissions; therefore, construction and operations-related emissions would remain significant during construction of Phases 3, 4, and 5 and at project build-out. Therefore, Impacts AQ-1 and AQ-2, discussed on pp. 4.G.30-4.G.62, would remain significant and unavoidable.

Demolition of buildings under the Proposed Project, including demolition to allow for development of the various park and recreational facilities, could potentially expose the public to hazardous building materials. This impact would be reduced to a less-than-significant level through implementation of Mitigation Measures M-HZ-2a: Conduct Transformer Survey and Remove PCB Transformers, M-HZ-2b: Conduct Sampling and Cleanup if Stained Building Materials Are Observed, and M-HZ-2c: Conduct Soil Sampling if Stained Soil Is Observed, as discussed in Section 4.P, Hazards and Hazardous Materials, pp. 4.P.55-4.P.60. Project development within the 28-Acre Site and Illinois Parcels would be conducted on a site included on a government list of hazardous materials sites and could encounter hazardous materials in the soil and groundwater; this could create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment. Construction-related impacts associated with hazardous materials in the soil and groundwater would be reduced to a less-than-significant level through Mitigation Measures M-HZ-3a: Implement Construction and Maintenance-Related Measures of the Pier 70 Risk Management Plan, M-HZ-3b: Implement Well Protection Requirements of the Pier 70 Risk Management Plan, and M-HZ-4: Implement Construction-Related Measures of the Hoedown Yard Site Management Plan, pp. 4.P.61-4.P.62, p. 4.P.62, and p. 4.P.63, respectively.

In summary, the effects related to construction of the proposed parks and recreational facilities for the Proposed Project are addressed as part of the analysis of construction impacts for the Proposed Project as a whole. Mitigation measures are proposed to reduce significant environmental effects; however, there would be significant and unavoidable construction impacts related to Air Quality and Noise and Vibration. Construction of the Proposed Project's parks and recreational facilities would not result in additional significant impacts not otherwise disclosed elsewhere in this EIR; therefore, the physical environmental impacts as a result of construction of

parks and recreation facilities as part of the Proposed Project would be considered less than significant, and no additional mitigation beyond that identified elsewhere in this EIR is necessary.

Cumulative Impacts

Impact C-RE-1: The Proposed Project, in combination with past, present, and reasonably foreseeable future development, would not result in a cumulatively considerable contribution to significant cumulative impacts on recreation. (*Less than Significant*)

The Proposed Project's potential contribution to cumulative impacts on recreation is evaluated in the context of past, present, and reasonably foreseeable future development expected in San Francisco and includes the additional baseline and cumulative projects and plans listed in Section 4.A, Introduction to Chapter 4, pp. 4.A.5-4.A.17. Cumulative projects that are relevant for a more localized cumulative analysis, such as the future Crane Cove Park or developments that propose the addition of public open space, are also discussed.

ABAG 2013 projections estimate an increase in San Francisco of 101,539 households (447,350 total households), 280,465 persons (1,085,700 total population), and 190,780 jobs (759,500 total jobs) from 2010 to 2040.⁵³ The project site is located within the Port of San Francisco Priority Development Area (PDA). A PDA is an infill location of at least 100 acres served by transit that is designated for compact land development, along with investments in community improvements and infrastructure. In 2040, the projected Citywide growth within all of San Francisco's PDAs is expected to account for approximately 62 percent of the anticipated number of households, 60 percent of the anticipated population growth, and approximately 83 percent of the anticipated number of jobs.⁵⁴ ABAG projections reflect local planning efforts such as the San Francisco Planning Department's Eastern Neighborhoods community planning and rezoning program that included the *Central Waterfront Area Plan* and the various waterfront land use planning efforts led by the Port. ABAG population and employment projections are, in turn, used by San Francisco to inform future needs and to facilitate the plans for the safe and equitable distribution of public services such as open space.

As discussed above, the project site is located along San Francisco's roughly 13-mile southern waterfront in an area that has been planned to accommodate a significant share of San Francisco's residential and employment growth while at the same time maintaining a diversity of employment-generating land uses such as production, distribution and repair uses. The transition of the southern waterfront area from industrial to mixed uses started in the 1990s with the transfer of Hunters Point Naval Shipyard from Federal to local control and the development of the San

⁵³ These calculations are based on ABAG *Projections 2013*, pp. 74-75.

⁵⁴ ABAG, *Projections 2013*, pp. 74-75.

Francisco Giants ballpark. The transition has continued with the redevelopment of Mission Bay (2000s to present), which includes the University of California San Francisco and the future Golden State Warriors Event Center and Mission Rock mixed-use projects, and the future redevelopment of the Candlestick Point/Hunters Point area at the southern end of the southern waterfront area. These long-term, multi-phased projects have contributed to, and will continue to contribute to, open space for current and future San Francisco residents at Mission Bay and at Candlestick Point/Hunters Point, which would provide up to 325 acres of open space.⁵⁵

ABAG projections did not identify the project site as a location for future residential growth because Planning Department and Port land-use plans (which cover the Proposed Project's portion of Pier 70) identified the area for public access to the shoreline and to accommodate future employment growth.⁵⁶ Although not part of the overall consideration of residential growth in this area of San Francisco, the project site is located in an area where the development of mixed uses, including residential uses and open space, has been determined as an appropriate land use through passage of Proposition F by San Francisco voters (see the discussion under Regulatory Framework, pp. 4.J.16-4.J.26).

As discussed above under Impact RE-1, the Proposed Project would provide 9 acres of public open space to accommodate the anticipated demand for parks and recreational facilities. The Proposed Project would also provide usable open space for each residential dwelling unit, and, depending on future conditions, could also develop additional public open space (i.e., rooftop spaces) on Parcels C1 and C2, if developed as structured parking. Past, present, and reasonably foreseeable developments within a 0.5-mile radius of the project site would provide approximately 15.8 acres of public open space, as follows:⁵⁷

- Future Crane Cove Park – Approximately 9 acres of waterfront mixed-purpose open space, including an urban beach, maritime fields, patio, open green, playgrounds, and slipway;
- Golden State Warriors Event Center and Mixed-Use Development Project – 3.2 acres of plazas, open space, and Bayfront overlook areas; and
- Potrero Hope SF Master Plan – 3.62 acres, which would include parks, terraces, pedestrian corridors, an edible garden, and open space, in addition to a 3,500-gsf community center.

⁵⁵ San Francisco Planning Department, ROSE, Map 4D and Map 6 on pp. 20-24.

⁵⁶ ABAG, Plan Bay Area PDA Showcase, Port of San Francisco, available online at <http://gis.abag.ca.gov/website/PDAShowcase/>; and Port of San Francisco, *Waterfront Land Use Plan*, available online at <http://www.sfport.com/index.aspx?page=294>. Accessed September 11, 2015.

⁵⁷ As discussed in Section 4.A, the Mission Bay Ferry Landing project would be constructed at the waterfront adjacent to Agua Vista Park and the Bay Trail. For the purposes of the recreation analysis, it is assumed that Agua Vista Park and the SF Bay Trail will remain unchanged, as design specifications for the ferry landing are undetermined.

Using a list-based approach (described in “Approach to Cumulative Impact Analysis,” in Section 4.A, Introduction to Chapter 4, pp. 4.A.12-4.A.17), past, present, and reasonably foreseeable developments within 0.5 mile of the Proposed Project would also add 4,218 residential units, or an estimated 9,575 residents. Combined with a projected population of 6,868 residents on the project site under the Maximum Residential Scenario, there would be approximately 16,443 new residents. When combined with a projected population of 3,735 residents on the project site under the Maximum Commercial Scenario, there would be approximately 13,310 new residents. Past, present, and reasonably foreseeable developments with public open space within a 0.5-mile radius of the project site (approximately 15.82 acres) plus the Proposed Project (9 acres) would bring the total public open space in this geographic area from 27.25 to 52.07 acres, nearly doubling the amount of existing open space. This would represent a 91 percent increase in public open space over baseline conditions.

The cumulative open space demand generated by the Proposed Project’s residential use and by past, present, and reasonably foreseeable development in the project vicinity would be met by public open spaces provided as part of the Proposed Project; existing City-owned public open spaces, including Esprit Park, Woods Yard Park, Warm Water Cove, Agua Vista Park, the Potrero Hill Recreation Center, and the Potrero Hill Mini Park; and planned City-owned public open spaces, including future Crane Cove Park, Bay Front Park, and the Blue Greenway and Bay Trail. The 2012 Clean and Safe Neighborhood Parks General Obligation Bond includes the development of the Power Plant Shoreline Access (on the Potrero Power Plant site) and the expansion of Warm Water Cove in addition to the future Crane Cove Park. Additional existing and planned public open space outside of the 0.5-mile radius (e.g., Mission Bay and Candlestick Point) would also be accessible to future residents, and would further distribute the demand for public open space generated by future residents. Although past, present, and reasonably foreseeable development would also increase the number of residents in the area, it is not anticipated that increased use, in combination with the provision of additional public spaces, would result in physical degradation of existing and planned open spaces.

The growth in San Francisco’s open space system that has occurred as a result of the passage of the 2008 and 2012 Clean and Safe Neighborhood Parks General Obligation Bonds, which included a focus on the development of new open spaces in the eastern portions of San Francisco, reflects the City’s efforts to continually assess and improve its open space system and to match recreation facilities and services provided to the population served. Development of new and upgraded open space acreage as a result of these bond measures has also led to improvements in the delivery of recreation programs, facilities, and services to a growing population. Furthermore, current planning efforts for the provision of open space, including the Open Space 2100 project, have been developed to provide a long-term roadmap for acquiring, developing, funding, and managing open space in consideration of San Francisco’s open space needs over the

next 100 years and projected population growth including the growth resulting from past, present, and future development projects.⁵⁸

The increase in residents as a result of the Proposed Project and past, present, and reasonably foreseeable development would not be beyond levels anticipated and planned for by the City for this area and at the Citywide level. When the resultant demand is considered in the context of existing public open space in the area and at the Citywide level, proposed open space that would be developed as part of the Proposed Project, and the anticipated additions to San Francisco's open space system, the demand generated by the Proposed Project and past, present, and reasonably foreseeable developments would be expected to be accommodated. For these reasons, the Proposed Project's contribution to cumulative impacts on recreation at the local and Citywide level would not be cumulatively considerable and would not substantially accelerate physical deterioration of recreational resources. Therefore, the Proposed Project would not contribute to any significant cumulative impacts on recreation. No mitigation is necessary.

⁵⁸ Open Space San Francisco: 2100. Available online at <http://www.openspacesf.org/about>. Accessed June 2, 2016.