

### III. PLANS AND POLICIES

This chapter provides a summary of the relevant plans and policies of the City and County of San Francisco (City) that are applicable to the proposed project and focuses in particular on the proposed project's potential inconsistencies with applicable plans and policies that could result in environmental impacts. The determination of whether a project is consistent with a specific plan or policy can be subjective, and is best made with a broad understanding of the often-competing policy objectives in a planning document. As a result, policy consistency determinations are ultimately made by the City's local decision-making body (i.e., Planning Commission and/or Board of Appeals). This consideration of policies would occur independently of the environmental review process, as part of the decision to approve or reject the proposed project. The analysis in this chapter is intended to provide decision-makers with a discussion of planning considerations that are pertinent to the proposed project and associated development site, and a preliminary conclusion regarding whether the proposed project may be inconsistent with identified plans and policies. These preliminary conclusions are intended to supplement decision-makers' own understanding of the various and often-competing policy considerations.

Project-related policy conflicts and inconsistencies do not constitute, in and of themselves, significant environmental impacts. Such conflicts or inconsistencies result in environmental impacts only when they would result in direct physical effects. With the exception of effects on transportation and circulation and historic architectural resources, all potential physical impacts of the proposed project are discussed in the Community Plan Checklist prepared for the proposed project (see Appendix A). Potential physical impacts on transportation and circulation and historic architectural resources are discussed in this Focused Environmental Impact Report (EIR) in Chapter IV, Environmental Setting, Impacts, and Mitigation Measures.

The main City and County of San Francisco documents that guide planning and land use within and around the project site that are discussed in this chapter are:

- San Francisco General Plan
- Eastern Neighborhoods Rezoning and Area Plan (Eastern Neighborhoods Plan)
  - Showplace Square/Potrero Area Plan
- San Francisco Planning Code
- Proposition M, the Accountable Planning Initiative
- Better Streets Plan
- Transit First Policy
- Bicycle Plan

Environmental plans and policies are those, like the Bay Area 2010 Clean Air Plan, which directly address environmental issues and/or contain targets or standards that must be met in order to preserve or improve the characteristics of the City's physical environment. The proposed project would not demonstrably or substantially conflict with any such adopted environmental plan or policy. Resource-specific and regional plans and policies are discussed in specific topical sections of this EIR or in the CPE Checklist contained in Appendix A (e.g., Air Quality), as appropriate.

## **SAN FRANCISCO GENERAL PLAN**

The San Francisco General Plan provides general policies and objectives to guide land use decisions in the City, and embodies the City's vision for the future physical development of San Francisco. The General Plan comprises ten elements (each of which pertains to a particular topic or resource area that is important throughout the City). The elements include: Air Quality; Arts; Commerce and Industry; Community Facilities; Community Safety; Environmental Protection; Housing; Recreation and Open Space; Transportation; and Urban Design. These elements provide a policy context for future development in the City. In addition, the General Plan includes area plans that outline goals and objectives for specific geographic and community planning areas (such as the Showplace Square/Potrero Area Plan, discussed in the following subsection).

The Planning Department, Zoning Administrator, Planning Commission, and other City decision-makers will evaluate the proposed project in the context of the General Plan, and as part of this review process will consider potential conflicts. This consideration of General Plan objectives and policies will occur independent of the environmental review process, as part of the decision to approve or reject the proposed project. Any potential conflict not identified in this EIR would be considered in that context and would not alter the analysis of physical environmental impacts found in this EIR.

Two General Plan elements that are particularly applicable to planning considerations associated with the proposed project are the Urban Design and Housing Elements. The Urban Design Element of the General Plan focuses on the physical character and order of the City, and is concerned both with development and preservation. The Urban Design Element also seeks to protect public views of open space and water bodies, and protect and enhance the aesthetic character of San Francisco. Objective 3 of the Urban Design Element seeks to ensure that major new development complements existing land use patterns, protects important natural resources, and preserves neighborhood character. The proposed project is consistent with the type and intensity of development envisioned for the project site (refer to Eastern Neighborhoods Plan and Planning Code discussions below) and would not demonstrably conflict with any goals, objectives, or policies in the Urban Design Element.

The key objective of the Housing Element is to promote the development of new housing in San Francisco and the retention of existing housing in a way that is protective of neighborhood identity, is sustainable, and is served by adequate community infrastructure. A particular focus of the Housing Element is on the creation and retention of affordable housing, which reflects intense demand for such housing, a growing economy (which itself puts increasing pressure on the existing housing stock), and a constrained supply of land (necessitating infill development and increased density). In general, the Housing Element supports projects that increase the City's housing supply (both market-rate and affordable housing), especially in areas that are close to the City's job centers and are well-served by transit. The proposed project, which is a mixed-use project containing housing close to job centers, would not demonstrably conflict with any objectives or policies in the Housing Element.

## **EASTERN NEIGHBORHOODS PLAN**

After several years of analysis, community outreach, and public review, the Eastern Neighborhoods Plan was adopted in December 2008. The goals of the Area Plan were to reflect local values, increase housing, maintain some industrial land supply, and improve the quality of all existing areas with future development. The Eastern Neighborhoods Plan was adopted in part to support housing development in

some areas previously zoned to allow industrial uses, while preserving an adequate supply of space for existing and future production, distribution, and repair (PDR) employment and businesses.

The Eastern Neighborhoods rezoning and Planning Code amendments included new zoning districts that permit PDR uses in combination with commercial uses; districts mixing residential and commercial uses and residential and PDR uses; and new residential-only districts. The districts replaced then existing industrial, commercial, residential single-use, and mixed-use districts. As a result of the Eastern Neighborhoods Plan, the project site was rezoned to Urban Mixed Use (UMU) from Heavy Industrial (M-2) and the 50-X and 40-X height and bulk districts. The Eastern Neighborhoods Plan also included changes to existing height and bulk districts in some areas, including allowances for buildings up to 68 feet tall along 16th Street and 48 feet on 17th Street at the project site.<sup>10, 11</sup>

In addition to the rezoning and Planning Code text amendments, the Eastern Neighborhoods Plan added four new area plans to the General Plan, including the Mission Area Plan, the East South of Market Area Plan, the Showplace Square/Potrero Area Plan, and the Central Waterfront Area Plan. Each of these Area Plans articulate a holistic vision for a neighborhood, by promoting areas that are transit, bicycle and pedestrian friendly; strengthening and encouraging vibrant neighborhood-serving commercial areas; providing and maintaining community facilities and open space to ensure neighborhood livability; and increasing both the supply and variety of housing for residents, with emphasis on affordable housing. As discussed below, the project site is located within the Showplace Square/Potrero Area Plan (Figure II-1) and would not demonstrably conflict with any objectives or policies within this subarea of the Eastern Neighborhoods Plan.<sup>12, 13</sup>

During the Eastern Neighborhoods Plan adoption phase, the Planning Commission held public hearings to consider the various aspects of the proposed area plans, and Planning Code and Zoning Map amendments. On August 7, 2008, the Planning Commission certified the Eastern Neighborhoods Rezoning and Area Plan Final EIR (*Eastern Neighborhoods PEIR*) by Motion 17659<sup>14</sup> and adopted the Preferred Project for final recommendation to the Board of Supervisors.<sup>15</sup> The *Eastern Neighborhoods PEIR* is a comprehensive programmatic document that presents an analysis of the environmental effects of implementation of the Eastern Neighborhoods Plan, as well as the potential impacts under several proposed alternative scenarios. The Eastern Neighborhoods Draft EIR evaluated three rezoning alternatives, two community-proposed alternatives which focused largely on the Mission District, and a “No Project” alternative. The alternative selected, or the Preferred Project, represents a combination of Options B and C. The Planning Commission

<sup>10</sup> The following zoning and height district maps were included at the PEIR Certification hearing: <http://www.sf-planning.org/Modules/ShowDocument.aspx?documentid=1260>.

<sup>11</sup> On July 21, 2011 the Planning Commission took further action to amend the Zoning Map and make numerous technical corrections, including rezoning the 47 square foot parcel (Block 3949 Lot 001A) within the project site from MUR to UMU and increasing the height limit of that parcel from 40 feet to 68 feet, consistent with the zoning and height limit of surrounding properties. This document is available at: <http://commissions.sfplanning.org/cpcpackets/2011.0559TZ.pdf>.

<sup>12</sup> Adam Varat, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Citywide Planning and Policy Analysis, 901 16th Street and 1200 17th Street, September 3, 2014.

<sup>13</sup> Jeff Joslin, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Current Planning Analysis, 901 16th Street and 1200 17th Street, January 22, 2015.

<sup>14</sup> Eastern Neighborhoods Rezoning and Area Plans Final Environmental Impact Report, Planning Department, Case No. 2004.0160E, certified August 7, 2008. The FEIR is on file for public review at the Planning Department, 1650 Mission Street Suite 400 as part of Case No. 2004.0160E, or at [www.sfgov.org/site/planning\\_index.asp](http://www.sfgov.org/site/planning_index.asp).

<sup>15</sup> San Francisco Planning Commission Motion 17659, August 7, 2008. This document is available online at [www.sfgov.org/site/uploadedfiles/planning/Citywide/Eastern\\_Neighborhoods/Draft\\_Resolution\\_Public%20Parcels\\_FINAL.pdf](http://www.sfgov.org/site/uploadedfiles/planning/Citywide/Eastern_Neighborhoods/Draft_Resolution_Public%20Parcels_FINAL.pdf).

adopted the Preferred Project after fully considering the environmental effects of the Preferred Project and the various scenarios discussed in the PEIR.

Individual projects that could occur in the future within the Eastern Neighborhoods Area are required to undergo project-level environmental evaluation to determine if they would result in further impacts specific to the development proposal, the site, and the time of development and to assess whether additional environmental review is required. Project-level review of the proposed project is the subject of this EIR (also refer to the analysis provided in the CPE Checklist included in Appendix A).

#### Showplace Square/Potrero Area Plan

The project site is in the area covered by the Showplace Square/Potrero Area Plan, which is also a subarea of the Eastern Neighborhoods Plan (see discussion below). The Showplace Square/Potrero Area Plan covers an area that is roughly bound by Bryant and 7th Streets to the north, 7th Street and the I-280 corridor to the east, portions of Cesar Chavez, 26th and 25th Streets to the south; and Potrero Avenue to the west (see Figure II-1). The vision outlined in the Showplace Square/Potrero Area Plan for the pattern of development in this area is based on the need to increase opportunities for new housing development, particularly affordable housing; retain space for production, distribution and repair (PDR) activities; protect established affordable residential areas; maintain vibrant neighborhood commercial areas on Potrero Hill; maintain existing residential areas; and allow for new neighborhood-serving retail and businesses at the base of Potrero Hill.

Objectives of the Showplace Square/Potrero Area Plan that relate to the proposed project include:

- Encourage transition of portions of Showplace/Potrero to a more mixed use and neighborhood-serving character, while protecting the core of design-related PDR uses (Objective 1.1);
- Maximize development potential in keeping with neighborhood character (Objective 1.2);
- Retain the role of Showplace Square as an important location for Production, Distribution, and Repair (PDR) activities, focusing in particular on design related activities (Objective 1.7);
- Ensure that a significant percentage of new housing created in the area is affordable to people with a wide range of incomes (Objective 2.1);
- Require a significant number of units in new developments to have two or more bedrooms (Objective 2.3);
- Promote an urban form and architectural character that supports walking and sustains a diverse, active and safe public realm (Objective 3.2);
- Facilitate movement of automobiles by managing congestion and other negative impacts of vehicle traffic (Objective 4.9); and
- Ensure that new development includes high quality private open space (Objective 5.2).

The proposed project would develop a mixed-use residential development on a site that contains existing warehouse, office, and associated surface parking uses and be subject to the Inclusionary Affordable

Housing Program at the enhanced affordability levels required in the UMU zoning district.<sup>16</sup> The proposed project would provide a mix of residential units (approximately 41 percent of which would be two- and three-bedroom units); increased access for pedestrian circulation; and on-site open space.

The proposed loss of 109,500 square feet of existing PDR uses represents a considerable contribution to the loss of the PDR space analyzed in the *Eastern Neighborhoods PEIR*, but would not result in significant impacts that were not identified, or more severe impacts than were analyzed, in the PEIR. In addition, the proposed project would increase traffic congestion in the area, and this issue is addressed in Section IV.A, Transportation and Circulation. These impacts are mitigated to the extent feasible, but were found to be significant and unavoidable. However, the proposed project would not demonstrably conflict with any objectives or policies in the Showplace Square/Potrero Area Plan.

### SAN FRANCISCO PLANNING CODE

The San Francisco Planning Code (Planning Code) incorporates the City's Zoning Maps, implements the General Plan and governs permitted uses, densities, and configurations of buildings within the City. Permits to construct new buildings (or to alter and demolish existing buildings) may not be issued unless: 1) the proposed project conforms to the Planning Code; or 2) allowable exceptions are granted pursuant to provisions of the Planning Code.

The proposed project is generally consistent with the uses, density, unit mix, open space, and parking requirements of the Planning Code. The project sponsor is requesting six exceptions and waivers from the Planning Commission in its Large Project Authorization application for the proposed project: (1) exceptions to rear yard configuration (both buildings); (2) an exception for off-street parking to exceed 0.75 spaces per unit (both buildings); (3) an exception for use of two on-street loading spaces in lieu of two of the required off-street loading spaces (both buildings); (4) an exception for increased parking and loading street frontage (16th Street Building); (5) an exception to the horizontal mass reduction requirement (16th Street Building); and (6) an exception to the projecting bay dimension limitation (16th Street Building), as described in Chapter II, Project Description.

The following section describes the proposed project's consistency with its applicable land use district and the bulk, height, and other regulations associated with the project site.

#### Use District

As previously discussed, the project site is located within the UMU District. The UMU District is intended to promote a vibrant mix of uses while maintaining the characteristics of this formerly industrially-zoned area. It is also intended to serve as a buffer between residential districts and PDR districts in the Eastern Neighborhoods. Within the UMU District, allowed uses include production, distribution, and repair uses such as light manufacturing, home, and business services; arts activities; warehouse; and wholesaling. Additional permitted uses include retail, educational facilities, and nighttime entertainment. Housing is also permitted, but is subject to higher affordability requirements than elsewhere in the City. In particular, family-sized dwelling units are encouraged.

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<sup>16</sup> Per San Francisco Planning Code section 419, UMU conversion projects require 14.4 to 17.6 percent of on-site units to be affordable, or 23 to 27 percent of units constructed as affordable units off site, or appropriate in-lieu fee. Specifics of how the proposed project will satisfy affordability requirements have not yet been determined and will be considered prior to project approval.

Within the UMU District, there is no minimum or maximum density requirement for residential use (subject to height and bulk controls consistent with Section 843.24 of the Planning Code) although at least 40 percent of all dwelling units must contain two or more bedrooms (Section 843.25). The proposed project includes 395 dwelling units (53 studios, 182 one-bedrooms, 146 two-bedrooms, and 14 three-bedrooms) and would comply with this requirement. Retail sales and services are permitted for up to 25,000 square feet per lot and any single commercial use larger than 3,999 square feet requires conditional use authorization; the proposed project would provide up to 24,968 square feet of ground floor commercial uses on the total site, with up to two commercial spaces proposed to exceed 3,999 square feet.

Projects proposing ten or more dwelling units are subject to enhanced Inclusionary Affordable Housing Program requirements applicable in the UMU district as outlined in Sections 415 and 419 of the Code. The project sponsor would comply with the requirements of the Inclusionary Affordable Housing Program.

The proposed project would redevelop the site with a mix of residential and ground floor commercial uses. With approval of the requested exceptions noted below, the proposed project would be consistent with the type and intensity of development envisioned for the site and would not demonstrably conflict with the zoning controls applicable to the project site.<sup>17,18</sup>

#### Height and Bulk District

The City's height and bulk districts are intended to serve a variety of urban design purposes. Generally, these height and bulk districts seek to relate the scale of new development to existing development and prevent the new development from overwhelming or dominating the City's skyline. The regulation of height and bulk is also intended to promote harmony in the visual relationships and transitions between new and existing development. The site is located in the 68-X Height and Bulk District along 16<sup>th</sup> Street and the 48-X Height and Bulk District along 17<sup>th</sup> Street. Per Article 2.5 of the Planning Code, these Height and Bulk Districts do not include bulk limits, but rather bulk limitation and special requirements in the form of rear yard setbacks, horizontal mass reduction and mid-block alleys as discussed below.

Building heights for both buildings were measured in accordance with San Francisco Planning Code Sections 102.12 and 260 at the maximum allowable heights of 68 feet along 16<sup>th</sup> Street and 48 feet along 17<sup>th</sup> Street.

As allowed by San Francisco Planning Code Section 260(b), parapets are allowed up to 4 feet above the maximum building height and certain rooftop elements, such as mechanical equipment, open space features, and stair penthouses, are allowed to extend up to 10 feet above the maximum building height. Elevator shafts are allowed to extend up to 16 feet above the maximum building height provided they do not together exceed 20 percent of the horizontal area of the roof above which they are situated. For the 16<sup>th</sup> Street Building, stair penthouses, elevator penthouses and mechanical equipment would cover approximately 12 percent of the horizontal area of the roof and would reach 78 feet (stair and mechanical penthouses) and 82 feet (elevator shafts), heights which are below the additional 16 feet that is permitted (up to 84 feet).

<sup>17</sup> Adam Varat, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Citywide Planning and Policy Analysis, 901 16<sup>th</sup> Street and 1200 17<sup>th</sup> Street, December 3, 2013.

<sup>18</sup> Jeff Joslin, San Francisco Planning Department, Community Plan Exemption Eligibility Determination, Current Planning Analysis, 901 16<sup>th</sup> Street and 1200 17<sup>th</sup> Street, January 2, 2014.

For the 17th Street Building, the stair and elevator penthouses together would cover approximately 3.8 percent of the horizontal area of the roof and would reach 51 or 52 feet, heights which are below the additional 10 feet and 16 feet that are permitted (up to 74 feet).

### Setbacks

The minimum rear yard depth within the UMU District is required to be equal to 25 percent of the total depth of the lot on which the building is situated, but in no case less than 15 feet. As discussed in Chapter II, Project Description, rather than a single rear yard covering 25 percent of the site, the project proposes instead a series of shared private courtyards, residential mews area, and roof decks, and the publicly-accessible mid-block pedestrian passage, encompassing a total of 50,932 sf, which equates to approximately 33.5 percent of the site, exceeding the required area.

Sections 134(f) and 329(d)(7) of the Planning Code authorize the Planning Commission to modify the rear yard configuration of large projects in the UMU zoning district, “provided that: 1) a comparable, but not necessarily equal amount of square footage as would be created in a code conforming rear yard is provided elsewhere within the development; 2) the proposed new or expanding structure will not significantly impede the access to light and air from adjacent properties or adversely affect the interior block open space formed by the rear yards of adjacent properties; and 3) The modification request is not combined with any other residential open space modification or exposure variance for the project, except exposure modifications in designated landmark buildings under Section 307(h)(1).” The project sponsor is seeking an exception to this requirement to allow for a mid-block passage and appropriate light and air access to adjacent and proposed on-site buildings, and to provide usable open space for residents in amounts that exceed what is required.

### Horizontal Building Mass

Planning Code Section 270.1 requires buildings exceeding 200 feet in length in the UMU district to incorporate a mass reduction break in the building to reduce the horizontal scale of the building into discrete sections not more than 200 feet in length. The proposed project’s 16<sup>th</sup> and 17<sup>th</sup> Street frontages are 379.5 feet in length, and the Mississippi Street frontage is 236.5 feet in length; therefore, these frontages are subject to Section 270.1. This section of the Planning Code requires the mass reduction breaks to be not less than 30 feet in width, 60 feet in depth, and extend up to the sky from a level not higher than 25 feet above grade or the third story, whichever is lower; and result in discrete building sections with a maximum plan length along the street frontage not greater than 200 feet. Pursuant to Section 270.1(d) and 329(d)(3), the Planning Commission may modify or waive this requirement for large projects in the UMU district, providing they meet certain criteria that: 1) no more than 50 percent of the required mass is reduced unless special circumstances are evident; 2) the depth of any mass reduction breaks provided is not less than 15 feet from the front facade, unless special circumstances are evident; 3) the proposed building envelope can be demonstrated to achieve a distinctly superior effect of reducing the apparent horizontal dimension of the building; and 4) the proposed building achieves unique and superior architectural design.

The project sponsor is requesting that the Planning Commission modify the horizontal mass reduction requirement along 16<sup>th</sup> Street because of the proposed residentially-scaled articulation of the facades, the visual drama of the mural and glassed face of the mass reduction area, and the provision of a roof deck area with more access to light and air. The requested exception from the requirements is the depth of the mass reduction area, which is 57 feet and 9 inches wide and 27 feet and 6 inches deep compared to the Planning Code requirements of 30 feet wide and 60 feet deep.

### Obstruction over Streets and Alleys

Planning Code Section 136 (c)(2) constrains the length and depth of projecting bay windows. The bay window projection at the Southeast corner of the 16th Street Building (Mississippi Street and the Mews) at Levels 4 and 5 requires an exception due to the projection depth and length. The project sponsor describes the intent of the projection as an architectural bridge to transition between the differing design languages of the Mississippi and Mews elevations. In order to provide superior architectural design it is important that this element does not have the proportions of a standard bay outlined in Section 136. Rather it is an element with its own proportions different from that of a bay. Due to the projection's height above grade, and its location at the buildings corner, the project sponsor believes the projection does not negatively impact the streetscape experience.

### Loading

Pursuant to Planning Code Section 152.1, the proposed project requires one commercial (for active freight loading and unloading by commercial vehicles) and three residential (for passenger loading and unloading) off-street loading spaces. One commercial off-street loading space is proposed. The project sponsor is requesting that the Planning Commission grant an exception to the off-street loading requirement to allow for two on-street loading spaces to fulfill the requirement for residential off-street loading spaces. The project sponsor's justification for the request is that no curb cuts are permitted along 16th Street. Thus, the 16th Street Building is limited to providing curb cuts along Mississippi Street because no other street frontages exist for that building. The 16th Street Building already proposes two curb cuts on Mississippi for garage entry and retail loading and the 17th Street Building proposes one curb cut for garage entry. Therefore, the project sponsor believes that the proposed project and streetscape along Mississippi Street would benefit by eliminating the additional curb-cuts that additional off-street loading spaces would require, allowing more of the building frontage to be dedicated to active retail, residential, and lobby uses.

### Street Frontage for Parking and Loading

Related to the above, Planning Code Section 145.1 limits the parking and loading entrances to 20 feet per lot per frontage. Each of the 16<sup>th</sup> Street and "17<sup>th</sup> Street buildings" includes a 20-foot parking entrance for their respective parking areas. The 16<sup>th</sup> Street building additionally includes a 12-foot loading entrance for the commercial off-street loading space, which requires an exception. Again, the project sponsor's justification for the request is that no curb cuts are permitted along 16th Street. Thus, the 16th Street Building is limited to providing curb cuts along Mississippi Street because no other street frontages exist for the 16th Street Building.

### Open Space

Section 135 of the Planning Code specifies the amount of usable open space required to be supplied by new residential development in the Eastern Neighborhoods Mixed Use Zoning Districts. "Private usable open space" is defined as areas private to and designed for use by only one dwelling unit; "common usable open space" is defined as an area or areas designed for joint use by two or more dwelling units.

In Eastern Neighborhoods Mixed Use Zoning Districts, 80 square feet of usable open space per dwelling unit is required if all open space is to be private or common. If publicly accessible open space is provided, 54 square feet per dwelling unit is required. Open space requirements for non-residential uses within the

Eastern Neighborhoods are governed by Planning Code Section 135.3 (Table 135.3). For retail space, one square foot of usable open space per 250 feet of occupied floor area associated with new square footage is required, for a requirement of 100 gsf of open space. Assuming provision of only common and private open space, the proposed project's 395 units would require 31,600 gsf of open space pursuant to Planning Code Section 135. If only publically accessible open space were provided, the proposed project would require 21,330 gsf of open space.

The proposed project would include 50,932 gsf of open space on the project site, an amount that would exceed the open space requirements of the Planning Code for both commercial and residential open space. 14,669 gsf of the open space would consist of publicly accessible open space for use by project residents, employees, and the public. 33,149 gsf of the open space would be common open space shared by the residents of the project. The remaining 3,114 gsf would be private decks and balconies for use by residents of the adjacent units. The proposed project would also provide indoor recreational space, including residential fitness areas and lounge/club room areas.

### Vehicle and Bicycle Parking

Per Section 151.1 of the Planning Code, there is no minimum parking requirement in this district for any use. Maximum parking allowances are as follows: 0.75 parking space per dwelling unit, except that units with two or more bedrooms and totaling over 1,000 gross square feet may be provided up to one parking space per unit with approval by the Planning Commission of a Large Project Authorization exception. The project proposes a residential parking ratio of 0.85 space per unit. For projects between 50 and 200 units, one car share parking is required; for projects over 200 units, two car share spaces, plus one for every 200 dwelling units over 200 are required. Retail parking is allowed one car for every 500 sf floor area up to 20,000 sf per lot. Additionally, when more than 10 non-residential spaces are proposed, car share spaces are required at 5% of the total and do not count toward maximum allowances. The minimum required vehicle parking for the proposed project is zero spaces and the maximum allowed is 385, plus car share spaces. The project proposes 383 spaces (45 of which are non-residential) plus five car share spaces, two spaces short of the maximum allowable vehicle parking spaces.

Under Planning Code Section 155.2, one Class 1 bicycle parking space is required for every dwelling unit up to 100 units, plus one Class 1 bicycle parking space for every 4 units over 100. One Class 2 bicycle space is required per 20 residential units. For retail and commercial use, one Class 1 bicycle parking space is required for every 7,500 gsf of retail space, and one Class 2 bicycle parking space is required for every 2,500 sf of retail space. These requirements are calculated separately for each building. The proposed project requires 251 Class 1 and 34 Class 2 bicycle spaces and proposes 455 and 52 spaces respectively, exceeding minimum bicycle parking requirements.

## **ACCOUNTABLE PLANNING INITIATIVE**

In November 1986, the voter-approved Proposition M, the Accountable Planning Initiative, was included in the General Plan and added Section 101.1 to the Planning Code. The Accountable Planning Initiative established eight Priority Policies to guide certain land use decisions that generally relate to physical environmental issues. In regards to the proposed project, these issues are addressed in this EIR or in the CPE Checklist included in Appendix A. These policies, and the sections of this EIR or the CPE Checklist that address the environmental issues associated with the policies, are:

- That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced (see pages 25 and 26 of the CPE Checklist);
- That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods (see pages 25 and 26 of the CPE Checklist);
- That the City's supply of affordable housing be preserved and enhanced (see Chapter II, Project Description of the EIR and pages 26 and 27 of the CPE Checklist);
- That commuter traffic not impede Muni transit services or overburden our streets or neighborhood parking (see Section IV.A, Transportation and Circulation of the EIR);
- That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced (see pages 25 and 26 of the CPE Checklist);
- That the City achieve the greatest possible preparedness to protect against injury and the loss of life in an earthquake (see pages 52 to 54 of the CPE Checklist);
- That landmarks and historic buildings be preserved (Section IV.B, Cultural Resources of the EIR); and
- That our parks and open space and their access to sunlight and vistas be protected from development (see pages 42 to 48 of the CPE Checklist).

Prior to issuing a permit for any project which requires an EIR under CEQA, and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action which requires a finding of consistency with the General Plan, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. As with policies in the General Plan, Priority Policies may conflict with one another, depending on the project; decision-makers, in considering whether to approve the proposed project, would need to assess whether the proposed project, on balance, is consistent with the applicable Priority Policies when adopting the necessary findings.

Potential conflicts of the proposed project in regard to transportation and circulation, and historic architectural resources associated with the Priority Policies are discussed in the relevant topical sections of this EIR. The project case reports and approval motions will contain the Planning Department's comprehensive project analysis and findings regarding consistency of the proposed projects with the Priority Policies.

## **BETTER STREETS PLAN**

The Better Streets Plan, adopted in 2010, describes a vision for the future of San Francisco's pedestrian environment and included a set of City-wide streetscape and pedestrian policies and guidelines to help accomplish this vision. The Planning Department, Department of Public Works, San Francisco Municipal Transportation Agency, and SFPUC were joint project sponsors of the Plan on behalf of the City and County of San Francisco. The Better Streets Plan seeks to balance the needs of all City street users. The Plan identifies goals, objectives, policies, and design guidelines, as well as future strategies to improve the pedestrian realm in San Francisco. Pedestrian areas mainly include sidewalks and crosswalks and, in some instances, portions of roadways. Major concepts covered in the Better Streets Plan range from increased

pedestrian safety and accessibility features to improved ecological performance of streets and streetscape greening.

The proposed project would not physically alter the existing vehicular circulation pattern or remove travel-ways on any major pedestrian or vehicle thoroughfares adjacent to the project site. The proposed project would provide a publicly-accessible mid-block pedestrian pathway to provide access between 16<sup>th</sup> and 17<sup>th</sup> Streets. In addition, widened sidewalks would be included with the project to enhance pedestrian mobility and comfort. Therefore, the proposed project would not demonstrably conflict with the Better Streets Plan.

### **TRANSIT FIRST POLICY**

The City of San Francisco's Transit First policy, adopted by the Board of Supervisors in 1973 and contained within Section 8A.115 of the City Charter, was developed in response to the damaging impacts over previous decades of freeways on the City's urban character. The policy is aimed at restoring balance to a transportation system long dominated by the automobile, and improving overall mobility for residents and visitors whose reliance chiefly on the automobile would result in severe transportation deficiencies. It encourages multi-modalism, the use of transit, and other alternatives to the single-occupant vehicle as modes of transportation, and gives priority to the maintenance and expansion of the local transit system and the improvement of regional transit coordination. The project site is located in close proximity to numerous transit routes and is easily accessible by bicycle and sidewalks. Additionally, bike storage and parking would be provided on the project site. Therefore, the proposed project would not demonstrably conflict with the Transit First Policy.

### **SAN FRANCISCO BICYCLE PLAN**

The City of San Francisco's Bicycle Plan, approved in June 2009, describes the City's program to provide the safe and attractive environment needed to promote bicycling as a transportation mode. The Bicycle Plan identifies the citywide bicycle route network, and establishes the level of treatment (i.e., Class I, Class II or Class III facility) on each route. The Bicycle Plan also identifies near-term and far term improvements as well as policy goals, objectives and actions to support these improvements and to facilitate bicycling in San Francisco.

Near the project site, the San Francisco Bicycle Plan proposes minor changes to the existing facilities on Mariposa Street and Indiana Street. Minor improvements, including markings, signage, and facilities are considered treatments necessary to improve conditions for bicycle use, and are not specified in more detail by route in the Plan. No near or long-term projects are proposed for the study area.

While currently not a part of the bicycle plan, the City is proposing to relocate the existing Class II bicycle facility from 16<sup>th</sup> Street to 17<sup>th</sup> Street as anticipated in Muni Forward. The proposed project could accommodate future planned changes in the bicycle network and would not demonstrably conflict with the Bicycle Plan.

### **SUMMARY**

In general, the proposed project is consistent with policies in the relevant planning documents described in this chapter related to the development of new housing, provision of active, pedestrian-oriented neighborhoods, and the development of a mixture of compatible land uses. The proposed project would not demonstrably conflict with General Plan policies relating to urban design or housing. With approval of

the requested waivers, modifications, and exceptions, the proposed project would not demonstrably conflict with the Planning Code or other applicable planning documents.

## IV. ENVIRONMENTAL SETTING AND IMPACTS

This chapter contains an analysis of each issue that was identified in the Community Plan Exemption (CPE) Checklist (included in Appendix A) as a topic for analysis in the 901 16<sup>th</sup> Street and 1200 17<sup>th</sup> Street Project EIR. Sections A and B of this chapter describe the environmental setting of the project site related to each specific environmental issue evaluated in the EIR and the impacts which may result or which project implementation may potentially affect. Mitigation measures to reduce potential impacts are identified, where appropriate.

The project sponsor, Potrero Partners, LLC, filed an application on June 17, 2014, for the environmental evaluation of the proposed project. Based on the CPE Checklist published on February 11, 2015, the San Francisco Planning Department determined that an EIR is required. The CPE Checklist concluded that many of the physical environmental effects of the proposed project would be less-than-significant, or that mitigation measures identified in the *Eastern Neighborhoods PEIR*, agreed to by the project sponsor and required as a condition of project approval, would reduce significant impacts to a less-than-significant level. CEQA does not require further assessment of the project's less-than-significant impacts, which fall into the following topical areas: land use and land use planning; aesthetics; population and housing; paleontological and archeological resources; noise; air quality; greenhouse gas emissions; wind and shadow; recreation; utilities and service systems; public services; biological resources; geology and soils; hydrology and water quality; hazards and hazardous materials; mineral and energy resources; and agriculture and forest resources. However, the CPE Checklist found potentially significant project-specific effects and/or cumulative impacts related to: Transportation and Circulation, and Historic Architectural Resources. Accordingly, these topics are evaluated in this EIR in separate topical sections.

### PUBLIC RESOURCES CODE SECTION 21099

On September 27, 2013, Governor Brown signed Senate Bill (SB) 743, which became effective on January 1, 2014. Among other provisions, SB 743 amended CEQA by adding Public Resources Code Section 21099 regarding the analysis of aesthetics and parking impacts for certain urban infill projects in transit priority areas,<sup>19</sup> as discussed below.

#### Aesthetics and Parking Analysis

Public Resources Code Section 21099(d), effective January 1, 2014, provides that, "aesthetics and parking impacts of a residential, mixed-use residential, or employment center project on an infill site located within a transit priority area shall not be considered significant impacts on the environment." Accordingly, aesthetics and parking are no longer to be considered in determining if a project has the potential to result in significant environmental effects for projects that meet all of the following three criteria:

1. The project is in a transit priority area; and

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<sup>19</sup> A "transit priority area" is defined in Section 21099 of the California Public Resources Code as an area within one-half mile of an existing or planned major transit stop. A "major transit stop" is defined in Section 21064.3 of the California Public Resources Code as a rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods. A map of San Francisco Transit Priority Areas can be found on-line at: <http://sfmea.sfplanning.org/Map%20of%20San%20Francisco%20Transit%20Priority%20Areas.pdf>.

2. The project is on an infill site; and
3. The project is residential, mixed-use residential, or an employment center.

The proposed project meets each of the above three criteria and thus, this EIR does not consider aesthetics and the adequacy of parking in determining the significance of project impacts under CEQA.<sup>20</sup>

Public Resources Code Section 21099(e) states that a Lead Agency maintains the authority to consider aesthetic impacts pursuant to local design review ordinances or other discretionary powers and that aesthetic impacts do not include impacts on historical or cultural resources. As such, there will be no change in the Planning Department's methodology related to design and historic review.

The Planning Department recognizes that the public and decision-makers nonetheless may be interested in information pertaining to the aesthetic effects of a proposed project and may desire that such information be provided as part of the environmental review process. Therefore, some information that would have otherwise been provided in an aesthetics section of the EIR (i.e., "before" and "after" visual simulations) has been included in Chapter II, Project Description, of this EIR. However, this information is provided solely for informational purposes and will not be used to determine the significance of the environmental impacts of the proposed project, pursuant to CEQA.

Similarly, the Planning Department acknowledges that parking conditions may be of interest to the public and the decision-makers. Therefore, this EIR presents parking demand analysis for informational purposes and considers any secondary physical impacts associated with constrained supply (e.g., queuing by drivers waiting for scarce onsite parking spaces that affects the public right-of-way) as applicable in the transportation analysis in Chapter IV.A, Transportation and Circulation.

#### Level of Service Analysis

Public Resources Code Section 21099 requires that the State Office of Planning and Research (OPR) develop revisions to the CEQA Guidelines establishing criteria for determining the significance of transportation impacts of projects within transit priority areas that promote the "reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses." It also requires OPR to develop alternative metrics outside of transit priority areas. The statute provides that, upon certification and adoption of the revised CEQA Guidelines by the Secretary of the Natural Resources Agency, "automobile delay, as described solely by level of service (LOS) or similar measures of vehicular capacity or traffic congestion shall not be considered a significant impact on the environment." In other words, LOS or any other automobile delay metric more generally shall not be used as a significance threshold under CEQA.

OPR released a preliminary discussion draft of the new CEQA Guidelines (discussion draft) to implement Section 21099 in August 2014.<sup>21</sup> Another draft is expected in 2015, at which point OPR will receive further public comment. After receiving feedback during that public comment period, OPR will submit suggested changes of the CEQA Guidelines to the Secretary of the Natural Resources Agency for the formal

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<sup>20</sup> San Francisco Planning Department, Transit-Oriented Infill Project Eligibility Checklist for 901 16<sup>th</sup> Street and 1200 17<sup>th</sup> Street, November 10, 2015.

<sup>21</sup> Governor's Office of Planning and Research, Updating Transportation Impacts Analysis in the CEQA Guidelines, 8/6/2014, available at: [http://opr.ca.gov/docs/Final\\_Preliminary\\_Discussion\\_Draft\\_of\\_Updates\\_Implementing\\_SB\\_743\\_080614.pdf](http://opr.ca.gov/docs/Final_Preliminary_Discussion_Draft_of_Updates_Implementing_SB_743_080614.pdf).

rulemaking and adoption process. Once the Secretary of the Natural Resources Agency adopts the CEQA Guidelines changes, they will be sent to the Office of Administrative Law for approval. When the Office of Administrative Law adopts the CEQA Guidelines changes, they will become effective immediately, which is anticipated sometime in late 2015 or early 2016. Therefore, the LOS-related provisions of Public Resources Code Section 21099 are not yet applicable to the proposed project and this EIR analyzes the traffic-related impacts of the proposed project as they pertain to LOS. However, in response to public comments concerning the forthcoming CEQA Guidelines changes, the following analysis is provided for informational purposes.

As stated above, OPR is currently updating the discussion draft. The discussion draft may undergo revisions in response to public input. As of the time of publication of this EIR, the discussion draft states that transportation impacts can be best measured using an alternative metric known as vehicle miles traveled (VMT). VMT quantifies the total distance traveled by automobiles that are estimated to result from a project, accounting for the number of passengers, the distance they travel to get to destinations, and the probability that people choose to make trips in automobiles rather than by other modes. Typically, development at a greater distance from other uses, located in areas with poor access to non-automobile modes of travel, would generate more driving than one that is located proximate to other complementary uses and/or where there are transportation options other than the automobile.

For land use projects, OPR proposes that a project that results in VMT (per capita, per service population, or other appropriate measure) greater than the regional average for the land use type (e.g., residential, employment, commercial) *may* indicate a significant impact. For this proposed project, regional refers to the nine-county Bay Area metropolitan region. As of 2012, the Bay Area regional VMT per person trip<sup>22</sup> for residential uses and retail uses is approximately 4.6 and 3.5, respectively. Utilizing trip generation rates from the City's Transportation Impact Analysis Guidelines for Environmental Review and automobile modal split, trip length, and vehicle occupancy estimates for the project's location from San Francisco Chained Activity Modeling Process (SF-CHAMP), the proposed project's residential and retail uses would result in a VMT per person trip of approximately 1.8 and 2.9, respectively. This is approximately 61 percent below the regional average for residential uses and 17 percent below the regional average for retail uses.

OPR also proposed that development projects that are located within a transit priority area *generally* may be considered to have a less-than-significant transportation impact. As stated above, the proposed project is located in a transit priority area.

## DETERMINATION OF SIGNIFICANCE

Under CEQA, a significant effect is defined as a substantial, or potentially substantial, adverse change in the environment. The guidelines implementing CEQA direct that this determination be based on scientific and factual data, including the entire record for the proposed project, and not on argument, speculation, or unsubstantiated evidence. Each impact and mitigation measure section of this chapter is prefaced by certain criteria, which have been developed by the San Francisco Planning Department for use in determining whether an impact is significant.

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<sup>22</sup> VMT per person trip: The vehicle-miles traveled (accounting for vehicle occupancy, vehicle trip length, and auto mode share) for all automobile trips to or from the project site divided by the total number of trips by all modes to or from the project site. This measure excludes school trips, commercial vehicle trips, and visitor/tourist travel.

Impacts are categorized by type of impact as follows:

- **No Impact.** No adverse changes (or impacts) to the environment are expected.
- **Less Than Significant.** An impact that would not involve an adverse physical change to the environment, does not exceed the defined significance criteria, or would be eliminated or reduced to a less-than-significant level through compliance with existing local, State, and federal laws and regulations.
- **Less Than Significant with Mitigation.** An impact that is reduced to a less-than-significant level through implementation of the identified mitigation measure.
- **Significant and Unavoidable with Mitigation.** An adverse physical environmental impact that exceeds the defined significance criteria and can be reduced through compliance with existing local, State, and federal laws and regulations and/or implementation of all feasible mitigation measures, but cannot be reduced to a less-than-significant level.
- **Significant and Unavoidable.** An adverse physical environmental impact that exceeds the defined significance criteria and cannot be eliminated or reduced to a less-than-significant level through compliance with existing local, State, and federal laws and regulations and for which there are no feasible mitigation measures.

#### FORMAT OF ENVIRONMENTAL ANALYSIS

Each environmental topic considered in this chapter comprises three primary sections: 1) environmental setting; 2) regulatory framework; and 3) impacts and mitigation measures. An overview of the general organization and the information provided in the three sections is provided as follows:

- **Setting.** The setting section for each environmental topic provides a description of the baseline physical setting for the project site and its surroundings at the beginning of the environmental review process (e.g., existing land uses, noise environment, traffic conditions).
- **Regulatory Framework.** The regulatory framework provides an overview of the federal, State, and local regulations (as applicable) that relate to each specific environmental topic.
- **Impacts and Mitigation Measures.** The impacts and mitigation measures section for each environmental topic presents a discussion of the impacts (i.e., the changes to baseline physical environmental conditions) that could result from implementation of the proposed project. The section begins with the criteria of significance, which establish a way of determining whether an impact is significant. The latter part of this section presents the impacts from the proposed project and mitigation measures, if required. The impacts of the proposed project are organized into separate categories based on the criteria listed in each topical section. Project-specific impacts are discussed first, followed by cumulative impacts.

Impacts are numbered and shown in bold type, and the corresponding mitigation measures, where identified, are numbered and indented, and follow impact statements. Impacts and mitigation measures are numbered consecutively within each topic and begin with an abbreviated reference to the impact section. The following symbols are used for individual topics:

TR: Transportation and Circulation

CP: Historic Architectural Resources

## APPROACH TO ANALYSIS

The analysis of each issue topic includes an evaluation of the potential environmental impacts associated with implementation of the proposed project. As described in Chapter II, Project Description, the proposed project would result in the construction of new residential, commercial, open space, and associated infrastructure and parking. Project related construction and operation impacts are identified, where applicable in each subsection.

In addition, at a programmatic level, the *Eastern Neighborhoods PEIR* identified potential environmental impacts associated with implementation of the Eastern Neighborhoods Plan, which encompasses the project site. Therefore, impacts and mitigation measures identified in the *Eastern Neighborhoods PEIR* are applicable to future development projects within the Eastern Neighborhoods Plan area boundaries, pending site-specific, project-level review of individual development proposals.

## APPROACH TO CUMULATIVE ANALYSIS

CEQA defines cumulative impacts as “two or more individual effects, which, when considered together, are considerable, or which can compound or increase other environmental impacts.” Section 15130 of the CEQA Guidelines requires that an EIR evaluate potential environmental impacts that may be individually limited but cumulatively significant. These impacts could result from the proposed project alone, or together with other projects. The CEQA Guidelines state: “The cumulative impact from several projects is the change in the environment which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects.” Cumulative impacts could result from individually minor but collectively significant projects taking place over time.

For the evaluation of cumulative impacts, CEQA allows the use of either a list of past, present, or reasonably anticipated relevant projects, including projects outside the control of the lead agency, a summary of the projections in an adopted planning document, or a combined list-based and growth projections approach. For the proposed project, the cumulative analysis primarily relies on the cumulative growth projections assumptions found in the *Eastern Neighborhoods PEIR*, as described below.

The *Eastern Neighborhoods PEIR* found that implementation of the Eastern Neighborhoods Plan could result in a substantial amount of growth within the Eastern Neighborhoods Plan area, resulting in an increase of approximately 7,400 to 9,900 dwelling units and 3,200,000 to 6,600,000 square feet of non-residential uses (excluding PDR loss) throughout the lifetime of the Plan (year 2025).<sup>23</sup> The growth projected in the *Eastern*

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<sup>23</sup> Tables 12 through 16 of the *Eastern Neighborhoods Draft EIR* and Table C&R-2 in the Comments and Responses show projected net growth based on proposed rezoning scenarios. A baseline for existing conditions in the year 2000 was included to provide context for the scenario figures for parcels affected by the rezoning, not projected growth totals from a baseline of the year 2000. Estimates of projected growth were based on parcels that were to be rezoned and did not include parcels that were recently developed (i.e., parcels with projects completed between 2000 and March 2006) or have proposed projects in the pipeline (i.e., projects under construction, projects approved or entitled by the Planning Department, or projects under review by the Planning Department or Department of Building Inspection). Development pipeline figures for each Plan Area were presented separately in Tables 5, 7, 9, and 11 in the Draft EIR. Environmental impact assessments for these pipeline projects were considered separately from the Eastern Neighborhoods rezoning effort.

*Neighborhoods PEIR* was based on a soft site analysis (i.e., assumptions regarding the potential for a site to be developed through the year 2025) and not based upon the created capacity of the rezoning options (i.e., the total potential for development that would be created indefinitely).<sup>24</sup> As of July 2015, projects containing 8,559 dwelling units and 2,231,595 square feet of non-residential space (excluding PDR loss) have completed or are planned to complete environmental review<sup>25</sup> within the Eastern Neighborhoods Plan area. These estimates include projects that have completed environmental review (4,885 dwelling units and 1,472,688 square feet of non-residential space) and planned projects, including the proposed project (3,674 dwelling units and 758,907 square feet of non-residential space). Planned projects are those projects that have submitted environmental evaluation applications with the San Francisco Planning Department.

Within the Showplace Square/Potrero Hill subarea, the *Eastern Neighborhoods PEIR* estimated that implementation of the Eastern Neighborhoods Plan could result in an increase of approximately 2,300 to 3,900 dwelling units and 1,500,000 to 1,700,000 square feet of non-residential space (excluding PDR loss) through the year 2025. As of July 2015, projects containing approximately 3,266 dwelling units and 865,849 square feet of non-residential space (excluding PDR loss) have completed or are planned to complete environmental review within the Showplace Square/Potrero Hill subarea. These estimates include projects that have completed environmental review (1,822 dwelling units and 621,768 square feet of non-residential space) and planned projects, including the proposed project (1,444 additional dwelling units and 244,081 square feet of non-residential space).<sup>26</sup>

Growth that has occurred within the Plan area since adoption of the *Eastern Neighborhoods PEIR* has been planned for and the effects of that growth were anticipated and considered in the *Eastern Neighborhoods PEIR*. Although the reasonably foreseeable growth in the residential land use category is approaching the projections within the *Eastern Neighborhoods PEIR*, the non-residential reasonably foreseeable growth is between approximately 33 and 70 percent of the non-residential projections in the *Eastern Neighborhoods PEIR*. The *Eastern Neighborhoods PEIR* utilized the growth projections for certain environmental impact topics (i.e., Land Use; Population, Housing, Business Activity, and Employment; Transportation; Noise; Air Quality; Parks, Recreation, and Open Space; Utilities/Public Services; and Water) to analyze the physical environmental impacts associated with that growth. The analysis took into account the overall growth in the Eastern Neighborhoods and did not necessarily analyze in isolation the impacts of growth in one land use category, although each land use category may have differing severities of effects. Therefore, given the growth from the reasonably foreseeable projects have not exceeded the overall growth that was projected in the *Eastern Neighborhoods PEIR*, information that was not known at the time of the PEIR has

<sup>24</sup> San Francisco Planning Department, Community Planning in the Eastern Neighborhoods, Rezoning Options Workbook, Draft, February 2003. This document is available at: <http://www.sf-planning.org/index.aspx?page=1678#background>.

<sup>25</sup> For this section, environmental review is defined as projects that have or are relying on the growth projections and analysis in the Eastern Neighborhoods PEIR for environmental review (i.e., Community Plan Exemptions or Focused Mitigated Negative Declarations and Focused Environmental Impact Reports with an attached Community Plan Exemption Checklist).

<sup>26</sup> The estimated number of dwelling units reported here is different than the estimated number of dwelling units identified in the San Francisco Planning Department's Pipeline Report, 3rd Quarter 2014 for Showplace Square/Potrero Hill subarea. Reasons for the difference include inadvertent overestimates from the Pipeline Report in the amount of development at particular development sites (e.g., 1000 16th Street and 1 Henry Adams and 801 Brannan Street) and the inclusion of Potrero Hope SF Project. The Potrero Hope SF Project includes 1,094 net new dwelling units; however, this Project is the subject of a stand-alone EIR that does not rely on the growth projections and impacts identified in the *Eastern Neighborhoods PEIR*. This Project would establish a Special Use District, would be built in phases over at least a 10-year period, and contains substantial infrastructure over and above considered in the *Eastern Neighborhoods PEIR*.

not resulted in new significant environmental impacts or substantially more severe adverse impacts than discussed in the PEIR, other than transportation and circulation, as discussed below in this EIR.

In conclusion, the proposed project is consistent with and within the growth projections anticipated in the *Eastern Neighborhoods PEIR*. Therefore, the cumulative assumptions provided within the *Eastern Neighborhoods PEIR* are applicable to development of the project site.

The specific approach to the cumulative analysis is discussed in each topical subsection of this chapter. The cumulative impact from several projects is evaluated as the change in the environment which results from the incremental impact of the proposed project when added to other closely related past, present, and reasonably foreseeable probable future projects. This includes projects that have an application on file with the Planning Department (private projects) or have an identified funding source (for public projects).

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## A. Transportation and Circulation

This section provides a discussion of the anticipated effects of the proposed 901 16th St and 1200 17th St project on the transportation and circulation system within the vicinity of the project site and is based on the Transportation Impact Study (TIS) prepared for the project.<sup>27</sup> The transportation analysis summarized here and presented in the TIS is consistent with the analysis contained in the *Eastern Neighborhoods PEIR* and with the City's Transportation Impact Analysis Guidelines for Environmental Review (SF Guidelines). As discussed in the Transportation and Circulation section of the CPE Checklist (see page 41, Appendix A), the proposed project could result in significant impacts related to transportation and circulation.

### ENVIRONMENTAL SETTING

The project site is located at 901 16th Street and 1200 17th Street and is bordered by 16th Street to the north, Mississippi Street to the east, 17th Street to the south, and existing development to the west within the Showplace Square/Potrero Hill neighborhood. From the project site, the transportation study extends approximately 11 blocks west to Potrero Avenue, two blocks south to 18th Street, four blocks east to 3rd Street, and three blocks north to Hooper Street. The transportation study area represents a conservative estimate of the geographic area within which the proposed project might reasonably be anticipated to have a potential effect upon transportation and circulation conditions given existing traffic volumes, transit capacities, and known conflict points, and anticipated travel patterns as a result of the proposed project.

The site is completely developed with four existing structures, 14 loading berths, and a surface parking lot. The site is occupied by light industrial and storage uses. Pedestrian access to the site is provided by vehicle driveways located on Mississippi Street and 17th Street. Vehicular access to the off-street parking spaces is provided by two access points located on 16th Street and Mississippi Street.

This section provides a description of the existing transportation conditions in the vicinity of the project site. Included in this section are descriptions of existing roadway, circulation, transit, pedestrian, bicycle, loading, and parking conditions.

#### Roadway Network

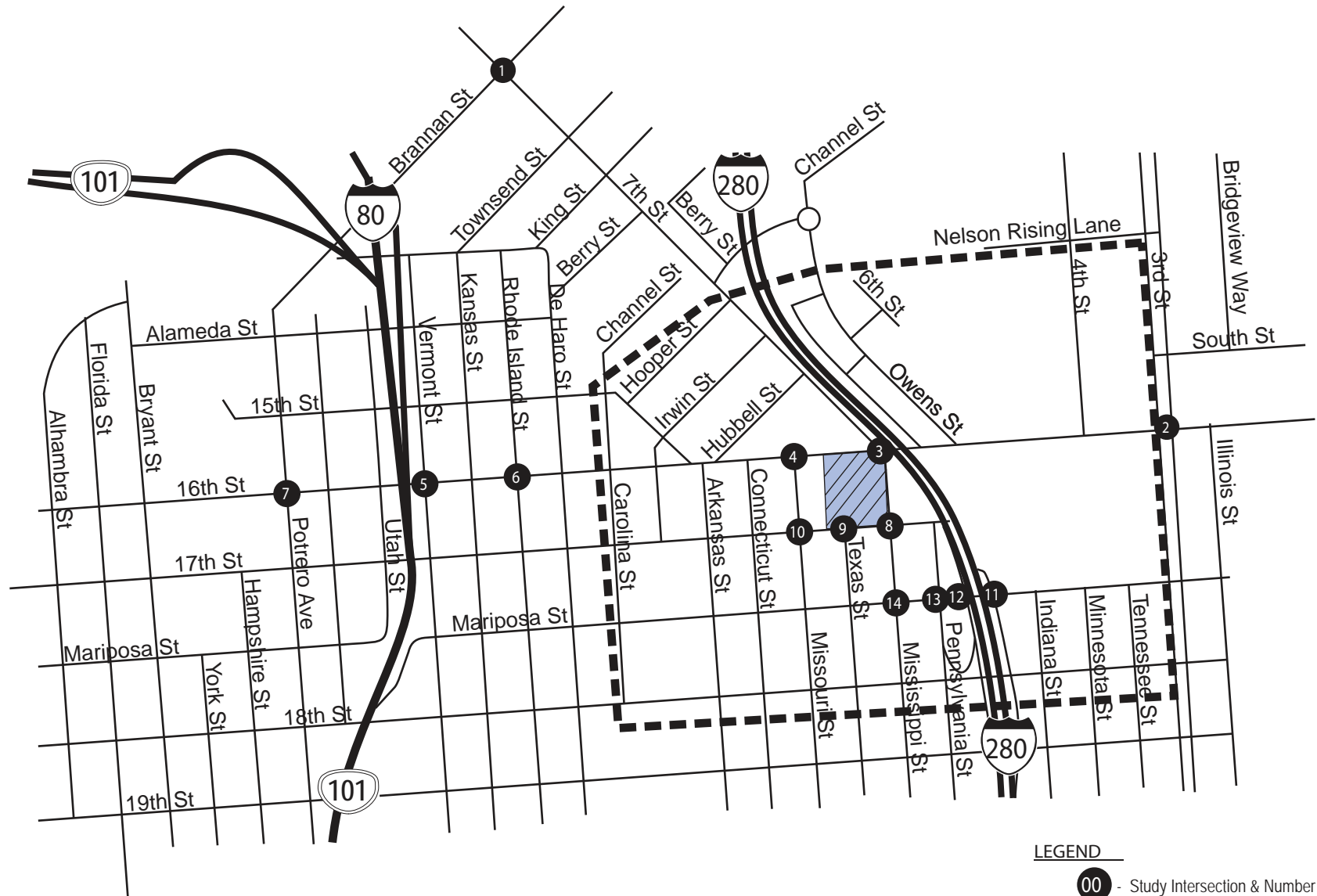
The City and County of San Francisco identifies several types of roadway networks within its boundaries, including the Congestion Management Program (CMP) network, the Metropolitan Transportation System (MTS) network, Transit Preferential Streets, and Citywide Pedestrian Network. A detailed description of these regional and local access roadway networks is included below. **Figure IV.A-1** presents the roadway network in the vicinity of the project site and also identifies the study intersections discussed later in this section.

#### *Regional Access*

Regional vehicular access to the project site is provided by Interstate (I-280) to the east, Interstate 80 (I-80) to the north and US Highway 101 (US-101) to the west. Certain local streets in the vicinity of the site connect to I-280 and U.S. 101.

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<sup>27</sup> DKS Associates, 1200 17th Street/901 16th Street Transportation Impact Study, March 2015 and Errata, August 2015.



#### LEGEND

- 00 - Study Intersection & Number
- Project Site
- Parking and Bicycle Study Area

**Figure IV.A-1: Study Area**

Source: DKS 2015

- US-101 is an eight-lane freeway that runs north-south approximately 0.5 miles west of the project site and provides access to and from the North Bay and South Bay. US-101 is an elevated freeway until the junction with I-80 and the elevated Central Freeway structure where it continues via surface streets running north along Van Ness Avenue. Access to the project site from northbound US-101 is via the Mariposa Street/Vermont Street off-ramp.
- I-280 is a six-lane freeway that runs north-south adjacent to the project site to the east. In the vicinity of the project site, I-280 is the major roadway connector between downtown San Francisco and State Route 1 (SR 1) and San Jose. Access to the project site from northbound and southbound I-280 is via the 18th Street/Mariposa Street ramps.
- I-80 is an eight-lane freeway that generally runs east-west with the exception of a north-south segment located approximately 0.5 miles northwest of the project site. In the vicinity of the project site, I-80 is the major roadway connector between San Francisco and the East Bay via the Bay Bridge. Access to the project site from westbound I-80 is via the Ninth Street/Civic Center off-ramp and from eastbound I-80 is via the Seventh Street off-ramp. Access from the project site to eastbound I-80 is via the Bryant Street on-ramp slightly west of Eighth Street while access to westbound I-80 is via the Seventh Street on-ramp south of Harrison Street.

#### *Local Access*

The following section describes the local roadway system in the vicinity of the project site. In discussing local access, vehicle and on-street bicycle facilities and operations are described. Bikeways are classified as Class I, Class II, or Class III facilities.<sup>28</sup> Class I bicycle facilities provide a completely separated right of way for the exclusive use of bicycles and pedestrians with cross flow by motorists minimized. Class II bicycle facilities provide a striped lane on a street or highway. Class III bicycle facilities are signed bike routes that provide for shared use with motor vehicle traffic.<sup>29</sup> Class III bicycle facilities are signed routes with no bike lane striping but may include other striping such as “sharrows” that allow bicyclists to share the roadway with vehicles.

- 3rd Street – 3rd Street runs between Market Street and Bayshore Boulevard (near I-280) north, east, and south of the project site. 3rd Street is a two-way, generally four-lane north-south roadway in the vicinity of the project site and is parallel to Mississippi Street to the west. 3rd Street accommodates the T-Third Street light rail line in the median of the roadway. On-street parking is not permitted along 3rd Street near the project site. No bikeways are located on 3rd Street in the study area. 3rd Street is designated as a Major Arterial, Boulevard, Transit Preferential Street (transit important street), and Neighborhood Commercial Street in the San Francisco General Plan. In the San Francisco Better Streets Plan, 3rd Street is classified as a commercial thoroughway.
- 4th Street – 4th Street runs between Market Street and 16th Street north and east of the project site. 4th Street is a two-way, two-lane north-south roadway in the vicinity of the project site. On-street two-hour parking is generally permitted on either side of 4th Street. No bike routes are located on 4th Street near the project site. 4th Street is designated as a mixed-use street in the San Francisco Better Streets Plan.

<sup>28</sup> Bicycle facilities are defined by the State of California in the California Streets and Highway Code, Section 890.4.

<sup>29</sup> Caltrans Highway Design Manual – Chapter 1000 Bikeway Planning and Design, June 26, 2006.

- 7th Street – 7th Street runs between McAllister Street and 16th Street north of the project site. South of 16th Street, 7th Street becomes Mississippi Street. 7th Street is a two-way, two-lane northwest-southeast roadway through the South of Market neighborhood. In the vicinity of the project site, 7th Street has two southeast lanes and one lane in the northwest direction. Bicycle Route 23 is located on 7th Street in the vicinity of the project and is a five-foot-wide, Class II bicycle facility in both directions. In the San Francisco Better Streets Plan, 7th Street is designated as a mixed-use and neighborhood residential street and in the San Francisco General Plan, it is a Secondary Arterial.
- 16th Street – 16th Street is along the northern border of the project site. 16th Street runs between Flint Street to the west and Illinois Street to the east of the project site. 16th Street is an east-west roadway parallel to 17th Street to the south. Between Potrero Avenue and Wisconsin Street, 16th Street has two mainline lanes for vehicles in the westbound direction and one mainline lane in the eastbound direction. Between Wisconsin Street and Missouri Street, 16th Street has one lane of travel in each direction and between Missouri Street and Mississippi Street, 16th Street had two lanes of travel in the eastbound direction and one lane of travel in the westbound direction. East of Mississippi Street, 16th Street has two lanes of travel in each direction. The Caltrain tracks operate an at-grade crossing of 16th Street slightly east of and coordinated with the 7th/16th/Mississippi Street intersection including crossing gates, and audio and visual alerts. Non-metered on-street parking is generally permitted on either side of 16th Street. Between Missouri Street and Mississippi Street, 16th Street ranges between approximately 72 feet wide at Missouri Street and 80 feet wide at Mississippi Street, which includes sidewalks and parking and vehicle traveling lanes. Bicycle Route 40 is located on 16th Street between Kansas Street and Illinois Street and is a five foot wide Class II bicycle facility in both directions for much of this stretch. Between 3rd Street and Illinois Street, Bicycle Route 40 is classified as a Class III bicycle facility. In the San Francisco Better Streets Plan, 16th Street is designated as a mixed-use street and a Secondary Arterial, a Transit Preferential Street (transit oriented), and a Neighborhood Commercial Street in the San Francisco General Plan.
- 17th Street – 17th Street is along the southern border of the project site. 17th Street runs between Stanyan Street and Pennsylvania Street south of the project site. 17th Street is a two-way, two-lane east-west roadway parallel to 16th Street to the north and Mariposa Street to the south. A two-hour non-permit parking limit is enforced on certain stretches of the street while there is unregulated parking in other areas. While sidewalks are generally present on either side of 17th Street, except between Mississippi Street and the terminus of 17th Street at Pennsylvania Street, where sidewalks are not present on either side of the street and vehicles park perpendicular to buildings along the street. Between Missouri Street and Mississippi Street, 17th Street is approximately 65 feet wide, which includes sidewalks and parking and vehicle traveling lanes. Bicycle Route 40 is located on 17th Street between Kansas Street and Douglass Street and is a five foot wide Class II bicycle facility in both directions for most of this stretch. Between Church Street and Castro Street, Bicycle Route 40 is classified as a Class III bicycle facility. 17th Street is designated as a mixed use street in the San Francisco Better Streets Plan.
- 18th Street – 18th Street runs between Market Street and Illinois Street with interruptions at Harrison Street and US 101. 18th Street is two blocks south of the project site and is a two-way, two-lane east-west roadway parallel to Mariposa Street to the north and 19th Street to the south. A two-hour non-permit parking limit is enforced on certain stretches of the street while there is unregulated parking in other areas. No bikeways are located on 18th Street in the study area. 18th Street is generally designated as a neighborhood residential street in the San Francisco Better Streets Plan, with exceptions between Arkansas Street and Texas Street and the I-280 northbound off-ramp and Illinois

Street, where it is respectively designated as a neighborhood commercial and mixed-use street. 18th Street is designated as a Neighborhood Pedestrian Street (Neighborhood Commercial Street) between Texas Street and Arkansas Street.

- **Arkansas Street** – Arkansas Street runs between 16th Street and 23rd Street three blocks west of the project site. Arkansas Street is a two-way, two-lane, north-south roadway parallel to Wisconsin Street to the west and Connecticut Street to the east. A two-hour non-permit parking limit is enforced on certain stretches of the street while there is unregulated parking in other areas. No bikeways are located on Arkansas Street in the study area. It is designated as a mixed-use street between 16th Street and 17th Street and a neighborhood residential street between 17th Street and 23rd Street in the San Francisco Better Streets Plan.
- **Brannan Street** – Brannan Street runs between Potrero Avenue and The Embarcadero north of the project site. Brannan Street is a two-way, four-lane northeast-southwest roadway parallel to Bryant Street to the north and Townsend Street to the south. A two-hour non-permit parking limit is enforced on either side of the street. No bikeways are located on Brannan Street in the study area. It is designated as a mixed-use street for its entire length in the San Francisco Better Streets Plan. Brannan Street is designated as a Major Arterial between Fifth Street and Sixth Street and between 9th Street and Potrero Avenue in the San Francisco General Plan.
- **Carolina Street** – Carolina Street runs between Channel Street and 18th Street and between 19th Street and Wisconsin Street five blocks west of the project site. Carolina Street is a two-way, two-lane north-south roadway parallel to De Haro Street to the west and Wisconsin Street to the east. Non-metered on-street parking is generally permitted on either side of Carolina Street. No bikeways are located on Carolina Street in the study area. It is designated as a mixed-use street between Channel Street and 17th Street and a neighborhood residential street between 17th Street and 23rd Street in the San Francisco Better Streets Plan.
- **Connecticut Street** – Connecticut Street runs between 16th Street and 22nd Street and between Wisconsin Street and Cesar Chavez Street two blocks west of the project site. Connecticut Street is a two-way, two-lane north-south roadway parallel to Arkansas Street to the west and Missouri Street to the east. A 2-hour non-permit parking limit is enforced on certain stretches of the street while there is unregulated parking in other areas. No bikeways are located on Connecticut Street in the study area. It is designated as a mixed-use street between 16th Street and 17th Street and a neighborhood residential street between 17th Street and Cesar Chavez Street in the San Francisco Better Streets Plan.
- **Hooper Street** – Hooper Street runs from 7th Street and 8th Street, northwest of the project site. Hooper Street is a two-way, two-lane northeast-southwest roadway parallel to Channel Street to the north and Irwin Street to the south. Non-metered on-street parking is generally permitted on either side of Hooper Street. No bikeways are located on Hooper Street in the study area. It is designated as a mixed-use street in the San Francisco Better Streets Plan.
- **Hubbell Street** – Hubbell Street runs between 7th Street and 16th Street northwest of the project site. Hubbell Street is a two-way, two-lane northeast-southwest roadway parallel to Irwin Street to the north. Non-metered on-street parking is generally permitted on either side of Hubbell Street. No bikeways are located on Hubbell Street in the study area. It is designated as a mixed-use street in the San Francisco Better Streets Plan.
- **Indiana Street** – Indiana Street runs between Mariposa Street and Tulare Street two blocks east of the project site. Indiana Street is a two-way, two-lane north-south roadway parallel to I-280 to the west

and Minnesota Street to the east. Near the project site, non-metered on-street parking is generally permitted on either side of Indiana Street. Bicycle Route 7 is located on Indiana Street between Caesar Chavez Street and Mariposa Street as a Class III bicycle facility in both directions. The 907 Bicycle Route is located on Indiana Street between Caesar Chavez Street and Tulare Street and as a Class II bike facility in both directions. Indiana Street is designated as a mixed-use street in the San Francisco Better Streets Plan.

- **Irwin Street** – Irwin Street runs from 7th Street and 8th Street northwest of the project site. Irwin Street is a two-way, two-lane northeast-southwest roadway parallel to Hooper Street to the north and Hubbell Street to the south. Non-metered on-street parking is generally permitted on either side of Irwin Street. No bikeways are located on Irwin Street in the study area. It is designated as a mixed-use street in the San Francisco Better Streets Plan.
- **Mariposa Street** – Mariposa Street runs between Harrison Street and Illinois Street one block south of the project site with an interruption for US-101. Mariposa Street is a two-way, two-lane east-west roadway parallel to 17th Street to the north and 18th Street to the south. A two-hour non-permit parking limit is enforced on certain stretches of Mariposa Street while there is unregulated parking in other areas. Bicycle Routes 7 and 23 run along Mariposa Street between Mississippi Street and Illinois Street and are designated as Class III bicycle facilities. Near the project site, Mariposa Street is designated as a neighborhood residential street between Carolina Street and Texas Street and between Pennsylvania Street and the I-280 northbound off-ramps, and a mixed use street between Texas Street and Pennsylvania Street and between the I-280 northbound off-ramps and Illinois Street in the San Francisco Better Streets Plan.
- **Minnesota Street** – Minnesota Street runs between Mariposa Street and just south of 22nd Street and between 23rd Street and Cesar Chavez Street three blocks west of the project site. Minnesota Street is a two-way, two-lane north-south roadway parallel to Indiana Street to the west and Missouri Street to the east. A two-hour non-permit parking limit is enforced on certain stretches of the street while there is unregulated parking in other areas. No bikeways are located on Minnesota Street in the study area. It is designated as a mixed-use street in the San Francisco Better Streets Plan.
- **Missouri Street** – Missouri Street runs between 16th Street and 23rd Street one block west of the project site. Missouri Street is a two-way, two-lane north-south roadway parallel to Connecticut Street to the west and Texas Street to the east. A two-hour non-permit parking limit is enforced on certain stretches of the street while there is unregulated parking in other areas. No bikeways are located on Missouri Street in the study area. It is designated as a mixed-use street between 16th Street and 17th Street and a neighborhood residential street between 17th Street and 23rd Street in the San Francisco Better Streets Plan.
- **Mississippi Street** – Mississippi Street is along the eastern border of the project site. Mississippi Street runs between 16th Street and 22nd Street. Mississippi Street is a two-way, two-lane north-south roadway parallel to Texas Street to the west and Pennsylvania Street to the east. A two-hour non-permit parking limit is enforced on certain stretches of the street while there is unregulated parking in other areas. Between 16th and 17th Streets, Mississippi Street is approximately 80 feet wide, which includes sidewalks and parking and vehicle traveling lanes. Bike Route 23 is located on Mississippi Street between 16th Street and Mariposa Street and is designated as a Class II bicycle facility. It is designated as a mixed-use street between 16th Street and Mariposa Street and a neighborhood residential street between Mariposa Street and 22nd Street in the San Francisco Better Streets Plan.

- Owens Street – Owens Street runs between 16th Street and Channel Street east of the project site on the UCSF Mission Bay campus. Owens Street is a two-way, two-lane northwest-southeast roadway. Parking is not allowed along Owens Street. No bikeways are located on Owens Street in the study area. It is designated as a mixed-use street in the San Francisco Better Streets Plan.
- Pennsylvania Street – Pennsylvania Street runs between 17th Street and Cesar Chavez Street one block east of the project site. Pennsylvania Street is a two-way, two-lane north-south roadway parallel to Mississippi Street to the west and I-280 to the east. Non-metered on-street parking is generally permitted on either side of Pennsylvania Street. Sidewalks are present on either side of Pennsylvania Street south of 18th Street, along the west side of Pennsylvania Street between 18th Street and Mariposa Street, and for a short segment north of 18th Street on the west side of Pennsylvania Street. No sidewalks are present along the east side of Pennsylvania Street from slightly north of 18th Street to 17th Street. No curbs are present along Pennsylvania Street between Mariposa Street and 17th Street. Parking perpendicular on both sides of the street is present for the entire length of Pennsylvania Street. No bikeways are located on Pennsylvania Street in the study area. It is designated as a neighborhood residential street in the San Francisco Better Streets Plan.
- Potrero Avenue – Potrero Avenue runs between Brannan Street and Cesar Chavez Street 0.7 mile west of the project site. Potrero Avenue is a two-way, four-lane north-south roadway parallel to Utah Street to the east and Hampshire Street to the west. A two-hour non-permit parking limit is enforced on either side of the street. Bike Route 25 is located on Potrero Avenue between 17th Street and Cesar Chavez Street and is designated as a Class II bicycle facility between 17th Street and 25th Street and a Class III facility between 25th Street and Cesar Chavez Street. It is designated as a mixed-use street between Brannan Street and 19th Street and a residential throughway between 19th Street and Cesar Chavez Street. It is a neighborhood commercial street between 24th Street and 25th Street and a Major Arterial for its entire length in the San Francisco Better Streets Plan.
- Rhode Island Street – Rhode Island Street runs between Division Street and 26th Street 0.4 miles west of the project site. Rhode Island Street is a two-way, two-lane north-south roadway parallel to DeHaro Street to the east and Kansas Street to the west. A three-hour non-permit parking limit is enforced on certain stretches of the street while there is unregulated parking in other areas. No bikeways are located on Rhode Island Street in the study area. It is designated as a mixed-use street between Division Street and Mariposa Street and a neighborhood residential street between Mariposa Street and 26th Street in the San Francisco Better Streets Plan.
- Texas Street – Texas Street runs between 17th Street and 22nd Street and between 23rd Street and 25th Street south of the project site. Texas Street is a two-way, two-lane north-south roadway parallel to Missouri Street to the west and Mississippi Street to the east. A two-hour non-permit parking limit is enforced on certain stretches of the street while there is unregulated parking in other areas. No bikeways are located on Texas Street in the study area. It is designated as a mixed-use street between 17th Street and Mariposa Street and a neighborhood residential street between Mariposa Street and 22nd Street in the San Francisco Better Streets Plan.
- Wisconsin Street – Wisconsin Street runs between 8th Street and 17th Street and between 19th Street and 26th Street four blocks west of the project site. Wisconsin Street is a two-way, two-lane north-south roadway parallel to Carolina Street to the west and Arkansas Street to the east. Non-metered on-street parking is generally permitted on either side of Wisconsin Street. No bikeways are located on Wisconsin Street in the study area. The street is designated as a mixed-use street between 8th Street and 26th Street in the San Francisco Better Streets Plan.

- Vermont Street – Vermont Street runs between Division Street and 22nd Street 0.5 miles west of the project site. Vermont Street is a two-way, two-lane roadway between Division Street and 16th Street, a one-way, three-lane northbound roadway between 16th Street and Mariposa Street, a two-way, two-lane roadway between Mariposa Street and slightly south of 20th Street, and a one-way, one-lane southbound roadway between slightly south of 20th Street and 22nd Street. No bikeways are located on Vermont Street in the study area. It is designated as a mixed-use street between Division Street and 17th Street and a neighborhood residential street between 17th Street and 22nd Street in the San Francisco Better Streets Plan.

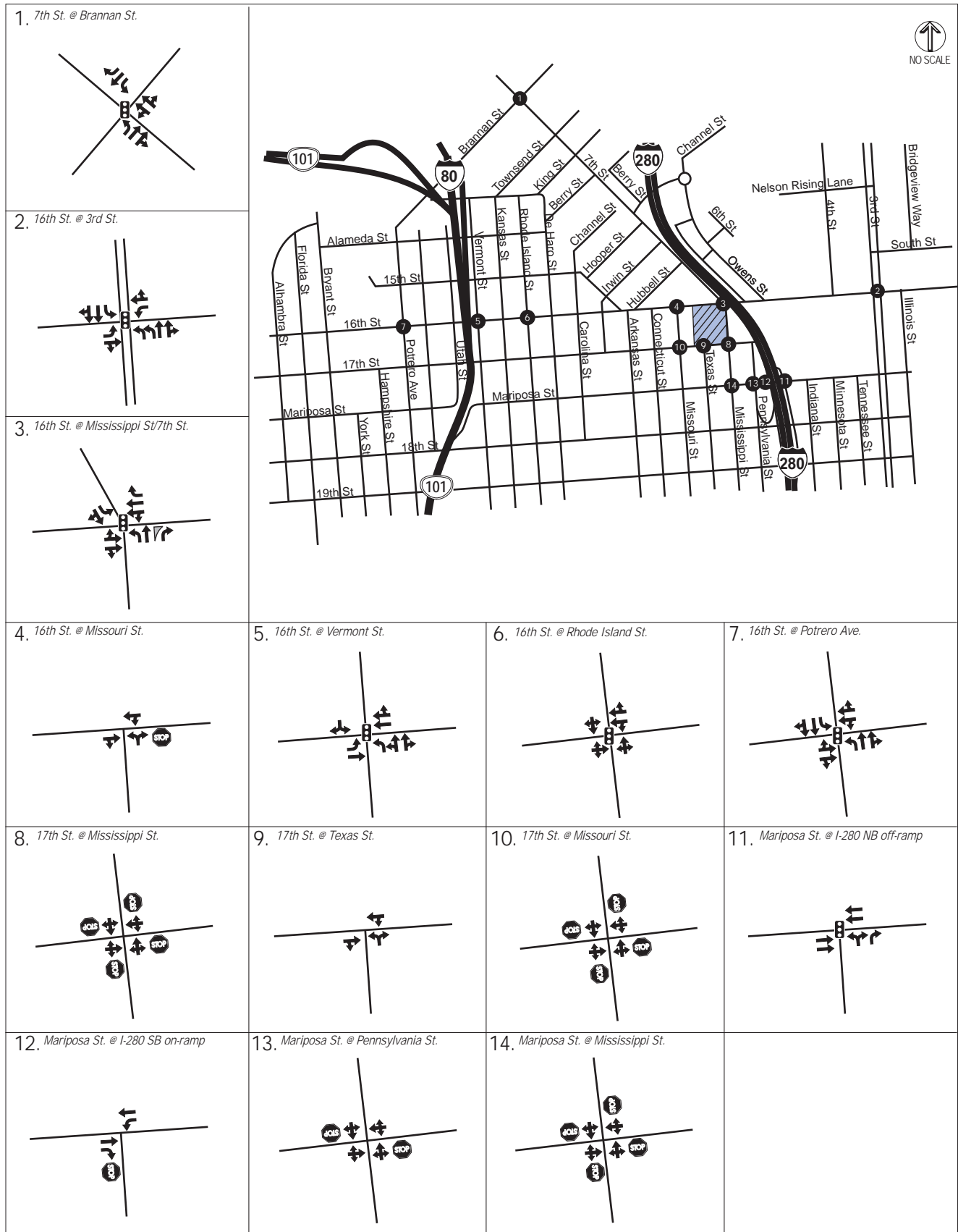
#### Intersection Operating Conditions

The following 14 intersections near the project site were evaluated for Level of Service (LOS). The intersections were chosen based upon where the proposed project might reasonably be anticipated to have a potential effect upon traffic conditions given existing traffic volumes and anticipated traffic patterns as a result of the proposed project. Figure IV.A-1 illustrates the location of the analyzed intersections listed below:

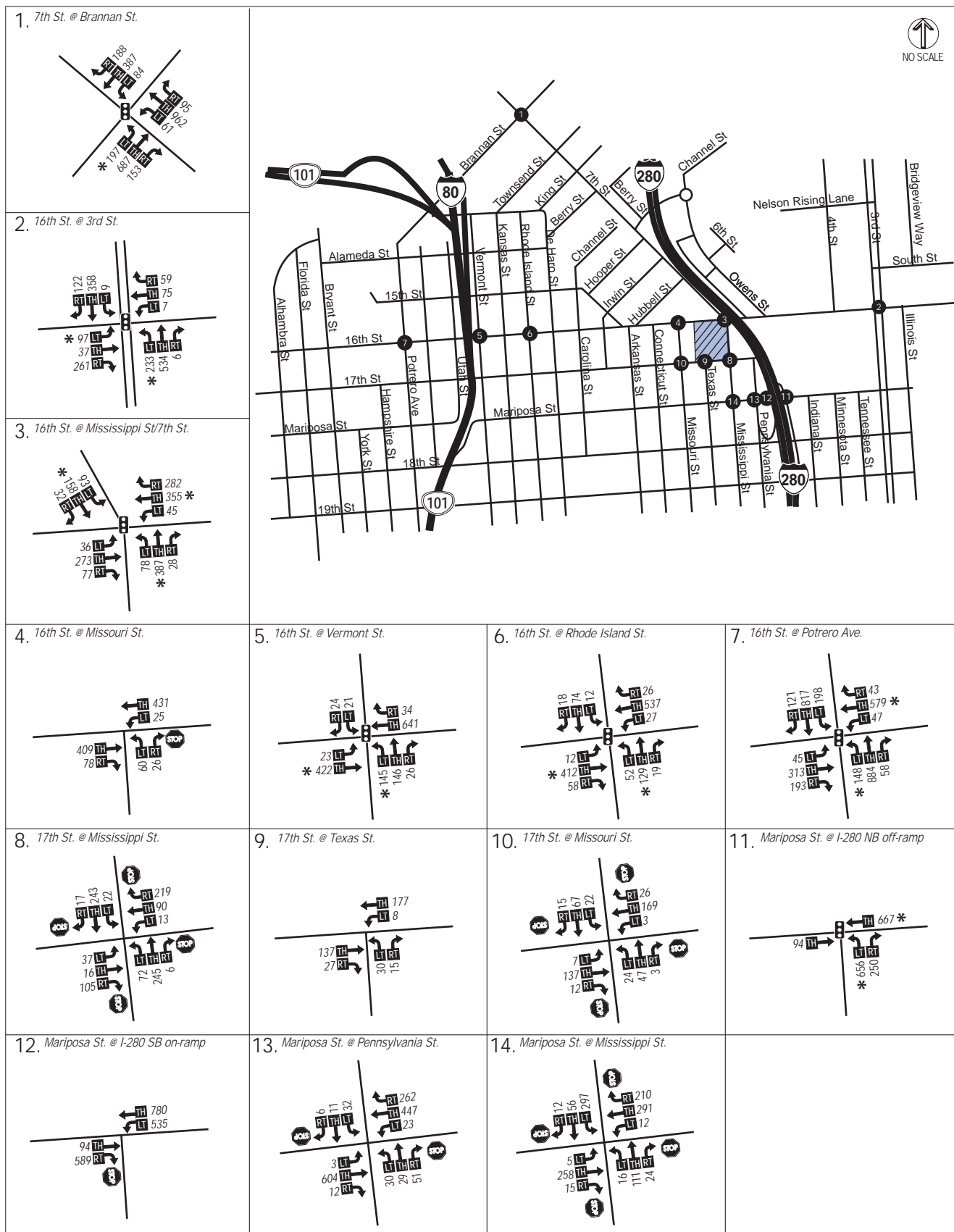
1. 7th Street and Brannan Street
2. 16th Street and 3rd Street
3. 7th/16th/Mississippi Street
4. 16th Street and Missouri Street
5. 16th Street and Rhode Island Street
6. 16th Street and Vermont Street
7. 16th Street and Potrero Avenue
8. 17th Street and Mississippi Street
9. 17th Street and Texas Street
10. 17th Street and Missouri Street
11. Mariposa Street and I-280 Northbound Off-Ramp
12. Mariposa Street and I-280 Southbound On-Ramp
13. Mariposa Street and Pennsylvania Street
14. Mariposa Street and Mississippi Street

Intersection vehicle, bicycle, and pedestrian counts were conducted on July 18, 2012, and July 17, 2014. Intersections were evaluated during the weekday PM peak hour (generally between 5:00 and 6:00 PM) of the PM Peak Period (4:00 to 6:00 PM) consistent with the 2010 Highway Capacity Manual (HCM) operations methodology and the SF Guidelines. Lane geometries for each intersection are presented in **Figure IV.A-2** and the Existing Conditions traffic volumes are presented in **Figure IV.A-3**.

A LOS evaluation is a qualitative description of intersection performance based on the average delay per-vehicle experienced during peak travel periods. LOS can range from “A” representing free-flow conditions to “F” representing congested conditions with long delays. In San Francisco, operating conditions are considered excellent at LOS A, satisfactory at LOS D, undesirable at LOS E, and unacceptable at or above capacity at LOS F. LOS definitions, considering vehicle delay for signalized and unsignalized intersections, are shown in **Table IV.A-1**.



**Figure IV.A.2: Existing Intersection Lane Geometry**  
Source: DKS 2015



**Figure IV.A.3: Existing Volumes**

Source: DKS 2015

**Table IV.A-1 – LOS Thresholds and Definitions**

Level of Service	Average Control Delay (seconds/vehicle)		Description
	Signalized Intersections	Unsignalized Intersections	
A	$\leq 10$	$\leq 10$	Free flow/ Insignificant Delay
B	$> 10$ and $\leq 20$	$> 10$ and $\leq 15$	Stable Operation/ Minimal Delay
C	$> 20$ and $\leq 35$	$> 15$ and $\leq 25$	Stable Operation/ Acceptable Delay
D	$> 35$ and $\leq 55$	$> 25$ and $\leq 35$	Approaching Unstable/ Tolerable Delay
E	$> 55$ and $\leq 80$	$> 35$ and $\leq 50$	Unstable Operation/ Significant Delay
F	$> 80$	$> 50$	Forced Flow/ Excessive Delay
Source: 2010 <i>Highway Capacity Manual</i> , Transportation Research Board, 2010.			
Notes: Worst Approach Delay (in seconds per vehicle) for Unsignalized Intersections			

For signalized intersections, this methodology determines the capacity of each lane group approaching the intersection. The LOS is then based on average delay (in seconds per vehicle) for the movements within the intersection. A combined weighted average delay and LOS is presented for the intersection.

For unsignalized intersections, average delay and LOS operating conditions are calculated by approach (e.g., northbound) and movement (e.g., northbound left-turn), for those movements that are subject to delay. For the purpose of this analysis, the operating conditions (LOS and delay) for unsignalized intersections are presented for the worst approach (i.e., the approach with the highest average delay per vehicle).

Based on the LOS analysis for Existing Conditions (see **Table IV.A-2**; calculation sheets are included in the TIS), 11 of the 13 study intersections currently operate at LOS D or better during the PM peak hour. The following three intersections operate at LOS E or F during the PM peak hour:

- Mariposa Street and the I-280 southbound on-ramp
- Mariposa Street and Pennsylvania Street
- Mariposa Street and Mississippi Street

The signalized intersection of 7th/16th/Mississippi Street has a Caltrain rail crossing across the westbound approach. There are a total of 17 scheduled northbound (7) and southbound (10) trains which cross this location during the PM peak period (4:00 to 6:00 PM) which results in temporarily blocked east-west traffic along 16th Street. Based on observations during the PM peak hour the crossing arms block east-west traffic (not northbound and southbound) along 16th Street for a maximum of 60 seconds and any additional queuing caused by the train crossing dissipates within one cycle length. LOS for a signalized intersection is calculated as the average delay experienced by vehicles on all approaches. The low frequency of crossings and lack of any persistent queue caused by the crossings would not change the LOS results for this intersection significantly.

Peak hour signal warrants are met for the unsignalized intersections of Mariposa Street and Mississippi Street and Mariposa Street and I-280 southbound on-ramp under Existing Conditions. The peak hour signal warrant is not met for the unsignalized intersection of Mariposa Street and Pennsylvania Street.

**Table IV.A-2 – Existing Conditions Intersection Level of Service**

No	Intersection Name	Control	PM peak hour	
			Average Delay <sup>a</sup>	LOS <sup>b,c</sup>
1	7th St and Brannan St	Signalized	17.7	B
2	16th St and Third St	Signalized	22.9	C
3	7th/16th/Mississippi St	Signalized	31.0	C
4	16th St and Missouri St	Unsignalized	23.2	C (NB)
5	16th St and Vermont St	Signalized	12.2	B
6	16th St and Rhode Island St	Signalized	10.5	B
7	16th St and Potrero Ave	Signalized	22.6	C
8	17th St and Mississippi St	Unsignalized	17.1	C (NB)
9	17th St and Texas St	Unsignalized	10.8	B (NB)
10	17th St and Missouri St	Unsignalized	9.7	A (WB)
11	Mariposa St and I-280 NB Off-Ramp	Signalized	28.6	C
12	Mariposa St and I-280 SB On-Ramp	Unsignalized	>50	<b>F (EB)</b>
13	Mariposa St and Pennsylvania St	Unsignalized	>50	<b>F (SB)</b>
14	Mariposa St and Mississippi St	Unsignalized	>50	<b>F (WB)</b>

**Source:** DKS Associates, 2015

**Notes:**

a. Delay is in seconds per vehicle and is based on average stopped delay. Where signalized intersection is LOS F, volume to capacity (v/c) ratio is also reported.

b. LOS = Level of Service

c. For unsignalized intersections, LOS is reported based on worst approach, which is indicated in parenthesis.

**BOLD** indicates unacceptable LOS of E or F

### Transit Network

The existing transit network in the vicinity of the site is discussed below.

#### *Local and Regional Transit Providers*

The project vicinity is served by public transit, with local transit service within walking distance and regional transit available 0.7 to 1.3 miles from the site. Local service is provided by San Francisco Municipal Railway (Muni) bus and light rail under the direction of the San Francisco Municipal Transit Agency (SFMTA). Regional service to the East Bay and south of San Francisco is provided by Bay Area Rapid Transit (BART). The project site is located approximately 1.3 miles to the east of the 16th Street Mission BART station with local Muni bus service connecting to this station. Service to and from the South

Bay/Peninsula is provided by the Peninsula Corridor Joint Powers Board via Caltrain, with the nearest station at 22nd Street Station located approximately 0.7 miles south of the project site. In addition, the Alameda-Contra Costa County Transit District (AC Transit) and the Golden Gate Bridge Highway and Transportation District (Golden Gate Transit) provide bus service to the East Bay and North Bay, respectively. These services are generally routed through the Transbay Temporary Terminal, located approximately 1.5 miles north of the site, with the nearest stops to the project site for Golden Gate Transit located about 1.3 miles north of the site at the intersection of Mission Street and 5th Street and for AC Transit located about 1.8 miles north of the site at the Transbay Temporary Terminal. The area bounded by Rhode Island Street, 18th Street, 3rd Street, and the north end of Owens Street represents a distance of approximately ¼ mile from the project site and has been considered for the transit analysis as it approximates the distance people are willing to walk to transit. **Figure IV.A-4** shows the area transit network. Transit services within the vicinity of the project site are further discussed below.

### *Muni*

Muni provides transit service within the City and County of San Francisco. Service options include bus (both diesel motor coach and electric trolley), light rail (Muni Metro), cable car, and electric streetcar lines. Within the vicinity of the proposed project, Muni service includes the 10 Townsend, 19 Polk, 22 Fillmore, and 55 16th Street<sup>30</sup> bus lines and the T Third Street light rail line. Ridership and capacity utilization for the PM peak hour is provided in **Table IV.A-3**.

**Table IV.A-3 – Muni Service Summary**

Route <sup>1</sup>	Outbound			Peak Hour Headway
	PM Ridership	PM Capacity	% Capacity Utilization	
10 Townsend	171	189	90%	20 min
19 Polk	124	252	49%	15 min
22 Fillmore	308	473	65%	8 min
T Third Street	550	714	77%	10 min

**Source:** SF Transit Data for Transportation Impact Studies Memo, SF Planning Department, 2013

<sup>1</sup>The 55 16th Street route started service February 2015 and there has not been any known passenger count data created for this line

<sup>30</sup> This route started service February 2015 and there has not been any known passenger count data created for this line that could be used for this study, and was thus not included in the existing and existing plus project capacity utilization described herein, resulting in a more conservative capacity utilization analysis.



- 10 Townsend – The 10 Townsend bus operates from 5:00 AM to 12:00 midnight between the San Francisco General Hospital and Pacific Heights via Potrero Hill, Downtown, and Chinatown and runs along 17th Street, Connecticut Street, 18th Street, and 3rd Street in the vicinity of the project site. The AM and PM Peak Hour headway is 20 minutes, which is equivalent to a frequency of 3 buses per hour. The bus route is wheelchair accessible and bikes are permitted. The nearest inbound and outbound bus stops are located on Connecticut Street and 17th Street approximately 0.10 mile from the project site. At these stops, there is pavement striping locating the bus stop, which is shared with the 22 bus route.
- 19 Polk – The 19 Polk bus operates from 5:21 AM to 1:35 AM between Fisherman’s Wharf and Hunters Point and runs along De Haro Street, 16th Street, and Rhode Island Street in the vicinity of the project site. The AM and PM Peak Hour headway is 15 minutes, which is equivalent to a frequency of 4 buses per hour. The route is wheelchair accessible and bikes are permitted. The nearest inbound bus stop is located at 16th Street and De Haro Street approximately 0.35 mile from the project site and the nearest outbound bus stop is located at 16th Street and Rhode Island Street approximately 0.4 mile from the project site. At these stops, there are pavement markings locating the bus stop and the stop is shared with the 10 bus route.
- 22 Fillmore – The 22 Fillmore bus route operates continuously between Potrero Hill and the Marina and runs along 17th Street, Connecticut Street, and 18th Street in the vicinity of the project site. The AM and PM peak hour headway is 8 minutes, which is equivalent to a frequency of about 7 buses per hour. The nearest inbound and outbound bus stops are located on Connecticut Street at 17th Street approximately 0.10 mile from the project site. At these stops, there is pavement striping locating the bus stop and the stop is shared with the 10 Townsend bus route.
- 55 16<sup>th</sup> Street – The 55 16<sup>th</sup> Street operates from 6:00 AM to 12:20 AM between the 16<sup>th</sup> Street Mission BART station and UCSF Medical Center.<sup>31</sup> The AM and PM peak hour headway is 15 minutes, which is equivalent to a frequency of 4 buses per hour. The nearest inbound and outbound bus stops are located at the corner of 16<sup>th</sup> Street and Missouri Street, adjacent to the project site.
- T Third Street – This line operates from 4:45 AM to 12:15 AM between the Castro and Sunnydale districts and has 10-minute headways during the AM peak period and 9-minute headways during the PM peak period, which is equivalent to a frequency of approximately 6 trains per hour. The nearest T Third Street station is located at 3rd Street and South Street approximately 0.5 mile north east of the project site. The station is wheelchair accessible, but bicycles are not permitted on the Muni Metro.

### *BART*

BART operates a regional rail transit system between the East Bay (from Pittsburg/Bay Point, Richmond, Dublin/Pleasanton and Fremont) and San Francisco and between San Mateo County and San Francisco with 5 lines and 43 stations located across San Francisco, Alameda, Contra Costa, and San Mateo Counties. The five lines provide regular service between 4:00 AM and midnight with trains for each line arriving every 15 to 20 minutes. During the weekday AM and PM peak period, headways are generally 5 to 15 minutes for each line. The nearest station for BART service is the 16th Street Mission (SF) station approximately 1.3 miles west of the project site, accessible by Muni bus route 22 Fillmore and the 55 16th

<sup>31</sup> This route started service February 2015 and there has not been any known passenger count data created for this line that could be used for this study, and was thus not included in the existing and existing plus project capacity utilization described herein, resulting in a more conservative capacity utilization analysis.

Street route. The Civic Center station is located along Market Street near 7th Street approximately 1.35 miles northwest of the project site and is accessible by Muni bus route 19 Polk. Four lines run through 16th Street-Mission (SF) station.

#### *Caltrain*

Caltrain provides passenger rail service on the Peninsula between Downtown San Francisco and Downtown San Jose with stops at several communities in San Mateo County and Santa Clara County. Limited service is available to communities south of San Jose. The Caltrain tracks operate east of the project site and include an at-grade crossing of 16th Street slightly east of the 7th/16th/Mississippi Street intersection. The at-grade Caltrain crossing of 16th Street includes crossing gates, audio and visual alerts, and is coordinated with the 7th/16th/Mississippi Street signalized intersection.

Within San Francisco, the nearest Caltrain station to the project site is at the 22nd Street station in the Potrero Hill neighborhood, approximately 0.5 mile south of the project site. Caltrain terminates at the Fourth/King Station in the South of Market neighborhood, approximately 0.75 mile north of the project site. Caltrain service headways during the AM and PM peak periods are between 6 and 23 minutes, depending on the type of train (e.g., local, limited, or express “baby bullet”). From the project site, Caltrain riders could access the Fourth/King Street Station via the 10 Townsend bus route or the 22nd Street Station via the 10 Townsend and transferring to the 48 Quintara bus routes.

#### *AC Transit*

AC Transit operates bus service in western Alameda and Contra Costa counties, as well as routes to the City of San Francisco and San Mateo County. AC Transit operates 27 “Transbay” bus routes between the East Bay and the temporary Transbay Terminal at Howard Street and Main Street. The temporary Transbay Terminal accommodates all Transbay AC Transit buses that stop in San Francisco during the AM and PM commute periods and is 1.5 miles northeast of the project site. The temporary Transbay Terminal is near many major San Francisco Muni routes and can be accessed from the project site by either the T Third Street Muni metro or 10 Townsend Muni bus. Most AC Transit Transbay service is provided only during commute periods, with headways between buses of approximately 15 to 20 minutes.

#### *Golden Gate Transit*

Golden Gate Transit provides bus service between the North Bay (Marin and Sonoma counties) and San Francisco. Golden Gate Transit operates 6 basic bus routes serving the temporary Transbay Terminal, one limited-stop service route, 17 routes serving the Financial District, and three routes serving the Civic Center. Access between the project site and Golden Gate Transit at the temporary Transbay Terminal is via the T Third Street Muni metro or 10 Townsend Muni bus approximately 1.5 miles northeast of the project site. Access between the project site and Golden Gate Transit and the Civic Center area stops is via the 19 Polk Muni bus. Basic bus routes operate at regular intervals of 15 to 90 minutes, depending on the time and day of the week. Golden Gate Transit also operates water transit service between Larkspur and Sausalito in the North Bay and the San Francisco Ferry Terminal during the morning and evening commute periods.

#### *Transit Capacity Utilization*

Consistent with the SF Guidelines, Muni’s available service capacity is analyzed by a series of four screenlines which divide the City of San Francisco (northeast, northwest, southeast, and southwest). The

screenlines are useful in determining the magnitude of transit-related capacity and demand in the peak direction to or from downtown to other areas of the city. The San Francisco screenlines are schematically illustrated in Appendix I of the TIS. Muni screenline groupings are also listed in Appendix J of the TIS. **Table IV.A-4** details the ridership, capacity, and utilization for the screenlines. The SFMTA Board has adopted an “85 percent” standard for transit vehicle load – that is, all transit vehicles should operate at or below 85 percent capacity utilization. As shown in **Table IV.A-4**, all corridors and screenlines operate below the SFMTA 85 percent standard for transit vehicle loads.

**Table IV.A-4 – Existing Conditions Muni Screenline Analysis - PM peak hour (Outbound)<sup>1</sup>**

Screenline	Transit Corridor <sup>2</sup>	Capacity	Ridership	Utilization
<b>Northeast</b>				
	Kearny/Stockton	3,291	2,158	66%
	All Other Lines <sup>3</sup>	1,078	570	53%
	<b>Subtotal</b>	<b>4,369</b>	<b>2,728</b>	<b>62%</b>
<b>Northwest</b>				
	Geary Corridor	2,528	1,814	72%
	California	1,686	1,366	81%
	Sutter/Clement	630	470	75%
	Fulton/Hayes	1,176	965	82%
	Balboa	929	637	69%
	<b>Subtotal</b>	<b>6,949</b>	<b>5,252</b>	<b>76%</b>
<b>Southeast</b>				
	Third Street	714	550	77%
	Mission	2,789	1,529	55%
	San Bruno/Bayshore	2,134	1,320	62%
	Other Lines	1,712	1,034	60%
	<b>Subtotal</b>	<b>7,349</b>	<b>4,433</b>	<b>60%</b>
<b>Southwest</b>				
	Subway Lines	6,294	4,747	75%
	Haight/Noriega	1,651	1,105	67%
	All Other Lines	700	276	39%
	<b>Subtotal</b>	<b>8,645</b>	<b>6,128</b>	<b>71%</b>
<b>Total</b>		<b>27,312</b>	<b>18,540</b>	<b>68%</b>

**Source:** SFMTA TEP Project, Case No. 2011.0558E, October 2012

**Notes:**

1. Muni bus data collected between August 2011 and October 2011 (except 1AX and 1BX which is January to March 2012). Muni rail data collected between September 2007 and February 2010.
2. Refer to Appendix J for list of routes under each transit corridor.

### *Regional Screenline Analysis*

AC Transit, SamTrans, Caltrain, Golden Gate Transit, and BART as regional agencies provide transit service to the East Bay, North Bay, and South Bay. As shown in **Table IV.A-5**, BART, AC Transit, ferry, Golden Gate Transit Bus, Caltrain, and SamTrans service all currently operate under 100 percent capacity utilization, as opposed to Muni's 85% capacity utilization standard. The highest utilization rate for these transit providers occurs for BART for the East Bay screenline which operates at 89 percent for the weekday PM peak hour.

Overall, the regional screenline analysis shows that utilization is approximately 76 percent for the PM peak hour in the outbound direction.

**Table IV.A-5 – Existing Conditions Regional Screenline Analysis – Weekday PM Peak Hour (Outbound)**

Screenline	Transit Corridor	Capacity	Demand	Utilization
<b>East Bay</b>				
	BART	22,050	19,716	89%
	AC Transit	3,926	2,256	57%
	Ferries	1,615	805	50%
	<b>Subtotal</b>	<b>27,591</b>	<b>22,777</b>	<b>83%</b>
<b>North Bay</b>				
	Golden Gate Transit Bus	2,817	1,384	49%
	Ferries	1,959	968	49%
	<b>Subtotal</b>	<b>4,776</b>	<b>2,352</b>	<b>49%</b>
<b>South Bay</b>				
	BART	14,910	10,682	72%
	Caltrain	3,100	2,377	77%
	SamTrans	320	141	44%
	Ferries	-	-	-
	<b>Subtotal</b>	<b>18,330</b>	<b>13,200</b>	<b>72%</b>
<b>Total</b>		<b>50,697</b>	<b>38,329</b>	<b>76%</b>

**Source:** SFMTA TEP Project, Case No. 2011.0558E, October 2012

### Pedestrian Network

A qualitative evaluation of pedestrian conditions in the vicinity of the project site was conducted during the weekday midday (1:30 – 3:00 PM) and PM peak period (4:00 – 6:00 PM), as noted in the following sections.

*Adjacent Sidewalk Conditions*

Adjacent to the project site on 16th Street, sidewalks are generally 8-10 feet wide and are in good condition with a small amount of cracking and rutting. No tree pits or parking meters are present along 16th Street between Mississippi Street and Missouri Street. The west side of Mississippi Street between 16th Street and 17th Street serves the east side of the project site. Sidewalks along this stretch of Mississippi Street are approximately 15 feet wide with no tree pits or parking meters adjacent to the project site. The sidewalks for this stretch of Mississippi Street are in good condition with a small amount of cracking and rutting. Adjacent to the project site on the north side of 17th Street, sidewalks are generally 10 feet wide in the public right-of-way and in good condition with a small amount of cracking and rutting. No tree pits or parking meters are present along this stretch of 17th Street.

The existing project site operates as light industrial and storage with curb cuts on 16th Street, Mississippi Street, and 17th Street. Along the south side of 16th Street, the west side of Mississippi Street, and the north side of 17th Street, eight curb cuts are present totaling 238 feet in width.

Two curb cuts are located along the southern side of 16th Street. The easternmost curb cut, 21.5 linear feet in width, is located along the eastern edge of the project site, approximately 235 feet west of Mississippi Street and is fenced-off and locked when not in use. The second curb cut is located approximately 270 feet west of Mississippi Street and is 43 linear feet in width and serves two loading docks.

Three curb cuts are located along the western side of Mississippi Street. The northern most curb cut is located approximately 88 feet south of the intersection of 7th/16th/Mississippi Street and is 30 linear feet in width. The second curb cut is approximately 235 feet south of the intersection of 7th/16th/Mississippi Street and has a width of 30 linear feet. The third curb cut is approximately 272 feet south of the intersection of 7th/16th/Mississippi Street and is 53 linear feet in width. These curb cuts along the west side of Mississippi Street are in regular use.

Three curb cuts are located along the north side of 17th Street adjacent to the project site. The first is located approximately 262 feet west of the intersection of 17th Street and Mississippi Street and is 21.5 linear feet in width while the second is located approximately 325.5 feet west of the intersection of 17th Street and Mississippi Street and is approximately 24.5 linear feet in width. All of the curb cuts along the north side of 17th Street adjacent to the project site are in regular use. There is also a rollup door that is used regularly and is located approximately 87.5 feet west of the intersection of 17th Street and Mississippi Street, served by low pavement which functionally acts as a curb cut and is 14.5 linear feet in width.

The majority of study intersections have striped pedestrian crossings. The 7th/16th/Mississippi Street intersection is signalized and has striped crosswalks across the north, south, and west sides of the intersection. The east side does not have striped pedestrian crosswalks because the Caltrain tracks run adjacent to that side. Pedestrian signals and call buttons exist for the north, south, and west sides. All of the sides at 7th Street and Brannan Street, 16th Street and 3rd Street, 16th Street and Rhode Island Street, 16th Street and Vermont Street, 16th Street and Potrero Avenue, 17th Street and Mississippi Street, Mariposa Street and Mississippi Street, and Mariposa Street and Pennsylvania Street have striped crosswalks. None of the approaches at 17th Street and Texas Street, 17th Street and Missouri Street, Mariposa Street and the I-280 northbound off-ramp, and Mariposa Street and the I-280 southbound on-ramp have striped crosswalks.

### *Pedestrian Volumes*

Adjacent to the project site, pedestrian volumes were observed to be higher along 16th Street and Mississippi Street/7th Street because these corridors provide pedestrian connections to the Mission and South of Market neighborhoods. The pedestrian concentration for all study intersections was observed to be the highest at the intersection of 7th Street and Brannan Street. The intersections at Mariposa Street and the I-280 northbound off-ramp and Mariposa Street and the I-280 southbound on-ramp were observed to have fewer pedestrians. It should be noted that pedestrian facilities at these two locations are limited with no ADA-compliant ramps and no striped crosswalks for any of the approaches. Pedestrians were observed to be able to walk at normal speeds along 16th Street, Mississippi Street, and 17th Street adjacent to the project site. Some conflicts were observed between pedestrians and right-turning vehicles, especially along 16th Street, Mississippi Street, and Mariposa Street. Conflicts were also observed between vehicles turning into and out of the project site via the curb cuts along the west side of Mississippi Street and pedestrians. Additionally, at this location, occasional conflicts were observed between large trucks and pedestrians, as large trucks unload/load and block the sidewalk for periods sometimes lasting longer than 30 minutes.

### *Pedestrian Relationship with Transit Services*

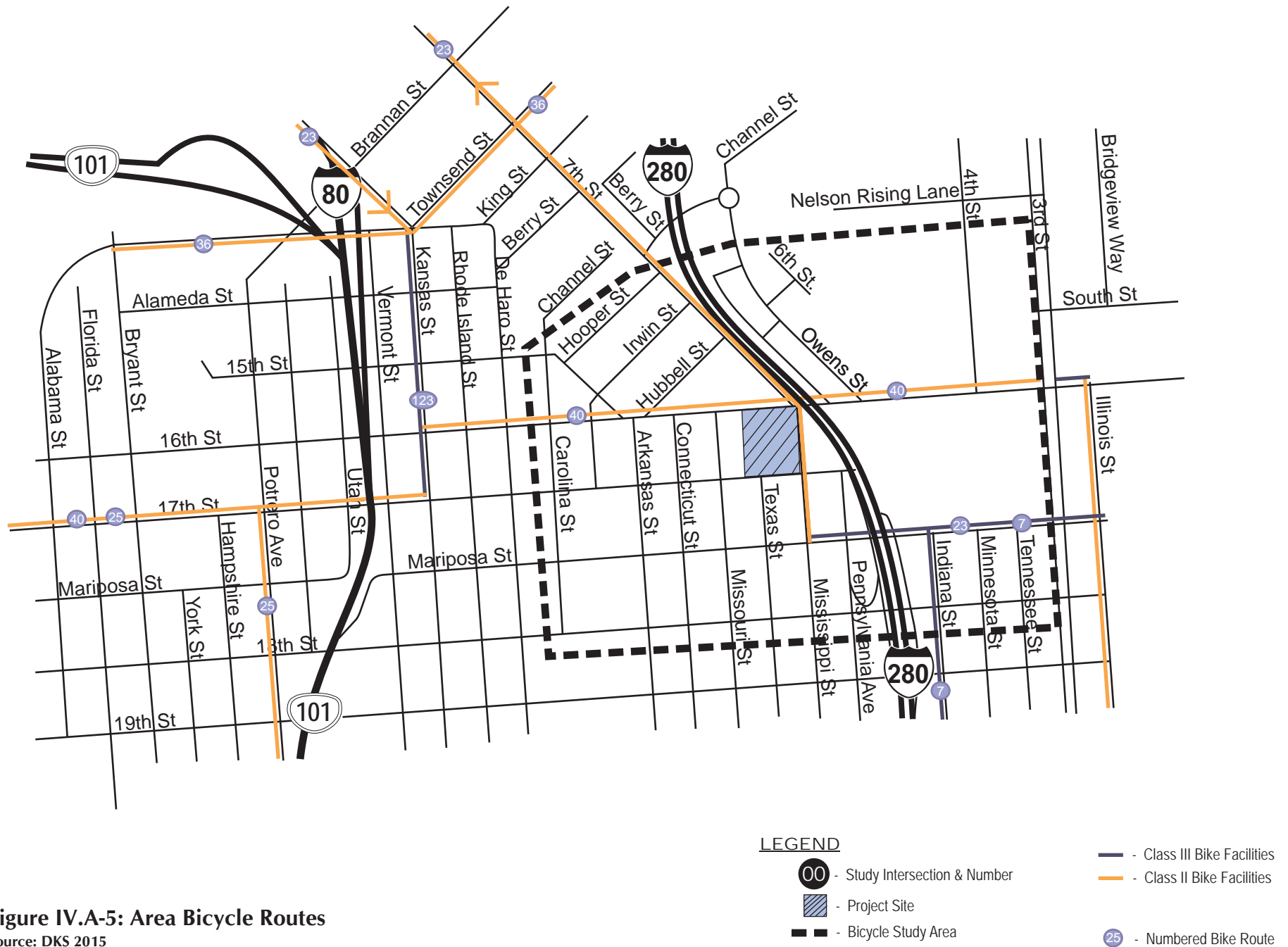
West and south of the project site, the 10 Townsend and 22 Fillmore bus routes operate along 17th Street and Connecticut Street while the T Third Street Muni metro line operates east of the project site along 3rd Street. To reach the nearest 10 Townsend and 22 Fillmore bus stop at 17th Street and Connecticut Street, pedestrians walk down 16th Street west to Connecticut Street or walk down 17th Street west to Connecticut Street. To reach the nearest 55 16<sup>th</sup> Street bus stop at 16<sup>th</sup> Street and Missouri Street, pedestrians would walk along 16<sup>th</sup> Street or Missouri Street, which is on the same block as the project site.<sup>32</sup> The nearest T Third Street Muni metro stops are located at 3rd Street at South Street to the northeast and at 3rd Street and Mariposa Street to the southeast; both are approximately 0.5 mile from the project site. To reach the station at 3rd Street and South Street, pedestrians walk down 16th Street east to 3rd Street while the station at 3rd Street and Mariposa Street is accessible via Mississippi Street and Mariposa Street.

### Bicycle Conditions

**Figure IV.A-5** presents the bicycle route network in the vicinity of the project site. As shown in Figure IV.A-5, three bicycle routes are within the bicycle study area of Carolina Street to the west, 18th Street to the south, 4th Street to the east, and 8th Street, Hooper Street, and streets south of an “extension” of Nelson Rising Lane west of 4th Street. Segments of these three bicycle routes are designated as Class II or Class III bicycle facilities. In general, these nearest bikeways are a combination striped bike lanes and sharrows with directional signage (as part of the Bike Route system).

- **Bicycle Route 7** - Bicycle Route 7 runs from the intersection of Keith Street & Carroll Avenue to the intersection of Mariposa Street & Illinois Street. It is a Class III bicycle facility for its entire length except for a short segment on Cesar Chavez Street, between 3rd Street and Indiana Street, where it is a Class II bicycle facility. Within the study area, Bicycle Route 7 is a Class III bicycle facility and travels east to west on Mariposa Street, west of Indiana Street, and north to south on Indiana Street, south of Mariposa Street.

<sup>32</sup> This route started service February 2015, and was therefore not included in the existing and existing plus project capacity utilization described herein.



**Figure IV.A-5: Area Bicycle Routes**

Source: DKS 2015

- **Bicycle Route 23** - Bicycle Route 23 runs from the intersections of 7th and 8th Street at Market Street to the intersection of Mariposa Street & Illinois Street. Bicycle Route 23 is a Class II bicycle facility for its entire length except for a short segment on Mariposa Street, between Mississippi Street and Illinois Street, where it is a Class III bicycle facility. Within the study area, Bicycle Route 23 travels north of 16th Street on 7th Street and on Mississippi Street between 16th Street and Mariposa Street as a Class II bicycle facility. On Mariposa Street, between Mississippi Street and Illinois Street, Bicycle Route 23 is a Class III bicycle facility.
- **Bicycle Route 25** - Bicycle Route 25 runs in the north-south direction between the Bayshore Caltrain station and Market Street in the Civic Center neighborhood. Bicycle Route 25 alternates between a Class II and a Class III bicycle facility along its length. Adjacent to the study area, Bicycle Route 25 travels along Potrero Avenue as a Class II bicycle facility.
- **Bicycle Route 40** - Bicycle Route 40 generally runs in the east-west direction between the Cole Valley neighborhood and Mission Bay. Bicycle route 40 is a Class III bicycle facility for the entire route with exceptions on 16th Street between Kansas Street and 3rd Street and on 17th Street between Kansas Street and Treat Street where it is a Class II bicycle facility. Within the study area, Bicycle Route 40 runs along 16th Street as a Class II bicycle facility with five foot wide bicycle lanes in both directions.

#### *Bicycle Observations*

Based on numerous field observations in the area by consultants and Planning Department staff between 2012 and 2015, bicycles were in close proximity with vehicles along 16th Street, Mississippi Street, and Mariposa Street. In some instances, turning vehicles created conflicts with bicycles. Bicycles traveling on the Class III bicycle route along Mariposa Street at the I-280 southbound on-ramp were observed to conflict with vehicles turning from eastbound or westbound Mariposa Street to the I-280 southbound on-ramp. This intersection is stop-controlled in the eastbound direction but free-flow in the westbound direction.

The Mariposa Street and I-280 northbound off-ramp is signalized but conflicts between vehicles turning east or west to Mariposa Street were observed. In general, vehicles traveling to and from the I-280 ramps were seen traveling at rates of speed higher than those along Mariposa Street resulting in shorter reaction times for turning vehicles avoiding bicycles.

Along Mississippi Street, bicycles traveling in the Class II bicycle facilities were seen to be in conflict with vehicles turning to access the project site via the three curb cuts on the west side of the street. Additionally, at this location, occasional conflicts were observed between large trucks and bicyclists, as large trucks unload/load and block the entirety of the Class II southbound bicycle lane for periods sometimes lasting longer than 30 minutes. At other locations in the study area, a small number of conflicts were observed between turning bicycles and pedestrians in crosswalks. No bicycle racks were observed near the project site. Bicycles were observed to be locked to utility poles and street sign poles in the absence of bicycle racks.

For the PM Peak Hour at the intersection of 7th/16th/Mississippi Street, seven bicycles were counted using the northbound approach, 16 for the southbound approach, 14 for the eastbound approach, and 24 for the westbound approach.

### Loading Conditions

In terms of on-street loading conditions, no loading zones or commercial parking spaces are located along 16th Street, Mississippi Street, or 17th Street adjacent to the project site. Farther away from the project site, a yellow (commercial) loading zone is located along the west side of Missouri Street between 16th Street and 17th Street, the east side of Mississippi Street between 17th Street and Mariposa Street, and along the east side of Missouri Street between 17th Street and Mariposa Street. In terms of off-street loading at the project site, a total of 14 active loading berths are accessed via three curb cuts along the west side of Mississippi Street. Nine loading berths are accessed through an off-street parking lot via a 30-linear-foot curb cut on the west side of Mississippi Street approximately 87.5 feet south of 16th Street. Two berths are located via a 30-linear-foot curb cut approximately 153.5 feet north of 17th Street, while another three berths are located via a 53-linear-foot curb cut approximately 100 feet north of 17th Street. At the loading berths located on the west side of Mississippi Street, large trucks were observed having difficulties backing into the loading berths, blocking traffic in both directions on Mississippi Street for approximately 10 minutes. Once parked, the large trucks were observed unloading/loading and blocking the Mississippi Street sidewalk and Class II bicycle lane for periods sometimes lasting longer than 30 minutes.

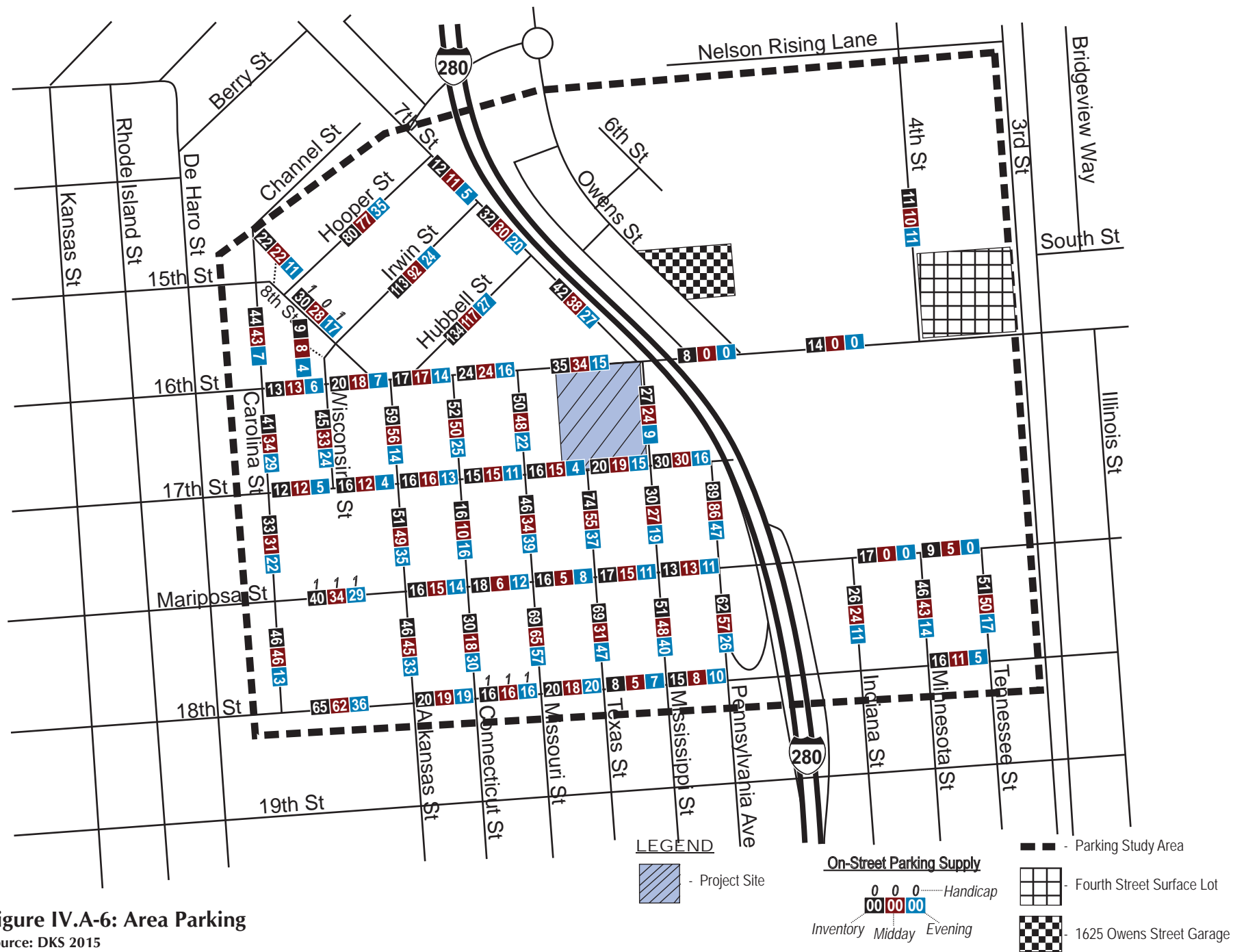
A locked but regularly used access point with a curb cut 22 linear feet in width is located along the south side of 16th Street at the eastern edge of the project site. There are two loading docks along the south 16th Street accessible by a 43-linear-foot curb cut located approximately 270 feet west of Mississippi Street. There are three loading docks along the north side of 17th Street adjacent to the project site. The first loading dock is accessed via a 15-linear-foot low curb located approximately 75 feet west 17th Street. The second is accessed via a 20-linear-foot curb cut approximately 350 feet west of 17th Street. The third loading dock is accessed via a 15-linear-foot curb cut and is located approximately 410 feet west of 17th Street.

### Parking Conditions

Existing on-street and off-street parking conditions were examined for the weekday Midday period (1:00 to 3:30 PM) and Evening period (6:30 to 8:00 PM) during the week of June 24, 2013 and July 22, 2013. The resulting counts are provided in Appendix D of the TIS.

On-street midday and PM period parking supply and occupancy were surveyed in a study area bounded by Carolina Street to the west, 18th Street to the south, 4th Street to the east, and 8th Street, Hooper Street, and streets south of a westerly “extension” of Nelson Rising Lane west of 4th Street to the north, as shown in **Figure IV.A-6**. On-street parking within the study area primarily consists of time restricted and non-metered spaces. For a more conservative analysis, spaces were not considered if they were in a tow-away zone, had no-stopping restrictions, or did not allow parking during the Midday or Evening periods.

As shown in **Figure IV.A-6** and detailed in Appendix D of the TIS, the parking study area provides a combined on-street parking supply of approximately 2,203 vehicles. Adjacent to the project site, there are approximately 21 on-street parking spaces along the south side of 16th Street between Missouri and Mississippi Streets, 14 on-street parking spaces along the west side of Mississippi Street between 16th Street and Mariposa Street, and 18 on-street parking spaces along the north side of 17th Street between Missouri and Mississippi Streets.



As shown in **Table IV.A-6**, for the Midday period from 1:00 to 3:30 PM, approximately 1,899 on-street spaces are occupied resulting in an 86 percent utilization rate. For the Evening period from 6:30 to 8:00 PM, 1,141 on-street parking spaces are occupied for a 52 percent utilization rate.

**Table IV.A-6 – Existing Conditions On-Street Parking Analysis**

On Street Parking Facility	Metered Supply	Non-Metered Supply	Total Supply	Occupied Spaces	Utilization
<b>Study Area</b>					
Midday (1-3:30 PM)	0	2,203	2,203	1,899	86%
Evening (6:30 – 8 PM)	0	2,203	2,203	1,141	52%
<b>Within two blocks of Project site</b>					
Midday (1-3:30 PM)	0	1,482	1,482	1,216	82%
Evening (6:30 – 8 PM)	0	1,482	1,482	684	46%
<b>On Streets adjacent to Project Site</b>					
Midday (1-3:30 PM)	0	148	148	140	95%
Evening (6:30 – 8 PM)	0	148	148	65	44%

**Source:** DKS Associates, 2012. *Street Parking Survey*.

Within two blocks of the project site (bounded by Irwin Street to the north, 7th Street to the northeast, Owens Street and Pennsylvania Street to the east, 18th Street to the south, and Connecticut Street to the west), approximately 1,216 on-street spaces are occupied during the Midday period resulting in a 82 percent utilization rate, and approximately 684 on-street spaces are occupied during the Evening period resulting in a 46 percent utilization rate. On the streets adjacent to the project site, approximately 140 on-street spaces are occupied during the Midday period resulting in a 95 percent utilization rate, and approximately 65 on-street parking spaces are occupied during the Evening period resulting in a 44 percent utilization rate.

## REGULATORY FRAMEWORK

Local regulations that apply to transportation and circulation at the project site are included in the San Francisco General Plan, San Francisco Bicycle Plan, San Francisco Better Streets Plan, and the City's Transit First Policy. These are described below. No federal, State, or other regional regulations apply to the project site or vicinity.

### San Francisco General Plan

The Transportation Element of the San Francisco General Plan is composed of objectives and policies that relate to the eight aspects of the citywide transportation system: General Regional Transportation, Congestion Management, Vehicle Circulation, Transit, Pedestrian, Bicycles, Citywide Parking, and Goods Management. The Transportation Element references San Francisco's "Transit First" Policy in its introduction, and contains objectives and policies that are directly pertinent to consideration of the

proposed project, including objectives related to locating development near transit investments, encouraging transit use, and traffic signal timing to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multimodal transportation system. The San Francisco General Plan also emphasizes alternative transportation through the positioning of building entrances, making improvements to the pedestrian environment, and providing safe bicycle parking facilities.

#### San Francisco Bicycle Plan

The Bicycle Plan describes the City's program to provide the safe and attractive environment needed to promote bicycling as a transportation mode. The Bicycle Plan identifies the citywide bicycle route network, and establishes the level of treatment (i.e., Class I, Class II or Class III facility) on each route. The Bicycle Plan also identifies near-term improvements as well as policy goals, objectives and actions to support these improvements. It also includes long-term improvements, and minor improvements that would be implemented to facilitate bicycling in San Francisco.

#### San Francisco Better Streets Plan

The Better Streets Plan focuses on creating a positive pedestrian environment through measures such as careful streetscape design and traffic calming measures to increase pedestrian safety. The Better Streets Plan includes guidelines for the pedestrian environment, which it defines as the areas of the street where people walk, sit, shop, play, or interact. Generally speaking, the guidelines are for design of sidewalks and crosswalks; however, in some cases, the Better Streets Plan includes guidelines for certain areas of the roadway, particularly at intersections.

#### Transit First Policy

In 1998, the San Francisco voters amended the City Charter (Charter Article 8A, Section 8A.115) to include a Transit-First Policy, which was first articulated as a City priority policy by the Board of Supervisors in 1973. The Transit-First Policy is a set of principles which underscore the City's commitment that travel by transit, bicycle, and foot be given priority over the private automobile.

These principles are embodied in the policies and objectives of the Transportation Element of the San Francisco General Plan. All City boards, commissions, and departments are required, by law, to implement transit-first principles in conducting City affairs.

### **IMPACTS AND MITIGATION MEASURES**

This section analyzes the impacts to the transportation system that could result from the proposed project. The section begins with the significance criteria, which establishes the thresholds for determining whether an impact is significant. The latter part of this section presents the impacts associated with the proposed project.

#### Significance Criteria

The following are the significance criteria regarding transportation used by the Planning Department for the determination of impacts associated with a proposed project:

- The operational impact on signalized intersections is considered significant when project-related traffic causes the intersection level of service to deteriorate from LOS D or better to LOS E or F, or from LOS E

to LOS F. The operational impacts on unsignalized intersections are considered significant if project-related traffic causes the level of service at the worst approach to deteriorate from LOS D or better to LOS E or F and Caltrans signal warrants would be met, or would cause Caltrans signal warrants to be met when the worst approach is already operating at LOS E or F. The project may result in significant adverse impacts at intersections that operate at LOS E or F under existing conditions depending upon the magnitude of the project's contribution to the worsening of the average delay per vehicle. In addition, the project would have a significant adverse impact if it would cause major traffic hazards or contribute considerably to cumulative traffic increases that would cause deterioration in levels of service to unacceptable levels.

- The project would have a significant effect on the environment if it would cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity, resulting in unacceptable levels of transit service; or cause a substantial increase in delays or operating costs such that significant adverse impacts in transit service levels could result. With the Muni and regional transit screenlines analyses, the project would have a significant effect on the transit provider if project-related transit trips would cause the capacity utilization standard to be exceeded during the peak hour.
- The project would have a significant effect on the environment if it would result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas.
- The project would have a significant effect on the environment if it would create potentially hazardous conditions for bicyclists or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas.
- A project would have a significant effect on the environment if it would result in a loading demand during the peak hour of loading activities that could not be accommodated within proposed off-street loading facilities or within convenient on-street loading zones, and created potentially hazardous conditions or significant delays affecting traffic, transit, bicycle or pedestrians.
- The project would have a significant effect on the environment if it would result in inadequate emergency vehicle access.
- Construction-related impacts generally would not be considered significant due to their temporary and limited duration.
- The project would have a significant effect on the environment if it would result in a substantial parking deficit that could create hazardous conditions or significant delays affecting traffic, transit, bicycles or pedestrians and where particular characteristics of the project or its site demonstrably render use of other modes infeasible.

#### Approach to Analysis

This section presents the methodology for analyzing transportation impacts and information considered in developing travel demand for the proposed project. The impacts of the proposed project on surrounding roadways were analyzed using the guidelines set forth in the SF Guidelines. The SF Guidelines provide direction for analyzing transportation conditions and identifying the transportation impacts of a proposed project in San Francisco.

The analysis of the proposed project was conducted for existing plus project and 2025 Cumulative Conditions. “Existing Plus Project” conditions assess the near-term impacts of the proposed project, while “2025 Cumulative” conditions assess the long-term impacts of the proposed project in combination with other reasonably foreseeable future development and transportation network changes.

#### Impact Analysis Methodology

The impact analysis methodology for traffic, transit, bicycle, pedestrian, loading, emergency access, and construction impacts is described below. Additional items specific to the 2025 Cumulative Conditions impact analysis methodology are described in the next section.

##### *Traffic Analysis*

The traffic analysis provided herein focuses on project-specific impacts that could result with development of the proposed project. As with existing conditions, the analysis of the effect of the proposed project on the study intersections was based on the LOS methodology described in the Highway Capacity Manual (HCM) 2000. LOS is a qualitative description of an intersection’s performance based on the average delay per vehicle. Intersection levels of service range from LOS A, which indicates free flow or excellent vehicle flow conditions with short delays, to LOS F, which indicates congested or overloaded vehicle flow conditions with extremely long delays. In San Francisco, LOS A through D are considered acceptable, and LOS E and LOS F are considered unsatisfactory service levels.

##### *Transit Analysis*

The impact of additional transit ridership generated by the proposed project was assessed for the local and regional transit screenlines, and the impact of the additional project-generated vehicle trips on transit routes in the vicinity of the project site was also assessed.

The availability of Muni service capacity was analyzed in terms of a series of screenlines. The concept of screenlines is used to describe the magnitude of travel to or from the greater downtown area, and to compare estimated transit volumes to available capacities. Screenlines are hypothetical lines that would be crossed by persons traveling between downtown and its vicinity and other parts of San Francisco and the region. Four screenlines have been established in San Francisco to analyze potential impacts of projects on Muni service: northeast, northwest, southwest, and southeast, with sub-corridors within each screenline. The bus and light rail lines used in this screenline analysis are considered the major commute routes from the downtown area. Other bus lines, such as lines with greater than 10-minute headways, are not included due to their generally lower ridership.

The screenline for each route reflects the maximum load point (MLP) for each Muni line that crosses one of the screenlines. The MLP for each individual line may occur at some point of either side of the schematic lines drawn for graphical representation. For the purpose of this analysis, Muni ridership measured at the four San Francisco screenlines and sub-corridors represents the peak direction of travel and patronage loads for the Muni system, which corresponds with the evening commute in the outbound direction from the downtown area to other parts of San Francisco. As a means to determine the amount of available space within each screenline, capacity utilization is used, which relates the number of passengers per transit vehicle to the design capacity of the vehicle. The capacity per vehicle includes both seated and standing capacity, where standing capacity is somewhere between 30 to 80 percent of seated capacity (depending upon the specific transit vehicle configuration). For example the capacity of a light rail vehicle is 119

passengers, the capacity of a historic streetcar is 70 passengers, and the capacity of a standard bus is 63 passengers.

Muni's established capacity utilization performance standard for peak period operations is 85 percent. It should be noted that the 85 percent utilization is of seated and standing loads, so at 85 percent all seats are taken and there are many standees. Muni screenlines and subcorridors at or near 85 percent capacity operate under noticeably crowded conditions with many standees. Because each screenline and most sub-corridors include multiple lines, each with several vehicles during the peak hour, some individual vehicles may operate at or above 85 percent of capacity and are extremely crowded, while others operate under less crowded conditions. Moreover, the extent of crowding is exacerbated whenever target headways are not met through either missed runs and/or bunching in service. Thus, in common with other types of transportation operations such as roadways and parking facilities, transit operators may experience substantial problems in service delivery even when operating at less than 85 percent of capacity.

A screenline analysis was also performed on the regional transit carriers (AC Transit, BART, Caltrain, Golden Gate Transit and SamTrans), in order to determine the current service volumes and capacity. Three regional screenlines have been established around San Francisco to analyze potential impacts of projects on the regional transit carriers. For the purpose of this analysis, the ridership and capacity at the three screenlines represents the peak direction of travel and patronage loads, which corresponds with the evening commute in the outbound direction from downtown San Francisco to the region. As a means to determine the amount of available space for each regional transit provider, capacity utilization is also used. For all regional transit operators, the capacity is based on the number of seated passengers per vehicle. All of the regional transit operators have a 1-hour load factor standard of 100 percent, which would indicate that all seats are full.

#### *Pedestrian Analysis*

Pedestrian conditions were assessed qualitatively as they relate to the project site, including safety, capacity, and right-of-way issues, and conflicts with traffic.

#### *Bicycle Analysis*

Bicycle conditions were assessed qualitatively as they relate to the project site, including bicycle routes, safety and right-of-way issues, and conflicts with traffic.

#### *Loading Analysis*

Loading was analyzed by comparing the on-site and on-street loading spaces proposed as part of the project to the projected loading demand. If projected loading demand exceeds capacity of convenient loading spaces, potential hazards are identified and assessed.

#### *Emergency Vehicle Access*

Potential project-related changes affecting emergency vehicle access were assessed qualitatively. Specifically, the analysis assessed whether any of the proposed project elements would preclude adequate emergency vehicle access.

### *Construction Analysis*

Potential short-term and temporary construction impacts related to transportation and parking were assessed qualitatively. The potential for overlapping construction of the project in combination with other cumulative projects was also assessed qualitatively.

### *Parking Analysis*

Parking was analyzed by comparing the existing on-street parking supply to the projected parking demand and any proposed changes to parking supply. The analysis assessed if the increased parking demand due to the project would overburden the existing supply.

### Project Travel Demand

Travel demand refers to the new vehicle, transit, pedestrian, bicycle, and other trips generated by the proposed project. This section provides an estimate of the travel demand that would be generated by the proposed project, including parking demand and loading demand. Further description of the trip generation and mode split is provided below.

The proposed project would include retail and residential uses for the site. The trip generation for both uses is based on the SF Guidelines and the existing land use credits are based on peak hour observations of arriving and departing vehicles made at the existing project site on August 2, 2012.

The person-trip generation rates for the proposed two uses are detailed in **Table IV.A-7**. The person trip generation represents employee, visitors, and residents, less existing credits to the project site. The proposed project is estimated to generate a net 12,361 daily person trips and 1,505 (834 inbound and 671 outbound) net PM peak hour person trips. Person trips include trips by all modes of travel (vehicle, transit, walking, and other, which includes bicycling, taxi, and motorcycling).

### *Mode Split and Average Vehicle Occupancy*

The project-generated person trips were assigned to travel modes in order to determine the number of vehicle, transit, pedestrian, and bicycle trips. **Table IV.A-8** shows daily person trips, by mode based on land use. Further breakdown by point of origin/destination is included in Appendix L of the TIS. On a daily basis, the proposed project would generate 12,361 person trips which would include an estimated 7,055 auto person trips (4,233 vehicle trips), 2,124 transit trips, 2,510 walk trips, and 671 "Other" person trips (which includes trips by bicycle, motorcycle and taxi).

As shown in **Table IV.A-9**, during the weekday PM peak hour, the proposed project would generate a net 1,505 person trips which would include 809 automobile person trips with 513 vehicle trips (284 inbound and 229 outbound), 290 transit trips (170 inbound and 120 outbound), 302 walk trips (166 inbound and 136 outbound), and 104 Other trips (66 inbound, 38 outbound). Trip credits are the number of observed trips to the existing site.

Table IV.A-7 – Person-Trip Rate and Generation

Site Use	Area (SF)/ Units	Trip Rate		Trip Generation			Total
		Daily Rate	PM Peak Hour	Daily Person	PM Peak Hour In	PM Peak Hour Out	PM Peak Hour Total
<b>1200 17th Street Retail</b>							
Restaurant (Composite)	4,650	0.600	13.5%	2,790	181	196	377
<b>901 16th Street Retail</b>							
General Retail	2,600	0.150	9.0%	390	17	18	35
Community market	15,218	0.297	7.3%	4,520	158	172	330
Restaurant (Composite)	2,500	0.600	13.5%	1,500	97	105	203
<b>Total Retail</b>	<b>24,968</b>	<b>0.368</b>	<b>10.3%</b>	<b>9,200</b>	<b>453</b>	<b>491</b>	<b>944</b>
<b>Residential (Both Buildings)</b>							
Residential (Studio)	53	7.5	17.3%	398	46	23	69
Residential (1-bedroom)	182	7.5	17.3%	1,365	157	79	236
Residential (2-bedroom)	146	10.0	17.3%	1,460	168	85	253
Residential (3-bedroom)	14	10.0	17.3%	140	16	8	24
<b>Total Residential</b>	<b>395</b>	<b>8.513</b>	<b>17.3%</b>	<b>3,363</b>	<b>387</b>	<b>195</b>	<b>582</b>
<b>New Person Trips</b>				<b>12,563</b>	<b>840</b>	<b>686</b>	<b>1,526</b>
Existing Land Use Credit			10.4%	-202	-6	-15	-21
<b>Net New Person Trips</b>				<b>12,361</b>	<b>834</b>	<b>671</b>	<b>1,505</b>

Source: DKS Associates, 2014

Notes:

1. Trip generation rates, PM peak hour percentages, and inbound/outbound splits from City's SF Guidelines Table C-1 and C-2.

**Table IV.A-8 – Mode Split and Daily Trip Generation by Trip Type**

Land Use	Daily Person Trips									Average Vehicle Occupancy	Total Vehicle Trips <sup>1</sup>
	Auto		Transit		Walk		Other		Total Trips		
	%	Trips	%	Trips	%	Trips	%	Trips			
Retail (Work) <sup>1</sup>	71	262	20	74	6	21	3	11	368	1.23	213
Retail (Non-Work) <sup>1</sup>	64	5,661	12	1,033	22	1,978	2	159	8,832	1.90	2,980
Residential <sup>2</sup>	38	1,284	30	1,017	17	561	15	501	3,363	1.08	1,193
Trip Credit	75	-152	0	0	25	-50	0	0	-202	1.00	-152
Project Total	57	7,055	17	2,124	20	2,510	5	671	12,361	1.67	4,233

Source: DKS Associates, 2015

**Notes:**

1 – Retail mode splits and AVO are based on *SF Guidelines Appendix E*; retail, community market, and restaurant uses combined.

2 – Residential mode splits and AVO are based on an average of the *American Community Survey for Census Tracts 607 and 227.04, Appendix J*.

**Table IV.A-9 – PM Peak Hour Trip Generation by Trip Type and Mode**

Land Use	PM Peak Hour Person Trips									Average Vehicle Occupancy	Total Vehicle Trips <sup>1</sup>
	Auto		Transit		Walk		Other		Total Trips <sup>2</sup>		
	%	Trips	%	Trips	%	Trips	%	Trips			
Retail (Work) <sup>1</sup>	71	27	20	8	6	2	3	1	38	1.23	22
Retail (Non-Work) <sup>1</sup>	64	581	12	106	22	203	2	16	906	1.90	306
Trip Credit	100	-21							-21	1.00	-21
Residential <sup>2</sup>	38	222	30	176	17	97	15	87	582	1.08	206
Project Total	54	809	19	290	20	302	7	104	1,505	1.58	513

Source: DKS Associates, 2015

**Notes:**

1 – Retail mode splits and AVO are based on *SF Guidelines Appendix E*; retail, community market, and restaurant uses combined.

2 – Residential mode splits and AVO are based on an average of the *American Community Survey for Census Tracts 607 and 227.04, Appendix J*.

*Trip Distribution*

The trip distribution in **Table IV.A-10** shows the trip distribution patterns assumed for the proposed project and would include origins or destinations within San Francisco, the East Bay, North Bay, South Bay, and beyond. San Francisco trips are separated into four “Superdistrict” areas of San Francisco as shown in Appendix M in the TIS as 1, 2, 3, and 4. Each Superdistrict corresponds to a quadrant of San Francisco. The project site is located in Superdistrict 3, but the proposed project would include trips to other Superdistricts as described further below.

**Table IV.A-10 – Trip Distribution Patterns**

Origin/ Destination	Retail (Work)	Retail (Non-Work)	Residential	Aggregate PM peak hour
Superdistrict 1	8%	6%	60%	27%
Superdistrict 2	11%	9%	5%	8%
Superdistrict 3	24%	61%	10%	40%
Superdistrict 4	8%	5%	5%	5%
East Bay	16%	6%	6%	6%
North Bay	6%	2%	2%	2%
South Bay	28%	11%	12%	12%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

**Source:** DKS Associates, 2014; SF Guidelines, 2002.

As shown in **Table IV.A-10**, a majority of the non-work, retail trips would travel within San Francisco with the largest percentage of those, 61 percent, traveling within Superdistrict 3, where the project is located. Outside San Francisco, most retail trips would travel to or from the South Bay area. The distribution of residential work and non-work trips correspond to the general distribution of employment in San Francisco, with 60 percent of trips destined to greater downtown San Francisco (SD-1) and the remaining 40 percent split between outlying San Francisco neighborhoods and surrounding areas.

These trip distribution patterns have been applied to the vehicle trip generation for the existing and proposed uses on the project site. This process produces a weighted or aggregate trip distribution pattern based on the total PM peak hour vehicle trips each land use would generate and are shown in **Table IV.A-10**.

#### *Freight and Service Loading Demand*

The longest truck expected to be accessing the project site would be 45 feet. Based on the service vehicle type distribution, loading demand for approximately 76 percent of the time would be in the form of shorter vehicles (cars, pickups, vans, and small delivery trucks), whose length would be 20 feet or less.

As shown in **Table IV.A-11**, it is estimated that less than one daily truck trip would be generated for the proposed general retail use, about 26 trips for the proposed restaurant use, 20 trips for the community market use, and 14 daily truck trips would be generated for the residential use, for a total of 59 daily truck trips. It is estimated that the proposed project's loading demand would be approximately three loading trips during an average hour and approximately four loading trips during the peak hour.

**Table IV.A-11 – Project Commercial Vehicle-Trips and Loading Space Demand**

Land Use	GSF	Daily Truck Trip Generation	Peak Hour Loading Spaces	Average Hour Loading Spaces
Residential	438,681	13.16	0.76	0.61
General Retail (Composite)	2,600	0.57	0.03	0.03
Restaurant	7,150	25.74	1.49	1.19
Community market	15,218	19.38	1.79	1.18
<b>Total</b>		<b>58.9</b>	<b>4.07</b>	<b>3.01</b>

**Source:** DKS Associates & SF Guidelines, Appendix I, 2014.

### *Parking Demand*

Project-related parking demand consists of both long-term and short-term demands. Long-term parking is typically related to employees and residents while short-term parking is in reference to patrons and visitors and is typically less than four hours in length.

As shown in **Table IV.A-12**, on a daily basis, the proposed project would generate short term demand for 273 spaces from the proposed restaurant, retail, and community market uses, and long term demand for 544 spaces from the proposed residential, restaurant, general retail, and community market uses.

**Table IV.A-12 Project Parking Demand – Daily**

Site Use	GSF/Units	Short Term <sup>1</sup>	Long Term <sup>1</sup>
Retail (Restaurant)	7,150	127	13
Retail (Composite)	2,600	12	5
Retail (Community Market)	15,218	134	26
Residential (studio/1-bedroom)	235	-	260
Residential (two- and three-bedroom)	160	-	240
<b>Total</b>		<b>273</b>	<b>544</b>

**Source:** DKS Associates, 2014.

**Notes:** 1. Long term retail demand is based on work-based retail trips whereas short term retail demand is based on non-work retail trips.

### Analysis Approach Specific to 2025 Cumulative Conditions

#### *Eastern Neighborhoods PEIR*

The *Eastern Neighborhoods PEIR* included an evaluation of potential traffic, transit, pedestrian, bicycle, loading, and construction impacts that could occur with implementation of the Eastern Neighborhoods Plan. Parking demand and supply was also considered.

The San Francisco County Transportation Authority (SFCTA) countywide travel demand forecasting model was used to develop the travel forecasts for development and growth through the year 2025 in the Eastern Neighborhoods study area. This approach resulted in an impact assessment for year 2025 conditions that took into account both the future development expected in the Eastern Neighborhoods (e.g., development growth in Showplace Square/Potrero Hill Area Plan) and the expected growth in housing and employment for the remainder of San Francisco and the nine-county Bay Area.

The 2025 Cumulative Conditions traffic volumes have been developed from the existing and cumulative intersection turning movement volumes for the *Eastern Neighborhoods PEIR*. For intersections not included in the *Eastern Neighborhoods PEIR*, the annual percent growth rate for intersection turning movement volumes between the existing and Cumulative Conditions analysis years have been determined. This annual percent growth rate has been applied to the observed 2013 turning movement volumes to determine the 2025 Cumulative Conditions turning movement volumes. Pedestrian, bicycle, and construction impacts are also discussed. Due to cumulative growth in the area, demand for on-street parking and loading conditions would likely increase. However, demand for parking and loading at the project site would be largely site specific and provision of off-street parking or loading space would remain similar to Existing Plus Project conditions. As any changes to on-street conditions would not be directly related to the proposed project under Cumulative Conditions, these topics are not discussed in the cumulative discussion.

#### Transportation Network Changes

A number of transportation network changes are proposed for the area surrounding the project site. Some of these improvements are funded, approved, and expected to be constructed and operational by the 2025 analysis year, and thus are included in the 2025 Cumulative Conditions. Others are preliminary in nature, possibly without identified funding sources or lacking in project-level detail, and thus are not included in the 2025 Cumulative Conditions. Projects not included in the 2025 Cumulative Conditions include the California High Speed Rail project, as the segment design through San Francisco is preliminary in nature, although this project is briefly described below for informational purposes. In addition, removal of the northern section of I-280 is under consideration to reconnect the Mission Bay neighborhood to the rest of the city, increase park space and land available for development, as well as to facilitate construction of the California High Speed Rail project; however, as the rail project itself is preliminary and design alternatives are still under consideration, and further feasibility analyses would have to be conducted, it is currently unknown if or how this change to the circulation system would occur. It would be speculative to include this project in the cumulative analysis; therefore, removal of I-280 is not considered.

The following transportation improvements, which are part of the projects and plans described below, are a list of major projects included in the 2025 Cumulative analysis. These improvements are anticipated to be constructed and/or implemented by 2025 and would therefore affect the transportation network in the vicinity of the project site.

#### *Muni Forward (formerly Transit Effectiveness Project)*

The SFMTA, in partnership with the San Francisco Office of the Controller, will be implementing Muni Forward (formerly known as the Transit Effectiveness Project [TEP]), which represents the first holistic review of the Muni network and service delivery since the 1970s. Muni Forward objectives are to reduce transit travel time and improve transit customer experiences, service reliability, and transit service effectiveness and efficiency. The SFMTA has developed the Service Policy Framework, which sets forth transit service delivery objectives and actions to meet them and supports the SFMTA Strategic Plan goals.

Implementation of Muni Forward would be guided by the Service Policy Framework which would help determine how investments should be made to the system. Muni Forward includes Service Improvements, Service-related Capital Improvements, and transit Travel Time Reduction Proposals. The Muni Forward Implementation Strategy was developed in 2011. In March 2013, the Muni Forward Final EIR was published, and Muni Forward was approved by the SFMTA Board of Directors in March 2014. All of the Muni transit routes near the project site and described previously herein are addressed in Muni Forward.

On January 31, 2015, the 10 Townsend bus route added two additional service trips during the AM peak as part of Muni Forward. In the project area, under Muni Forward, the 10 Townsend bus route would be renamed the 10 Sansome and would be rerouted south of the Caltrain Depot Station to operate through the Mission Bay neighborhood rather than along Townsend Street, Rhode Island Street, and 17th Street near the project site. The route would eliminate service between 4th Street and Division Street along Townsend Street, between Division Street and 17th Street along Rhode Island Street, and between Rhode Island Street and Connecticut Street along 17th Street. Under Muni Forward, the route north of 17th Street would be located on Connecticut Street, 16th Street, 8th Street, Irwin Street, 7th Street, new street segments between 7th Street and 4th Street, and 4th Street and King Street. Changes to service frequency would also occur.

Also under Muni Forward improvements, the 19 Polk bus route would continue to operate between Van Ness Avenue and North Point Street but service would end at San Francisco General Hospital at 23rd Street and Potrero Avenue. South of 24th Street, service would be replaced with the rerouted 48 Quintara route. No changes in headway in the AM or PM are proposed.

For the T Third route, an increase in frequency would occur. The one-car K Ingleside line would continue to be through-routed with the T Third route.

On January 31, 2015, the new Muni route 55 began operating along 16th Street between Mission Bay and the 16th Street BART Station. The implementation of that triggered some of the Muni Forward changes on the 22 Fillmore and 33 Stanyan bus routes.

Under Muni Forward improvements, the 22 Fillmore bus route continues along 16th Street to 3rd Street in the Mission Bay neighborhood. This route change adds transit to 16th Street between Kansas Street and 3rd Street, Mission Bay Boulevard between 4th Street and 3rd Street, 4th Street between Gene Friend Way and Mission Bay Boulevard, and along Gene Friend Way. The 22 Fillmore existing segment along Connecticut and 18th Streets would be replaced by a revised 33 Stanyan route. Service on Kansas Street and 17th Street would be eliminated.

Additionally as part of the Travel Time Reduction Project (TTRP.22\_1, with Alternatives and Variants), the elimination of left turns and the installation of a center-running, transit-only lane are being evaluated under an Expanded Alternative. Along 16th Street, implementing this project would eliminate left turns in the westbound direction at Potrero Avenue, in both directions at Bryant Street, Utah Street, San Bruno Avenue, Kansas Street, Rhode Island Street, De Haro Street, Carolina Street, Wisconsin Street, Arkansas Street, Connecticut Street, and Missouri Street. As a result, cumulative volumes that would have turned left at these intersections were rerouted to turn left at nearby intersections. The intersection of 16th Street and Missouri Street, among others, would be signalized. At the 7th/16th/Mississippi Street intersection, the eastbound and westbound approaches would each be restriped to accommodate a left turn lane and a through-right lane. At the intersection of 16th Street and 3rd Street, the lane configuration would be restriped to include one westbound mixed-flow lane and one eastbound through-left turn lane, one eastbound through lane, and one right-turn lane pocket. A bus-only lane, if implemented, would operate in each direction along 16th Street near the project site and the existing bike lane on 16th Street between 7th Street and Kansas Street (Bicycle Route 40) would be removed and relocated to 17th Street.

Expected traffic diversions due to the restriction of left turns along 16th Street are described in the TIS.

In terms of streetscape improvements in the project vicinity, the Muni Forward Expanded Alternative, as described above, proposes transit-only lanes going in both directions along 16th Street. At this time, the proposed cross-section for the Expanded Alternative with center-running transit-only lanes along 16th Street near the 7th/16th/Mississippi Street intersection could include (from north to south) a 12-foot wide sidewalk, and 10-foot wide westbound traffic lane, a 12-foot-wide westbound bus lane, a 12-foot-wide eastbound transit-only lane, a nine-foot-wide eastbound traffic left-turn pocket, a 11-foot-wide eastbound through/right-turn lane, and a 14-foot-wide sidewalk. The left-turn pocket at the eastbound approach of the 7th/16th/Mississippi intersection could be 74-feet long. West of the turn lane, the sidewalk on the south side of 16th Street could be 18-feet-wide for 135 feet in length.

In addition, under Muni Forward, the existing bicycle lane along 16th Street would be removed and instead installed on both directions of 17th Street east of Kansas Street, as a continuation of the existing bicycle lane on 17th Street. If the 17th Street cross-section were the same as the existing conditions west of Kansas Street, the cross-section (from north to south) would be a 12-foot-wide sidewalk, a 6-foot-wide westbound bicycle lane with a 2-foot buffer on one side, 10-foot-wide traffic lanes in both directions, a 5-foot-wide eastbound bicycle lane, and a 9-foot-wide eastbound parking lane. The designs of this Expanded Alternative, if selected, could change and are subject to public outreach and SFMTA approval.

#### *San Francisco Bicycle Plan*

The San Francisco Bicycle Plan, approved in June 2009, proposes minor changes to the existing facilities on Mariposa Street and Indiana Street near the project site. Minor improvements, including markings, signage, and facilities are considered treatments necessary to improve conditions for bicycle use, and are not specified in more detail by route in the Plan. No near or long-term projects are proposed for the study area.

#### *Mission Bay Redevelopment Plan/UCSF Mission Bay Medical Center*

The Mission Bay Redevelopment Plan covers approximately 303 acres of land between the San Francisco Bay and I-280. The development program would include up to 6,000 housing units, 4.4 million square feet of office/life science/biotechnology commercial space, a new UCSF research campus, known as the UCSF Mission Bay Medical Center, and hospital complex, 500,000 square feet of retail space, a 500-room hotel, 41 acres of open space, a new 500 student public school, and other public amenities. The Mission Bay Redevelopment Plan also proposes changes to the transportation network. Intersection improvements would include modifications to Owens Street, Mariposa Street at the I-280 northbound off-ramp, and Mariposa Street at the I-280 southbound on-ramp.

With the implementation of the Owens Street extension, slated to open December 2015,<sup>33</sup> it is expected that some traffic exiting northbound I-280 at Mariposa Street would continue northbound along Owens Street instead of using Mississippi Street to head north. The proportion of trips expected to divert was taken from assumptions made in the Mission Bay Redevelopment EIR. Volumes at the southbound approach of the intersection of Mariposa Street and Owens Street were taken from the Mission Bay Redevelopment EIR. Based on assumptions made in the Mission Bay Redevelopment EIR, most vehicles at the westbound approach of the intersection of Mariposa Street and I-280 southbound on-ramp turned left to enter the

<sup>33</sup> Email correspondence between Wade Wietgreffe, San Francisco Planning Department, and Luke Stewart, Mission Bay Development Group, LLC, March 27, 2015.

freeway. For consistency with cumulative volumes stated in the Mission Bay Redevelopment EIR, the southbound, right-turning vehicles at Owens Street were all routed to turn left at the intersection of Mariposa Street and I-280 southbound on-ramp. Calculations for the diversion patterns are provided in the TIS.

#### *1000 16th Street Project*

The approved mixed-use project at 1000 16th Street would include a park and plaza area between 7th Street and 16th Street on the Daggett Street right-of-way and would be known as “Daggett Park”. Daggett Street is not currently constructed as an operating street but would be constructed as part of the 1000 16th Street project and will align with Missouri Street between 7th Street and 16th Street.

#### *Mission Bay Loop*

The approved Mission Bay loop will provide turn around capabilities for the T Third Street light rail vehicles via a connection of new trackway from Third Street to 18th, Illinois, and 19th streets. Given the distance of this approved project from the project site (greater than 0.33 mile), this approved project in combination with the proposed project is not anticipated to affect the operating conditions at any study intersections.

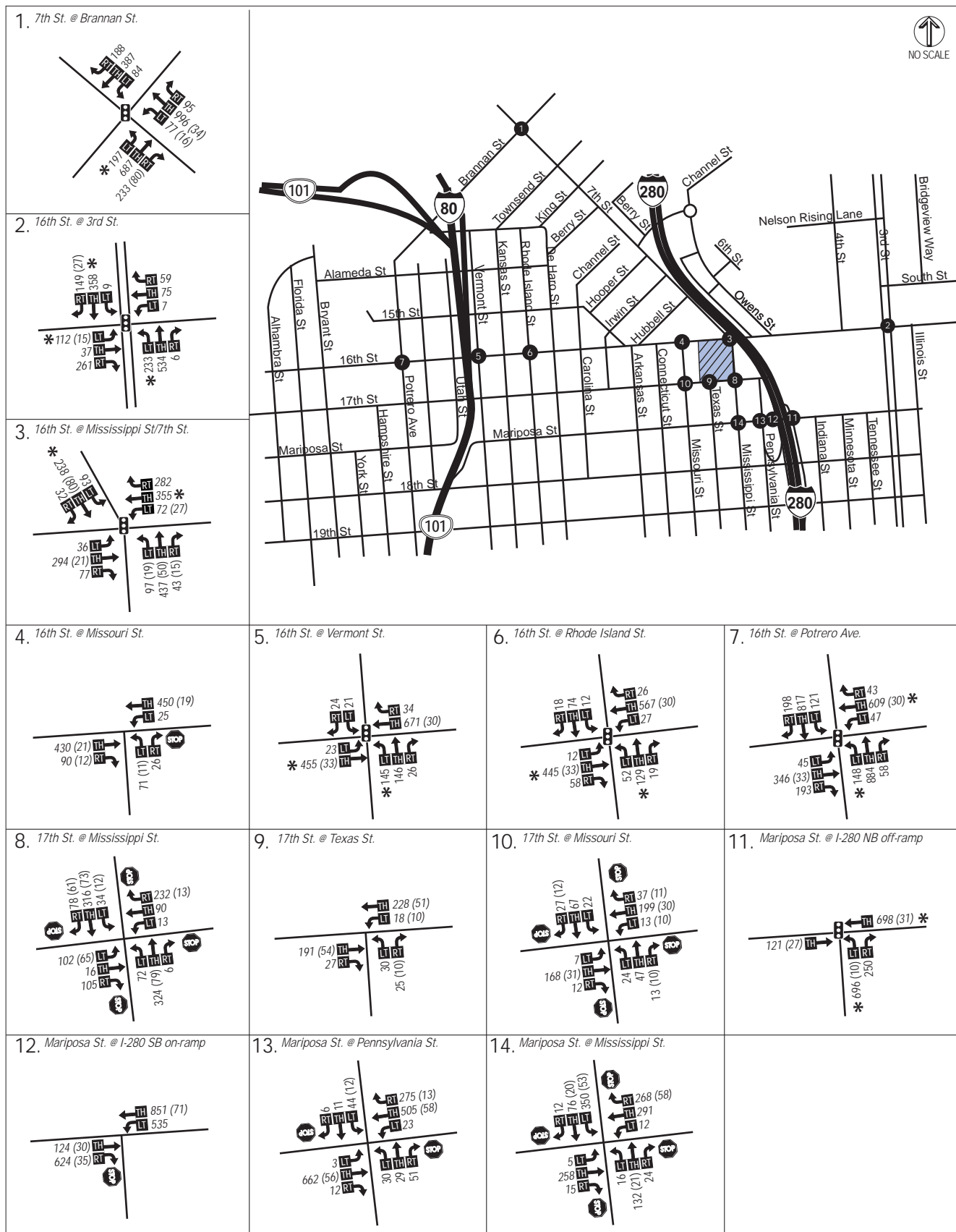
#### *Caltrain Electrification and High Speed Rail*

Caltrain has plans to implement a Modernization Program that would electrify the railway to provide upgraded performance and allow more efficient operations and a higher capacity. The Program is scheduled to be complete by 2020 or 2021. Currently Caltrain crosses 16th Street at grade at the 7th/16th/Mississippi Street intersection. There are currently ten trains per hour during peak periods and the Modernization Program would allow the number of trains to increase to 12 trains per hour. Additionally, Caltrain is anticipating a “blended system” which would see California High Speed Rail trains running alongside Caltrain on the same tracks. The “blended system” may require a grade separation at 7th/16th/Mississippi Street, but at this time this is too speculative to include within Cumulative Conditions.

### **EXISTING PLUS PROJECT-LEVEL IMPACT EVALUATION**

**Impact TR-1: The proposed project would not cause a substantial increase in traffic that would adversely affect traffic operations at 10 of the 14 study intersections or otherwise conflict with traffic circulation in the vicinity. (Less-than-significant)**

Level of service calculations were performed at the 14 study intersections for the weekday PM peak hour. The proposed project would generate a net 284 inbound and 229 outbound vehicle trips during the PM peak hour, for a total of 513 PM peak hour vehicle trips. The Project weekday PM peak hour vehicle trips were added to existing traffic volumes to obtain Existing Plus Project Conditions traffic volumes. **Figure IV.A-7** illustrates both project-generated trips and Existing Plus Project traffic volumes for each study intersection.



**Figure IV.A-7: Existing Plus Project Volumes**

Source: DKS 2015

As shown in **Table IV.A-13**, 10 of the 14 study intersections would operate at LOS D or better during the PM peak hour:

- 7th Street and Brannan Street
- 16th Street and 3rd Street
- 7th/16th/Mississippi Street
- 16th Street and Missouri Street
- 16th Street and Rhode Island Street
- 16th Street and Vermont Street
- 16th Street and Potrero Avenue
- 17th Street and Texas Street
- 17th Street and Missouri Street
- Mariposa Street and I-280 Northbound Off-Ramp

Therefore, based on the level of service calculations, impacts to these 10 study intersections would be less-than-significant under Existing Plus Project Conditions.

**Table IV.A-13 – Existing Plus Project Conditions Intersection Level of Service**

No	Intersection Name	Control	Existing Conditions PM peak hour		Existing Plus Project Conditions PM peak hour	
			Average Delay <sup>a</sup>	LOS <sup>b, c</sup>	Average Delay <sup>a</sup>	LOS <sup>b, c</sup>
1	7 <sup>th</sup> St and Brannan St	Signalized	17.7	B	19.1	B
2	16 <sup>th</sup> St and Third St	Signalized	22.9	C	22.7	C
3	7 <sup>th</sup> /16 <sup>th</sup> /Mississippi St	Signalized	31.0	C	43.6	D
4	16 <sup>th</sup> St and Missouri St	Unsignalized	23.2	C (NB)	27.6	D (NB)
5	16 <sup>th</sup> St and Vermont St	Signalized	12.2	B	12.5	B
6	16 <sup>th</sup> St and Rhode Island St	Signalized	10.5	B	10.7	B
7	16 <sup>th</sup> St and Potrero Ave	Signalized	22.6	C	22.8	C
8	17 <sup>th</sup> St and Mississippi St	Unsignalized	15.7	C (NB)	>50	<b>F (SB)</b>
9	17 <sup>th</sup> St and Texas St	Unsignalized	10.8	B (NB)	11.7	B (NB)
10	17 <sup>th</sup> St and Missouri St	Unsignalized	9.7	A (WB)	11.0	B (WB)
11	Mariposa St and I-280 NB Off-Ramp	Signalized	28.6	C	34.5	C
12	Mariposa St and I-280 SB On-Ramp	Unsignalized	>50	<b>F (EB)</b>	>50	<b>F (EB)</b>
13	Mariposa St and Pennsylvania St	Unsignalized	>50	<b>F (SB)</b>	>50	<b>F (SB)</b>
14	Mariposa St and Mississippi St	Unsignalized	>50	<b>F (WB)</b>	>50	<b>F (WB)</b>

**Source:** DKS Associates

**Notes:** a. Delay is in seconds per vehicle and is based on average stopped delay. Where signalized intersection is LOS F, volume to capacity (v/c) ratio is also reported.

b. LOS = Level of Service

c. For unsignalized intersections, LOS is reported based on worst approach (i.e., approach with greatest delay), which is indicated in parentheses. Worst approach can change with addition to project volumes, which are not distributed evenly across different approaches.

**BOLD** indicates unacceptable LOS of E or F

As discussed on page IV.A.12, the signalized intersection of 7th/16th/Mississippi Street has a Caltrain rail crossing across the westbound approach. The low frequency of crossings and lack of any persistent queue caused by the crossings would not change the LOS results for this intersection significantly.

Under Existing Conditions, the eastbound (worst) approach of the unsignalized intersection of Mariposa Street and the I-280 southbound on-ramp operates at LOS F during the PM peak hour, and Caltrans signal warrants would be met. Under Existing Plus Project conditions, the LOS of this intersection would remain at LOS F, and the Caltrans signal warrants would continue to be met. The proposed project would add 65 vehicle trips to the worst (eastbound) approach during the PM peak hour, representing 8.7 percent of the total PM peak hour eastbound approach volume. The proposed project's contribution to this approach would represent a substantial contribution, and therefore, the proposed project would be considered to have a significant impact to the unacceptable operating conditions at the intersection of Mariposa Street and the I-280 southbound on-ramp. However, the Mission Bay South Infrastructure Plan Mitigation Measure E.17b would signalize this intersection as part of the Mission Bay South Owner Participation Agreement. These changes are certain, they are already under way, and are estimated to be completed by December 2015, prior to the proposed project's operation.<sup>34</sup> With the proposed improvements, the intersection would operate at LOS A during the Existing Plus Project weekday PM peak hour conditions. Therefore, because the implementation of the measures would occur prior to the proposed project becoming operational, the proposed project would have a less-than-significant impact on the intersection of Mariposa Street and the I-280 Southbound on-ramp.

#### Other Traffic Hazards

In general, the proposed project would add vehicle trips to the surrounding roadways, however, the project's increase in traffic would not create a major traffic hazard in the project area. The proposed project would remove all of the existing eight curb cuts on 16th Street, Mississippi Street, and 17th Street. The proposed project would include three new curb cuts on Mississippi Street. The new curb cuts would provide vehicular access into the proposed project's at-grade and underground parking garages and off-street loading dock. The gate to the parking garage of the 16th Street Building would be open during business hours (7:00 AM to 8:00 PM) for retail parking, while the gate to parking garage of the 17th Street Building, which would not contain short-term retail customer parking, would remain closed to the general public at all times. The interior spaces of the new parking garages would be able to accommodate the anticipated number of vehicles entering the project site, including during the PM peak hour based upon the estimated vehicle trip generation and distribution. Therefore vehicles queuing on the vehicular traffic lanes to enter the parking garage should be limited. Given the lower traffic volumes along Mississippi Street, the ability of the garages to accommodate vehicle queues, and that the proposed project would not include the construction of structures that would cause traffic hazards, the proposed project would have a less-than-significant impact on traffic hazards.

**Impact TR-2: The proposed project, combined with present traffic volumes, would contribute considerably to significant traffic impacts at three of the 14 study intersections: 17th Street and Mississippi Street, Mariposa Street and Pennsylvania Street, and Mariposa Street and Mississippi Street. (Significant and Unavoidable)**

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<sup>34</sup> Email correspondence between Wade Wietgreffe, San Francisco Planning Department, and Luke Stewart, Mission Bay Development Group, LLC, March 27, 2015.

Under Existing Conditions, the unsignalized intersection of 17th Street and Mississippi Street operates at LOS C. The proposed project would add 146 vehicle trips to the worst (southbound) approach during the PM peak hour, representing 34.1 percent of the total PM peak hour southbound approach volume. The LOS at this intersection under Existing Plus Project conditions would degrade to LOS F, and the Caltrans signal warrants would be met. The proposed project's contribution to this approach would represent a substantial contribution, and therefore, the proposed project would be considered to have a significant impact to the operating conditions at the intersection of 17th Street and Mississippi Street.

To mitigate poor operating conditions at the 17th Street and Mississippi Street, various options to reduce automobile delay were considered by SFMTA staff<sup>35</sup>. One option considered was to install a 75-foot southbound right-turn pocket and 135-foot northbound left-turn pocket at the intersection. With this option, the intersection would then operate at LOS D during the Existing Plus Project weekday PM peak hour conditions. However, SFMTA staff determined restriping was not a preferable measure for mitigating this impact. Therefore, this option was rejected.

Another option considered by SFMTA staff was the installation of a traffic signal. With signalization, the intersection would operate at LOS A during the Existing Plus Project weekday PM peak hour conditions. This would result in the project having a less-than significant impact on operations at the intersection of 17th Street and Mississippi Street. SFMTA believes that signalization is feasible and supports this measure to reduce Level of Service impacts. However, SFMTA cannot commit that sufficient funding beyond the "fair share" amount provided by the project sponsor in Mitigation Measure M-TR-2a below is available to ensure that this measure would be implemented. Therefore, the impact would be considered significant and unavoidable if sufficient funding is not identified.<sup>36</sup>

#### **Mitigation Measure M-TR-2a: 17th Street and Mississippi Street Signalization**

To mitigate poor operating conditions at the intersection of 17th Street and Mississippi Street, the project sponsor shall pay its fair share for the cost of design and of signalization or other similar mitigation to improve automobile delay at this intersection, as determined by the SFMTA.

Under Existing Conditions, the southbound approach of the unsignalized intersection of Mariposa Street and Pennsylvania Street operates at LOS F during the PM peak hour and Caltrans signal warrants are not met. The proposed project would add 12 vehicle trips to worst approach (southbound) during the PM peak hour, representing 19.7 percent of the total PM peak hour southbound approach volume. Under Existing Plus Project conditions, the LOS would remain at F, and Caltrans signal warrants would be met. Therefore, the proposed project would be considered to have a significant impact to the operating conditions at the intersection of Mariposa Street and Pennsylvania Street.

To mitigate poor operating conditions at Mariposa Street and Pennsylvania Street various options to reduce automobile delay were considered by SFMTA staff.<sup>37</sup> Options considered included modification of

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<sup>35</sup> Findings of Feasibility of Traffic Mitigation Measures Proposed for 901 16th Street/1200 17th Street (Case No. 2011.1300E), June 4, 2015

<sup>36</sup> Discussions are in progress for local development to make fair share contributions necessary to provide funding for a signal at the intersection of Mariposa Street and Pennsylvania Street.

<sup>37</sup> Ibid.

the intersection to be all-way stop-controlled (from two-way stop-controlled) or installation of turn pockets, but these options would not improve operating conditions to acceptable levels.

Another option considered by SFMTA staff was the installation of a traffic signal. With signalization, the intersection would operate at LOS A during the Existing Plus Project weekday PM peak hour conditions. This would result in the project having a less-than significant impact on operations at the intersection of Mariposa Street and Pennsylvania Street. SFMTA believes that signalization is feasible and supports this measure to reduce Level of Service impacts. However, SFMTA cannot commit that sufficient funding beyond the “fair share” amount provided by the project sponsor in Mitigation Measure M-TR-2b below is available to ensure that this measure would be implemented. Therefore, the impact would be considered significant and unavoidable if sufficient funding is not identified.

#### **Mitigation Measure M-TR-2b: Mariposa Street and Pennsylvania Street Signalization**

To mitigate poor operating conditions at the intersection of Mariposa Street and Pennsylvania Street, the project sponsor shall pay its fair share for the cost of design and implementation of signalization or other similar mitigation to improve automobile delay at this intersection, as determined by the SFMTA.

Under Existing Conditions, the unsignalized intersection of Mariposa Street and Mississippi Street operates at LOS F at the worst approach (westbound) for the PM peak hour and Caltrans signal warrants are met. The proposed project would add 58 vehicle trips to the worst (westbound) approach during the PM peak hour, representing 10.2 percent of the total PM peak hour westbound approach volume. The LOS at this intersection under Existing Plus Project conditions would remain at LOS F, and the Caltrans signal warrants would continue to be met. The proposed project’s contribution to this approach would represent a substantial contribution, and therefore, the proposed project would be considered to have a significant impact to the operating conditions at the intersection of Mariposa Street and the Mississippi Street.

To mitigate poor operating conditions at Mariposa Street and Mississippi Street various options to improve automobile delay were considered by SFMTA staff.<sup>38</sup> An option considered included the installation of turn pockets, but it was rejected because it did not improve intersection LOS to an acceptable level.

Another option considered by SFMTA staff was the installation of a traffic signal. With signalization, the intersection would operate at LOS C during the Existing Plus Project weekday PM peak hour conditions. After review of this potential mitigation, SFMTA concluded that the existing all-way STOP sign-controlled intersection of Mariposa and Mississippi streets is not a desirable candidate for traffic signalization because the traffic patterns at this particular intersection are more effectively served by an all-way STOP control than by a traffic signal. The existing STOP sign on westbound Mariposa Street slows traffic on westbound Mariposa Street as it approaches Mississippi Street, where the land uses change from generally commercial to mostly residential. SFMTA does not want to encourage a substantial amount of through westbound movements on Mariposa Street west of Mississippi Street, which a traffic signal could encourage. Given that no feasible mitigation is identified, the proposed project’s impact on this intersection’s operations would be significant and unavoidable.

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<sup>38</sup> Ibid.

In addition to Mitigation Measures M-TR-2a and M-TR-2b, implementation of Transportation Demand Management measures could reduce the number of vehicle trips generated by the proposed project. The Project Sponsor has agreed to the following mitigation measure:

**Mitigation Measure M-TR-2c: Implement a Transportation Demand Management Plan.**

The project applicant and subsequent property owners shall prepare and implement a TDM Plan with a goal of reducing estimated one-way vehicle trips by 10 (ten) percent compared to the projections within the project's Transportation Impact Study. Prior to final certificate of occupancy for any new building associated with the project, the project applicant shall submit a TDM Plan to the Planning Department staff.

The project applicant is responsible for identifying the components of the TDM Plan that could reasonably be expected to achieve the reduction goal for each new building associated with the project, and for making good faith efforts to implement them. Components of the TDM Plan beyond Planning Code requirements could include, but are not limited to, education and marketing of transportation options; on-site safety strategies; subsidies for transportation options other than the single occupancy vehicle; providing additional car-share or bicycle parking; reducing the amount or restricting access to vehicular parking; unbundling vehicular parking from commercial tenants occupancy; and increasing the cost of vehicular parking. The TDM Plan shall include monitoring of person and vehicle trips traveling to and from the project site to determine the TDM Plan's effectiveness, as outlined below. The TDM Plan shall be adjusted based on the monitoring results if three consecutive monitoring results show that existing measures are not creating a trend toward meeting the reduction goal.

*TDM Plan Monitoring:* The project sponsor shall collect data and make monitoring reports available for review and approval by the Planning Department staff.

- Timing: Monitoring data and reports shall be required to be submitted to Planning Department staff every two years for a period of eight years and every four years thereafter (referred to as reporting periods), until two consecutive reporting periods display the project has met the reduction goal. The first monitoring report is required one year after initial occupancy of either building. The timing may be modified by the Planning Department as needed to consolidate this requirement with other annual monitoring and/or reporting requirements for the project. Each trip count and survey (see below for definitions) shall be completed within 90 days following the end of the applicable reporting period. Each monitoring report shall be completed within 180 days following the applicable reporting period.
- Components: The monitoring report, including trip counts and surveys, shall include the following components OR comparable alternative methodology and components as approved or provided by Planning Department staff:
  - Trip Count and Intercept Survey: Trip count and intercept survey of persons and vehicles arriving and leaving the building for no less than two days of the reporting period between 6:00 a.m. and 8:00 p.m. One day shall be a Tuesday, Wednesday, or Thursday, and another day shall be a Saturday.

- Property Manager/Coordinator Survey: The project sponsor shall request in writing from Planning Department Staff a survey (online or paper) that shall be completed by property manager/coordinator to document which TDM Plan were implemented during the reporting period and obtain basic building information (e.g., percent unit occupancy, off-site parking utilization by occupants of the building, loading frequency, etc.). This survey shall be included in the monitoring report submitted to Planning Department staff.
- Travel Demand Information: The above trip count and survey information shall be able to provide travel demand analysis characteristics as outlined in the SF Guidelines in effect at the time of the survey.
- Assistance and Confidentiality: Planning Department staff will assist the TDM Coordinator on questions regarding the components of the monitoring report and shall ensure that the identity of individual survey responders is protected.

The project applicant cannot require participation in all proposed measures under its TDM Plan, and the trip reduction number is stated as a goal and not an absolute requirement. However, if such measures are implemented and meet the 10 percent reduction goal, this would not reduce volumes sufficiently to reduce the impacts at impacted intersections to less-than-significant levels if measures M-TR-2a and M-TR-2b are not implemented. A higher reduction goal in the mitigation measure was determined speculative given the current limited amount of data in San Francisco regarding the effectiveness of Transportation Demand Management measures, the voluntary nature of compliance with TDM measures by users of the buildings, and the uncertain feasibility of achieving a greater reduction goal. Therefore, this impact would be considered significant and unavoidable.

**Impact TR-3: The proposed project would not result in a substantial increase in transit demand that could not be accommodated by Muni transit capacity; nor would it affect transit operating conditions within the project vicinity such that adverse impacts to Muni transit service could occur. (Less-than-significant)**

As mentioned in **Table IV.A-9**, the proposed project would generate approximately 290 transit trips during the PM peak hour. Transit riders to and from the project site would likely use the nearby Muni bus routes and rail lines for local transit trips<sup>39</sup>, and the regional transit lines (potentially with transfers to and from Muni) for trips outside San Francisco. The project site is approximately 0.10 mile (1 block) from the 10 Townsend and 22 Fillmore Muni bus stops at the intersection of Connecticut Street and 17<sup>th</sup> Street. The project site is approximately 0.35 miles and 0.4 mile from the 19 Polk inbound and outbound Muni bus stops, respectively. These bus stops are located at the intersection of 16<sup>th</sup> Street and De Haro Street and 16<sup>th</sup> Street and Rhode Island Street, respectively. The project site is approximately 0.5 mile west of the nearest T Third Street Muni light rail line stop at South Street. The nearest regional transit facility is the 16<sup>th</sup> Street BART station which is approximately 1.2 miles west of the project site.

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<sup>39</sup> It should be noted that inbound and outbound transit trips generated by the project would not necessarily correspond with the inbound and outbound Muni screenlines. For instance, an inbound trip to the project site via the 19 Polk from the north half of Superdistrict 1 would correspond with an inbound trip on the Muni northeast screenline. However, the same trip would correspond to an outbound trip on the Muni southeast screenline.

During the PM peak hour, the proposed project would generate 170 inbound and 120 outbound transit trips to the project site. It is estimated that of these transit trips, approximately 93 trips would cross the PM peak hour Muni outbound screenlines and 26 would cross the regional outbound screenlines for BART, AC Transit, Golden Gate Transit, Caltrain, and SamTrans as shown in **Table IV.A-14** and **Table IV.A-15**. Of the 26 transit trips that would cross the regional screenlines, 18 transit trips would cross more than one screenline. 189 transit trips would not cross an outbound PM peak hour screenline (i.e., some trips would be headed in the inbound direction during the PM peak hour and other trips would not cross a screenline at all). Of the approximately 93 transit trips that would cross the PM peak hour Muni outbound screenlines, 23 trips would cross the Northeast screenline, 7 trips would cross the Northwest screenline, 62 trips would cross the Southeast screenline and one trip would cross the Southwest screenline.

#### Local Transit

**Table IV.A-14** summarizes the ridership and capacity under Existing Plus Project Conditions for Muni screenlines. As shown in **Table IV.A-14**, under Existing Plus Project Conditions, all screenlines and corridors would continue to operate under the Muni 85 percent capacity utilization threshold. Therefore, the proposed project would have a less-than-significant impact on Muni ridership and capacity utilization.

While the proposed project would add 93 outbound transit trips during the PM peak hour, which would be distributed among the Muni screenlines, as shown in **Table IV.A-14**, the transit-related trips generated by the proposed project would not, as discussed above, cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity.

Of the transit routes serving the project site, only the 10 Townsend bus route is currently operating at or above 85 percent capacity utilization as shown in **Table IV.A-3**. The proposed project would add 8 trips to the outbound 10 Townsend bus route, crossing the Northeast screenline, representing 4.1 percent of the ridership. This increase would not represent a substantial contribution and would therefore have a less-than-significant impact.

The proposed project would add vehicle trips to streets with Muni bus service, including 16th Street, 18th Street, Rhode Island Street, and De Haro Street. However, as the relevant intersections and approaches are continuing to operate at an acceptable LOS, it is expected that these project-related vehicle trips would not affect transit operations and would generally not be in direct conflict with Muni buses and light rail vehicles. In addition, the proposed project would not be adding any new curb cuts which could create substantial delays from vehicle queuing on any of the roadways which Muni operates upon. Furthermore, no bus and light rail stop locations exist directly adjacent to the project site. The nearest bus stop is located at 16th Street and Missouri Street and the nearest light rail stop is located at 3rd Street and South Street. As such, the proposed project would not substantially affect Muni transit operations (i.e., delays or operating costs). Therefore, the proposed project would have a less-than-significant impact on Muni transit operations.

It should be noted that the proposed project's retail uses would be subject to the Transit Impact Development Fee (TIDF). The TIDF attempts to recover the cost of carrying additional transit riders generated by new development by obtaining fees on a square footage basis. TIDF funds may be used to increase transit service. It should also be noted that San Francisco is currently proposing to replace the Transit Impact Development Fee with one that covers more types of development. The new fee would be called the Transportation Sustainability Fee and would provide additional revenue to help fill the City's transportation funding gap (Board of Supervisors File Number 150790).

Table IV.A-14 – Muni Screenline Analysis - PM peak hour (Outbound)

Screenline	Transit Corridor <sup>3</sup>	Capacity	Existing Conditions		Existing Plus Project Conditions	
			Maximum Load	Utilization	Maximum Load <sup>1,2</sup>	Utilization
Northeast						
	Kearny/Stockton:	3,291	2,158	66%	2,158 (0)	66%
	All Other Lines:	1,078	570	53%	593 (23)	55%
	Subtotal	4,369	2,727	62%	2,751 (23)	63%
Northwest						
	Geary Corridor:	2,528	1,814	72%	1,816 (2)	72%
	California:	1,686	1,366	81%	1,367 (1)	81%
	Sutter/Clement:	630	470	75%	471 (1)	75%
	Fulton/Hayes:	1,176	965	82%	966 (1)	82%
	Balboa:	929	637	69%	639 (2)	69%
	Subtotal	6,949	5,252	76%	5,259 (7)	76%
Southeast						
	3rd Street:	714	550	77%	568 (18)	74%
	Mission:	2,789	1,529	55%	1,529 (0)	55%
	San Bruno/Bayshore	2,134	1,320	62%	1,320 (0)	62%
	Other Lines:	1,712	1,034	60%	1,078 (44)	63%
	Subtotal	7,349	4,433	60%	4,495 (62)	61%
Southwest						
	Subway Lines:	6,294	4,747	75%	4,748 (1)	73%
	Haight/Noriega:	1,651	1,105	67%	1,105 (0)	67%
	All Other Lines:	700	276	39%	276 (0)	39%
	Subtotal	8,645	6,128	71%	6,129 (1)	71%
Total		27,312	18,541	68%	18,634 (93)	68%

**Source:** SFMTA TEP Project, Case No. 2011.0558E, October 2012; DKS Associates, 2014

**Notes:**

1. Muni bus data collected between August 2011 and October 2011 (except 1AX and 1BX which is January to March 2012). Muni rail data collected between September 2007 and February 2010.
2. proposed project trips are in parentheses (XX).
3. Refer to Appendix J for routes listed under each corridor.

**Table IV.A-15– Existing Plus Project Conditions Regional Screenline Analysis – Weekday PM peak hour (Outbound)**

Screenline	Transit Corridor	Capacity	Existing Conditions		Existing Plus Project Conditions	
			Maximum Load	Utilization	Maximum Load <sup>1</sup>	Utilization
East Bay						
	BART	22,050	19,716	89%	19,724 (8)	89%
	AC Transit	3,926	2,256	57%	2,256 (0)	57%
	Ferries	1,615	805	50%	805 (0)	50%
	Subtotal	27,591	22,777	83%	22,785 (8)	83%
North Bay						
	Golden Gate Transit Bus	2,817	1,384	49%	1,387 (3)	49%
	Ferries	1,959	968	49%	968 (0)	49%
	Subtotal	4,776	2,352	49%	2,355 (3)	49%
South Bay						
	BART	14,910	10,682	72%	10,694 (12)	72%
	Caltrain	3,100	2,377	77%	2,380 (3)	77%
	SamTrans	320	141	44%	141 (0)	44%
	Ferries	-	-	-	-	-
	Subtotal	18,330	13,200	72%	13,215 (15)	72%
Total		50,697	38,329	76%	38,355 (26)	76%

**Source:** SFMTA TEP Project, Case No. 2011.0558E, October 2012, DKS, 2012

**Notes:** <sup>1</sup> proposed project trips are in parentheses (XX).

### Regional Transit

Similar to Muni, the analysis for regional transit screenlines assesses the effect of project-generated transit trips in the outbound direction for regional transit operators during the weekday PM peak hour. **Table IV.A-15** summarizes the ridership and capacity for the regional screenlines under the Existing Plus Project Conditions. As shown in **Table IV.A-15**, the proposed project would add approximately 26 new transit riders in the weekday PM peak hour to the three regional screenlines: eight transit trips to the East Bay, three transit trips to the North Bay, and 15 transit trips to the South Bay. The proposed project would not cause the regional transit services to exceed 100-percent capacity utilization. As a result, the proposed project would have a less-than-significant impact on ridership and capacity utilization for the regional transit operators.

No regional transit facilities exist adjacent to the project site, and therefore, similar to local transit, the proposed project trips would not alter any regional transit operations in the project area. As such, the proposed project would not adversely affect regional transit operations and would have a less-than-significant impact on regional transit.

**Impact TR-4: The proposed project would not result in an increase in the amount of overcrowding on public sidewalks, interfere with pedestrian circulation and circulation to nearby areas and buildings, nor create potentially hazardous conditions for pedestrians. (Less-than-significant)**

#### *Planning Code Compliance*

The *Better Streets Plan*, which is codified in Section 138.1 of the *Planning Code*, outlines required and recommended minimum sidewalk widths for various street types. The streets that border the project site, 16<sup>th</sup> Street, 17<sup>th</sup> Street, and Mississippi Street, have all been classified as mixed-use. According to the *Better Streets Plan* guidelines, the minimum sidewalk width is 12 feet and recommended sidewalk width is 15 feet for mixed-use streets.

Sidewalks exist along the perimeter of the project site. To comply with the Better Streets Plan recommendations, the proposed project would widen the existing 10-foot sidewalk on the north side (16<sup>th</sup> Street) and the existing 14.3 foot sidewalk on the east side (Mississippi street) of the project site to 15 feet. To comply with the Better Streets Plan minimum width, the proposed project would widen the existing 10-foot sidewalk (measured from the property line to edge of curb) on the south side (17<sup>th</sup> Street) of the project site to 12 feet.

In compliance with Section 270.2 of the Planning Code, the proposed project would include an approximately 30 to 40-foot-wide pedestrian alley along the west side of the development. This alley would provide a north-south pedestrian connection between 16<sup>th</sup> Street and 17<sup>th</sup> Street that would be publicly accessible 24-hours a day. As shown in **Figure II.3**, residential entry points would be accessed through a pedestrian mews with entrances at Mississippi Street and the pedestrian alley. The primary entry points for the residential uses would be lobbies located along 16<sup>th</sup> Street, Mississippi Street, and 17<sup>th</sup> Street. Retail access would be located along 16<sup>th</sup> Street and 17<sup>th</sup> Street and pedestrians walking from on-street parking to retail space may use the pedestrian alley and sidewalks surrounding the project site as shown in **Figure II.3**.

In addition, pedestrian visibility improvements would be made to the intersection of 17<sup>th</sup> Street and Texas Street by providing continental crosswalk markings and non-electronic pedestrian crossing signage along all approaches to the intersection, subject to approval by SFMTA.

#### *Pedestrian Trips and Relevant Vehicle and Loading Trips*

Although **Table IV.A-9** only reports the primary mode of transportation, most transportation journeys begin and end as pedestrian (walking) trips. Longer walking trips associated with other primary modes typically occur with transit trips to and from transit stops, while other transportation trips consist solely of walking. As stated in **Table IV.A-9**, the proposed project would generate 302 walking trips as the primary mode and 290 transit trips during the PM peak hour with the majority (67 percent) of walking trips related to the retail use. The majority of transit trips (60 percent) are from residential use with the remaining (40 percent) from retail use.

New vehicle trips can cause conflicts with pedestrians. Therefore, the following provides the proposed project's net new vehicle trips at the proposed buildings' garage ingress/egress points. The proposed project would generate a total of 284 net new inbound vehicle trips and 229 net new outbound vehicle trips during the PM peak hour. The 16<sup>th</sup> Street Building would generate 182 net new inbound PM peak hour vehicle trips (90 residential, 92 retail, not including 3 vehicle-trip credit) and 150 net new outbound PM

peak hour vehicle trips (45 residential, 105 retail, not including 8 vehicle-trip credit). This would represent approximately three inbound and three outbound vehicle trips per average minute throughout the PM peak hour for the “16<sup>th</sup> Street building’s” parking garage ingress/egress.

The 17th Street Building would generate 108 inbound PM peak hour vehicle trips (47 residential, 61 retail, not including 3 vehicle-trips credit) and 94 outbound PM peak hour vehicle trips (24 residential, 70 retail, not including 7 vehicle-trips credit). This would represent approximately two inbound and two outbound vehicle trips per average minute throughout the PM peak hour for the “17<sup>th</sup> Street building’s” parking garage ingress/egress.

Similarly, new loading trips can cause conflicts with pedestrians. The proposed project would generate a peak demand of five loading trips during the peak hour of loading activities.

#### *Sidewalk Crowding*

Existing pedestrian volumes, as described in the Pedestrian Network Section, in the project site vicinity, including pathways to transit stops, were observed to be light. The proposed project-related pedestrian traffic would be accommodated by existing pedestrian facilities and improved pedestrian facilities (i.e., widened sidewalks and pedestrian alley) in the project site vicinity. Therefore, the proposed project would not result in substantial overcrowding on public sidewalks and its impact on sidewalk overcrowding would be less-than-significant.

#### *Potentially Hazardous Conditions*

The proposed project would include three separate vehicle driveways along Mississippi Street. One new driveway would provide ingress/egress to the at-grade off-street loading space for the 16th Street Building. The new curb cut for this new driveway would be 12-linear feet wide and approximately 100 to 112 feet from the 7th/16th/Mississippi Street intersection. Approximately 14 feet south of this new driveway, another new driveway would provide ingress/egress to a two-level garage containing retail and residential parking in the 16th Street Building. The new curb cut for the new driveway would be 20-linear feet wide. Approximately 135 feet south of the new parking garage driveway for the 16th Street Building, the third new driveway would provide ingress/egress to a one-level garage containing residential and retail parking in the 17th Street Building. The new curb cut for the new driveway would be 20-linear feet wide. The proposed project would generate more vehicular traffic at these three driveways than currently generated under existing conditions. Thus, the proposed project would have the potential to conflict with pedestrians along the western sidewalk of Mississippi Street, as described further below.

The gate to the parking garage of the 16th Street Building would be open during business hours (7:00 am to 8:00 pm) for retail parking, while the gate to parking garage of the 17th Street Building, which would not contain short-term retail customer parking, would remain closed to the general public at all times. The interior space of the new parking garages would be able to accommodate the anticipated number of vehicles entering the project site, including during the PM peak hour. Therefore vehicles queuing on the sidewalk to enter the parking garage should be limited. The new off-street loading dock would be 63 feet in length. This length would be able to accommodate the type of trucks (including occasional larger trucks)

anticipated to be generated by the proposed project. Given the relative infrequency of delivery vehicles<sup>40</sup> entering the off-street loading dock and the ability of the off-street loading dock to accommodate the type of delivery vehicles generated by the proposed project, potential hazards to pedestrians due to trucks blocking the sidewalk would be minimal.

Four local transit stops are located near the project site. The project site is adjacent to the 55 16<sup>th</sup> Street bus stops at 16<sup>th</sup> Street and Missouri Street, approximately 0.10 mile (1 block) from the 10 Townsend and 22 Fillmore bus stops at Connecticut Street and 17<sup>th</sup> Street, and approximately 0.35 mile and 0.4 mile from the 19 Polk inbound (at De Haro Street and 17<sup>th</sup> Street) and outbound (at Rhode Island Street and 17<sup>th</sup> Street) bus stops, respectively. The project site is approximately 0.5 mile west of the nearest T Third Street light rail line stop at South Street. Those accessing the project site using Muni buses would walk along 17<sup>th</sup> Street after disembarking. Those using Muni light rail to access the project site would walk south along 3<sup>rd</sup> Street, and turn right onto 16<sup>th</sup> Street. Generally, the sidewalks leading to these transit stops are in good condition with minimal cracking and rutting and most intersections include designated crosswalks. For the above reasons, the proposed project would not create potentially hazardous conditions for pedestrians.

#### *Pedestrian Accessibility*

The proposed project would not include sidewalk narrowing, roadway widening, removal of center medians, or other conditions that would otherwise interfere with pedestrian accessibility to the site and adjoining areas.

#### *Conclusion*

The proposed project would not overall result in overcrowding on public sidewalks, interfere with pedestrian circulation and circulation to nearby areas and buildings, or create potentially hazardous conditions for pedestrians. The proposed project would also create additional corridors for pedestrian circulation and provide crosswalk visibility improvements at the intersection of 17<sup>th</sup> Street and Texas Street. As such, pedestrian impacts resulting from the proposed project would be less-than-significant.

**Impact TR-5: The proposed project would not result in potentially hazardous conditions for bicyclists, or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas. (Less-than-significant)**

#### *Planning Code Compliance*

Planning Code section 155.2 states that for buildings with over 100 dwelling units, the minimum number of Class 1<sup>41</sup> bicycle parking spaces required is 100 plus one for every four dwelling units over 100. It also states the minimum number of Class 2 bicycle parking spaces required is one for every 20 units. For retail uses, one Class 1 bicycle parking space is required for every 7,500 square feet of occupied floor area. In addition, for Class 2 bicycle parking spaces, a minimum of two spaces total or one space for every 2,500

<sup>40</sup> Five loading trips are anticipated during the peak hour of loading activities. However, as described further in the loading impacts discussion below, not all of the loading trips are anticipated to occur in the off-street loading dock.

<sup>41</sup> According to the *Planning Code*, Class 1 bicycle spaces are defined as "Spaces in secure, weather-protected facilities intended for use as long-term, overnight, and work-day bicycle storage by dwelling unit residents, non-residential occupants, and Employees". Class 2 spaces are "spaces located in a publicly-accessible, highly visible location intended for transient or short-term use by visitors, guests, and patrons to the building or use."

square feet of occupied floor area are required, whichever is larger. Bicycle space requirements for restaurant use are the same as retail, except that for Class 2 bicycle parking spaces for restaurant use, a minimum of two spaces total or one space for every 750 square feet of occupied floor area are required, whichever is larger.

Under Planning Code Section 155.2, the residential portion of the new 16th Street Building (260 units) would be required to provide 140 Class 1 and 13 Class 2 bicycle parking spaces. The retail portion of this building would be required to provide two Class 1 bicycle parking spaces and 12 Class 2 bicycle parking spaces. Thus, the combined bicycle parking space requirement for both residential and commercial uses for the proposed 16th Street Building would be 142 Class 1 spaces and 23 Class 2 bicycle parking spaces. The 16th Street Building would provide a total of 264 Class 1 spaces and 40 Class 2 bicycle parking spaces, which would be more than what is required by the Planning Code.

Under Planning Code Section 155.2, the residential portion of the new 17th Street Building (135 units) would be required to provide 109 Class 1 and 7 Class 2 bicycle parking spaces. The retail portion of this building would be required to provide two Class 2 bicycle parking spaces. The “17th Street” building would provide a total of 191 Class 1 spaces and 12 Class 2 spaces, which would be more than what is required by the Planning Code.

In total, the proposed project would be required by the Planning Code to provide 251 Class 1 bicycle parking spaces and 34 Class 2 bicycle parking spaces in sidewalk racks.<sup>42,43</sup> The proposed project would exceed these requirements by providing a total of 455 Class 1 bicycle parking spaces and 52 Class 2 bicycle parking spaces. Under Planning Code Section 155.4, the residential portion of the proposed project would be exempt from providing bicycle-use related shower facilities and clothes lockers, as would the retail portion because it would contain less than 25,000 gross square feet.

#### *Bicycle Trips and Relevant Vehicle and Loading Trips*

The proposed project would generate 671 daily “other” trips, a portion of which would be bicycle trips. Similar to pedestrians, new vehicle and loading trips can cause conflicts with bicyclists. Therefore, please refer to Impact TR-4 above for more detailed estimates related to the proposed project’s vehicle and loading demand.

#### *Potentially Hazardous Conditions*

Three bicycle routes exist within the vicinity of the project site. Bicycle route 40 runs along 16th Street, bicycle route 23 runs along 7th Street, Mississippi Street, and Mariposa Street, and bicycle route 7 runs along Indiana Street and Mariposa Street. Based on existing observations, along Mississippi Street, bicycles traveling in the Class II bicycle facilities were seen to be in occasional conflict with the large vehicles turning to access the project site via the three existing curb cuts on the west side of the street. Additionally, at this location, occasional conflicts were observed between large trucks and bicyclists, as large trucks unload/load and block the entirety of the southbound Class II bicycle lane for periods sometimes lasting longer than 30 minutes.

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<sup>42</sup> The sidewalk racks would be subject to MTA and Public Works approval.

<sup>43</sup> Calculation based on gross square footage, whereas requirement is based on occupied square footage, so the requirement may be less.

At other locations in the study area, a small number of conflicts were observed between turning bicycles and pedestrians in crosswalks. The Mariposa Street and I-280 northbound off-ramp is signalized but conflicts between vehicles turning east or west to Mariposa Street were observed. In general, vehicles traveling to and from the I-280 ramps were seen traveling at speeds higher than those along Mariposa Street, resulting in shorter reaction times for turning vehicles trying to avoid bicycles. None of the bicycle routes in the project vicinity are located on the “Bicycle High Injury Corridors” map as identified by SFMTA<sup>44</sup>.

The proposed project would generate more vehicle trips to the area roadways that contain bicycle routes than the current use at the project site. In particular, the proposed project would generate more vehicle trips along bicycle route 23. Vehicles and delivery trucks would enter and exit the two new parking garages and off-street loading dock from the southbound and northbound direction along Mississippi Street (bicycle route 23). As vehicles and delivery trucks approach and leave the new parking garages and off-street loading dock, vehicles would cross the southbound Class II bicycle lane.

The existing parking lane along the west curb and adjacent to the southbound Class II bicycle lane would serve as a de facto right turn lane as southbound vehicles enter the new parking garages. Given that on-street parking would remain to the north of both new parking garages on the project site, this right turn lane into the new parking garages would be short (approximately 25 feet for the 16th Street Building and 9 feet for the 17th Street Building). A short right turn lane length should limit the speed of vehicles crossing the southbound Class II bicycle lane and entering the new parking garages because the vehicles would need to reduce speed to enter the curb lane first and then make the turning radii into the new parking garages.<sup>45</sup> In addition, a short right turn lane limits the amount of time bicyclists are exposed to vehicular traffic on both sides. For northbound vehicles entering the new parking garages, vehicles would have to wait for a pause in vehicular and bicycle traffic before turning across the southbound travel and Class II bicycle lanes.

The gate to the parking garage of the 16th Street Building would be open during business hours (7:00 am to 8:00 pm) for retail parking, while the gate to parking garage of the 17th Street Building, which would not contain short-term retail customer parking, would remain closed to the general public at all times. The interior space of the new parking garages would be able to accommodate the anticipated number of vehicles entering, including during the PM peak hour, therefore vehicles queuing on the Class II southbound bicycle lane to enter the new parking garages is not expected. The new off-street loading dock would be 63 feet in length. As discussed in the Impact TR-5, this length would be able to accommodate the type of trucks (including occasional large trucks) anticipated to be generated by the proposed project. Given the relative infrequency of delivery vehicles<sup>46</sup> entering the off-street loading dock, impacts to bicyclists due to trucks crossing the southbound Class II bicycle lane would be minimal.

<sup>44</sup>Vision Zero, DRAFT Capital Project Implementation in Support of Vision Zero, October 14, 2014,

<http://sfmta.com/sites/default/files/projects/2014/DRAFT%20Vision%20Zero%20Progress%20Report%20October%202014%202014.pdf>

<sup>45</sup> The NACTO Urban Bikeway Design Guides recommends right-turn only lanes should be short as possible along Through Bike Lanes, such as that present on Mississippi Street. Refer to <http://nacto.org/cities-for-cycling/design-guide/intersection-treatments/through-bike-lanes/>

<sup>46</sup> Five loading trips are anticipated during the peak hour of loading activities. However, as described further in Impact TR-6 discussion, not all of the loading trips are anticipated to occur in the off-street loading dock.

In addition, the proposed project would include two on-street loading zones along Mississippi Street. These two on-street loading zones would replace existing on-street vehicular parking spaces in the eight-foot-wide lane. The on-street loading zones are anticipated to be used for commercial and passenger loading. The width of these loading vehicles is estimated to be 8 feet wide and could be accommodated in the proposed on-street loading zones without blocking portions of the southbound Class II bicycle lane (refer to Impact TR-6 discussion below for further information). Thus, the proposed project would decrease the existing conflicts at the project site between large vehicles blocking the entirety of the southbound Class II bicycle lane. For the above reasons, the proposed project would not create potentially hazardous conditions for bicyclists.

#### *Bicycle Accessibility*

The proposed project would not include roadway widening, removal of a bicycle facility, or other conditions that would otherwise interfere with bicycle accessibility to the site and adjoining areas.

#### *Conclusion*

The proposed project would not interfere with bicyclist accessibility or create potentially hazardous conditions for bicyclists. As such, bicycle impacts resulting from the proposed project would be less-than-significant.

Although the proposed project would have less-than-significant impacts to bicyclists, the Project Sponsor has agreed to the following improvement measures, which could further reduce the proposed project's less-than-significant bicycle impacts.

#### **Improvement Measure I-TR-5a: On-site Bicycle Safety Strategies**

To reduce potential conflicts with cyclists, the project sponsor should implement all of the following safety measures:

- Restrict commercial loading at the off-street loading dock to hours outside of the weekday AM and PM peak periods.
- Provide on-site signage (stop sign; sign indicating to drivers to be aware of pedestrians and bicyclists; and a no left turn sign, if warranted by SFMTA after further study as identified in Improvement I-TR-5b) at the exit point for the new parking garages and off-street loading dock. Deploy staff at the loading dock while commercial vehicles are being received in order to minimize the disruption to other modes of transportation.

#### **Improvement Measure I-TR-5b: On-Street Bicycle Safety Strategies**

To reduce potential conflicts with cyclists and turning vehicles accessing and leaving the project site, the project sponsor should coordinate with the San Francisco Municipal Transportation Agency (SFMTA) to determine whether the following would be appropriate:

- Provide bicycle lane visibility improvements for drivers of vehicles exiting the new parking garages by designating the first 20 feet of curb space to the north of the off-street loading curb cut for the 16th Street Building as well as the first 20 feet of curb space to the north of the new parking garage curb cut for the 17th Street Building as red zones or for motorcycle parking or Class 2 bicycle space parking.

- Provide bicycle lane visibility and transition improvements by providing colored pavement markings along Mississippi Street and dashed line markings at entrance points to the new parking garages, such as those described in the NACTO Urban Bikeway Design Guide.
- If determined to be necessary by the SFMTA after a one-year observation period following initial occupancy of the proposed project, restrict northbound and southbound traffic from turning left along Mississippi Street mid-block between 16th and 17th Street by restriping it with double-yellow lines.
- If determined to be necessary by the SFMTA after a one-year observation period following initial occupancy of the proposed project, restrict on-street commercial loading during the weekday AM and PM peak periods.

The bicycle lane visibility improvements as outlined in the first and second bullet points above should be completed prior to when the Final Certificate of Occupancy is received for either new building. If, after a one-year observation period that commences after the initial occupancy of the proposed project, the SFMTA determines it is necessary that either restricting northbound and southbound traffic along Mississippi Street mid-block between 16th and 17th Street (as detailed in the first bullet point above) and/or restricting on-street commercial loading during the weekday AM and PM peak periods (as detailed in the second bullet point above), the project sponsor should pay for the cost to design and implement these improvements.

**Impact TR-6: The loading demand of the proposed project would be accommodated within the proposed off-street loading facilities or within convenient on-street loading zones, and would not create potentially hazardous conditions or significant delays for traffic, transit, bicyclists or pedestrians. (Less-than-significant)**

#### *Planning Code Compliance*

According to Table 152.1 in the Planning Code, the minimum number of required off-street freight loading spaces in Eastern Neighborhoods Mixed Use districts is one off-street loading space for retail stores and restaurants with gross floor area totaling between 10,001 and 30,000 square feet. No off-street loading spaces are required for retail stores and restaurants less than 10,000 square feet. For residential uses, one off-street loading space is required for uses with gross floor area between 100,001 and 200,000 square feet and two off-street loading spaces are required for uses with gross floor area between 200,001 and 500,000 square feet.

The 16th Street Building, which would contain 20,318 square feet of retail/restaurant space, would provide one retail off-street loading space, thereby satisfying the Planning Code requirements. The 16th Street Building would contain 278,150 square feet of gross floor area for residential uses and would not provide any off-street loading spaces. Therefore, the project sponsor is seeking an exception to the two off-street loading space requirement associated with the proposed residential use for the 16th Street building.

The 17th Street Building would contain 4,150 square feet of retail/restaurant space, which is less than 10,000 square feet. Therefore it would be exempt from having to provide an off-street retail loading space. The 17th Street Building would contain 160,531 square feet of gross floor area for residential uses and would not provide any off-street loading spaces. Therefore, the project sponsor is seeking an exception to the one off-street loading space requirement associated with the proposed residential use for the 17th Street building.

In total, the proposed project would be required by the Planning Code to provide four off-street loading spaces (three residential, one commercial). The proposed project would provide one off-street loading space (one commercial) and would not meet the Planning Code requirements.

According to Section 154 of the Planning Code, every required off-street loading space shall have a minimum length of 35 feet, a minimum width of 12 feet, and a minimum vertical clearance including entry and exit of 14 feet. The off-street loading space provided in the 16th Street Building would be 63-feet long, 18-feet wide, and have a vertical clearance of 14 feet, which complies with Planning Code requirements.

#### *Loading Demand and Vehicle Size*

It is estimated that 59 daily truck trips would be generated by the Project. Approximately four loading trips (one residential, three commercial) would be generated during the average hour, with a demand of five loading trips (one residential, four commercial) during the peak hour. Most of the demand (76 percent<sup>47</sup>) would come from shorter vehicles (cars, pickup trucks, vans, and small delivery trucks) whose length is 20 feet or less. The standard width of a truck is 8 feet, based on American Association of State Highway and Transportation Officials (AASHTO) Geometric Design of Highways and Streets (2004 Edition). Residential moving activities would likely take place in the underground parking garage or in the designated on-street loading zone.

#### *Loading Supply*

Inside the 16th Street Building, the off-street loading dock would be able to accommodate one commercial vehicle. Along the curb on the west side of Mississippi Street and to the south of the new “16th Street building’s” parking garage, the proposed project would include one 40-foot commercial loading zone (yellow curb) and one 40-foot passenger loading zone (white curb). Similarly, along the curb on the west side of Mississippi Street and to the south of the new “17th Street building’s” parking garage, the proposed project would include one 40-foot commercial loading zone (yellow curb) and one 40-foot passenger loading zone (white curb). Conservatively assuming that the commercial vehicles during the peak hour of loading activities would be 30 feet in length or shorter (which would constitute approximately 95 percent of anticipated loading vehicles), and further assuming the average delivery/pickup takes 25 minutes, approximately six commercial vehicles could be serviced in one hour between the off-street loading dock and two on-street commercial loading zones.<sup>48</sup> This is greater than the estimated commercial loading demand of four loading spaces during the peak hour. In addition, the two 40-foot passenger loading zones could also accommodate the estimated residential demand of one loading space during the peak hour. Therefore, the loading demand during the peak hour of loading activities could be accommodated within the proposed off-street loading facilities or within the proposed nearby on-street loading zones. As such, loading impacts resulting from the proposed project would be less-than-significant.

#### *Other Traffic Hazards – Loading*

According to the AASHTO Geometric Design of Highways and Streets manual, the minimum design turning radii for a 45-linear-foot, articulated trailer vehicle is 40 feet. At the intersection of 7th/16th/Mississippi, this size vehicle would be able to turn into and off of Mississippi Street, as the

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<sup>47</sup> SF Guidelines, Appendix H, Table H-2

<sup>48</sup> SF Guidelines, Appendix H. Assumes two commercial vehicles per hour at each proposed space.

intersection is large enough to accommodate wide turning movements. The intersection of 17th Street and Mississippi Street would also be able to accommodate the truck turning movements from this size vehicle, but the vehicle may cross the opposing travel lane while crossing the intersection. These size vehicles currently access the existing uses at the project site. A truck turning assessment indicates that an articulated trailer vehicle (45-linear-foot, WB-40) would be able to reverse into the off-street loading dock space. In order to access this off-street loading dock space, the articulated trailer truck would have to travel southbound along Mississippi Street approximately 115 feet past the new off-street loading dock, stop, and then reverse into the off-street loading dock space. The reverse maneuver would also require the vehicle to swing into the northbound travel lane. These size (45-foot-long) vehicles are anticipated to total only one percent of the approximately 59 daily truck trips (i.e., one truck of this size approximately every two days). Given the infrequency of these size vehicles accessing the proposed uses and that these size vehicles access the existing uses, the proposed project's loading would not cause major traffic hazards.

Although the proposed project would have less-than-significant impacts to loading, the following improvement measures, in addition to those mentioned in Improvement Measures I-TR-5a and I-TR-5b related to bicyclists, could further reduce the proposed project's less-than-significant loading impacts. The Project Sponsor has agreed to the following improvement measure:

#### **Improvement Measure I-TR-6: Off-street Loading Management**

To minimize the potential for double parking due to potential shortage of available off-street or on-street commercial and passenger loading spaces, the project sponsor, property owner, or official designee of the development should implement all of the following measures:

- Identify a Loading Coordinator(s) for each new building. The Loading Coordinator is responsible for the implementation and ongoing operation of all other loading measures identified below, as well as those identified in Improvement Measures I-TR-5a and I-TR-5b:
  - Require residential move-in and move-out activities to be scheduled and coordinated.
  - Require large vehicle commercial loading delivery (i.e., those lasting longer than 30 minutes and/or 45-foot-long vehicles) to be scheduled and coordinated.
  - Discourage commercial vehicles and large residential move-in and move-out vehicles from double parking by advising the operators to return at a time when the off-street and on-street spaces are available for use.

#### **Impact TR-7: The proposed project would not result in significant impacts on emergency vehicle access. (Less-than-significant)**

Emergency vehicle access would be provided along Mississippi Street. The proposed loading zones along Mississippi Street would provide the most direct emergency access to the site because vehicles could be easily cleared in this area. These loading zones would be adjacent to the retail portion and the residential units on the eastern side of the proposed project. Emergency vehicles would also be able to access the commercial and residential buildings via the respective parking facilities and via the freight loading facility from Mississippi Street. The proposed project would not block travel lanes in the vicinity. Because emergency service providers would continue to have adequate emergency vehicle access, the proposed project would have a less-than-significant impact on emergency vehicle access.

**Impact TR-8: The proposed project would not result in construction-related transportation impacts because of the temporary and limited duration of these activities. (Less-than-significant)**

Based on preliminary construction information provided by the project sponsor, construction is estimated to take approximately 24 months, staggered slightly between the two buildings. Typical hours of construction would occur on weekdays between 7:00 AM and 4:00 PM. The hours of construction would be consistent with the Department of Building Inspection requirements, and the contractor would need to comply with the San Francisco Noise Ordinance.<sup>49</sup> There may be some need for additional construction activity later during weekdays, on Saturdays, or on an as-needed basis. This construction activity, if outside of regulated construction days/hours, would be subject to review by the San Francisco Public Works and Department of Building Inspection and would be required to comply with the Noise Ordinance.

Construction staging and delivery activities would generally occur on-site. Loading and unloading of materials could occur on 16th Street, 17th Street, and Mississippi Street. If any temporary traffic lane, parking lane, or sidewalk closures are necessary, closures would be required to be coordinated with City agencies to lessen the effects of the construction-related activities. Any traffic lane closures and sidewalk closures are subject to review and approval by the City's Transportation Advisory Staff Committee (TASC) which involves several departments including Public Works, SFMTA, San Francisco Police Department, and San Francisco Fire Department. In addition, the contractor would be required to follow "Regulations for Working in San Francisco Streets" (the Blue Book), which is available from SFMTA ([www.sfmta.com/cms/vcons/bluebook.htm](http://www.sfmta.com/cms/vcons/bluebook.htm)). Also, although conflicts with transit operations are not anticipated, the project sponsor/contractor would be required to coordinate with the Street Operations and Special Events Office at Muni to coordinate the schedule of construction activities and to decrease any potential conflicts construction activities may have on transit services or facilities.

Construction impacts would be predominantly limited to the site and limited in duration; therefore, the proposed project impacts were determined to be less-than-significant.

Although the proposed project would have less-than-significant construction impacts, the Project Sponsor has agreed to the following improvement measure, which could further reduce the proposed project's less-than-significant construction impacts.

**Improvement Measure I-TR-8: Construction Management.**

The project sponsor should develop and, upon review and approval by the San Francisco Municipal Transportation Agency (SFMTA) and San Francisco Public Works, implement a Construction Management Plan (CMP), addressing transportation-related circulation, access, staging, and hours for deliveries.

The CMP would disseminate appropriate information to contractors and affected agencies with respect to coordinating construction activities to minimize overall disruptions and ensure that overall circulation in the project area is maintained to the extent possible, with particular focus on ensuring transit, pedestrian, and bicycle connectivity. The CMP would supplement and expand,

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<sup>49</sup> The San Francisco Noise Ordinance, Article 29 of the Police Code, permits construction activities seven days a week, between 7:00 AM and 8:00 PM.

rather than modify or supersede, any manual, regulations, or provisions set forth by the SFMTA, Public Works, or other City departments and agencies, and the California Department of Transportation. The CMP should include, but not be limited to, the following:

- Management practices include, but are not limited to the following:
  - Identifying ways to reduce construction worker vehicle-trips through transportation demand management programs and methods to manage construction worker parking demands (e.g., recommending that construction companies encourage their workers to walk, cycle, rideshare or take transit to and from the construction site).
  - Identifying best practices for accommodating pedestrians, such as temporary pedestrian wayfinding signage or temporary walkways.
  - Identifying best practices for accommodating bicyclists and bicycle facilities such as bicycle wayfinding signage or temporary detours.
  - Identify a route for construction-related trucks to utilize during construction. This route should follow 16th Street, 3rd Street, and Owens Street.
  - Minimizing deliveries and trucks trips to the project site during peak hours (generally 7 AM to 9 AM and 4 PM to 6 PM, but may include other times during Giants game days) where feasible, and having the construction manager endeavor to efficiently schedule deliveries and trucks trips to the project site when necessary during peak hours to minimize secondary effects to the surrounding transportation infrastructure.
- Develop a public information plan to provide adjacent residents and businesses with regularly-updated information regarding project construction activities, peak construction vehicle activities, (e.g. concrete pours), travel lane closures, and other lane closures.
- As part of the CMP review, the project sponsor should consult with SFMTA to assist coordination of construction traffic management strategies as they relate to transit operations and the needs of other users adjacent to the project site. Construction traffic management strategies include having a construction management contact person, advertisement of the construction schedule to local businesses and schools, and encouragement of construction workers to carpool or use alternative modes of travel.

**Impact TR-9: The proposed project would not result in parking-related transportation impacts because of sufficient parking supply available in the vicinity of and provided within the project site. (Less-than-significant)**

As discussed in Summary, SB 743 amended CEQA by adding Public Resources Code Section 21099 regarding the analysis of parking impacts for certain urban infill projects in transit priority areas. Public Resources Code Section 21099(d), effective January 1, 2014, provides that “parking impacts of a residential, mixed-use residential, or employment center project on an infill site located within a transit priority area shall not be considered significant impacts on the environment.” As previously discussed, the proposed project is within a transit priority area. Thus, this EIR does not consider adequacy of parking in determining the significance of project impacts under CEQA. However, the Planning Department acknowledges that parking conditions may be of interest to the public and the decision makers. Therefore,

this section presents an analysis of parking supply and demand and the Planning Code requirements for informational purposes.

Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. While parking conditions change over time, a substantial unmet parking demand caused by a project that creates hazardous conditions or significant delays to traffic, transit, bicycles or pedestrians could adversely affect the physical environment. Whether the unmet parking demand creates such conditions would depend on the magnitude of the shortfall and the ability of drivers to change travel patterns or switch to other travel modes. If a substantial unmet parking demand caused by a project creates hazardous conditions or significant delays in travel, such a condition could also result in secondary physical environmental impacts (e.g., air quality or noise impacts caused by congestion), depending on the project and its setting.

The absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service or other modes (walking and biking), would be in keeping with the City's "Transit First" policy and numerous San Francisco General Plan Policies, including those in the Transportation Element of the General Plan. The City's Transit First Policy, established in the City's Charter Article 8A, Section 8A.115, provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is unavailable. The secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area, and thus choose to reach their destination by other modes (i.e. walking, biking, transit, taxi). If this occurs, any secondary environmental impacts that may result from a shortfall in parking in the vicinity of the proposed project would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise and pedestrian safety analyses, would reasonably address potential secondary effects.

#### *Parking Demand*

As shown in **Table IV.A-12**, on an average weekday, the proposed project's short-term parking demand would be 273 parking spaces, all from the commercial (customer) uses, and long-term parking demand would be 544 parking spaces (500 residential uses; 44 commercial (employee) uses). Long-term parking is typically related to employees and residents while short-term parking is in reference to patrons and visitors and is typically less than four hours in length.

- Mid-Day (1:00 to 3:30 PM) – Conservatively assuming all of short-term parking demand, all of the commercial long-term parking demand, and 80 percent<sup>50</sup> of the residential long-term parking demand

<sup>50</sup> SF Guidelines, Appendix G.

would be needed during the midday period, the proposed project would have a mid-day parking demand of 717 parking spaces (400 residential uses; 317 commercial uses).

- Evening (6:30 to 8:00 PM) - Conservatively assuming all of short-term and long-term parking demand would be needed during the evening period, the proposed project would have an evening parking demand of 817 parking spaces (500 residential uses; 317 commercial uses).

#### *Parking Supply*

The proposed project would result in some on-street parking loss. The proposed project would widen the sidewalk on the north side of the project site along 16th Street from 10 to 15 feet, eliminating parking along that section and resulting in the loss of 16 parking spaces. In addition, the Project would include two loading zones and three curb cuts on the east side of the project site along Mississippi Street, resulting in the loss of 8 parking spaces. Thus, the total loss of on-street parking spaces would be 24 spaces.

The proposed project would provide 383 off-street parking spaces (336 residential use; 47 commercial use). In addition, the proposed project would include five car-share spaces, which are not included in the calculation below.

- Mid-Day (1:00 to 3:30 PM) – Assuming the loss of the 24 on-street spaces mentioned above and allocating that parking loss to commercial uses, the proposed project would have an unmet mid-day parking demand of 358 parking spaces (64 residential use; 294 commercial use).
- Evening (6:30 to 8:00 PM) - Assuming the loss of the 24 on-street spaces mentioned above and allocating that parking loss to commercial uses, the proposed project would have an unmet evening parking demand of 458 parking spaces (164 residential use; 294 commercial use).

While the number of proposed off-street parking spaces provided would be less than the demand, on-street parking and off-street parking in nearby parking garages are available in the project site vicinity. Based on **Table IV.A-16**, within the parking study area, 515 parking spaces are unoccupied during the midday period and 1,420 parking spaces are unoccupied during the evening period.<sup>51</sup> Assuming the additional off-street parking spaces provided and the on-street parking spaces lost by the proposed project, the unmet parking demand could be accommodated within existing on- and off-street parking spaces. Additionally, the project site is well served by public transit and bicycle facilities. Therefore, any unmet parking demand associated with the proposed project would not materially affect the overall parking conditions in the project vicinity such that a substantial parking deficit would occur and impacts are considered less-than-significant.

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<sup>51</sup> These numbers take into account the estimated loss of 24 parking spaces from various proposed project components described above (i.e., sidewalk widening, curb cuts, and loading zones).

**Table IV.A-15 – Existing Plus Project Conditions Parking Analysis**

Parking Facility	Capacity	Midday (1:30 PM – 3:00 PM)		Evening (6:30 PM – 8:00 PM)	
		Demand	Utilization	Demand	Utilization
Existing On-Street Parking	2,203	1,899	86%	1,141	52%
Existing Off-Street Parking	740	505	68%	358	48%
<b>Existing Total</b>	<b>2,943</b>	<b>2,404</b>	<b>82%</b>	<b>1,499</b>	<b>51%</b>
Project Contribution On-Street	-24	-	-	-	-
Residential Contribution Off-Street	336	400	100%	500	100%
Commercial Contribution Off-Street	47	317	100%	317	100%
<b>Existing Plus Project Total</b>	<b>3,302</b>	<b>3,121</b>	<b>95%</b>	<b>2,316</b>	<b>70%</b>

**Source:** DKS, On Street Parking Survey, 2012

It should be noted that the proposed project's parking spaces are not 'bundled' with the residential units. In other words, residents would have the option to rent or purchase a parking space, but one would not be automatically provided with the residential unit. It should also be noted that Planning Commission has the discretion to adjust the number of off-street parking spaces included in the proposed project, typically at the time that the project entitlements are sought. In many cases the Planning Commission does not support the parking ratio proposed by the project sponsor and the ratio is substantially reduced. In some cases, particularly when the proposed project is in a transit rich area, the Planning Commission does not support the provision of any off-street parking spaces. Planning Code section 151.1, however, permits up to 336 off-street parking spaces based on one space per two- and three-bedroom unit and 0.75 spaces per remaining dwelling unit and up to 50 parking spaces for retail uses at this location.

If the proposed project did not provide any off-street parking spaces, the proposed project would have an unmet parking demand of 717 parking spaces in the midday period and 817 parking spaces in the evening period. As shown in **Table IV.A-16**, within the parking study area, 515 parking spaces are unoccupied during the midday period and 1,420 parking spaces are unoccupied during the evening period. Therefore, the unmet parking demand could be accommodated within existing on- and off-street parking spaces during the evening period, but not during the mid-day period (shortfall of 202 parking spaces). It is not anticipated that this would result in a substantial parking deficit given persons making the shift to other modes of transportation, and given that the project site is well served by public transit and bicycle facilities. Therefore, any unmet parking demand associated with the proposed project would not materially affect the overall parking conditions in the project vicinity such that hazardous conditions or significant delays are created for traffic, transit, bicycles or pedestrians and impacts are considered less-than-significant.

Although the proposed project would have less-than-significant impacts to parking, the Project Sponsor has agreed to the following improvement measure, which could further reduce the proposed project's less-than-significant parking impacts.

**Improvement Measure I-TR-9: Queue Abatement.**

It should be the responsibility of the owner(s)/operator(s) of the 16th Street Building and the 17th Street Building off-street parking facility to ensure that recurring vehicle queues do not occur on the Mississippi Street public right-of-way fronting the subject property. A vehicle queue is defined as one or more vehicles (destined to the off-street parking facility) blocking any portion of the Mississippi Street public right-of-way fronting subject property for a consecutive period of three minutes or longer on a daily or weekly basis.

If a recurring queue occurs, the owner/operator of the parking facility should employ abatement methods as needed to abate the queue. Appropriate abatement methods will vary depending on the characteristics and causes of the recurring queue, as well as the characteristics of the parking facility, the street(s) to which the facility connects, and the associated land uses (if applicable).

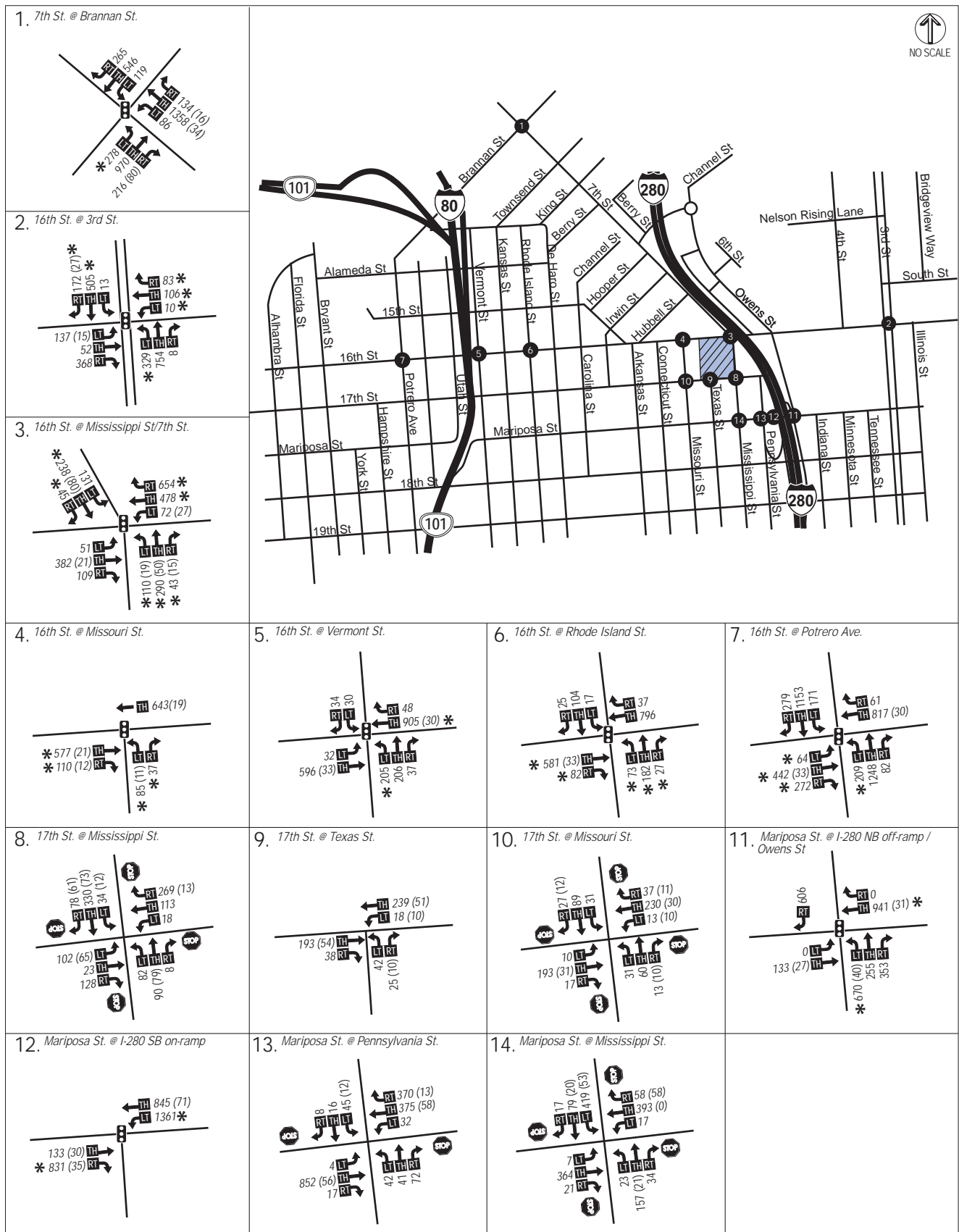
Suggested abatement methods include but are not limited to the following: redesign of facility to improve vehicle circulation and/or on-site queue capacity; employment of parking attendants; installation of LOT FULL signs with active management by parking attendants; use of valet parking or other space-efficient parking techniques; use of off-site parking facilities or shared parking with nearby uses; use of parking occupancy sensors and signage directing drivers to available spaces; travel demand management strategies such as additional bicycle parking, customer shuttles, delivery services; and/or parking demand management strategies such as parking time limits, paid parking, time-of-day parking surcharge, or validated parking.

If the Planning Director, or his or her designee, suspects that a recurring queue is present, the Department should notify the property owner in writing. Upon request, the owner/operator shall hire a qualified transportation consultant to evaluate the conditions at the site for no less than seven days. The consultant should prepare a monitoring report to be submitted to the Department for review. If the Department determines that a recurring queue does exist, the facility owner/operator shall have 90 days from the date of the written determination to abate the queue.

**2025 CUMULATIVE-LEVEL IMPACT EVALUATION**

**Impact C-TR-1: The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to significant cumulative traffic impacts at 10 of the 14 study intersections. (Less-than-significant)**

**Figure IV.A-8** shows the 2025 Cumulative Conditions traffic volumes at the study intersections for the PM peak hour. Similar to the Existing Plus Project Condition, level of service calculations were performed at the 14 study intersections for the weekday PM peak hour. As described under Section 3 Travel Demand, the proposed project would generate a net 284 inbound and 229 outbound vehicle trips during the PM peak hour, for a total of 513 PM peak hour vehicle trips.



**Figure IV.A-8: Cumulative Volumes**

Source: DKS 2015

As shown in **Table IV.A-17**, eight of the 14 study intersections would operate acceptably at LOS D or better during the PM peak hour under 2025 Cumulative Conditions, at which the proposed project would have a less-than significant impact:

- 16th Street and 3rd Street
- 16th Street and Missouri Street
- 16th Street and Vermont Street
- 16th Street and Rhode Island Street
- 17th Street and Texas Street
- 17th Street and Missouri Street
- Mariposa Street and I-280 NB Off-Ramp
- Mariposa Street and I-280 SB On-Ramp

**Table IV.A-17 – 2025 Cumulative Conditions PM Peak Hour Intersection LOS**

No	Intersection Name	Control	Existing		Cumulative	
			Average Delay <sup>a</sup>	LOS <sup>b,c</sup>	Average Delay <sup>a</sup>	LOS <sup>b,c</sup>
1	7 <sup>th</sup> St and Brannan St	Signalized	17.7	B	<b>75.6</b>	<b>E</b>
2	16 <sup>th</sup> St and Third St	Signalized	22.9	C	24.2	C
3	7 <sup>th</sup> /16 <sup>th</sup> /Mississippi St	Signalized	31.0	C	<b>&gt;80</b> <b>v/c = 1.61</b>	<b>F</b>
4	16 <sup>th</sup> St and Missouri St	Signalized	23.2	C (NB)	15.1	B
5	16 <sup>th</sup> St and Vermont St	Signalized	12.2	B	52.7	D
6	16 <sup>th</sup> St and Rhode Island St	Signalized	10.5	B	31.8	C
7	16 <sup>th</sup> St and Potrero Ave	Signalized	22.6	C	<b>&gt;80</b> <b>v/c = 5.29</b>	<b>F</b>
8	17 <sup>th</sup> St and Mississippi St	Unsignalized	15.7	C (NB)	39.0	<b>E (SB)</b>
9	17 <sup>th</sup> St and Texas St	Unsignalized	10.8	B (NB)	12.4	B (NB)
10	17 <sup>th</sup> St and Missouri St	Unsignalized	9.7	A (WB)	12.8	B (WB)
11	Mariposa St and I-280 NB Off-Ramp	Signalized	28.6	C	22.8	C
12	Mariposa St and I-280 SB On-Ramp	Signalized	<b>&gt;50</b>	<b>F (EB)</b>	32.5	C
13	Mariposa St and Pennsylvania St	Unsignalized	<b>&gt;50</b>	<b>F (SB)</b>	<b>&gt;50</b>	<b>F (SB)</b>
14	Mariposa St and Mississippi St	Unsignalized	<b>&gt;50</b>	<b>F (WB)</b>	<b>&gt;50</b>	<b>F (SB)</b>

**Source:** DKS Associates, 2014

**Notes:**

a. Delay is in seconds per vehicle and is based on average stopped delay. Where signalized intersection is LOS F, volume to capacity (v/c) ratio is also reported.

b. LOS = Level of Service

c. For unsignalized intersections, LOS is reported based on worst approach, which is indicated in parentheses. Worst approach can change with addition to project volumes, which are not distributed evenly across different approaches.

**BOLD** indicates unacceptable LOS of E or F

The following two of 14 study intersections would operate unacceptably at LOS E or F under 2025 Cumulative Conditions. However, because the proposed project does not significantly contribute to their unacceptable operation, the proposed project would have a less-than-significant impact:

- 7th Street and Brannan Street
- 16th Street and Potrero Avenue

As shown in **Table IV.A-17**, the signalized intersection of 7th Street and Brannan Street, during the PM peak hour the intersection would operate at LOS E under 2025 Cumulative Conditions. The proposed project would add no vehicles to the critical<sup>52</sup> eastbound left-turn movement, which would operate below the standard at LOS F under 2025 Cumulative Conditions. Because the proposed project does not contribute substantially to the critical movement and therefore does not contribute significantly to any increase in delay at this intersection, the proposed project would result in a less-than-significant impact to the unacceptable operations of the intersection of 7th Street and Brannan Street. At the signalized intersection of 16th Street and Potrero Avenue, during the PM peak hour the intersection would operate at LOS F under 2025 Cumulative Conditions. The proposed project would add no vehicles to the critical northbound left-turn movement, and 33 vehicles to the critical eastbound approach, both of which would operate at LOS F. This project-related contribution to the eastbound approach would represent 4 percent of the total PM peak hour volume under Cumulative Conditions. The proposed project's contributions to critical movements would not be substantial, and therefore, the proposed project would result in a less-than-significant impact at the intersection of 16th Street and Potrero Avenue.

The *Eastern Neighborhoods PEIR* evaluated potential impacts to 40 intersections within or in the vicinity of the Eastern Neighborhoods. The *Eastern Neighborhoods PEIR* determined that the rezoning that would occur within the Eastern Neighborhoods as a result of implementation of the proposed rezoning and area plans project would increase daily traffic and would result in significant and unavoidable impacts to 10 of the 15 study intersections within or near the Showplace Square/Potrero Hill area.

Of the 10 impacted intersections, 7th Street and Brannan Street, and 16th Street and Rhode Island Street are study area intersections. However, the proposed project does not contribute traffic volumes to the critical turn movement at either the 7th Street and Brannan Street or 16th Street and Rhode Island intersections. Therefore, the proposed project would not substantially contribute to unacceptable intersection operations described in the *Eastern Neighborhoods PEIR*.

**Impact C-TR-2: The proposed project, combined with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative traffic impacts at 4 of the 14 study intersections: Mariposa Street and Mississippi Street, Mariposa Street and Pennsylvania Street, 17th Street and Mississippi Street, and 7th/16th/Mississippi Street. (Significant and Unavoidable)**

As shown in **Table IV.A-17**, the following four study intersections would operate at LOS E or F during the PM peak hour under 2025 Cumulative Conditions, as follows:

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<sup>52</sup> Critical movement is defined as the movement or lane for each phase that requires the most green time. An increase in demand to a critical movement will increase delay for the intersection, whereas an increase in demand to a non-critical movement will not increase delay.

- 7th/16th/Mississippi Street
- 17th Street and Mississippi Street
- Mariposa Street and Pennsylvania Street
- Mariposa Street and Mississippi Street

At the signalized intersection of 7th/16th/Mississippi Street, during the PM peak hour the intersection would operate at LOS F under 2025 Cumulative Conditions. The proposed project would add no vehicles to the critical westbound through-right movements, and 84 vehicles to the critical northbound approach, which would both operate at LOS F. This project-related contribution to the critical northbound approach would represent 19.0 percent of the total PM peak hour volumes under 2025 Cumulative Conditions. The proposed project's contributions to the critical northbound movement would be considerable (greater than 5 percent), and therefore, the proposed project would result in a significant cumulative impact at the intersection of 7th/16th/Mississippi Street.

The intersection is already signalized, and providing additional new through or turn lanes would require substantial reduction in sidewalk widths, which would be inconsistent with the pedestrian environment encouraged by the City and County of San Francisco. Furthermore, providing additional new through or turn lanes would be in conflict with future modifications to lane geometry per those contemplated by Muni Forward, which would seek to convert existing lanes to transit-only lanes along 16th Street. There were no feasible mitigations identified which would improve the poor operating conditions at this intersection to an acceptable level (LOS D or better). Therefore, the proposed project's impact would remain significant and unavoidable.

Under 2025 Cumulative Conditions with the proposed project, the southbound approach of the unsignalized intersection of 17<sup>th</sup> Street and Mississippi Street would, similar to Existing Plus Project conditions, continue to operate at LOS F during the PM peak hour and Caltrans signal warrants would continue to be met. The proposed project would have a significant Existing Plus Project impact on the operation of this intersection and thus the proposed project would similarly have a significant impact under 2025 Cumulative Conditions. Signalization of this intersection and other measures to improve operations were considered, as described in the Existing Plus Project impact discussion. The implementation of Mitigation Measure M-TR-2a, 17<sup>th</sup> Street and Mississippi Street Signalization, would improve cumulative intersection operations to LOS A. The SFMTA believes that signalization is feasible, but given that SFMTA cannot commit that sufficient funding beyond the "fair share" amount provided by the project sponsor is available to ensure that this measure would be implemented, the impact at the intersection, under Existing Plus Project Conditions, was considered significant and unavoidable if funding is not identified. Similarly, under Cumulative Conditions, the proposed project would have a significant and unavoidable impact due to the uncertainty of funding the improvement.

Under 2025 Cumulative Conditions with the proposed project, the southbound approach of the unsignalized intersection of Mariposa Street and Pennsylvania Street would, similar to Existing Plus Project conditions, continue to operate at LOS F during the PM peak hour and Caltrans signal warrants would continue to be met. The proposed project would have a significant Existing Plus Project impact on the operation of this intersection and thus the proposed project would similarly have a significant impact under 2025 Cumulative Conditions. Signalization of this intersection and other measures to improve operations were considered, as described in the Existing Plus Project impact discussion. The

implementation of Mitigation Measure M-TR-2b, Mariposa Street and Pennsylvania Street Signalization, would improve cumulative intersection operations to LOS B. SFMTA staff determined that signalization is feasible, but given that SFMTA cannot commit that sufficient funding beyond the “fair share” amount provided by the project sponsor is available to ensure that this measure would be implemented, under Existing Plus Project Conditions, the impact at the intersection was considered significant and unavoidable if available funding is not identified. Similarly, under Cumulative Conditions, the proposed project would have a significant and unavoidable impact if available funding is not identified.

Under 2025 Cumulative Conditions, the westbound approach of the unsignalized intersection of Mariposa Street and Mississippi Street would operate at LOS E during the PM peak hour and Caltrans signal warrants would continue to be met. The proposed project would have a significant and unavoidable Existing Plus Project impact on the operation of this intersection and thus the proposed project would similarly have a significant impact under 2025 Cumulative Conditions. Signalization of this intersection and other measures to improve operations were considered, as described in the Existing Plus Project impact discussion. However, none of the measures were determined to be feasible under Existing Plus Project Conditions and the impact at the intersection was considered significant and unavoidable. Similarly, under Cumulative Conditions, the proposed project would have a significant and unavoidable impact due to the uncertainty of implementing changes at the intersection.

**Impact C-TR-3: The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to any significant cumulative transit impacts. (Less-than-significant)**

As previously discussed, cumulative impacts were identified for up to seven Muni transit lines in the *Eastern Neighborhoods PEIR* (including the 9 San Bruno, 22 Fillmore, 26 Valencia, 27 Bryant, 33 Stanyan, 48 Quintara, and 49 Van Ness/Mission lines). The 22 Fillmore is the only line out of the seven listed that runs in the vicinity of the project site. None of these lines would be substantially affected by the proposed project. Improvement of transportation demand management was proposed as mitigation in the *Eastern Neighborhoods PEIR* (Mitigation Measure E-11: Transportation Demand Management), which is also included as a mitigation for the proposed project (Mitigation Measure M-TR-2c).

#### Local Transit

Muni transit service under the 2025 Cumulative Conditions would include the service changes described in the impact analysis methodology section for SFMTA’s Muni Forward, including changes to the 22 Fillmore, 10 Townsend, 19 Polk, and 33 Stanyan. These efforts in the Muni transit system would help to improve the efficiency, effectiveness, and reliability of public transit in San Francisco.

The PM peak hour Muni outbound screenline analysis for the Existing and 2025 Cumulative Conditions is given in **Table IV.A-18**.

**Table IV.A-18 – 2025 Cumulative Conditions Muni Screenline Analysis - PM peak hour (Outbound)<sup>1</sup>**

Screenline	Transit Corridor	Existing Conditions			2025 Cumulative Conditions		
		Capacity	Demand	Utilization	Capacity	Demand	Utilization
Northeast							
	Kearny/Stockton:	3,291	2,158	66%	3,468	2,770 (0)	80%
	All Other Lines:	1,078	570	53%	1,596	911 (23)	59%
	Subtotal	4,369	2,727	62%	5,064	3,681 (23)	73%
Northwest							
	Geary Corridor:	2,528	1,814	72%	3,099	2,915 (2)	94%
	All Other Lines:	4,421	3,438	78%	8,293	6,939 (5)	84%
	Subtotal	6,949	5,252	76%	11,392	9,854 (7)	87%
Southeast							
	3rd Street:	714	550	77%	893	759 (18)	87%
	Mission:	2,789	1,529	55%	1,685	1,497 (0)	89%
	Other Lines:	3,846	2,354	61%	2,600	2,818 (44)	110%
	Subtotal	7,349	4,433	60%	5,178	5,073 (62)	99%
Southwest							
	Subway Lines:	6,294	4,747	75%	6,188	5,927 (1)	96%
	All Other Lines:	2,351	1,381	59%	1,837	1,587 (0)	86%
	Subtotal	8,645	6,128	71%	8,025	7,514 (1)	94%
Total		27,312	18,541	68%	29,659	26,123 (93)	88%

**Source:** SF Guidelines, 2002; SF Planning Department and SFMTA, 2013

**Notes:**

1. Muni bus data collected between August 2011 and October 2011 (except 1AX and 1BX which is January to March 2012). Muni rail data collected between September 2007 and February 2010.
2. Proposed project trips are in parentheses (XX).

Between the Existing and 2025 Cumulative Conditions, the capacity across the screenlines would increase from 27,312 to 29,659 while the demand would increase from 18,350 to 26,123. The proposed project would result in 93 new transit trips crossing the outbound PM peak hour Muni screenlines. All of the respective project contributions to the four screenlines would result in the screenlines operating at a capacity utilization of 99 percent or below, with all but one (northeast) screenline with a capacity utilization above the 85 percent standard. The proposed project would increase demand by 23 passenger trips to the northeast screenline, which would operate at 73 percent capacity utilization. The proposed project would increase demand by 7 trips to the northwest screenline, which would operate at 87 percent capacity utilization; however, the project-related contribution would represent less than 1.0 percent of the total screenline demand. The proposed project would increase demand by 62 trips to the southeast screenline,

which would operate at 99 percent capacity utilization; however, the project-related contribution would represent less than 1.0 percent of the total screenline demand. The proposed project would increase demand by one trip to the southwest screenline, which would operate at 94 percent capacity utilization; however the project-related contribution would represent less than 1.0 percent of the total screenline demand. Because the proposed project does not contribute a considerable amount of transit demand to any of the screenlines operating over the 85 percent capacity utilization standard, the proposed project would result in a less-than-significant impact to Muni operations.

Of the transit routes serving the project site, only the 10 Townsend bus route is currently operating at or above 85 percent capacity utilization as shown in **Table IV.A-18**. The proposed project would add 8 trips to the outbound 10 Townsend bus route, crossing the Northeast screenline, representing 4.1 percent of the ridership. This increase would not represent a substantial contribution and would therefore have a less-than-significant impact.

The proposed project would add vehicle trips to streets with Muni bus service, including 16th Street. However, as this analysis assumes full implementation of transit-only lanes along 16th Street, it is expected that these project-related vehicle trips would not affect transit operations and would generally not be in direct conflict with Muni buses and light rail vehicles. The widened sidewalk along 16th Street is not anticipated to conflict with the planned 16th Street transit improvements under Muni Forward given the anticipated cross-section for this segment of 16th Street. The proposed sidewalk widening along 16th Street would be subject to San Francisco Public Works approval, after consultation with the SFMTA to ensure no conflicts would occur with future planned transit network changes. Furthermore, no bus and light rail stop locations exist directly adjacent to the project site. The nearest bus stop is located at the intersection of 16<sup>th</sup> Street and Missouri Street and the nearest light rail stop at 3rd Street and South Street. As such, the proposed project would not substantially affect Muni transit operations (i.e., result in delays or operating costs). Therefore, the proposed project would have a less-than-significant impact on Muni transit operations.

#### Regional Transit

No regional screenline analysis for future year 2025 conditions was performed. However, as presented in **Table IV.A-18**, about 26 new transit trips associated with the proposed project would cross regional screenlines and no impacts were identified under Existing Plus Project conditions. Furthermore, the marginal increase in regional trips would mostly be “reverse commute” trips and would not substantially affect future ridership levels in the peak direction during the evening commute hours. Therefore, it is reasonable to assume that proposed project would not contribute considerably to transit overcrowding if it were to occur under Cumulative Conditions. Based on these findings, the proposed project would not result in substantial effects to future ridership levels along regional transit lines and impacts to regional transit would be less-than-significant.

**Impact C-TR-4: The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to any significant cumulative pedestrian impacts. (Less-than-significant)**

Pedestrian circulation impacts by their nature are site-specific and generally do not contribute to impacts from other development projects. Pedestrian trips throughout the city may increase under the cumulative scenario due to general background growth. Pedestrian trips generated by the proposed project in the project site vicinity would include walk trips to and from the project site, plus walk trips to and from

transit lines. However, as stated in Existing plus Project Conditions, the proposed project would not result in the overcrowding of sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas. Considering the proposed project's growth cumulatively with reasonably foreseeable future project and growth throughout the City, the cumulative effects of the proposed project would not be considerable. Furthermore, the Better Streets Plan recommends various pedestrian improvements in the project site vicinity that would further reduce the proposed project-related pedestrian impacts in future Cumulative Conditions. Various pedestrian improvements for mixed-use streets, like the streets fronting the project site include widening sidewalks to a minimum width of 12 feet and recommended width of 15 feet. For the above reasons, the proposed project, in combination with past, present and reasonably foreseeable development in San Francisco, would result in less-than-significant cumulative pedestrian-related transportation impacts.

**Impact C-TR-5: The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to any significant cumulative bicycle impacts. (Less-than-significant)**

Bicycle circulation impacts by their nature are site-specific and generally do not contribute to impacts from other development projects. Bicycle trips throughout the City may increase under the 2025 Cumulative Conditions due to general background growth. Bicycle trips generated by the proposed project in the project site vicinity would include bicycle trips to and from the project site. However, as stated in Existing plus Project Conditions, the proposed project would not create potentially hazardous conditions for bicyclists or otherwise interfere with bicyclist accessibility to the site and adjoining areas. Increases in the number of proposed project vehicle trips could increase some conflicts between bicyclists and the new vehicles (e.g., along Mississippi Street), however these conflicts would not be considered significant. Considering the proposed project's growth with reasonably foreseeable future project and growth throughout the City, the cumulative effects of the proposed project on bicycle facilities would not be considerable.

The proposed project would conform to future planned changes in the bicycle network. These include relocating the existing Class II bicycle facility from 16th Street to 17th Street as anticipated in Muni Forward and minor improvements detailed in the San Francisco Bicycle Plan. The proposed project would not add a conflict (e.g., new curb cut or loading zone) along one of these planned bicycle network changes. The widened sidewalk along 17th Street (from 10 to 12 feet) is not anticipated to conflict with this planned 17th Street bicycle facility given the anticipated cross-section for this segment of 17th Street. The proposed sidewalk widening along 17th Street would be subject to San Francisco Public Works approval, after consultation with the SFMTA to ensure no conflicts would occur with future planned bicycle network changes. For the above reasons, the proposed project, in combination with past, present and reasonably foreseeable development in San Francisco, would result in less-than-significant cumulative bicycle-related transportation impacts.

The *Eastern Neighborhoods PEIR* determined that new bicycle trips resulting from development subsequent to implementation of the proposed rezoning and area plans would use the existing and planned system of bicycle routes. Individual development projects would be required to comply with provisions of the Planning Code pertaining to bicycle parking spaces in off-street parking facilities, and other support facilities, such as showers and lockers. Bicycle impacts were determined to be less-than-significant.

**Impact C-TR-6: The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to any significant cumulative construction-related transportation impacts. (Less-than-significant)**

Construction of the proposed project may overlap with the construction of other projects within the project vicinity. Construction activities, as described under Section 4.2.7, could affect access, traffic, and pedestrians on streets used as access routes to and from study areas and the project site. Overall, localized cumulative construction-related transportation impacts could occur as a result of cumulative projects that generate increased traffic at the same time and on the same roads as the proposed project. The construction manager for the project would be required to work with the various departments of the City to develop a detailed and coordinated Construction Management Plan (CMP) that would address construction vehicle routing, traffic control, and pedestrian movements adjacent to the construction area for the duration of any overlap in construction activity. The cumulative impacts of multiple nearby construction projects would not be considerable, as the construction would be of temporary duration, and the Project Sponsor would coordinate with various City departments such as SFMTA and Public Works through the Transportation Advisory Staff Committee (TASC) to develop coordinated plans that would address construction-related vehicle routing and pedestrian movements adjacent to the construction area for the duration of construction overlap.

Additionally, the proposed project's construction timeline may overlap with other projects under construction or implemented at the same time. The Muni Forward Project may be implemented along 16th Street. While the proposed project's construction may occur concurrently with other projects in the project vicinity, it is not expected that the construction schedule of the proposed project would be in conflict with other projects in the area.

Therefore, for the above reasons, the proposed project, in combination with past, present and reasonably foreseeable development in San Francisco, would result in less-than-significant cumulative construction-related transportation impacts.

## B. Historic Architectural Resources

### INTRODUCTION

A “historical resource” is defined in CEQA Guidelines Section 15064.5(a) as one that is listed in, or determined eligible for listing in, the California Register of Historic Resources (CRHR). This subsection describes historic architectural resources at the project site; identifies potential historic architectural resources in the vicinity of the project site; and evaluates potential direct and indirect impacts to those resources that could result from the proposed project.

For the purposes of this EIR, the term “historic architectural resource” is used to distinguish such resources from archaeological resources, which may also be considered historical resources under CEQA.

The Notice of Preparation and Community Plan Exemption (included as Appendix A to this EIR) determined that the project would not cause significant adverse impacts to potential archeological and other cultural resources beyond those identified in the *Eastern Neighborhoods PEIR*, with implementation of Mitigation Measure M-CP-1. Therefore, further discussion of archeological and other cultural resources is not required in this EIR.

Project impacts on “historical resources,” as defined by CEQA Guidelines Section 15064.5, are analyzed in two steps. The first step determines whether a project may have an effect on a resource that falls within the definition of “historical resource(s)” under CEQA. If the project is found to potentially affect historical resources, the second step is to determine whether the effects of the project would result in a substantial adverse change to the affected resource(s). A project that may cause a substantial adverse change in the significance of a historical resource is one that may have significant effects on the environment (CEQA Guidelines Section 15064.5(b)).

This chapter is based on information provided in the Historical Resource Evaluation (HRE) prepared by VerPlanck Historic Preservation Consulting<sup>53</sup> (and associated appendices) for the proposed project and an Historical Resource Evaluation Response (HRER) prepared by the Planning Department<sup>54</sup> that includes a determination regarding the historical resource status of the buildings on the project site and the potential project impacts to historic resources.

### ENVIRONMENTAL SETTING

The project site is largely surrounded by industrial and commercial properties and sites that have been or are currently being redeveloped for residential uses. The project site is not located in or contributing to a historic district and no nearby properties have been designated as or found eligible for listing as historic resources with the exception of 1231 17th Street, the Bottom of the Hill entertainment venue, located approximately 100 feet southwest from the project site, across 17th Street. The structure at 1231 17th Street was assessed as part of the area-wide Showplace Square Survey and described as a good and well preserved example of reconstruction period development when it was a speakeasy “soda fountain” and as

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<sup>53</sup> VerPlanck Historic Preservation Consulting, Historical Resource Evaluation 1200 17th Street/901 16th Street, November 25, 2014.

<sup>54</sup> Gretchen Hilyard (Preservation Planner), San Francisco Planning Department, Historical Resource Evaluation Response, 1200 17th Street/901 16th Street, December 19, 2014.

a locally significant venue for live music since 1972. A status code of 5S3 was assigned under that survey, meaning that it appears individually eligible for local listing. There is no record of any follow-up study of this site. Additional information regarding surrounding development, including photographs, can be found in the HRE.

### Historical Context

The project site is located on the northerly edge of San Francisco's Potrero District, a formerly industrial and working-class neighborhood that has been transformed over the last few decades into an increasingly residential area, with some residual industry remaining along its northern and eastern edges. The history of the site is summarized below. Additional information including photographs, historic maps, and tables charting ownership and changes can be found in the HRE.

#### *Historical Background of the Northern Potrero District*

The project site is located within the northern Potrero District. The northern Potrero, which began to develop as an industrial area in the early 1900s, thereafter became known as the New Wholesale District (the "New" to differentiate it from the "Old" Wholesale District on Mission Street, between 1st and 6th streets) circa 1905 and it remained one of San Francisco's foremost industrial districts for most of the twentieth century. Although the industrialization of the northern Potrero District got underway before the 1906 Earthquake, full-scale development of the area (as well as the adjoining Mission Bay area) did not take off until after the 1906 Earthquake, when the Atchison Topeka & Santa Fe (Santa Fe) and the Southern Pacific railroads completed filling Mission Bay for new industrial sites.

All sorts of industries relocated to the New Wholesale District after 1906, including hardware dealers, food processing and canning plants, cable and belt manufacturers, steel fabricators, bakeries, paint manufacturers, barrel makers, mattress factories, and many other types of industry. Construction of new industrial facilities and the expansion of existing industrial plants continued until World War II. After the war, many industrialists left San Francisco for Emeryville, South San Francisco, San Leandro, and other suburban industrial cities, where large tracts of land with freeway access were available and unions were less powerful. Though San Francisco's industrial sector steadily declined during the 1950s and 1960s, many of the large warehouses and factories in the New Wholesale District found new life in the 1970s. During this time, wholesale design firms, many of which had been located in Jackson Square, looked to the disused warehouses of the New Wholesale District. These buildings were perfect for wholesale showrooms with their large floorplates, convenient freeway access, and ample parking. By the early 1980s, the proliferation of wholesale design-related companies gave the area a new name, "Showplace Square."

#### *Pacific Rolling Mill Co.*

The Pacific Rolling Mill Co., the developer of the project site, was founded in 1898 by Patrick Noble. The company was a reincarnation of the much older Pacific Rolling Mills Co., a well-known steel manufacturer based at Potrero Point that went out of business in May 1898. (The newer company omitted the "s" from "Mills" of its predecessor's name.) Pacific Rolling Mill Co. concentrated on the fabrication and assembly of structural steel for large buildings, rather than steel manufacturing. The company was originally headquartered at 519 Mission Street, where its headquarters remained until 1905.

Meanwhile, as early as 1899, Noble had leased half of Block 3949 from the Real Estate and Development Co. and began building a fabrication plant. At this point the Pacific Rolling Mill Co. was confined to the

southern half of the site. None of the buildings on the Pacific Rolling Mill Co. property at that time survives today.

The Pacific Rolling Mill Co. facility had prospered with all the work that accompanied the reconstruction of San Francisco after the 1906 Earthquake and been significantly enlarged by 1915. A new “structural shed” on the eastern edge the site (now the 1100 17th Street portion of the 1100/1200 17th Street warehouse), as well as a massive new “stock shed” on the west side of Texas Street (now the warehouse at 1210 17th Street/975 16th Street) had been added.

#### *Pacific Rolling Mill Co. Plant Expansion in 1926*

In 1920, Patrick Noble died. Pacific Rolling Mill Co. subsequently inaugurated an ambitious expansion program at its existing plant. In 1926, the company erected several new structures, including a new steel-frame shop building (now the 1200 17th Street portion of the 1200/100 17th Street warehouse) and a new two-story brick office building (now the vacant office building at 1200 17th Street). The stock shed at 1210 17th Street was also expanded at this time with at least one shed-roofed addition on its east side.

The block of Texas Street between 16th and 17th streets, which originally divided the project site into two sections, was formally closed in 1923. This allowed the Pacific Rolling Mill Co. to legally enlarge its stock shed at 1210 17th Street, which received additions on its east side between 1923 and 1926.

#### *Judson-Pacific Purchases the Pacific Rolling Mill Co.*

On August 2, 1928, the Pacific Rolling Mill Co. merged with Judson Manufacturing Co. of San Francisco, and on December 7, 1928, the newly organized Judson-Pacific Co. purchased the property from the Real Estate and Development Co. Judson-Pacific promptly moved its sales offices from 1200 17th Street to 604 Mission Street, where Judson Manufacturing Co. had been headquartered prior to the merger. The company had three locations: the approximately 3-acre facility at 17th and Mississippi streets in San Francisco, an 8-acre facility in Emeryville, and a 25-acre open-hearth plant in Oakland. Together these plants fabricated 25,000 tons of structural steel per year, making it the largest steel fabricating company in the West.

Aerial photographs taken of the site during the late 1930s indicates that all four pre-1927 structures that stand today were there, including the brick office building at 1200 17th Street, the shops structure at 1200 17th Street, and the open-sided metal-clad sheds at 1100 and 1210 17th Street. Every square inch of the site was covered with buildings, although the buildings shown in the aerial photographs from the late 1930's on the northeast portion of the site no longer exist.

#### *Judson Pacific-Murphy Sells 1200 17th Street/901 16th Street*

In comparison with Judson-Pacific's much larger East Bay facilities, its Potrero plant was small and produced a relatively small portion of the company's overall output. Hemmed in by other properties, expansion on the existing site was constrained. Judson-Pacific, which thrived during the remaining years of the 1920s-era building boom, barely survived the Depression and World War II. In 1945, it merged with the J. Philip Murphy Corporation, forming the Judson Pacific-Murphy Corporation. The new company retained the Potrero plant for only one year. In 1946, Judson Pacific-Murphy consolidated its manufacturing operations in the East Bay and idled its Potrero plant.

A photograph taken in 1945, shows the entire Judson Pacific-Murphy plant shortly before it closed (Figure IV.B-1). This image, which appears to have been taken from the roof of a nearby building, illustrates the complex before it was converted into a fully enclosed warehouse facility by Owens-Illinois Glass Co. in 1946-7.



**Figure IV.B-1: Photograph of the project site taken in 1945, looking northwest**

Source: *A Romance of Steel in California* (1946), annotated by VerPlanck in the 2014 HRE.

Judson Pacific-Murphy Corporation was the last structural steel fabricator to occupy the site. On June 12, 1946, the company sold the property (APNs 3949/002 and 3950/001) to Paul F. Gillespie, William S. Wetenhall, and Arthur E. and Mabel H. Wilkens, a consortium that was eventually expanded to more than 20 investors.

#### *Owens-Illinois Corporation Converts Open Sheds into Enclosed Warehouses*

The new ownership consortium leased the project site to the Owens-Illinois Glass Co. in 1946. The Owens-Illinois Glass Co., a maker of glass bottles and other related products, began making plans and shortly thereafter converted the vacant structural steel fabrication plant into an enclosed warehouse facility for its products, including bottles, jars, food containers, molded plastic enclosures, and bottle caps. Owens-Illinois made several significant alterations to the structures, including the construction of new concrete foundations and floor slabs, rebuilding the interior framing and enclosing the formerly open walls of the sheds with new corrugated steel and/or asbestos-coated steel panels, installing a fire suppression system, reconfiguring the east wall of 1100 17th Street with three large loading docks, reframing the northern half of 1100 17th Street, building six new loading docks and three canopies on the south side of the shops structure at 1200 17th Street, and enclosing the gaps between the brick office building and the surrounding metal-clad structures. The conversion was designed by the San Francisco engineering firm of H.J. Brunner.

#### *Subsequent Owners and Alterations: 1953-2014*

In May 1953, the Fiberglas Engineering Supply Division, a subsidiary of the Owens-Corning Corporation, took over the lease to the project site and performed interior alterations to the brick office building, including installing new partitions and new linoleum flooring in the offices.

Throughout the 1950s, 1960s, and 1970s, the same consortium of investors (known as Robert Baker et al) that bought the property in 1946 continued to own and manage it. Fiberglas Engineering Supply Co. remained in the building until 1966. In February 1967, City Transfer and Storage, a file storage company, leased the building and remodeled the office building into the company's headquarters and the warehouse structures into a storage facility. The scope of work for the brick office building included the demolition of all non-bearing partition walls, the installation of a pair of new wood-panel doors in the main entrance, a new private office at the southwest corner of the second floor level, painting, new toilet rooms, electrical work, and various other cosmetic changes.

In June 1984, Robert Baker et al sold the project site to Macor, Inc., a real estate investment company. Macor promptly leased it to Cor-O-Van, a file storage company based in Coronado, California. During the time that Macor owned the property, its tenants made dozens of alterations to the site. Macor, Inc. sold the project site to Cornerstone Properties and Walden Mission Bay I LLC in March 2006. In November 2011, the ownership structure changed to Potrero Partners LLC. Throughout the time that Walden Development/Potrero Partners has owned the property, it has continued to lease most of the site to Cor-O-Van, including the warehouse structure at 1200/1100 17th Street and the southern half of the warehouse at 1210 17th Street. The northern half of this warehouse (975 16th Street) is leased to the University of California, which uses it for storage.

#### Building Description

The project site contains four buildings, as described below, a modular office building surrounded by a surface parking lot, two metal shed warehouse structures, and a brick office building. (These buildings are shown on Figure II-2.) Additional information about the building on the site, including additional photographs, can be found in the HRE.

##### *Description of Modular Office Building at 901 16th Street*

Located at the northeast corner of the project site is a one-story, wood-frame, portable modular office building housing the administrative offices of Cor-O-Van, the primary tenant of the property. The utilitarian structure, which was moved to the site in 1996, is clad in plywood. It has aluminum windows, a flat roof, and the primary entrance is accessed by a ramp running parallel to 16th Street. This building is not historic-age and is not further discussed in this analysis.

##### *Description of Metal Shed Warehouse at 1200/1100 17th Street*

Originally constructed as two open-sided sheds, these structures have subsequently been clad in corrugated metal siding and connected internally as one warehouse building.

The portion occupying the Mississippi Street frontage at 1100 17<sup>th</sup> Street is a one-story, wood and steel-frame, gable-roofed warehouse constructed ca. 1910 (Shown in **Figures IV.B-1** and **IV.B-2**). Originally framed with heavy wood timbers and sheltered beneath a hipped roof with open sides (i.e., no exterior walls), the structure was reconstructed by Owens-Illinois Glass Co. in 1946-7 as a general-purpose warehouse including enclosing the formerly open sides with windowless corrugated metal panels. At the same time (1946-7) the northern half of the structure was partially demolished and reframed in steel to allow the construction of three large loading docks along Mississippi Street, which currently have contemporary metal roll-up doors. The gable roof, which runs parallel to Mississippi Street, is punctuated at its ridge by remnants of sheet metal ventilators.



**Figure IV.B-2: Warehouse at 1200/1100 17th Street, looking southwest on Mississippi St., 2014**

Source: HRE, VerPlanck, 2014



**Figure IV.B-3: South façade of warehouse at 1200/1100 17th Street, looking northeast on 17<sup>th</sup> St., 2014**

Source: HRE, VerPlanck, 2014

Connected to the 1100 17<sup>th</sup> Street portion along the entire shared boundary, the much larger portion of the combined warehouse at 1200 17<sup>th</sup> Street was constructed in 1926 by the Pacific Rolling Mill Co. as a shops complex. It is a one-story, steel-frame structure with a saw-tooth roof. The exterior is clad in corrugated metal siding that was attached in 1946-7, as described above.

The south (primary) façade of the 1200 17<sup>th</sup> Street portion of the warehouse has a simple, functional design (**Figure IV.B-3**). A large vehicular entrance with a steel roll-up door was built in 1969 at the east end of the south façade and replaced a “barn” door that was removed from a different location in 1969. There is also a pedestrian entrance with a steel door on this façade. While the lower level is windowless, the upper level of the south façade is punctuated by an irregular pattern of steel industrial sash windows. Some of these windows have operable awning sashes. Others have been infilled or partially infilled.

The north façade of the 1200 17<sup>th</sup> Street portion of the warehouse faces the parking lot and 16<sup>th</sup> Street (**Figure IV.B-4**). Reconfigured in 1946-7, this section of the north façade consists of six loading docks, three of which are sheltered beneath three large metal canopies that were constructed in 1947. The loading dock openings all contain contemporary steel roll-up doors. Located along the north façade is a steel water tank mounted on a square platform.



**Figure IV.B-4: North façade of warehouse at 1200/1100 17<sup>th</sup> Street, looking southwest from parking lot, 2014**

Source: HRE, VerPlanck, 2014

#### *Description of Metal Shed Warehouse at 1210 17<sup>th</sup> Street/975 16<sup>th</sup> Street*

Along the western portion of the project site is a one-story, steel and wood-frame warehouse with a compound gable and shed roof. The large building extends through the block from 16<sup>th</sup> Street to 17<sup>th</sup> Street. A portion of the west façade, which is mostly obscured by adjoining buildings, is visible from Missouri Street and a large section of the east façade is visible from 16<sup>th</sup> and Mississippi Streets. The structure, which was originally constructed as an open-sided shed ca. 1908, is now entirely windowless and clad in corrugated metal applied in 1946-7 when the structure was converted into an enclosed

warehouse by the Owens-Illinois Glass Co. Large portions of the exterior cladding have been replaced in recent years.

The primary (south) façade of the warehouse at 1210 17th Street/975 16th Street faces 17th Street (**Figure IV.B-5**). It is a windowless wall of painted corrugated metal panels. The south façade has three vehicular entrances with contemporary steel roll-up doors and a pedestrian entrance with a steel door. The structure's roofline, which consists of a shallow gable and two shed-roofed sections, indicate the warehouse has been expanded and altered several times.



**Figure IV.B-5: South Façade of Warehouse at 1210 17th Street/975 16<sup>th</sup> Street, looking northeast on 17<sup>th</sup> Street, 2014**

Source: HRE, VerPlanck, 2014

The north façade of the warehouse at 1210 17th Street/975 16<sup>th</sup> Street faces 16th Street (**Figure IV.B-6**) and is essentially the mirror image of the south façade. It is a windowless wall of painted corrugated metal panels with two large vehicular openings punctuating the two newer shed-roofed additions to the east. The vehicular entrances both contain contemporary steel roll-up doors. The older gable-roofed volume to the west has two pedestrian entrances containing contemporary steel doors.

The visible portions of the east and west façades are windowless and clad in unpainted corrugated metal siding. Most of the metal cladding along the lower portion of the east façade has been replaced in recent years.



**Figure IV.B-6: North Façade of Warehouse at 1210 17th Street/975 16<sup>th</sup> Street, looking southeast on 16<sup>th</sup> Street, 2012**

Source: HRE, VerPlanck, 2014

*Description of Brick Office Building at 1200 17th Street*

The brick office building at 1200 17th Street is a two-story, timber-frame structure with a concrete slab foundation and a gently sloping roof concealed behind a flat, raised parapet. Aside from a pair of planter beds flanking the main entrance, there is no landscaping. The roughly rectangular building is enveloped within the adjoining metal shed warehouses, with only the south façade exposed as an exterior wall. Built of brick and ornamented with corbeled detailing, the former office building stands out from its utilitarian neighbors. This office building resembles several comparable industrial brick buildings located throughout the Showplace Square area.

The south (primary) façade of the brick office building at 1200 17th Street is unpainted brick (**Figure IV.B-7**). Aside from the right bay, which supports a secondary entrance, the primary façade is symmetrical, featuring a recessed, arched entrance in the center bay of the first floor level that is now boarded up. The arched entrance is outlined by brick voussoirs and capped by a brick keystone at the top of the arch. The entrance is flanked to either side by rectangular window openings containing multi-light steel industrial sash windows, with operable awning sashes. The second floor level of the south façade is articulated by a smaller multi-light steel industrial window in the center bay. This window is flanked by rectangular steel industrial-sash windows that are as wide, but somewhat shorter, than the corresponding windows on the first floor level. All window openings on the primary façade have molded brick lug sills but no other ornament. The windows on the first floor level are protected behind steel security bars added at an unknown time. A cast-cement sign, presently obscured behind a vinyl banner, reads: "JUDSON-MURPHY CORPORATION." The primary façade is crowned by a corbeled brick cornice and stepped parapet. A

wooden flagpole is attached to the roof just behind the parapet. The lower portion of the façade is presently covered in painted-out graffiti.



**Figure IV.B-7: South Façade of Brick Office Building at 1200 17th Street, looking north on 17<sup>th</sup> Street, 2012**

Source: HRE, VerPlanck, 2014

The interior of the brick office building has been altered several times since the Judson-Murphy Corporation, the successor to the Pacific Rolling Mill Co., sold the site after World War II. According to building permit applications on file at the San Francisco Department of Building Inspection, the interior was first remodeled in 1953 when the Fiberglass Engineering Co., a subsidiary of the Owens-Illinois Glass Co., leased the property. The work included the installation of new wood partitions, toilet rooms, and linoleum flooring. The interior of the building was remodeled again in 1967, when City Transfer and Storage leased the building. As part of this alteration, all non-load-bearing partitions were demolished and reconstructed. Additional changes included new doors, a new private office at the southwest corner of the second floor level, a new women's restroom, and several other cosmetic changes. Most of the interior appears to date to that era (Figure IV.B-8).



**Figure IV.B-8: Interior of Brick Office Building at 1200 17th Street, 2012**

Source: HRE, VerPlanck, 2014

## REGULATORY FRAMEWORK

This subsection describes the pertinent state and local laws and regulations that pertain to the identification and regulation of historic architectural resources.

### Federal

#### *U.S. Secretary of the Interior's Standards for Rehabilitation*

There are no federal laws or regulations that apply to this project site, because the project is not federally funded and does not require federal permitting. That being said, the U.S. Secretary of the Interior's Standards for Rehabilitation (Rehabilitation Standards) have been adopted by local government bodies across the country, including the City and County of San Francisco, for reviewing work to historic properties under local preservation ordinances. Developed by the National Park Service for reviewing certified rehabilitation tax credit projects, the Rehabilitation Standards provide guidance for reviewing work to historic properties.

The Rehabilitation Standards are a useful analytic tool for understanding and describing the potential impacts of changes to historic resources. Conformance with all ten Rehabilitation Standards does not determine whether a project would cause a substantial adverse change in the significance of a historical resource under CEQA. Rather, projects that comply with the Standards benefit from a regulatory presumption that they would have a less-than- significant adverse impact on a historic resource. Projects that do not comply with the Rehabilitation Standards may or may not cause a substantial adverse change in the significance of an historic resource and would require further analysis to determine whether the historic resource would be "materially impaired" by the project under CEQA Guidelines 15064.5(b).

## State

### *California Office of Historic Preservation*

The State of California implements the National Historic Preservation Act (NHPA) through its statewide comprehensive cultural resource surveys and preservation programs. The California Office of Historic Preservation is an office of the California Department of Parks and Recreation, and implements the policies of the NHPA on a statewide level. The Office of Historic Preservation also maintains the California Historical Resources Inventory. The State Historic Preservation Officer is an appointed official who implements historic preservation programs in the state's jurisdiction, and is housed at the California Office of Historic Preservation.

### *California Environmental Quality Act*

CEQA Guidelines Section 15064.5(a), in Title 14 of the California Code of Regulations, defines a "historical resource" as:

- (1) A resource listed in, or determined to be eligible by the state Historical Resources Commission, for listing in the CRHR.
- (2) A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code (PRC) or identified as significant in a historical resource survey meeting the requirements of Section 5024.1(g) of the PRC, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- (3) Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the CRHR.
- (4) The fact that a resource is not listed in, or determined to be eligible for listing in the CRHR, not included in a local register of historical resources (pursuant to Section 5020.1(k) of the PRC), or identified in a historical resources survey (meeting the criteria in Section 5024.1(g) of the PRC) does not preclude a lead agency from determining that the resource may be a historical resource as defined in PRC Sections 5020.1(j) or 5024.1.

Therefore, under the CEQA Guidelines, even if a resource is not included on any local, state, or federal register, or identified in a qualifying historical resources survey, a lead agency may still determine that any resource is a historical resource for the purposes of CEQA if there is substantial evidence supporting such a determination. A lead agency must consider a resource to be historically significant if it finds that the resource meets the criteria for listing in the CRHR.

### *California Register of Historical Resources*

The CRHR is "an authoritative listing and guide to be used by state and local agencies, private groups, and citizens in identifying the existing historical resources of the state and to indicate which resources deserve

to be protected, to the extent prudent and feasible, from substantial adverse change” (PRC Section 5024.1[a]). The criteria for eligibility to the CRHR are based on National Register criteria (PRC Section 5024.1[b]). Certain resources are determined by the statute to be automatically included in the CRHR, including California properties formally determined eligible for or listed in the National Register (PRC Section 5024.1[d]).

To be eligible for the CRHR as a historical resource, a prehistoric or historic-period resource must be significant at the local or state level under one or more of the following criteria:

- Criterion 1: Is associated with events that have made a significant contribution to the broad patterns of California’s history and cultural heritage;
- Criterion 2: Is associated with the lives of persons important in our past;
- Criterion 3: Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- Criterion 4: Has yielded, or may be likely to yield, information important in prehistory or history (CEQA Guidelines Section 15064.5 [a][3]).

For a resource to be eligible for the CRHR, it must also retain enough integrity to be recognizable as a historical resource and to convey its significance.<sup>55</sup> A resource that does not meet the National Register criteria may still be eligible for listing in the CRHR.

### Local

#### *San Francisco General Plan*

The San Francisco General Plan Urban Design Element addresses historic preservation and includes the following policies:

POLICY 2.4: Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

#### *Showplace Square/Potrero Area Plan*

The Showplace Square/Potrero Area Plan contains the following objective and supporting policies that address historic preservation:

Objective 8.1: Identify and evaluate historic and cultural resources within the Showplace Square Area Plan.

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<sup>55</sup> Integrity is defined as “the authenticity of an historical resource’s physical identity evidenced by the survival of characteristics that existed during the resource’s period of significance.” California Office of Historic Preservation, Technical Assistant Series No. 7, How to Nominate a Resource to the California Register of Historic Resources (Sacramento, CA: California Office of State Publishing, September 4, 2001).

POLICY 8.1.1: Conduct context-based historic resource surveys within the Showplace Square Area Plan.

POLICY 8.1.2: Pursue formal designation of the Showplace Square historic and cultural resources, as appropriate.

POLICY 8.1.3: Recognize and evaluate historic and cultural resources that are less than fifty years old and may display exceptional significance to the recent past.

Objective 8.2: Protect, preserve, and reuse historic resources within the Showplace Square Area Plan.

POLICY 8.2.1: Protect individually significant historic and cultural resources and historic districts in the Showplace Square Area Plan from demolition or adverse alteration.

POLICY 8.2.2: Apply the Secretary of the Interior's Standards for the Treatment of Historic Properties in conjunction with the Showplace Square Area Plan objectives and policies for all projects involving historic or cultural resources.

POLICY 8.2.3: Promote and offer incentives for the rehabilitation and adaptive reuse of historic buildings in the Showplace Square plan area.

Objective 8.3: Ensure that historic preservation concerns continue to be an integral part of the ongoing planning processes for the Showplace Square plan area as they evolve over time.

POLICY 8.3.1: Pursue and encourage opportunities, consistent with the objectives of historic preservation, to increase the supply of affordable housing within the Showplace Square plan area.

POLICY 8.3.2: Ensure a more efficient and transparent evaluation of project proposals which involve historic resources and minimize impacts to historic resources per CEQA guidelines.

POLICY 8.3.3: Prevent destruction of historic and cultural resources resulting from owner neglect or inappropriate actions.

POLICY 8.3.4: Consider the Showplace Square Area Plan's historic and cultural resources in emergency preparedness and response efforts.

POLICY 8.3.5: Protect and retrofit local, state, or nationally designated UMB (Unreinforced Masonry Buildings) found in the Plan Area.

POLICY 8.3.6: Adopt and revise land use, design and other relevant policies, guidelines, and standards, as needed to further preservation objectives.

Objective 8.4: Promote the principles of sustainability for the built environment through the inherently "green" strategy of historic preservation.

POLICY 8.4.1: Encourage the retention and rehabilitation of historic and cultural resources as an option for increased sustainability and consistency with the goals and objectives of the Sustainability Plan for the City and County of San Francisco.

Objective 8.5: Provide preservation incentives, guidance, and leadership within the Showplace Square Area Plan.

POLICY 8.5.1: Disseminate information about the availability of financial incentives for qualifying historic preservation projects.

POLICY 8.5.2: Encourage use of the California Historic Building Code for qualifying historic preservation projects.

POLICY 8.5.3: Demonstrate preservation leadership and good stewardship of publicly owned historic and cultural resources.

Objective 8.6: Foster public awareness and appreciation of historic and cultural resources within the Showplace Square Area Plan.

POLICY 8.6.1: Encourage public participation in the identification of historic and cultural resources within the Showplace Square plan area.

POLICY 8.6.2: Foster education and appreciation of historic and cultural resources within the Showplace Square plan area among business leaders, neighborhood groups, and the general public through outreach efforts.

#### *San Francisco Planning Code*

The City of San Francisco's commitment to historic preservation is codified generally in Section 101.1 of the Planning Code, which includes preservation of landmarks and historic buildings as Priority Policy 7.

#### *San Francisco Historic Preservation Commission and Planning Code, Articles 10 and 11*

The San Francisco Historic Preservation Commission (HPC) is a seven-member body under the City Charter that makes recommendations to the San Francisco Board of Supervisors on landmark designations, historic district designations, and individual resource designations in historic districts. The HPC reviews and provides comments on environmental documents under CEQA for projects affecting historical resources; and the HPC reviews and comments on any agreements proposed under the NHPA where the City would be a signatory. The HPC also approves Certificates of Appropriateness for landmarks and properties in Article 10 Historic Districts, and Permits to Alter for historic buildings and districts under Article 11. The City and County of San Francisco reviews the historical resources designated under Articles 10 and 11 of the San Francisco Planning Code when it evaluates project impacts on historical resources. Article 10 describes procedures regarding the preservation of sites and areas of special character or special historical, architectural, or aesthetic interest or value, such as officially designated city landmarks and buildings included in locally designated historic districts. Under Article 11 of the Planning Code there are six designated downtown conservation districts.

### *Planning Department CEQA Review Procedures for Historical Resources*

As a certified local government<sup>56</sup> and the lead agency in CEQA determinations, the City and County of San Francisco has instituted guidelines for initiating CEQA review of historic resources. The Planning Department's CEQA Review Procedures for Historical Resources<sup>57</sup> incorporates the state's CEQA Guidelines into the City's existing regulatory framework. To facilitate the review process, the Planning Department has established the following categories to establish the baseline significance of historic properties based on their inclusion in cultural resource surveys and/or historic districts:

Category A – Historical Resources is divided into two sub-categories:

- Category A.1 – Resources listed on or formally determined to be eligible for the CRHR. These properties will be evaluated as historical resources for purposes of CEQA. Only the removal of the property's status as listed in or determined to be eligible for listing in the CRHR by the California Historic Resources Commission will preclude evaluation of the property as a historical resource under CEQA.
- Category A.2 – Adopted local registers, and properties that have been determined to appear or may become eligible, for the CRHR. These properties will be evaluated as historical resources for purposes of CEQA. Only a preponderance of the evidence demonstrating that the resource is not historically or culturally significant will preclude evaluation of the property as a historical resource. In the case of Category A.2 resources included in an adopted survey or local register, generally the "preponderance of the evidence" must consist of evidence that the appropriate decision-maker has determined that the resource should no longer be included in the adopted survey or register.

Where there is substantiated and uncontroverted evidence of an error in professional judgment, of a clear mistake or that the property has been destroyed, this may also be considered a "preponderance of the evidence that the property is not a historical resource."

- Category B – Properties Requiring Further Consultation and Review. Properties that do not meet the criteria for listing in Categories A.1 or A.2, but for which the City has information indicating that further consultation and review will be required for evaluation whether a property is a historical resource for the purposes of CEQA.
- Category C – Properties Determined Not to Be Historical Resources or Properties for which the City Has No Information indicating that the Property is a Historical Resource. Properties that have been affirmatively determined not to be historical resources, properties less than 50 years of age, and properties for which the City has no information.

<sup>56</sup> "Certified local government" means a local government that has been certified by the National Park Service to carry out the purposes of the National Historic Preservation Act of 1966 (16 U.S. Code Section 470 et seq.) as amended, pursuant to Section 101(c) of that act and the regulations adopted under the act which are set forth in Part 61 (commencing with Section 61.1) of Title 36 of the Code of Federal Regulations.

<sup>57</sup> San Francisco Planning Department, 2008. San Francisco Preservation Bulletin No. 16, City and County of San Francisco Planning Department CEQA Review Procedures for Historic Resources. March 31. This document is available online at [www.sf-planning.org/index.aspx?page=1827](http://www.sf-planning.org/index.aspx?page=1827), or at the Planning Department, 1650 Mission Street, Suite 400.

### Previous Surveys and Official Registers

The following records were searched to determine if any structures on the project site have been identified in any survey or official register of historical resources. The specific surveys and registers consulted are described below, in chronological order.

#### *Here Today Survey*

Published in 1968 by the San Francisco Junior League, *Here Today: San Francisco's Architectural Heritage* is San Francisco's earliest comprehensive inventory of historical resources. Prepared by volunteers, the survey provides a photograph and concise historical data for approximately 2,500 properties. The survey was adopted in 1970 by the San Francisco Board of Supervisors under Resolution No. 268-70. The survey files are archived at the Koshland History Center at the San Francisco Public Library.

The project site is not included in *Here Today*, either in the published book or the survey files.

#### *Department of City Planning Architectural Quality Survey (AQS)*

Between 1974 and 1976, the San Francisco Planning Department completed an inventory of architecturally significant buildings throughout San Francisco. An advisory committee comprising several architects and architectural historians assisted in the final determination of ratings for the roughly 10,000 buildings surveyed. The Planning Department surveyed both contemporary and older buildings, but historical associations were not considered. Planning staff assigned each surveyed building a numerical rating ranging from "0" (contextual importance) to "5" (individual significance of the highest degree). The inventory assessed only architectural significance, which was defined as a combination of the following characteristics: design features, urban design context, and overall environmental significance. When completed, the Architectural Quality Survey (AQS) was believed to represent the top 10 percent of the city's building stock. The survey was adopted in 1977 by the San Francisco Board of Supervisors under Resolution No. 7831. The Planning Department has been directed to use the survey, although the methodology is inconsistent with CEQA Guidelines PRC 5024.1(g).

Only the brick office building at 1200 17th Street is identified in the AQS. It has a summary rating of 2, placing it within the top 5 percent of the city's building stock.

#### *San Francisco Architectural Heritage Surveys*

San Francisco Heritage (Heritage) is the city's oldest not-for-profit organization dedicated to the preservation of San Francisco's unique architectural and cultural heritage. Heritage has completed several major historic resource inventories in San Francisco, including Downtown, the South of Market Area, the Richmond District, Chinatown, the Van Ness Corridor, the Northeast Waterfront, and Dogpatch. Heritage ratings range from "A" (highest importance) to "D" (minor or no importance) and are based on both architectural and historical significance.

San Francisco Architectural Heritage has not surveyed Potrero Hill. Occasionally, Heritage will have files for properties located in unsurveyed areas. There is a file for the project site containing some photographs and other data, but the property is not rated.

Designated San Francisco City Landmarks Adopted in 1967 as Article 10 of the San Francisco Planning Code, the San Francisco City Landmark program recognizes the significance of listed buildings and

protects them from inappropriate alterations and demolition through review by the San Francisco Historic Preservation Commission. As of 2014, there were 265 landmarked properties and 12 designated historic districts..

The project site is not a city landmark and it is not a contributor to any locally designated or “potential” historic districts.

#### *California Historical Resources Information System*

Properties listed in the California Historical Resources Information System’s (CHRIS) Historic Property Data File, or that are under review by the California Office of Historic Preservation (OHP), are assigned status codes ranging from “1” to “7,” establishing a record of historical significance. Properties with the status code of “1” are listed in the California Register or the National Register. Properties with the status code of “2” have been formally determined eligible for listing in the California Register or the National Register. Properties with the status code of “3” or “4” appear eligible for listing in either register through survey evaluation. Properties with the status code of “5” are typically locally significant or of contextual importance. Status codes of “6” indicate that a property has been found ineligible for listing in any register and a status code of “7” indicates that a property has not been evaluated.

According to the CHRIS Historic Property Data File for the City and County of San Francisco, the project site has a status code of “6Y,” meaning that it was determined ineligible for the National Register by consensus through the Section 106 process. This status code was assigned in 1996 as part of the project review for Caltrans’ repair of Interstate 280, which as a recipient of federal funds, was required to inventory and evaluate properties within the project’s “Area of Potential Effects.” According to the San Francisco Planning Department, though the site as a whole has the status code of 6Y, the brick office building has its own status code of “3CS,” meaning that it appears eligible for listing in the California Register through survey evaluation. The survey in question was the Planning Department’s own Showplace Square Survey, discussed below.

#### *Showplace Square Survey*

In 2008-09, the San Francisco Planning Department hired Kelley & VerPlanck Historical Resources Consulting (Kelley & VerPlanck) to complete the Showplace Square Survey. The survey area, whose boundaries spanned parts of the northern Mission and Potrero districts, as well as the southwest corner of the South of Market Area, encompassed 736 acres and 550 individual properties. The survey area was traditionally industrial but during the last half of the twentieth century most of the local industries migrated to the suburbs or overseas. This industrial exodus left many of the warehouses and industrial plants vacant, though several dozen of the area’s brick industrial buildings attracted wholesale design firms in the 1970s, giving the area its present-day nickname of Showplace Square.

The Showplace Square Survey was completed as part of the Planning Department’s ongoing long-range planning efforts in the Eastern Neighborhoods planning area to ensure that historically, culturally, and architecturally significant properties and districts were identified before changes to zoning and height and bulk limits were implemented.

The project site, encompassing the former Pacific Rolling Mill Co. complex, was surveyed but not evaluated in the Showplace Square Survey. The project site is not located in any of the potential historic districts identified in the survey and no individual determinations of eligibility were made. The only

conclusion of Kelley & VerPlanck regarding the property was that further research was needed prior to making a determination of eligibility. Nonetheless, following completion of the report in 2009, Planning Department staff determination assigned a proposed status code of 3CS to the entire site, indicating the entire site would be eligible for the California Register.

#### *Page & Turnbull Report*

Walden Development, the owner of the project site, appealed the Planning Department's decision that the entire Pacific Rolling Mill Co. property was eligible for the California Register, arguing that the property was too extensively altered to qualify. In response, the San Francisco Historic Preservation Commission requested additional information from the property owner. In November 2011, the property owner retained Page & Turnbull to evaluate the property to determine its significance and integrity. Page & Turnbull completed field work, researched the property's history, and arrived at the following conclusion:

The time during which the new Pacific Rolling Mill Co. made its greatest contribution to the city was 1906-1928, which covers the period from the Earthquake and Fire through the company's merger with Judson Manufacturing Co. Although remnants from this period of significance (1906-1928) are extant on the site, the corrugated metal buildings have been so dramatically altered since then that they no longer retain the integrity necessary to convey a significant association with the Pacific Rolling Mill Co. Of the three extant structures associated with the Pacific Rolling Mill Co., only the brick office building retains sufficient integrity to be considered a historic resource. The brick office building was constructed by the Pacific Rolling Mill Co. as part of a large building campaign at the subject property, and reflects the success of the business during the first decades of the twentieth century. It appears to be significant under Criterion 1 as the best remaining example of the company's steel fabricating operation at 17th and Mississippi Streets.<sup>58</sup>

#### *San Francisco Historic Preservation Commission*

The Historic Preservation Commission, upon the recommendation of the Planning Department preservation staff, concurred with Page & Turnbull's report in Motion No. 0134 (August 17, 2011), with the specific determination that, because of a lack of historic integrity, the majority of the site should retain its existing status code of 6Y, with only the brick office building acquiring the new status code of 3CS, indicating that only the brick office building would be eligible for the California Register and the rest of the site would not be eligible.

#### *Recent Assessments*

Historic assessments have been prepared either for or in response to the current development effort, including an Evaluation of Integrity report by Katherine Petrin (dated February 2014); as well as letters, historic photographs, and other information submitted by Joseph Butler on behalf of a neighborhood group. These were taken into consideration for the final VerPlanck HRE (November 2014) and Planning Department HRER, upon which this chapter is based. As noted previously, these documents are available for review as part of Case File No. 2012.1398E at the San Francisco Planning Department.

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<sup>58</sup> Page & Turnbull, 1200-1210 17th Street Preliminary Assessment (San Francisco: November 2011)

The HRE and the HREER concur in the previous determinations by Page & Turnbull, the Planning Department and the Historic Preservation Commission that the site's period of significance is 1906 to 1928, that the brick office building meets the criteria for designation as an historic resource because it retains integrity from the period of significance, and that the metal warehouses lack sufficient integrity from the period of significance to be historic resources, as detailed below.

### **Determination of Eligibility**

To be eligible for the CRHR as a historical resource, a historic-period resource must be significant at the local or state level under one or more of the four CRHR criteria and retain enough integrity to be recognizable as a historical resource and to convey its significance.

The project property was evaluated for listing in the CRHR as follows:

- Criterion 1 (Event): Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.

If it retained integrity, the entire former Pacific Rolling Mill Co. site would appear eligible for listing in the California Register under Criterion 1 (Events) for its association as an important structural steel fabrication company that made an outsized contribution toward the reconstruction of San Francisco after the 1906 Earthquake. Among many others, the Pacific Rolling Mill Co. supplied structural steel for San Francisco General Hospital, the Standard Oil Building, the Balfour Building, the San Francisco Public Library, the YMCA on Golden Gate Avenue, the Financial Center Building in Oakland, the California-Hawaii Sugar Refinery in Crockett, and several of the buildings for the 1915 Panama Pacific International Exposition. All three pre-1927 structures on the property share this context, including the warehouses at 1200/1100 17th Street and 1210 17th Street/965 16th Street, and the brick office building, also at 1200 17th Street. But of these structures, only the brick office building retains integrity from the period of significance. In contrast, the two metal-clad structures were all extensively altered in 1946-7 when Owens-Illinois Glass Co. converted the property into a general-purpose warehouse facility.

The period of significance under Criterion 1 is 1906 to 1928, the period in which the subject property was occupied by the Pacific Rolling Mill Co. and when the company made the bulk of its contributions toward the reconstruction of San Francisco after the 1906 Earthquake. Though other studies have argued that the period of significance ought to extend to 1946, when the last steel fabricator, Judson Pacific-Murphy, vacated the site, the subsequent owners were all larger corporations whose manufacturing operations took place at multiple plants, diluting the association of the subject property with the fabrication of steel frames for specific projects. Even if the period of significance was moved to 1946, the metal-clad warehouses do not retain sufficient integrity from the period prior to 1947 because of the extensive alterations made by Owens-Illinois Glass Co. in 1947.

- Criterion 2 (Person): Resources that are associated with the lives of persons important to local, California, or national history.

The former Pacific Rolling Mill Co. facility does not appear eligible for listing under California Register Criterion 2 (Persons). Though the Pacific Mill Rolling Co. was founded by Patrick Noble – a notable San Francisco industrialist and public figure – he died in 1920, six years before the brick office building (the only intact structure on the site that retains integrity) was constructed. In order to be eligible under

Criterion 2, a property must also have a tangible association with an important person, meaning that the property must have been where that person made his or her most important contributions. For the entire time that Patrick Noble was owner of the Pacific Rolling Mill Co. he maintained his headquarters in downtown San Francisco. It was only after his death that the company's main office moved to 1200 17th Street.

- Criterion 3 (Design/Construction): Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.

The brick office building of the former Pacific Rolling Mill Co. appears eligible for listing in the California Register under Criterion 3 (Design/Construction) as a good example of a brick industrial building constructed during the post-1906 reconstruction period in San Francisco. After the 1906 Earthquake, "fire-proof" masonry construction became more popular than wood, mainly because it was required by revised building codes and/or because insurance companies would no longer insure non-fireproof buildings. During the first two decades following the disaster, concrete and brick were both employed in San Francisco. Corrugated iron was also used but it was mostly employed for inexpensive and impermanent sheds or additions to existing structures. Until reinforced-concrete construction was perfected in the 1920s brick construction remained the most popular fireproof building material, largely because contractors were more adept in brick construction. By the 1920s, concrete surged ahead of brick due to its falling cost, superior strength, better performance in earthquakes, and the ability to easily create ornamental details at low cost. As a result, the heyday of brick construction in post-quake San Francisco lasted only about 20 years, from 1906 until ca. 1925. Today brick industrial buildings are most numerous in a handful of areas, including the old Union Iron Works facility at Pier 70, the Northeast Waterfront Historic District, the South End Historic District, and Showplace Square.

The brick office building of the former Pacific Rolling Mill Co. appears eligible under Criterion 3 as a structure that embodies the distinctive characteristics of a type, period, and method of construction – in this case a heavy timber-frame brick building constructed in the mid-1920s as the centerpiece of an industrial plant. The building features all of the typical hallmarks of the type, including its unreinforced brick walls laid in five-course American bond, its simple corbeled detailing, its stepped parapet, and its regularly spaced window openings containing steel industrial sash windows. The office building was constructed of brick because it was the company's headquarters and it was necessary for it to stand out from the utilitarian steel sheds surrounding it. The rest of the Pacific Rolling Mill Co. facility was constructed of impermanent materials – mainly wood and corrugated metal – because the purpose of these structures was simply to shelter production work from the elements. Designed to be easily adapted to changes in use or production techniques, they did not need to be attractive works of architecture.

The period of significance under Criterion 3 is 1926, the year that the brick office building was constructed.

- Criterion 4 (Information Potential): Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California or the nation.

Criterion 4 mainly deals with archaeological resources and is not applicable to the current assessment. The Community Plan Exemption (included as Appendix A to this EIR) determined that the project would not cause significant adverse impacts to potential archeological resources with implementation of Mitigation Measure M-CR-1.

## Integrity

Overall, the former Pacific Rolling Mill Co. property retains a low degree of integrity. As described above, the majority of the site's buildings were rebuilt in 1946-7 as part of the Owens-Illinois Co.'s conversion of the property to warehouse use. Two of the structures on the site (1100 and 1210 17th Street) were originally framed canopies without exterior walls. These sheds were mostly open along their sides (aside from wooden canopies and a security fence) to facilitate the movement of large subassemblies in and out of the structures. As described above, in 1946 Owens-Illinois Glass Co. applied for a permit to perform over \$115,000 of alterations to the metal-clad structures, including pouring new concrete foundations and slabs and enclosing their open sides with corrugated metal panels. The conversion from manufacturing to warehouse use necessitated these changes to safeguard manufactured goods from theft and to facilitate the orderly storage and distribution of these goods to retailers. Shelving took the place of open work space and exterior walls went up to prevent unauthorized entry. The former shops structure, which was always an enclosed structure, was also heavily altered during its conversion to warehouse use. All of the fenestration along the lower part of the 17th Street façade was removed and the north façade facing 16th Street was rebuilt as a series of loading docks. Later changes include the removal of the large wood barn door from the south façade of the shops structure in 1969 and other incremental changes over time. As demonstrated by a comparison of existing conditions with historic photographs taken in 1945, the metal-clad structures look completely different now than they did during the period of significance (see **Figures IV.B-1 through IV.B-5**).

Of the three pre-1927 structures on the former Pacific Rolling Mill Co. property, only the brick office building has avoided extensive exterior changes. The only notable alterations to its exterior include the replacement of the cast-cement sign in 1945, the replacement of the original glazed single-panel doors with solid-core wood doors in 1967, and the installation of metal security bars in front of the windows at an unknown date.

There are seven aspects used by the California Register to assess integrity – location, design, setting, materials, workmanship, feeling, and association. The following section analyzes the former Pacific Rolling Mill Co. facility and the former brick office building under each of the seven aspects. If the analysis applies to the entire site there is no separate discussion for the brick office building. Otherwise, the office building is called out separately.<sup>59</sup>

- Location: "Location is the place where the historic property was constructed or the place where the historic event occurred."

No part of the former Pacific Rolling Mill Co. facility has ever been moved. Therefore, it retains the aspect of location.

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<sup>59</sup> The discussion here is consistent with the HRE for the proposed project. As noted in the City's HRER: "Subsequent reports were submitted to staff for review including: a Historic Resource Evaluation (HRE) by VerPlanck Historic Preservation Consulting (dated December 4, 2014); an Evaluation of Integrity report by Katherine Petrin (dated February 2014); as well as letters, historic photographs, and other information submitted by neighborhood groups. All of these documents were reviewed by Planning Preservation staff. Staff concurs with the VerPlanck HRE that the brick office building at 1200 17th Street is the only eligible historic resource on the site. The changes that occurred when the site was rebuilt in 1946-47 as part of the Owens-Illinois Co.'s conversion of the property to warehouse use altered the historic character of the site and its associated structures. The other reports submitted to dispute the findings of the HRE did not provide sufficient information to conclude that the other buildings on the site retain sufficient integrity to convey significance under the California Register criteria described below."

- Design: “Design is the combination of elements that create the form, plan, space, structure, and style of a property.”

Entire Site: The original designs of the two metal-clad structures have been changed drastically. Two of the structures (1100 and 1210 17th Street) were originally open-sided sheds. In 1946-7 they were enclosed to create secure warehouses. Similarly, the former shops structure at 1200 17th Street has undergone substantial changes to both its interior and to its exterior elevations.

Brick Office Building: The design of the former brick office building has not changed since it was built in 1926. Though the interior has been remodeled several times, the exterior is essentially intact.

In conclusion, though the site as a whole does not retain integrity of design, the brick office building does retain this aspect.

- Setting: “Setting is the physical environment of a historic property.”

Since the former Pacific Rolling Mill Co. facility was completed in 1926, many changes have occurred on the site and in the surrounding neighborhood. In addition to the demolition of the adjoining Pacific Refining and Roofing Co. plant ca. 1947, several concrete industrial buildings were built on adjoining properties in the late 1920s, 1930s, and 1940s. In the late 1960s, the construction of the I-280 viaduct separated the subject property from the Mission Bay area. In addition, most of the industrial facilities north of 16th Street were pulled down ca. 2000 for residential development which is now underway. Since the 1960s, most of the train tracks and other rail facilities in the vicinity were removed or paved over. Finally, the erection of several residential loft buildings in the 1990s and 2000s on adjoining properties facing Missouri and 16th streets introduced high-density residential uses to the formerly industrial block. Cumulatively these changes have converted what was originally a stand-alone industrial plant in a sparsely populated industrial neighborhood into part of a thriving mixed-use community containing a blend of industrial, office, and residential uses.

In conclusion, due to the extensive changes that have occurred in the vicinity of the former Pacific Rolling Mill Co. property, the site as a whole does not retain integrity of setting.

- Materials: “Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.”

Entire Site: As mentioned above, all of the metal-clad structures were clad in corrugated metal in 1946-7 when they were converted into enclosed warehouses. Additional sections of these structures have been re-clad in recent years. The northern half of the warehouse structure at 1100 17th Street was entirely rebuilt in 1946-7. Aside from portions of their structural framing, it is doubtful that any of these three structures retain any of their original materials.

Brick Office Building: Though its interior has been remodeled several times, the exterior of the brick office building retains all of its original materials, including its brick walls, steel industrial sash windows, and wooden flagpole.

In conclusion, though the site as a whole does not retain integrity of materials, the brick office building retains this aspect.

- Workmanship: “Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.”

Entire Site: As a facility built of industrially produced materials handled in a conventional manner typical of its era, most of the former Pacific Rolling Mill Co. facility does not embody any notable examples of workmanship.

Brick Office Building: The brick office building is the only part of the former Pacific Rolling Mill Co. facility to retain any evidence of traditional workmanship, especially the handcrafted brick corbelling at the cornice level and the brick voussoirs and keystone surrounding the arched entrance.

In conclusion, though the site as a whole does not retain integrity of workmanship, the brick office building does retain this aspect.

- Feeling: “Feeling is a property’s expression of the aesthetic or historic sense of a particular period of time.”

Though research indicates that there have been major changes to the former Pacific Rolling Mill Co. complex, the changes that were made are generally compatible with industrial usage. For that, the former Pacific Rolling Mill Co. facility retains integrity of feeling.

- Association: “Association is the direct link between an important historic event or person and a historic property.”

Entire Site: Extensive alterations to the former Pacific Rolling Mill Co. facility in 1946-7 converted what were formerly open sheds into enclosed warehouses. These alterations, made by the Owens-Illinois Glass Co., occurred well after the period of significance (1906-1928).

Brick Office Building: As described, the alterations to the brick office building are much less extensive than those made to the metal-clad structures, with the result that the office building looks substantially similar to how it did during the period of significance.

In conclusion, though as a whole the former Pacific Rolling Mill Co. facility does not retain integrity of association, the brick office building does retain this aspect.

Of the seven aspects of integrity, the entire site retains only the aspects of location and feeling. In contrast, the brick office building retains the aspects of location, design, materials, workmanship, feeling, and association. It does not retain integrity of setting.

## **IMPACTS AND MITIGATION MEASURES**

This section analyzes the impacts to historic architectural resources that could result from the proposed project. The section begins with the significance criteria, which establishes the thresholds for determining whether an impact is significant. The latter part of this section presents the impacts associated with the proposed project.

### Significance Criteria

For the purpose of this analysis, the following applicable threshold was used to determine whether implementation of the project would result in a significant historic architectural resources impact, which is based upon Appendix G of the CEQA Guidelines. Implementation of the proposed project would have a significant effect on historic architectural resources if the project would:

- Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco Planning Code.

### Approach to Analysis

CEQA Guidelines Section 15064.5[b] establishes the criteria for assessing a significant environmental impact on historical resources. It states, “[a] project with an effect that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment.” The CEQA Guidelines define “substantial adverse change in the significance of a historical resource” as a “physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired” (Section 15064.5[b][1]). The significance of a historic architectural resource is considered to be “materially impaired” when a project demolishes or materially alters the physical characteristics that justify the inclusion of the resource in the CRHR, or that justify the inclusion of the resource in a local register, or that justify its eligibility for inclusion in the CRHR as determined by the lead agency for the purposes of CEQA (Section 15064.5[b][2]).

As discussed above, an HRE was prepared for the proposed project (VerPlanck 2014). Planning Department staff reviewed the HRE and prepared a HRER that includes a determination regarding the historical resource status of the existing buildings and the potential impacts of the proposed project. The following conclusion is excerpted from the City’s HRER. (This excerpt references the criteria to be eligible for the CRHR as a historical resource, as detailed in the Regulatory Setting section above.)

Staff concurs with the VerPlanck HRE that the brick office building at 1200 17th Street is the only eligible historic resource on the site. The changes that occurred when the site was rebuilt in 1946-47 as part of the Owens-Illinois Co.’s conversion of the property to warehouse use altered the historic character of the site and its associated structures. The other reports submitted to dispute the findings of the HRE did not provide sufficient information to conclude that the other buildings on the site retain sufficient integrity to convey significance under the California Register criteria described below.

The HRE details the significance of the historic resource as follows: The brick office building at 1200 17<sup>th</sup> Street is eligible for listing in the California Register under Criterion 1 (Events) for its association with the Pacific Rolling Mill Co. during the time it made its greatest contribution to San Francisco. The period of significance under Criterion 1 is 1906-1928, the period in which the subject property was occupied by the Pacific Rolling Mill Co. and when the company made the bulk of its contribution towards the reconstruction of San Francisco after the 1906 Earthquake. The brick office building is also eligible for listing in the California Register under Criterion 3 (Design/Construction) as a good example of a brick industrial building constructed during the post-1906 reconstruction period in San Francisco, and as a structure that embodies the distinctive

characteristics of a type, period, and method of construction – a heavy timber-frame brick building constructed in the mid-1920s as the centerpiece of an industrial plant.

The period of significance under Criterion 3 is 1926, the year the building was constructed. The subject property is part of a larger industrial complex formerly occupied by the Pacific Rolling Mill Co. at 1200 17th Street/901 16th Street. The entire site was found to have significant associations as an important structural steel fabrication company that made a contribution towards the rebuilding of San Francisco after the 1906 Earthquake. Only the brick office building at 1200 17th, Street (constructed in 1926) was found to retain sufficient integrity to convey this significance under California Register Criterion 1 and 3. The property is not located within the boundaries of any historic district.

The building is considered a "Category A.2" property (Resources listed on adopted local registers, and properties that have been determined to appear or may become eligible, for the California Register) for the purposes of the Planning Department's California Environmental Quality Act (CEQA) review procedures.

This section analyzes the proposed project's impacts to historic architectural resources. As discussed above, on the project site only the brick office building at 1200 17th Street is a "known historical resource" (see Historic Architectural Resource Evaluation section above.)

#### Existing Plus Project Impacts

**Impact CP-1: The proposed rehabilitation of the existing historic brick office building at 1200 17th Street, when conducted in accordance with applicable Secretary of the Interior's Rehabilitation Standards as proposed, would not have a substantial adverse effect on an individual historic architectural resource. No other structures on site are eligible for listing as historic architectural resources or districts. (Less-than-significant)**

As discussed above, the only structure on the site that is eligible for listing as an individual historical resource is the brick office building at 1200 17<sup>th</sup> Street. Due to loss of integrity, the other structures at the site are not considered historical resources. There is no historic district to which the structures at the project site contribute.

The proposed changes to the brick office building and surrounding site were assessed in the HRE and HRER and found to be consistent with all Secretary of the Interior Standards for Rehabilitation.

The new use would continue the commercial use of the building and would allow for the preservation of the existing building in place. The project would retain the building's character-defining features, which are limited to the exterior. All four existing exterior walls would be preserved, as well as the building's height, massing and fenestration pattern. The proposed project includes the preservation, repair and in-kind replacement of distinctive materials, features and finishes of the brick office building, including the brick façade materials, cast cement sign, and steel-sash windows. No distinctive materials, features, finishes or construction techniques would be removed.

Historically, the brick office building was constructed as a freestanding office building for the industrial facility and was designed and constructed of brick to differentiate it from the surrounding industrial buildings. The building would continue to function in this way in contrast to the new residential construction, which is contemporary in design. The overall spatial relationships of the site would be

maintained and the detailing (including materials) of the new buildings would reference the industrial character of the existing site. The brick office building would be surrounded by a landscaped buffer so that it stands apart from the nearby new construction. If the surrounding new construction were to be removed in the future, the building could be retained as a free-standing structure.

As a project that complies with the Secretary of the Interior's Standards, the regulatory presumption is that it would not cause a substantial adverse change in the significance of an historical resource and would therefore not have a significant effect on the environment.

#### Cumulative Impacts

**Impact C-CP-1: The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would not result in a significant cumulative impact on historic architectural resources. (Less-than-significant)**

As discussed in the settings section of this chapter, the project site is not in or adjacent to any designated or potential historic district. The only historic resource on the project site is the brick office building at 1200 17th Street and the rehabilitation of this building would not result in a significant impact to this historic architectural resource (see Impact CP-1 and related discussion above). The project site is across 17th Street and approximately 100 feet northeast of the Bottom of the Hill club, a local entertainment venue since 1972 and a good and well preserved example of reconstruction period development, when it was a speakeasy "soda fountain". The Bottom of the Hill was assigned a status code of 5S3 as part of the Showplace Square Survey, meaning that it appears individually eligible for local listing. The proposed project would not directly alter the character of the potential historic resource during construction or indirectly alter the character of the potential historic resource given the distance between the project site and the potential historic resource during operations. The proposed project would not materially impair the ability of the Bottom of the Hill to convey its significance as a potential historic resource. Therefore, the proposed project would not contribute to cumulative impacts to historic architectural resources and the project would result in less-than-significant cumulative impacts.

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## V. OTHER CEQA ISSUES

This chapter discusses the following topics in relation to the proposed project: growth inducement; significant environmental effects that cannot be avoided if the proposed project is implemented; significant irreversible environmental changes that would result if the proposed project is implemented; and areas of controversy and issues to be resolved.

### GROWTH INDUCEMENT

A project is considered growth inducing if it would directly or indirectly foster substantial economic or population growth, or the construction of substantial amounts of additional housing. Examples of projects likely to result in significant adverse growth inducement include extensions or expansions of infrastructure systems beyond what is needed to serve project-specific demand, and development of new residential subdivisions in areas that are sparsely developed or undeveloped. The proposed project would be located on an infill site, surrounded on all sides by urban uses, and would not result in the extension of infrastructure into undeveloped areas or the construction of a residential project in an area that is undeveloped or lightly developed. Population growth that would result from the proposed project would be limited to the project site itself and the proposed project would not directly or indirectly induce growth beyond the project site.

The *Eastern Neighborhoods PEIR* found that an increase of approximately 7,400 to 9,900 dwelling units throughout the lifetime of the Plan (year 2025) would be expected to occur as a secondary effect of implementation of the Eastern Neighborhoods Plan. As of July 2015, 8,559 dwelling units have completed or are planned to complete environmental review, including the proposed project. In the *Eastern Neighborhoods PEIR*, approximately 2,300 to 3,900 of these dwelling units were anticipated within the Showplace Square/Potrero Hill subarea, and as of July 2015, approximately 3,266 dwelling units have completed or are planned to complete environmental review within this subarea, including the proposed project. The *Eastern Neighborhoods PEIR* also determined that the Plan would serve to advance some key City policy objectives including: provision of housing, especially permanently affordable housing; conversion of underutilized industrial lands to housing; and new opportunities for housing near downtown. In addition, the *Eastern Neighborhoods PEIR* found that the Plan would not create a substantial demand for additional housing in San Francisco. However, the *Eastern Neighborhoods PEIR* determined that the entire Eastern Neighborhoods Plan is itself potentially growth-inducing, in that it would remove barriers to housing and population growth throughout wide areas of the study area and would result in secondary and cumulative effects due to that growth. These indirect and cumulative effects are fully analyzed in the *Eastern Neighborhoods PEIR*. The proposed project is within the development projected to occur under the Area Plan, and therefore there would be no additional impacts related to growth inducing effects beyond those analyzed in the PEIR.

### SIGNIFICANT AND UNAVOIDABLE ENVIRONMENTAL IMPACTS

As discussed in Chapter IV of this EIR, the proposed project would result in significant and unavoidable impacts related to transportation and circulation. Under Existing Plus Project conditions, four study intersections – Mariposa Street and the I-280 southbound on-ramp, 17th Street and Mississippi Street, Mariposa Street and Pennsylvania Street, and Mariposa Street and Mississippi Street – would operate at an unacceptable level (LOS F) during the PM peak hour. The proposed project's contribution to unacceptable operating conditions at these intersections would be five percent or more and would therefore be a significant impact. The intersection of Mariposa Street and the I-280 southbound on-ramp would be

mitigated by measures implemented by another project prior to operations of the proposed project. For two intersections (17th Street and Mississippi Street and Mariposa Street and Pennsylvania Street), while measures have been identified to reduce these impacts to a less-than-significant level and SFMTA supports the measures to reduce Level of Service impacts, full funding for the measures has not been identified, so their feasibility is uncertain, and these impacts are considered significant and unavoidable at this time. SFMTA has determined that it would not support measures to improve operations at the intersection of Mariposa Street and Mississippi Street, because such measures could encourage diversion of traffic to residential streets. As such, the mitigation is infeasible and the impact is significant and unavoidable.

In addition, the proposed project, combined with past, present, and reasonably foreseeable future projects, would result in a considerable contribution to significant cumulative traffic impacts at four of the study intersections – 7<sup>th</sup> Street/16<sup>th</sup> Street/Mississippi Street, 17th Street and Mississippi Street, Mariposa Street and Pennsylvania Street, and Mariposa Street and Mississippi Street – each of which would operate at LOS E (the first listed only) or LOS F under the 2025 Cumulative Conditions. The proposed project's contribution to unacceptable operating conditions at these intersections would be five percent or more and would therefore be a significant impact. The intersection of 7<sup>th</sup> Street/16<sup>th</sup> Street/Mississippi Street is already signalized and is being contemplated as a location for transit-only lanes as part of Muni Forward. No mitigation compatible with SFMTA plans for the intersection have been identified and the impact would remain significant and unavoidable. The other three intersections are discussed in the preceding paragraph, as they are also impacted under existing conditions. While measures have been identified to reduce these impacts to a less-than-significant level, SFMTA either does not support the measure (Mariposa Street and Mississippi Street) or SFMTA supports the measures but full funding of the measures has not been identified, so their feasibility is uncertain, and these impacts are considered significant and unavoidable at this time (17th Street and Mississippi Street and Mariposa Street and Pennsylvania Street).

The *Eastern Neighborhoods PEIR* determined that adoption of the Eastern Neighborhoods Area Plans would result in an unavoidable significant impact on land use due to the cumulative loss of PDR (Production, Distribution, and Repair). The proposed loss of 109,500 square feet of existing PDR uses represents a considerable contribution to the loss of the PDR space analyzed in the *Eastern Neighborhoods PEIR*, but would not result in significant impacts that were not identified or more severe impact than analyzed in the PEIR. This impact was addressed in a Statement of Overriding Considerations with CEQA Findings and adopted as part of the Eastern Neighborhoods Rezoning and Area Plans approval on January 19, 2009. While land use controls in Western SoMa were identified as possible mitigation, this was determined not to be feasible and would not be applicable to the proposed project in any case, as it is not located in that area.

## AREAS OF KNOWN CONTROVERSY AND ISSUES TO BE RESOLVED

The Planning Department prepared a CPE checklist and published a NOP of an EIR on February 11, 2015, announcing its intent to prepare and distribute a Focused EIR (the NOP and CPE checklist are presented as Appendix A to this EIR). Publication of the NOP and CPE checklist initiated a 30-day public review and comment period that began on February 11, 2015, and ended on March 15, 2015. Individuals and agencies that received these notices included owners of properties within 300 feet of the project site, and potentially interested parties, including regional and State agencies.

During the review and comment period, a total of 86 comment sets, including letters, emails, and comment cards submitted to the Planning Department or provided orally at the public scoping session were provided by interested parties. The comment letters, emails, and comment cards received in response to

the NOP/CPE Checklist and a transcript of the comments received at the March 4, 2015, public scoping meeting are available for review as part of Case File No. 2011.1300E. The Planning Department has considered the comments made by the public in preparation of the Draft EIR for the proposed project. Comments on the NOP/CPE Checklist that relate to environmental issues are summarized below and are addressed in the NOP/CPE Checklist or in this EIR, as noted.

The following is a summary of the comments received during the NOP scoping period with either notes where each of these issues is addressed in this document, or a brief response to the comment received.

#### Comments on the Notice of Preparation

##### *Parking*

Some commenters noted concern that the proposed amount of parking was not enough. A ratio of at least one parking space per unit was frequently referenced. Some noted difficulty finding street parking in the area that has been and would be exacerbated by area development including the proposed project. Conversely, some commenters noted parking should be limited to encourage less car ownership/driving.

A complete Transportation Impact Study was prepared and is available for review at the Planning Department as part of Case File No. 2011.1300E. Section IV.A, Transportation and Circulation presents the results of the traffic analysis. As noted in these documents, parking provisions are not considered a CEQA impact for projects such as that proposed, but analysis of parking demand and provisions has been included for informational purposes.

##### *Traffic*

Some commenters referenced concern over traffic in the area, including the existing congestion in the area and increased traffic from recent and upcoming development including the proposed project. Many specifically supported including an analysis of traffic and related issues in an EIR. Specifically referenced concerns included:

Congestion on Mississippi Street associated with the only parking access to the proposed project garages being located on that street.

Backups caused by rail crossing at 16<sup>th</sup> Street (Caltrain and possibly High Speed Rail).

Pedestrian and bicycle safety with increased congestion.

Other future changes that should be taken into account including the Golden State Warriors event center, high speed rail, and potential razing of I-280 north of Mariposa Street.

Age of the data (2012) being stale.

Emergency response times from the bomb squad at 17<sup>th</sup> and DeHaro being delayed.

Caltrans and other commenters expressed a desire to assess the proposed project's Vehicle Miles Traveled (VMT) in addition to or instead of LOS analysis.

A complete Transportation Impact Study was prepared and is available for review at the Planning Department as part of Case File No. 2011.1300E. Section IV.A, Transportation and Circulation presents the results of the traffic analysis. If not specified below, the above concerns were addressed in this analysis.

Caltrain crossing: The intersection of 7th/16th/Mississippi Street has a Caltrain rail crossing across the westbound approach. There are 17 scheduled northbound or southbound trains which cross this location during the PM peak period (4:00 to 6:00 PM) which results in blocked east-west traffic along 16th Street. Based on observations during the PM peak hour the crossing arms block east-west traffic along 16th Street for a maximum of 60 seconds and any additional queuing caused by the train crossing dissipates within one cycle length. Therefore, the low frequency of crossings and lack of any persistent queue caused by the crossings would not change the LOS results for this intersection significantly.

Golden State Warriors Event Center: Due to the relative timing of the proposals, the Warriors' event center project was not included in the cumulative analysis of the proposed project. The Supplemental EIR for the Event Center and Mixed-Use Development at Mission Bay Blocks 29-32 (the project that includes the "Warriors' Event Center") identifies three study intersections that overlap with this EIR:

16th/7th/Mississippi Street, Mariposa/I-280 SB on-ramp, and Mariposa/I-280 NB off-ramp. Under Cumulative Conditions, significant traffic impacts were only identified at the intersection of 16th/7th/Mississippi Street during the Weekday PM peak period. The cumulative condition volumes for this intersection are consistent with the volumes used for this study. As a result, the Event Center project would not cause any significant change to the results given in this report and may potentially reduce the percent contribution to the impacted intersection from the proposed project.

VMT: Analysis of VMT is not yet required for traffic assessment under CEQA. The Planning Department is working to determine appropriate VMT rates for various uses in order to analyze VMT for future projects. Preliminary data results in the conclusion that the proposed project would have a below regional-average VMT (fewer vehicle miles traveled) and as a project in a transit priority area, would generally be considered to have a less-than-significant transportation impact when assessed using VMT. (See more detailed discussion on pages IV.2 to IV.3 of this document.)

#### *Density/Size*

Some commenters stated that the proposed project is too big for the site in relation to density of units and/or scale of the building. This was often related to land use and planning (statements that it is not consistent with plans), traffic, and/or neighborhood character.

The proposed project has been determined to be generally consistent with the General Plan and the uses, density, unit mix, open space, and parking requirements of the Planning Code and would require five modifications, waivers, and exceptions that are allowable under the Planning Code. There is no significant impact related to land use and planning (see pages 25 and 26 of the CPE Checklist in Appendix A) and as noted in this document, aesthetic issues are not considered a CEQA impact for projects of this type. As for the traffic generated by a project of the proposed size, a complete Transportation Impact Study was prepared and is available for review at the Planning Department as part of Case File No. 2011.1300E. Section IV.A, Transportation and Circulation presents the results of the traffic analysis.

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*Area Development/Unit Goals Exceeded*

Some commenters stated that too much development has occurred in the area recently, sometimes specifically referencing unit count projections for the area and their belief that those projections are being exceeded by projects in the pipeline. This was often linked to lack of infrastructure improvements identified in the Eastern Neighborhood Plan related to area growth including road and transit improvements, parks, utilities and services.

The *Eastern Neighborhoods PEIR* found that an increase of approximately 7,400 to 9,900 dwelling units throughout the lifetime of the Plan (year 2025) would be expected to occur as a secondary effect of implementation of the Eastern Neighborhoods Plan. As of July 2015, 8,559 dwelling units have completed or are planned to complete environmental review, including the proposed project. In the *Eastern Neighborhoods PEIR*, approximately 2,300 to 3,900 of these dwelling units were anticipated within the Showplace Square/Potrero Hill subarea, and as of July 2015, approximately 3,266 dwelling units have completed or are planned to complete environmental review within this subarea, including the proposed project. The *Eastern Neighborhoods PEIR* also determined that the Plan would serve to advance some key City policy objectives including: provision of housing, especially permanently affordable housing; conversion of underutilized industrial lands to housing; and new opportunities for housing near downtown. In addition, the *Eastern Neighborhoods PEIR* found that the Plan would not create a substantial demand for additional housing in San Francisco. However, the *Eastern Neighborhoods PEIR* determined that the entire Eastern Neighborhoods Plan is itself potentially growth-inducing, in that it would remove barriers to housing and population growth throughout wide areas of the study area and would result in secondary and cumulative effects due to that growth. These indirect and cumulative effects are fully analyzed in the *Eastern Neighborhoods PEIR*. The proposed project is within the development projected to occur under the Area Plan, and therefore there would be no additional impacts related to growth inducing effects beyond those analyzed in the PEIR and discussed in this EIR related to transportation and circulation. (See more detailed discussion on pages IV.5 to IV.7 of this document.) Additionally, the proposed project would not demonstrably conflict with any objectives or policies in the Eastern Neighborhoods Plan (see pages III.2 to III.5 of this document for additional discussion).

*Architecture/Design*

Some commenters noted dissatisfaction with the look of the proposed building. Sometimes this was related to not liking the architecture or scale, though often comments also related to the commenter's desire to retain more of an industrial feel. Conversely, some commenters expressed support for removing the existing warehouses, which they do not consider to be aesthetically pleasing.

These comments are not directly related to the environmental analysis. As noted in this document, aesthetic issues are not considered a CEQA impact for projects of this type. Visual simulations have been included for informational purposes in Chapter II, Project Description.

*Parks and Open Space*

Some commenters noted a need for additional parks and open space in the area to accommodate existing and future residents including those from the proposed project. Some suggested new projects should not be approved until specific plans for additional parks/open space were identified and/or constructed. Some suggested the project site should be used entirely as a park for the area.

The proposed project is consistent with open space requirements of the Planning Code and includes more on-site open space than is required, though much of this is common or private open space accessible only to the residents of the proposed project. There is no significant impact related to land use and planning (see pages 25 and 26 of the CPE Checklist in Appendix A) or recreation (see page 49 of the CPE Checklist in Appendix A). For informational purposes, two new publically-accessible parks are under construction nearby, the 0.9-acre Daggett Park across the street and the 2.03-acre Mariposa Park 0.2 miles away at Mariposa and Owens Streets. The former of these parks is located in an area identified in the Eastern Neighborhoods Plan Streets and Open Space Concept (Figure A3) as an area to acquire and develop sites for open space or neighborhood parks, and the latter was identified as planned open space.

#### *Historic Architectural Resources*

Some commenters asserted that industrial buildings on the site are historic, some specifically referring to the metal shed warehouses and association with Pacific Rolling Mill Co. and more generally referring to reminders of the past industrial nature of the area. Some commenters specifically referenced support of a metal shed reuse alternative suggested by Save the Hill.

A complete Historic Resource Evaluation was prepared and is available for review at the Planning Department as part of Case File No. 2011.1300E. Section IV.B, Historic Architectural Resources presents the results of this evaluation. As noted in these documents, only the brick office building at 1200 17<sup>th</sup> Street was found to be historic.

Regardless of the above, the suggested alternative options submitted by the Save the Hill group were considered by the City (components of which are represented as the Metal Shed Reuse Alternative), and considered in Chapter VI, Alternatives.

#### *Eastern Neighborhoods PEIR*

Some commenters suggested the *Eastern Neighborhoods PEIR* was too old to rely on for tiering or otherwise inaccurate for assessment of cumulative impacts. This was often tied to the issue of the extent of recent and proposed development in the area. Sometimes specific topics were identified under this issue such as traffic, hazardous materials, and loss of historic buildings.

To assess the proposed project under current and currently foreseeable conditions, a complete Transportation Impact Study and Historic Resource Evaluation were prepared and are available for review at the Planning Department as part of Case File No. 2011.1300E and as summarized in Chapter IV of this document.

A discussion of completed, planned and projected dwelling units is included on pages IV.5 to IV.6 of this document, as summarized here. The *Eastern Neighborhoods PEIR* found that an increase of approximately 7,400 to 9,900 dwelling units throughout the lifetime of the Plan (year 2025) would be expected to occur as a secondary effect of implementation of the Eastern Neighborhoods Plan. As of July 2015, 8,559 dwelling units have completed or are planned to complete environmental review, including the proposed project. In the *Eastern Neighborhoods PEIR*, approximately 2,300 to 3,900 of these dwelling units were anticipated within the Showplace Square/Potrero Hill subarea, and as of July 2015, approximately 3,266 dwelling units have completed or are planned to complete environmental review within this subarea, including the proposed project. (See more detailed discussion on pages IV.5 to IV.7 of this document.)

#### *PDR Job/Use Loss*

Some commenters noted concern over loss of PDR-type jobs and spaces for such employment both specific to this site and cumulatively in the Eastern Neighborhoods.

The proposed project is consistent with the Eastern Neighborhoods Plan, which acknowledged loss of PDR jobs and spaces, and would contribute to the related Significant and Unavoidable cumulative impact identified in the *Eastern Neighborhoods PEIR*. The mitigation identified in the PEIR for the Eastern Neighborhoods Plan does not apply to the project site. (See page 26 of the CPE Checklist in Appendix A.)

#### *Toxics During Construction*

Some commenters noted concern regarding contaminated soils and groundwater and the possibility of health impacts to neighbors and/or nearby school children.

Characterization of and identification of appropriate methods for handling hazardous materials at the site during construction were adequately addressed in the CPE Checklist (pages 57 to 60) and referenced Environmental Site Assessments, which are available for review at the City Planning Department as part of Case File No. 2011.1300E. The Department of Public Health will review and approve a Site Mitigation Plan, Soil Management Plan, Air Monitoring Plan, and Dust Control Plan as part of required project approvals.

#### *Construction Impacts*

Some commenters noted concerns over potential impacts during the construction period, specifically dust/emissions, noise and parking/access to businesses.

Noise, air quality and hazardous materials impacts during construction were adequately addressed in the CPE Checklist (pages 31-32, 35-40 and 57-60) and these comments raised no additional concerns. Measures to reduce noise and dust during construction are required by various City Codes, as discussed in the CPE Checklist.

#### *Emissions, Vehicle*

Some commenters expressed concern over air quality in the area, specifically related to vehicles/traffic from existing as well as recent and upcoming development including the proposed project.

Air Quality was addressed in the CPE Checklist (pages 35 to 41) and these comments raised no additional concerns.

#### *Views*

Some commenters noted concern over loss of views from and to Potrero Hill.

This is not directly related to the environmental analysis. As noted in this document, aesthetic issues are not considered a CEQA impact for projects of this type. Visual simulations and discussion have been included for informational purposes in Chapter II, Project Description.

### *Shadows*

Some commenters noted the proposed project would cause shadows, often specifically related to the under-construction Daggett Park. Planning Code Section 295 was sometimes specifically referenced.

Shadows were assessed in the CPE Checklist (pages 42 to 50) and these comments raised no additional concerns. As noted in that document, Daggett Park is not under the jurisdiction of the Recreation and Park Commission and is accordingly not subject to Section 295, although the proposed project's net new shadow upon Daggett Park was evaluated in the CPE Checklist and found to have a less-than-significant impact.

### *Nightclub Noise*

Some commenters expressed concern regarding the potential for conflict related to noise from the Bottom of the Hill nightclub and the proposed residential units along 17th Street that could negatively impact operation of the nightclub.

Noise was addressed in the CPE Checklist (pages 31 to 35) and referenced a complete Environmental Noise Assessment, which is available for review at the Planning Department as part of Case File No. 2011.1300E. The Environmental Noise Assessment included long-term continuous noise measurements spanning evenings in which concerts took place at the Bottom of the Hill nightclub. These comments raised no additional concerns.

Additionally, as noted as a possibility in the CPE, the City has subsequently adopted Ordinance 070-15 related to noise regulations for residential uses near places of entertainment with an effective date of June 19, 2015. The ordinance amended various City codes to require attenuation of exterior noise for new residential structures and to provide that existing places of entertainment not become nuisances on the basis of noise impacts on nearby residents. The proposed project would comply with these (previously proposed but now adopted) regulations and the proposed project and acoustical analysis will be reviewed by the Entertainment Commission as part of the approval process consistent with this new regulation.

### *Geological Hazards*

Some commenters noted concern regarding geological hazards on/near the site and questioned the appropriateness of the site for the proposed development. Specific concerns included character of the soil and site (liquefaction potential, fault line, water levels, etc.) as well as potential for construction-period activities including vibration to damage nearby buildings and gas pipelines.

Geological hazards were addressed in the CPE Checklist (pages 52 to 54) and referenced geotechnical investigations, which are available for review at the Planning Department as part of Case File No. 2011.1300E and these comments raised no additional concerns.

### *Beneficial Impacts*

Some commenters in support noted their belief that development in the proposed location would be less impactful than suburban development.

No response is necessary.

*Other Comments*

Some comments were less common and did not fit under the above topics. These can be briefly summarized as pertaining to the commenter's belief that not enough is being done to address affordable and family housing, area crime, access to area business during construction, water supply/drought, area school capacity, wind tunnels related to tall buildings, and that additional right-of-way for the sidewalk along 17th street should be taken from the project property and not existing right-of-way.

Other comments were either not directly related to the environmental analysis or already adequately covered in the CPE Checklist.

*Summary*

The above issues are addressed and analyzed throughout this EIR and the CPE Checklist.

This Draft EIR will be circulated for public review and comment. During this period, written comments concerning the accuracy and adequacy of the Draft EIR will be accepted and a public hearing will be held before the Planning Commission to receive oral comments. After the close of the public comment period, written responses will be prepared to address substantive comments received on the environmental analysis, and any revisions to the Draft EIR will be identified.

Comments expressing support for the proposed project or opposition to it will be considered independently of the environmental review process by City decision-makers, as part of their decision to approve, modify, or disapprove the proposed project.

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## VI. ALTERNATIVES

The CEQA Guidelines require the analysis of a reasonable range of potentially feasible alternatives to the proposed project or to the location of the project, which would feasibly attain most of the basic objectives of the proposed project and avoid or substantially lessen any of the significant effects of the project (CEQA Guidelines Section 15126.6). The range of alternatives required in an EIR is governed by a “rule of reason” that requires the EIR to set forth only those alternatives necessary to permit informed public participation and an informed and reasoned choice by the decision-making body (CEQA Guidelines Section 15126.6(f)).

CEQA generally defines “feasible” to mean the ability to be accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, technological, and legal factors. The following factors may also be taken into consideration when assessing the feasibility of alternatives: site suitability; economic viability; availability of infrastructure; General Plan consistency; other plans or regulatory limitations; jurisdictional boundaries; and the ability of the proponent to attain site control (CEQA Guidelines Section 15126.6(f)(1)).

CEQA also requires that a No Project Alternative be evaluated (CEQA Guidelines Section 15126.6(e)); the analysis of the No Project Alternative is based on the assumption that the proposed project would not be approved. In addition, an environmentally superior alternative must be identified among the alternatives considered. The environmentally superior alternative is generally defined as the alternative that would result in the least adverse environmental impacts to the project sites and affected environment. If the No Project Alternative is found to be the environmentally superior alternative, the EIR must identify an environmentally superior alternative among the other alternatives.

CEQA Guidelines Section 15126.6(c) also requires an EIR to identify and briefly discuss any alternatives that were considered by the Lead Agency but were rejected as infeasible during the scoping process. In identifying alternatives, primary consideration was given to alternatives that would reduce significant impacts while still meeting most of the basic project objectives. Those alternatives that would have impacts identical to or more severe than the proposed project, or that would not meet most of the project objectives, were rejected from further consideration.

This chapter identifies alternatives to the proposed project and discusses environmental impacts associated with each alternative. Alternatives were selected that would reduce identified impacts of the proposed project. The proposed project would result in significant unavoidable impacts related to land use and transportation and circulation.

### Land Use

The *Eastern Neighborhoods PEIR* determined that adoption of the Eastern Neighborhoods Area Plans would result in an unavoidable significant impact on land use due to the cumulative loss of PDR (Production, Distribution, and Repair). While land use controls in Western SoMa were identified as possible mitigation, this was determined not to be feasible and would not be applicable to the proposed project in any case, as the proposed project is not located in that area. A Statement of Overriding Considerations was adopted by the City accepting this significant impact because retention of the PDR uses would conflict with planned growth of the area. The proposed loss of 109,500 square feet of existing PDR uses represents a considerable contribution to the loss of the PDR space analyzed in the *Eastern Neighborhoods PEIR*, but would not result in significant impacts that were not identified or more severe impact than analyzed in the PEIR.

### Transportation and Circulation

Under Existing Plus Project conditions, four study intersections – Mariposa Street and the I-280 southbound on-ramp, 17th Street and Mississippi Street, Mariposa Street and Pennsylvania Street, and Mariposa Street and Mississippi Street – would operate at unacceptable levels (LOS F) during the PM peak hour. The proposed project's contribution to unacceptable operating conditions at these intersections would be five percent or more and would therefore be a significant impact. The intersection of Mariposa Street and the I-280 southbound on-ramp would be mitigated by measures implemented by another project prior to operations of the proposed project. For two intersections (17th Street and Mississippi Street and Mariposa Street and Pennsylvania Street), while measures have been identified to reduce these impacts to a less-than-significant level and SFMTA supports the measures to reduce Level of Service impacts, full funding for the measures has not been identified, so their feasibility is uncertain, and these impacts are considered significant and unavoidable at this time. SFMTA has determined that it would not support measures to improve operations at the intersection of Mariposa Street and Mississippi Street, because such measures could encourage diversion of traffic to residential streets. As such, the mitigation is infeasible and the impact is significant and unavoidable.

In addition, the proposed project, combined with past, present, and reasonably foreseeable future projects, would result in a considerable contribution to significant cumulative traffic impacts at four of the study intersections – 7<sup>th</sup> Street/16<sup>th</sup> Street/Mississippi Street, 17th Street and Mississippi Street, Mariposa Street and Pennsylvania Street, and Mariposa Street and Mississippi Street – each of which would operate at LOS E (the first listed only) or LOS F under the 2025 Cumulative Conditions. The proposed project's contribution to unacceptable operating conditions at these intersections would be five percent or more and would therefore be a significant impact. The intersection of 7<sup>th</sup> Street/16<sup>th</sup> Street/Mississippi Street is already signalized and is being contemplated as a location for transit-only lanes as part of Muni Forward. No mitigation compatible with SFMTA plans for the intersection have been identified and the impact would remain significant and unavoidable. The other three intersections are discussed in the preceding paragraph, as they are also impacted under existing conditions. While measures have been identified to reduce these impacts to a less-than-significant level, SFMTA either does not support the measure (Mariposa Street and Mississippi Street) or SFMTA supports the measures but full funding of the measures has not been identified, so their feasibility is uncertain, and these impacts are considered significant and unavoidable at this time (17th Street and Mississippi Street and Mariposa Street and Pennsylvania Street).

In summary, mitigation is considered infeasible at two impacted intersections because SFMTA would not support identified measures due to conflicts with the desired operation of these intersections (7<sup>th</sup> Street/16<sup>th</sup> Street/Mississippi Street, and Mariposa Street and Mississippi Street). Two additional intersections (17th Street and Mississippi Street, and Mariposa Street and Pennsylvania Street) have feasible mitigation identified that would reduce impacts to less-than-significant levels, but full funding of the improvements has not been identified, so implementation cannot be assumed at this time and the impacts are assumed to be significant and unavoidable.

Impacts related to transportation and circulation are discussed in more detail than other topics due to the complex nature of the traffic, pedestrian, transit, bicycle, and loading issues surrounding the proposed project. The analysis included herein is based on an evaluation of the project alternatives conducted by DKS Associates.

## ALTERNATIVES CONSIDERED BUT REJECTED FROM FURTHER CONSIDERATION

As discussed previously, the Save the Hill group submitted a package of alternative plans featuring retention and reuse of the warehouse buildings on the site. These suggested alternative options were considered by the City (components of which are represented as the Metal Shed Reuse Alternative discussed below), which takes into account application of Planning Code requirements for residential unit access to light and air. Other variations on an alternative featuring retention and reuse of the warehouse buildings were not further considered as additional similar alternatives would not be different enough to meaningfully contribute to a reasonable range of alternatives.

The following alternatives were considered as part of this alternatives analysis, but ultimately rejected from detailed analysis:

1. Off-site Alternative. This alternative was rejected because the project sponsor does not have control of another site that would be of sufficient size to develop a mixed-use project with the intensities and mix of uses that would be necessary to achieve most of the basic project objectives.
2. Open Space Alternative. An alternative which considers the development of exclusive open space on the site was not considered for further analysis as it would not meet most of the basic project objectives, the proposed project exceeds the Planning Code open space requirements for the proposed development, the City does not own the project site, and acquisition of the site for City open space is not within the City's open space acquisition priority list.
3. Medical Office and Residential Alternative. The project was originally proposed in 2011 with a medical office building along 16<sup>th</sup> Street and a mixed use residential building along 17<sup>th</sup> Street. The medical group has since moved forward with the medical office project at a different location and is no longer interested in this type of development at this site. An alternative with a medical office building would not substantially reduce project impacts so was rejected as an alternative.

## SUMMARY OF PROJECT ALTERNATIVES

This chapter compares three alternatives, as summarized below:

- The No Project Alternative, under which the project site would not be redeveloped with the proposed project and the project site would remain generally in its existing condition.
- The Reduced Density Alternative, under which the project site would be developed with fewer residential units and less commercial space at the same maximum allowable heights but with a smaller footprint to allow for more open space. This alternative would include 273 residential units, 16,880 square feet of commercial space, 56,850 square feet of open space, 271 off-street parking spaces within a partially below-grade garage, and associated improvements. The total building area would be 561,625 gsf and building heights would be 6 stories (68 feet) along 16<sup>th</sup> street and 4 stories (48 feet) along 17<sup>th</sup> Street.
- The Metal Shed Reuse Alternative, under which all the warehouse buildings on the site (1200/1100 17<sup>th</sup> Street, and 1210 17<sup>th</sup> Street/975 16<sup>th</sup> Street) would be retained and reused. Along with a new building with underground parking in the northeast corner of the site, this alternative would contain a mix of residential units, commercial space, and artist workspace and exhibition space including 177 residential units, 20,200 square feet of commercial space, 55,323 square feet of artist workspace and exhibition space, 36,291 square feet of open space, 123 off-street parking spaces within a below-grade

garage, and associated improvements. The total building area would be 369,907 gsf and building heights would be up to 5 stories (58 feet) along 16<sup>th</sup> street and 4 stories (48 feet) along 17<sup>th</sup> Street. This alternative was analyzed solely in response to community requests for a smaller-scale alternative that retained the existing warehouses and this alternative would not reduce effects related to historic architectural resources, as the warehouses at the site were determined not to be historic resources.

Table VI-1 compares key elements of the alternatives to the proposed project.

**Table VI-1: Summary of Project Alternatives and Proposed Project Development**

Use	Proposed Project	No Project Alternative	Reduced Density Alternative	Metal Shed Reuse Alternative
<b>Total Building Area (gsf)</b>	616,452	109,500	561,625	369,907
<b>Residential Units</b>				
Studio	53	-	0	18
1 Bedroom	182	-	162	83
2 Bedroom	146	-	82	68
3 Bedroom	14	-	29	8
<b>Total Units</b>	395	-	273	177
<b>Commercial/Public Use</b>				
Retail	17,818	-	15,180	10,100
Restaurant	7,150	-	1,700	10,100
		-	-	-
Artist Workspace	-	-	-	46,957
Public Exhibition Space	-	-	-	8,366
<b>Total Commercial/Public Space (gsf)</b>	24,968	-	16,880	75,523
<b>Open Space (gsf)</b>	50,932	-	56,850	36,291
<b>Building Heights</b>				
Along 16 <sup>th</sup> Street in ft (stories)	68 (6)	39	68 (6)	58 (5)
Along 17 <sup>th</sup> Street in ft (stories)	48 (4)	34	48 (4)	48 (4)
<b>Parking</b>				
Off-Street Non-Residential Spaces	45	-	36	
Off-Street Residential Spaces	338	-	233	121
Off-Street Car Share Spaces	5	-	2	2
<b>Total Off-Street Vehicle Spaces</b>	388		271	123
Class 1 Bicycle Spaces	455	-	218	184
Class 2 Bicycle Spaces	52	-	21	20
Off-Street Loading Spaces	1	14	2	3
On-Street Loading Spaces	2 passenger; 2 commercial	-	0	0

Sources: DKS Associates, Inc., 901 16<sup>th</sup> Street/1200 17<sup>th</sup> Street Potrero Partners, LLC Mixed-Use Project Transportation Impact Study, March 2015; Christiani Johnson Architects, Inc., Reduced Density Alternative and Metal Shed Reuse Alternative, March 2015.

## NO PROJECT ALTERNATIVE

### Description

Under the CEQA-required No Project Alternative, the site would generally remain in its existing condition and would not be redeveloped with a mix of residential, commercial, and open space uses. No open space would be developed within the site and no changes to surrounding loading or curb space would occur. This alternative is intended to reduce or avoid impacts associated with building demolition, site preparation, construction activities, and effects associated with the operation of more intense uses on the site. The existing warehouse and office uses totaling approximately 109,500 square feet would continue operating at the site.

Building heights on the site would not be increased and views of and past the site would remain unchanged.

### Objectives

Because the physical environment of the site would be unchanged, the No Project Alternative would not achieve any of the project sponsor's objectives for the proposed project. In particular, objectives regarding the redevelopment of a large underutilized site, creation of a mixed-use project within the UMU District, contribution to regional housing needs, provision of open space, and development of a financially feasible project would not be achieved. The No Project Alternative would meet the objective to preserve the historic brick office building.

### Land Use Impacts

The buildings on the site have recently been occupied by storage/moving and storage uses. It is possible the existing buildings on the project site could be utilized for PDR uses in the future if they were retained. While difficult to quantify due to the speculative nature of potential PDR use, it is possible the No Project Alternative would have a reduced contribution to cumulative loss of PDR uses identified in the *Eastern Neighborhoods PEIR*. The City previously adopted a Statement of Overriding Considerations determining that cumulative impact related to PDR loss in the Eastern Neighborhoods would be accepted to accommodate planned growth of the area.

### Transportation and Circulation Impacts

Existing circulation patterns within and in the vicinity of the site would continue under the No Project Alternative. Unlike the proposed project, under the No Project Alternative there would be no changes to traffic, transit, pedestrian, bicycle, loading, emergency vehicle access, or parking conditions compared to existing conditions. Therefore, compared to the proposed project, which would have significant unavoidable project impacts at three study intersections, significant unavoidable cumulative impacts at four study intersections, and less-than-significant, transit, pedestrian, bicycle, loading, emergency vehicle access, parking and transportation-related construction impacts, the No Project Alternative would not result in any impacts related to transportation and circulation. Parking conditions within and in the vicinity of the proposed project would also not change. The proposed alterations to the existing pedestrian circulation pattern, including the proposed mid-block pedestrian alley along the west side of the development, would not occur under this alternative.

### Historic Architectural Resources Impacts

Under the No Project Alternative, the historic brick office building at 1200 17<sup>th</sup> Street would be retained, as it would under the proposed project, but would not be rehabilitated and opened to the public as a retail or restaurant space. There would be no plans to remove or change other buildings at the site either, though none of the other buildings are considered historic architectural resources under CEQA (See section IV.B).

### Impact Summary

The No Project Alternative assumes retention of existing buildings that could be appropriate for PDR uses, thereby reducing cumulative impacts related to loss of PDR use in the Eastern Neighborhoods Plan area. The City previously adopted a Statement of Overriding Considerations determining that cumulative impact related to PDR loss in the Eastern Neighborhoods would be accepted to accommodate planned growth of the area.

The No Project Alternative assumes no changes to Transportation and Circulation and therefore no impacts. This would avoid significant and unavoidable impacts to all four intersections identified under the proposed project (two of these could be mitigated if full funding is identified).

The No Project Alternative would not change impacts related to historic architecture. Both this alternative and the proposed project retain the historic brick office building at 1200 17<sup>th</sup> Street, although the brick office building would not be rehabilitated in the No Project Alternative. While the metal shed warehouses would also be retained under the No Project Alternative, these have been determined not to qualify as historic resources, so their loss or retention would not change impact conclusions.

## **REDUCED DENSITY ALTERNATIVE**

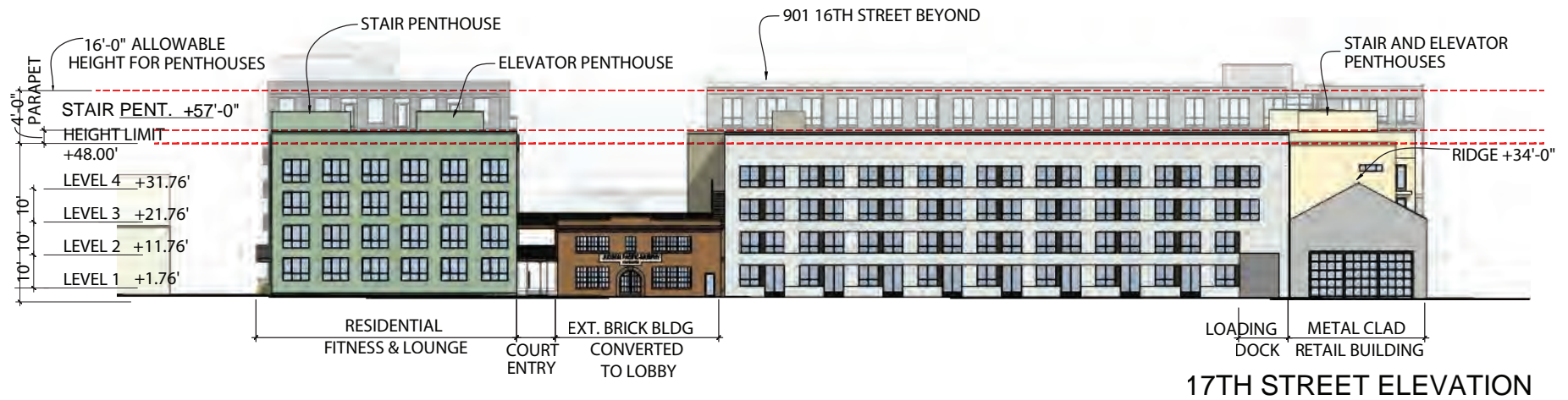
### Description

Specifics of the Reduced Density Alternative are shown in **Figures VI-1** through **VI-6**. Note that elevations are intended to be diagrammatic and do not reflect architectural design that would be completed for an actual project.

Under the Reduced Density Alternative, all existing on-site buildings and surface pavements on the project site would be demolished and the site would be redeveloped with a mix of residential and commercial uses within two buildings. This alternative is similar to the proposed project, including two buildings built to the maximum height allowances with partially underground parking, but includes a smaller footprint to allow for greater open space and resultant lower number of residential units and commercial space.<sup>60</sup> A total of 273 residential units and 16,880 square feet of commercial uses would be developed, for a total building area of 561,625 gsf. This alternative would include 122 fewer residential units and 7,588 fewer square feet of commercial space compared to the proposed project. Similar to the proposed project, this alternative would feature a public pedestrian alley along the west side of the development with residences opening onto a mews and residential courtyards.

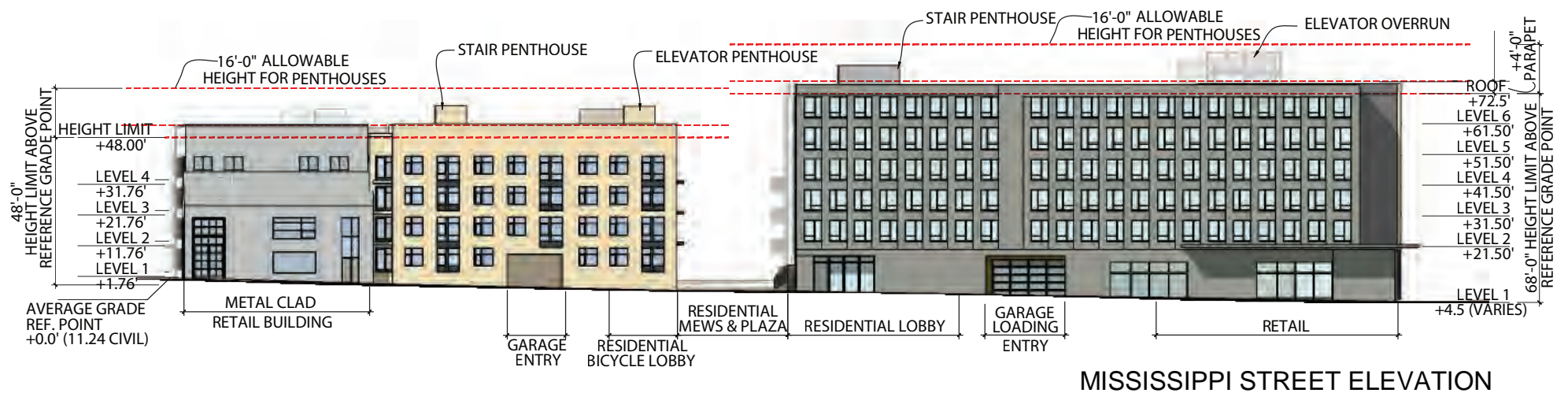
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<sup>60</sup> The Reduced Density Alternative was specifically developed to reduce the project's potential level of service impacts to certain study intersections to a less-than-significant level. The development assumptions for the Reduced Density Alternative reflect the maximum number of residential units and commercial square footage that could be developed at the site without resulting in existing plus project traffic-related impacts.



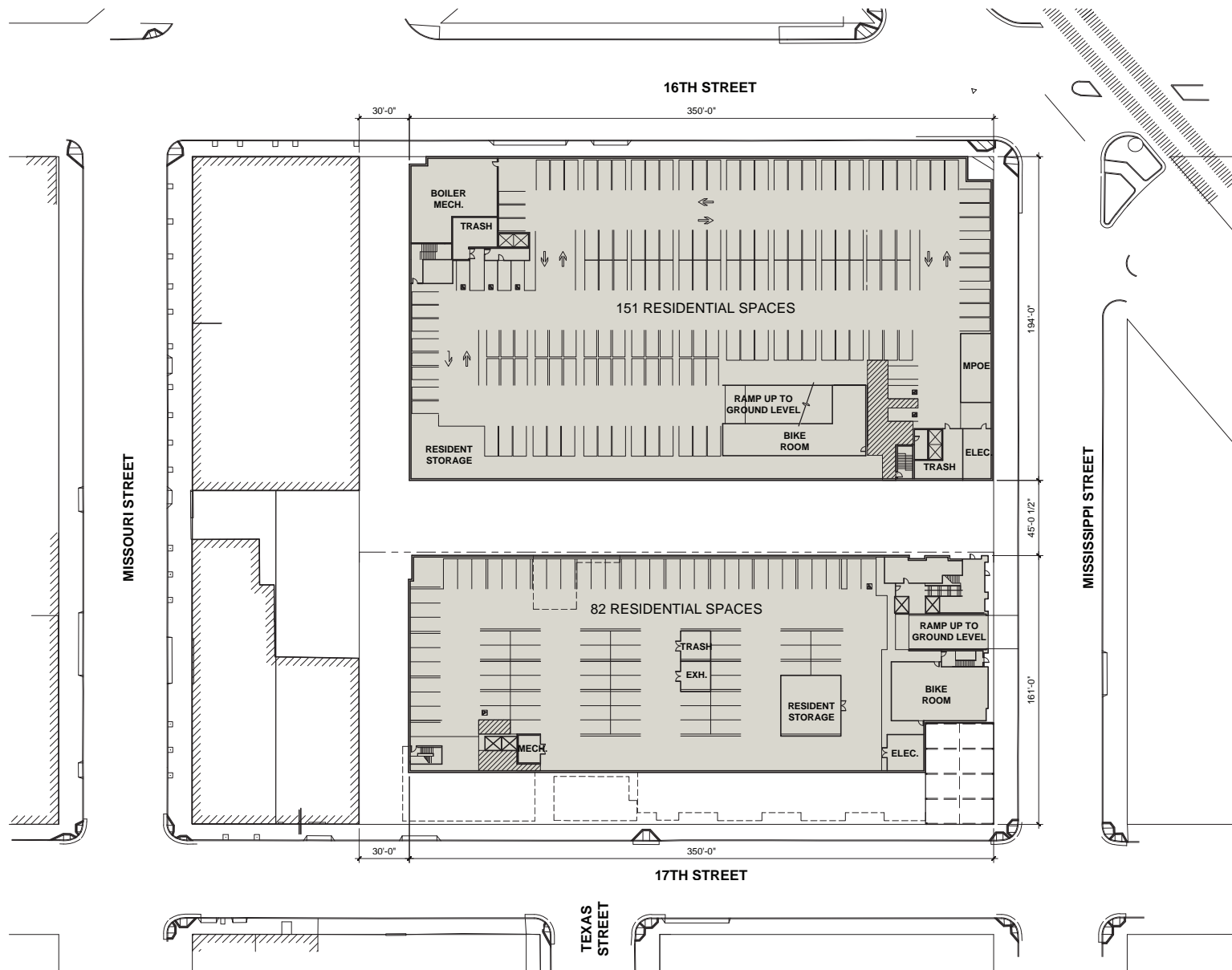
**Figure VI-1: Reduced Density Alternative Elevations (16th Street and 17th Street)**

Source: Christiani Johnson Architects, 2015



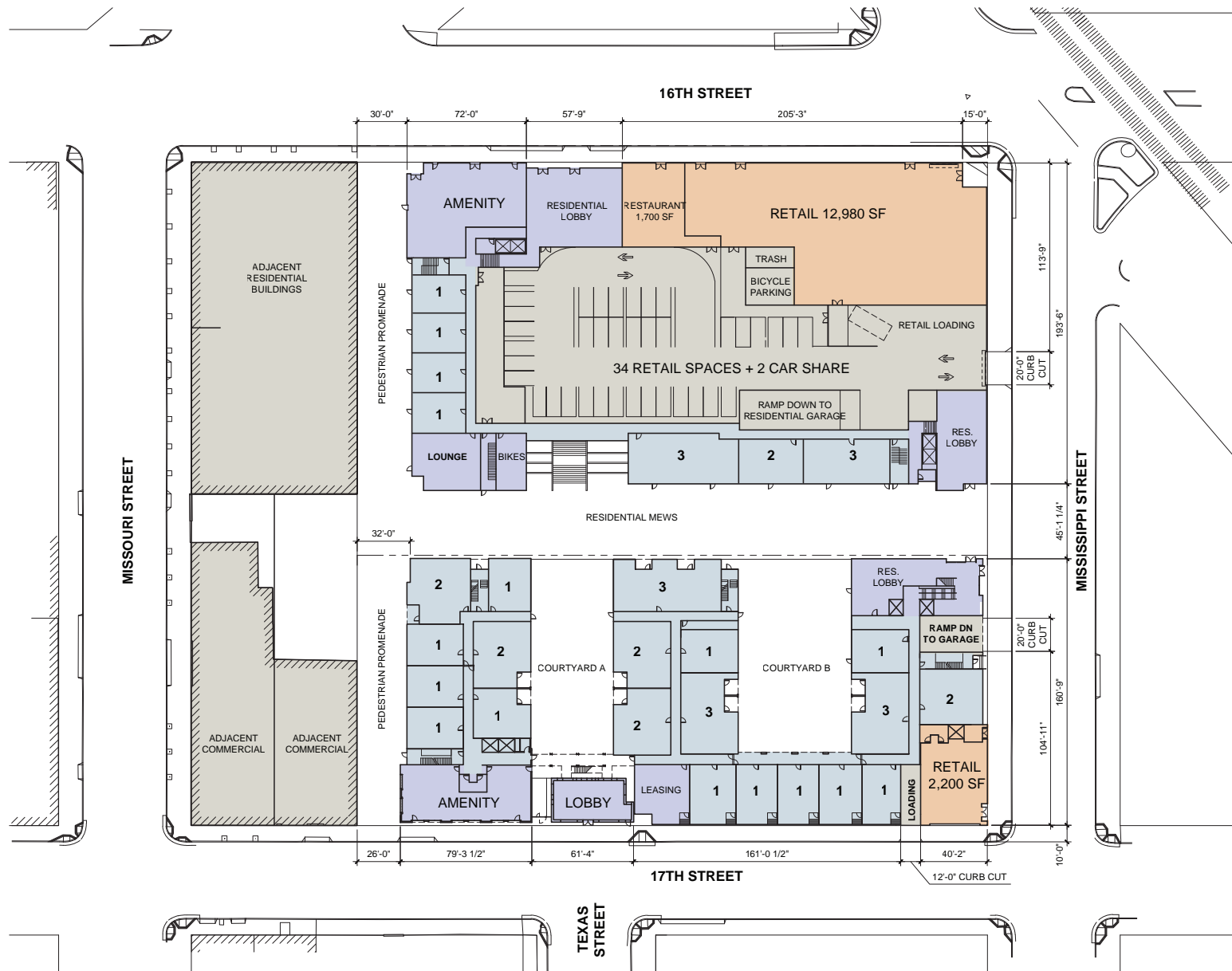
**Figure VI-2: Reduced Density Alternative Elevations (Mississippi Street)**

Source: Christiani Johnson Architects, 2015



**Figure VI-3: Reduced Density Alternative Floor Plan, Basement**

Source: Christiani Johnson Architects, 2015



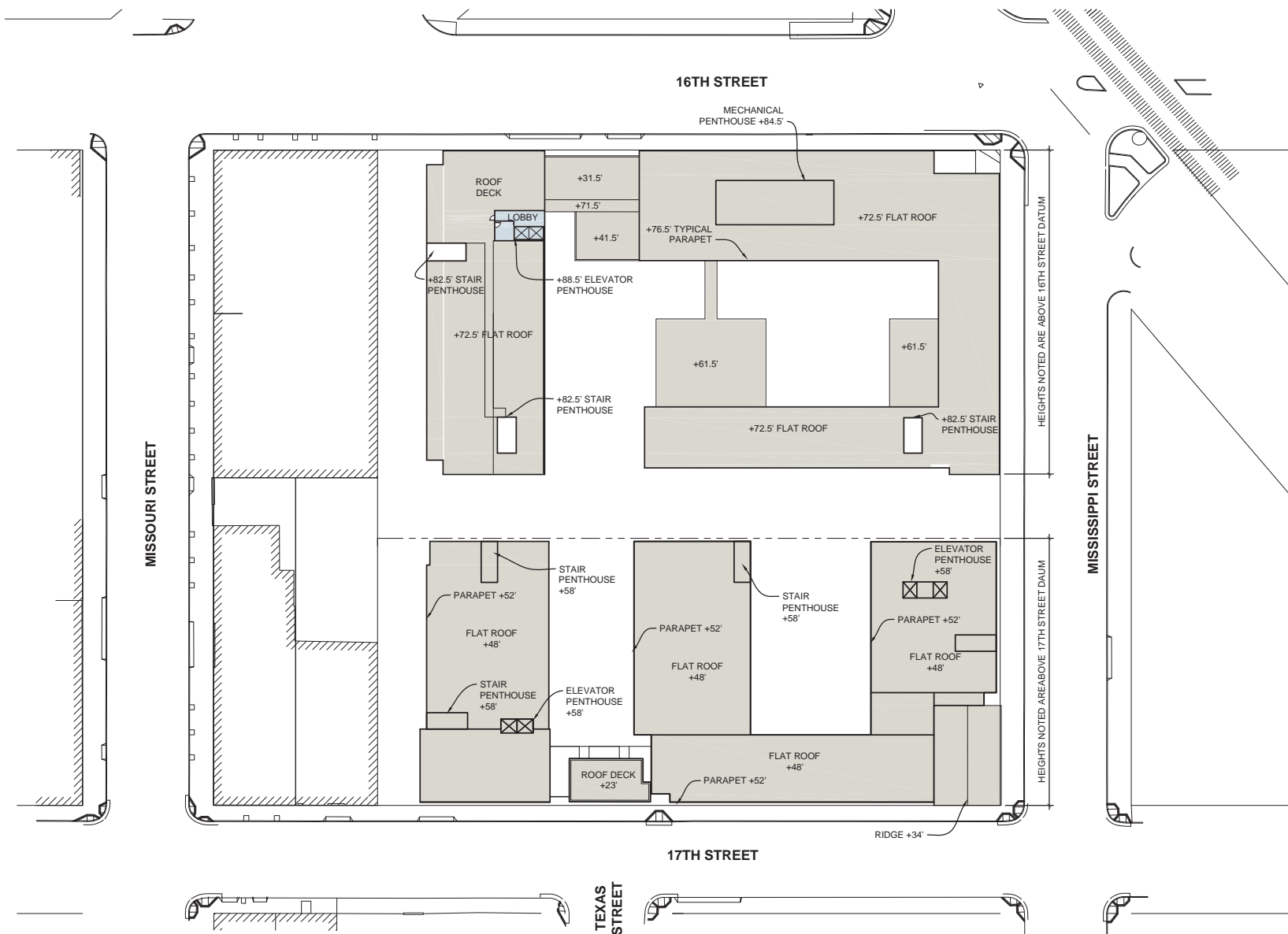
**Figure VI-4: Reduced Density Alternative Floor Plan, Ground Floor**

Source: Christiani Johnson Architects, 2015



**Figure VI-5: Reduced Density Alternative Floor Plan, Representative Upper Floor**

Source: Christiani Johnson Architects, 2015



**Figure VI-6: Reduced Density Alternative Roof Plan**

Source: Christiani Johnson Architects, 2015

The reduced density alternative would include underground residential parking garages in both the 16th Street Building and 17th Street Building with access via two driveways with 20-foot curb cuts from Mississippi Street. Class 1 bicycle parking would be included in the underground garages. Retail parking as well as additional bicycle parking would be provided at ground level in the 16th Street Building. Two off-street loading spaces would be provided with one being adjacent to the retail parking area and the other off of 17th Street (a 12-foot curb cut).

#### *Building Characteristics*

The configuration of the buildings would be similar to the configuration of the proposed project, although compared to the proposed project: 1) the courtyards would be expanded, reducing the footprint of the buildings; 2) there would be less commercial frontage, with locations toward the western end of the buildings, including the existing brick building, becoming residential amenities or lobby areas instead of commercial areas.

The height of the buildings would be the same as under the proposed project. Views of and across the site would be similar to those under the proposed project.

#### *Open Space*

Under the Reduced Density Alternative, the type and location of open space areas would be similar to the proposed project, except there would be larger courtyard areas (private common open space) within the interiors of both buildings. A total of approximately 56,850 gsf of publicly accessible and private open space would be developed throughout the site. Similar to the proposed project, open space would include a publicly accessible mid-block pedestrian pathway along the western boundary.

#### *Access and Parking*

Pedestrian access to and through the site under the Reduced Density Alternative would be the same as under the proposed project. Proposed sidewalk improvements included in the proposed project would also be included in this alternative.

Parking access and provisions would be generally the same except that the amount of parking spaces would be reduced consistent with allowable maximum provisions under the Planning Code. Access points would be located on Mississippi Street only. Similar to the proposed project, the Reduced Density Alternative would modify the configuration of existing on-street parking spaces adjacent to the site to including the removal of existing curb cuts and to allow for two new on-street loading spaces.

#### *Loading*

The Reduced Density Alternative would provide two off-street loading docks and no on-street loading zones.

#### Objectives

The Reduced Density Alternative would achieve some of the project sponsor's objectives for the project. Because this alternative would allow for redevelopment of the site with a mix of residential and commercial uses, but at a density less than the proposed project, objectives regarding the development of a mix of uses on an underutilized site, contribution to the City's regional housing needs, and development of a financially feasible project would be achieved to a lesser extent than the proposed project. The Reduced Density Alternative would also comply with the UMU District zoning and the existing height and bulk

requirements for the site and preserve the historic brick office building. Because the intensity of proposed uses would be less than that of the project, most of the project sponsor's objectives would be achieved to a lesser extent than the proposed project. The objective for incorporation of open space would be met to an even greater degree than with the proposed project.

### Land Use Impacts

Existing buildings on the site that could potentially be appropriate for PDR uses would be demolished and replaced in the Reduced Density Alternative with residential and retail uses. The Reduced Density Alternative would have the same contribution as the proposed project to cumulative loss of PDR uses identified in the *Eastern Neighborhoods PEIR*. However, the City previously adopted a Statement of Overriding Considerations determining that cumulative impact related to PDR loss would be accepted to accommodate planned growth of the area.

### Transportation and Circulation Impacts

Under the Reduced Density Alternative there would be a reduction in the overall square footage of proposed uses as compared to the proposed project. Additionally the community market space land use was changed to general retail as was all restaurant spaces except for 1,700 square feet in the 16th Street Building. This alternative would include 122 fewer residential units and 7,588 fewer square feet of commercial space compared to the 395 residential units and 24,968 square feet of the proposed project.

Travel demand for the Reduced Density Alternative was estimated consistent with the methodology presented in Section IV.C, Transportation and Circulation. **Table VI-2** summarizes the PM peak hour trips by mode for the Reduced Density Alternative as compared to the proposed project. Since the Reduced Density Alternative would represent a 31 percent decrease in both retail and residential land uses, the number of person- and vehicle-trips in the PM peak hour is lower compared to the proposed project (724 total trips with the Reduced Density Alternative versus 1,505 under the proposed project).

The Reduced Density Alternative would reduce the demand for loading spaces by one space when compared to the proposed project. For the Reduced Density Alternative, the parking demand would be reduced from 817 spaces for the proposed project to 450 spaces. An analysis of the traffic (project and cumulative), transit, pedestrian circulation, bicycle circulation, loading, emergency access, and construction-related impacts associated with the Reduced Density Alternative is provided below. Parking conditions are also discussed, for informational purposes.

**Table VI-2: Trip Generation by Mode, Weekday PM Peak Hour – Proposed Project and Reduced Density Alternative**

Project/Alternative	Person-Trips					Vehicle Trips
	Auto	Transit	Walk	Other <sup>a</sup>	Total <sup>b</sup>	
Proposed Project	809	290	302	104	1,505	513
Reduced Density Alternative	357	162	139	67	724	245

<sup>a</sup> "Other" mode includes bicycles, motorcycles, and taxis.

<sup>b</sup> Total trips include a credit for existing land uses, which accounts for a 21 trip reduction

Sources: *SF Guidelines*; 2000 U.S. Census; DKS Associates, Inc..

### *Traffic Impacts*

The proposed project, combined with present traffic volumes, would contribute considerably to significant traffic impacts at three of the 14 study intersections: 17th Street and Mississippi Street, Mariposa Street and Pennsylvania Street, and Mariposa Street and Mississippi Street. The proposed project, combined with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative traffic impacts at 4 of the 14 study intersections: Mariposa Street and Mississippi Street, Mariposa Street and Pennsylvania Street, 17th Street and Mississippi Street, and 7th/16th/Mississippi Street.

The Reduced Density Alternative was developed specifically to reduce the proposed project's project-specific and cumulative level of service (LOS) impacts to the intersection of Mariposa Street and Mississippi Street to a less-than-significant level, given it was deemed infeasible to reduce the density of the proposed project enough to avoid the proposed project's project-specific and cumulative LOS significant impacts identified for all of the intersections. Under this alternative, only one intersection, Mariposa Street and Pennsylvania Avenue, would remain significantly impacted under Existing Plus Project conditions. A second intersection, Mariposa Street and Mississippi Street, would remain at LOS F but the project would contribute less than five percent to the failing approach. Thus, the Reduced Density Alternative would have a less-than-significant impact on operations at the intersection of Mariposa Street and Mississippi Street. Under Cumulative Conditions the intersection of 7th/16th/Mississippi Street would remain significantly impacted in addition to the intersection of Mariposa Street and Pennsylvania Street.

As discussed in Section IV.C, Transportation and Circulation, the unsignalized intersection of 17th Street and Mississippi Street currently operates at LOS C during the PM peak hour at the worst (southbound) approach. While the proposed project would contribute 34.1 percent to the PM peak hour southbound approach volume and degrade operations to LOS F and thus result in a significant and unavoidable impact related to the operations of the intersection, the Reduced Density Alternative would result in the intersection operating at LOS C, resulting in a less-than significant impact. Similarly, under 2025 Cumulative Conditions, the intersection operates at LOS E during the PM peak hour at the worst (westbound) approach. While the proposed project would degrade operations for the westbound approach to LOS E and thus result in a significant and unavoidable impact related to the operations of the intersection, the Reduced Density Alternative would contribute only 3.3 percent to the critical westbound approach volume (below the five percent significance threshold contribution) and have a less-than-significant impact on the intersection.

As discussed in Section IV.C, Transportation and Circulation, the unsignalized intersection of Mariposa Street and Pennsylvania Street currently operates at LOS F during the PM peak hour at the worst (southbound) approach and Caltrans signal warrants are not met. The proposed project would contribute 19.7 percent to the PM peak hour southbound approach volume and cause Caltrans Signal Warrants to be met and thus result in a significant and unavoidable impact related to the operations of the intersection. The Reduced Density Alternative would reduce the contribution to the critical southbound approach to 9.3 percent (above the five percent significance criteria) and Caltrans signal warrants would still be met and thus still result in a significant and unavoidable impact related to the operations of the intersection. Similarly, under 2025 Cumulative Conditions, the intersection operates at LOS F during the PM peak hour at the worst (southbound) approach. As the proposed project would have a significant and unavoidable Existing Plus Project impact on the intersection, it would similarly have a significant and unavoidable impact under 2025 Cumulative Conditions. Because the Reduced Density Alternative would also have a significant and unavoidable Existing Plus Project impact on the intersection, it would similarly have a

significant and unavoidable impact under 2025 Cumulative Conditions, although the Reduced Density Alternative contribution would be reduced.

As discussed in Section IV.C, Transportation and Circulation, the unsignalized intersection of Mariposa Street and Mississippi Street currently operates at LOS F during the PM peak hour at the worst (westbound) approach and Caltrans signal warrants are met. While the proposed project would contribute 10.2 percent to the PM peak hour westbound approach volume and thus result in a significant and unavoidable impact related to the operations of the intersection, the Reduced Density Alternative would only contribute 4.8 percent to the critical westbound approach volume (below the five percent significance threshold contribution), resulting in a less-than significant impact. Similarly, under 2025 Cumulative Conditions, the intersection operates at LOS F during the PM peak hour at the worst (southbound) approach. While the proposed project would have a significant and unavoidable Existing Plus Project impact on the intersection and thus result in a significant and unavoidable impact under 2025 Cumulative Conditions, the Reduced Density Alternative would have a less-than-significant impact under 2025 Cumulative Conditions.

As discussed in Section IV.C, Transportation and Circulation, the signalized intersection of 7th/16th/Mississippi Street operates at LOS F during the PM peak hour under 2025 Cumulative Conditions. The proposed project would contribute 19.0 percent to the PM peak hour critical northbound approach volume and thus result in a significant and unavoidable impact related to the operations of the intersection under 2025 Cumulative Conditions. The Reduced Density Alternative would reduce the contribution to the critical northbound approach volume to 9.2 percent (above the five percent significance threshold contribution), and thus still result in a significant and unavoidable impact related to the operations of the intersection under 2025 Cumulative Conditions.

In summary, the Reduced Density Alternative would, under Existing Plus Project conditions, reduce the number of significantly-impacted intersections from three to one (at Mariposa Street and Pennsylvania Street), and under Cumulative Conditions, reduce the number of significantly-impacted intersections from four to two (7th/16th/Mississippi Street, and Mariposa Street and Pennsylvania Street).

#### *Transit Impacts*

As shown in **Table VI-2**, the number of transit trips generated by the Reduced Density would be less than that of the proposed project. As discussed in Section IV.C, the proposed project would result in a less-than-significant impact on local and regional transit demand and operations in the area. Therefore, implementation of this alternative would also have a less-than-significant impact related to transit and this impact would be incrementally less than the proposed project.

#### *Pedestrian Impacts*

As shown in **Table VI-2**, the Reduced Density Alternative would generate fewer pedestrian trips than the proposed project. The Reduced Density Alternative would feature a similar number of pedestrian access points as the proposed project. As discussed in Section IV.A, Transportation and Circulation, the proposed project would not result in overcrowding on public sidewalks, interfere with pedestrian circulation and circulation to nearby areas and buildings, or create potentially hazardous conditions for pedestrians, and would create additional corridors for pedestrian circulation. Therefore, pedestrian circulation impacts associated with the proposed project would be less-than-significant. Because fewer pedestrian trips would be generated by the Reduced Density Alternative, this impact would also be less-than-significant under this alternative and would be incrementally less than the proposed project.

### *Bicycle Impacts*

Similar to the proposed project, the Reduced Density Alternative would provide Class 1 and Class 2 bicycle parking spaces to meet the San Francisco Planning Code requirements as shown in **Table VI-1**. As shown in **Table VI-2**, the Reduced Density Alternative would generate fewer bicycle trips than the proposed project and, similar to the proposed project, would not result in overcrowding on nearby bicycle routes, interfere with bicycle circulation, or create potentially hazardous conditions for bicycles. In addition, the Reduced Density Alternative would remove the commercial and passenger loading zones along Mississippi Street and remove the curb cut for the loading dock on Mississippi Street so that it would share access with the residential parking, potentially reducing conflicts with bicycles traveling on Bicycle Route 23. An additional off-street loading space would be added with access via a curb cut on 17<sup>th</sup> Street. Therefore, implementation of the Reduced Density Alternative would result in a less-than-significant impact for Existing Plus Project conditions related to bicycle facilities and bicycle travel in the vicinity of the project site. Under 2025 Cumulative Conditions, Bicycle Route 40 would be removed from 16th Street adjacent to the project and installed in both directions on 17th Street. This would result in potential conflicts between the off-street loading space accessed from 17th Street and bicycles traveling on Bicycle Route 40 under 2025 Cumulative Conditions, however as this does not create a new source of conflicts as compared with the proposed project as it moves the location of the potential conflict from Mississippi Street to 17th Street, implementation of the Reduced Density Alternative would result in a less-than-significant impact for 2025 Cumulative Conditions related to bicycle facilities and bicycle travel in the vicinity of the project site. Improvement Measures I-TR-5a and 5b, On-site Bicycle Safety Strategies would also be recommended for this alternative.

### *Loading Impacts*

Loading demand, as compared to the proposed project, is presented in **Table VI-3**. As shown in **Table VI-1**, one off-street loading docks, two 40-foot commercial loading zones (yellow curb) and two 40-foot passenger loading zones (white curb) along the curb on the west side of Mississippi Street are provided as part of the proposed project, which were found sufficient to meet the anticipated loading demand. Because the Reduced Density Alternative would generate fewer truck trips, the peak hour demand for commercial loading spaces would be reduced to one space compared to the proposed project. The Reduced Density Alternative would provide two off-street loading spaces and remove the commercial and passenger on-street loading zones on Mississippi Street, and would remain adequate to meet the projected demand for loading. Therefore, the Reduced Density Alternative would also result in a less-than-significant impact related to loading. Improvement Measure I-TR-6, Off-street Loading Management, would also be recommended for this alternative.

**Table VI-3: Delivery/Service Vehicle-Trips and Loading Space Demand – Proposed Project and Reduced Density Alternative**

Project/Alternative	Daily Truck Trip Generation	Peak Hour Loading Spaces	Average Hour Loading Spaces
Proposed Project	59	4	3
Reduced Density Alternative	22	1	1

Sources: SF Guidelines; DKS Associates, Inc.

### *Emergency Access Impacts*

Similar to the proposed project, emergency vehicle access would be provided along Mississippi Street with the proposed loading zones providing the most direct emergency access. The Reduced Density Alternative would not block travel lanes in the vicinity of the project and emergency service providers would continue to have adequate access. Therefore, like the proposed project, the Reduced Density Alternative's impact to emergency access would be less-than-significant.

### *Construction Impacts*

Construction activities associated with the Reduced Density Alternative would be similar to those described for the proposed project. Similar to the proposed project, the construction-related transportation impacts of this alternative would be less-than-significant due to their temporary and limited duration. Improvement Measure I-TR-8, Construction Management, identified for the proposed project, would also be applicable to this alternative to further reduce its less-than-significant construction period transportation-related effects.

### *Parking*

**Table VI-4** compares the off-street parking supply and maximum parking demand for the proposed project and the Reduced Density Alternative. Unoccupied parking in the area within a reasonable distance from the project site would be able to meet the unmet demand for the proposed project for both the midday and evening periods. Secondary effects (i.e., impacts related to air quality or increased traffic congestion due to motorists searching for available spaces) were determined to be less-than-significant for both periods for the proposed project as well. Since the unmet demand for the Reduced Density Alternative is less than that of the proposed project, parking impacts would remain less-than-significant.

**Table VI-4: Vehicle Parking Supply and Demand – Proposed Project and Reduced Density Alternative**

Project/Alternative	Supply	Demand	(Shortfall)/Surplus
Proposed Project	383	817	(434)
Reduced Density Alternative	233	450	(183)

Notes:

Source: SF Guidelines; DKS Associates, Inc.

### Historic Architectural Resources Impacts

The Reduced Density Alternative would preserve the historic brick office building at 1200 17<sup>th</sup> Street, as would the proposed project. It is presumed any changes to this historic building would be completed to Secretary of the Interior's Rehabilitation Standards, as also required under the proposed project.

As under the proposed project, the Reduced Density Alternative proposes to remove all other existing buildings. None of the other buildings on the site are considered historic architectural resources under CEQA (See section IV.B).

### Impact Summary

Both the proposed project and Reduced Density Alternative would remove all buildings on the site that could potentially be appropriate for PDR uses, thereby contributing to cumulative impacts related to loss of PDR use in the Eastern Neighborhoods Plan area. There would be no difference in loss of PDR between the proposed project and this alternative. However, the City previously adopted a Statement of Overriding Considerations determining that cumulative impact related to PDR loss would be accepted to accommodate planned growth of the area.

The Reduced Density Alternative would, under Existing Plus Project conditions, reduce the number of significantly-impacted intersections from three to one (at Mariposa Street and Pennsylvania Street), and under Cumulative Conditions, reduce the number of significantly-impacted intersections from four to two (7th/16th/Mississippi Street, and Mariposa Street and Pennsylvania Street).

The Reduced Density Alternative would not change impacts related to historic architecture. Both this alternative and the proposed project retain and rehabilitate the historic brick office building at 1200 17<sup>th</sup> Street. While the metal shed warehouses would be removed under both the proposed project and the Reduced Density Alternative, these warehouses have been determined not to qualify as historic resources, so their loss would not be a significant impact.

## **METAL SHED REUSE ALTERNATIVE**

### Description

Specifics of the Metal Shed Reuse Alternative are shown in **Figures VI-7 to VI-12**. Note that elevations are intended to be diagrammatic and do not reflect architectural design that would be completed for an actual project.

The Metal Shed Reuse Alternative would repurpose the existing warehouse buildings on the site and redevelop the existing parking lot and modular office building as follows. The existing metal shed warehouse building at 1200/1100 17<sup>th</sup> Street would be reused to include 46,957 square feet of artists' workspaces on two floors, 13,200 square feet of restaurant and retail space, and 8,366 square feet of public arts activity space. The warehouse building at 1210 17<sup>th</sup> Street/975 16<sup>th</sup> Street would also be retained but modified with windows and cutouts for light and air access and with new construction added above to four stories encompassing a total of 95 residential units and residential lobby and amenity areas. The Cor-O-Van modular office building and parking lot at 901 16<sup>th</sup> Street (the northeast corner of the site) would be developed with underground parking and a new five story mixed-use building and courtyard above encompassing 82 residential units and related lobby and amenity areas as well as 7,000 gsf of ground-level commercial space along 16<sup>th</sup> Street.

This alternative would include 36,291 square feet of open space. A publically-accessible pedestrian alley would be provided cutting through the warehouse turned artist workshops at 1200 17<sup>th</sup> Street and continuing between the 975 16<sup>th</sup> Street warehouse turned residential building and the new mixed-use building at 901 16<sup>th</sup> Street.

Under this alternative, off-street parking would be provided in a single basement-level garage with 123 residential parking spaces accessed via a driveway off of Mississippi Street. The size of the parking area would be limited by areas with existing structures to remain above. Three off-street loading spaces would

be provided, including one adjacent to the basement garage ramp, utilizing the same curb cut. The other two loading spaces would be accessed via two 12-foot curb cuts off of 17th Street.

### *Building Characteristics*

The configuration of the buildings would be different than under the proposed project because of retention of the existing warehouses.

The height of the buildings would be reduced from that under the proposed project. The 1200/1100 17<sup>th</sup> Street building would maintain its current height of about 34 to 40 feet. With the setback additional residential structure at 1210 17<sup>th</sup> Street/975 16<sup>th</sup> Street, this building would reach 48 feet as measured from 17<sup>th</sup> Street (55 feet as measured from 16<sup>th</sup> Street). The new building at 901 16<sup>th</sup> Street would have one less floor than proposed under the project and reach 58 feet.

Views of and across the site would be similar to those under the proposed project. While the building would be at least one floor lower along 16<sup>th</sup> Street, the main change in views across the site would be to increase views of the under-construction EQR Potrero project that would reach 68 feet along 16<sup>th</sup> Street across from the project site. Therefore, because the height under this alternative would be lower than nearby buildings under construction, longer-range views toward downtown San Francisco would be largely unchanged by the reduced height of this alternative.

### *Open Space*

Under the Metal Shed Reuse Alternative, the type of open space areas would be similar to the proposed project, but reorganized around the retained warehouse buildings. This would amount to less total open space at approximately 36,291 gsf, organized into two courtyards in cutouts of the 1210 17<sup>th</sup> Street/975 16<sup>th</sup> Street building and one between the existing structures and the new 901 16<sup>th</sup> Street mixed-use building.

The required mid-block cut through would be provided in part through the reused 1200/1100 17<sup>th</sup> Street warehouse instead of along the project boundary.

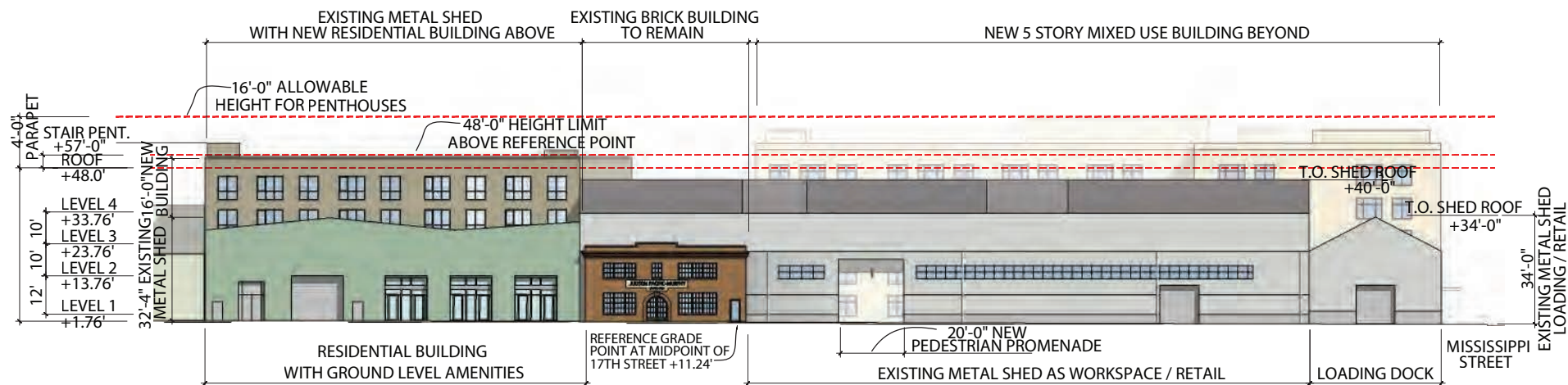
### *Access and Parking*

Pedestrian access to and through the site under the Metal Shed Reuse Alternative would be similar to the proposed project, although the pedestrian alley would be near the center of the site, rather than at the western edge of the site. Proposed sidewalk improvements included in the proposed project would also be included in this alternative.

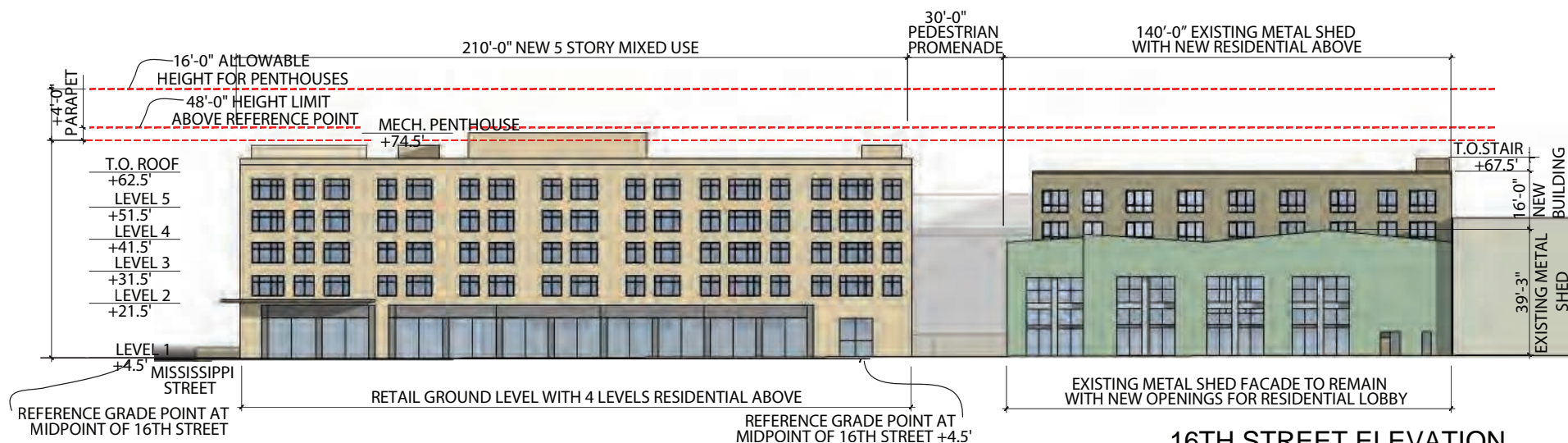
Parking access and provisions would be reduced from that proposed under the project because of confinement of underground parking areas to those areas not underneath buildings proposed to be retained. The 123 parking spaces proposed would result in lower provision of parking spaces than under the proposed project or the other alternatives. However, the Planning Code does not require any parking at this site, so, while under the maximum allowable, parking would still be above the minimum of zero and less than the maximum allowable amount.

### *Loading*

The Metal Shed Reuse Alternative would provide three off-street loading docks and no on-street loading zones.



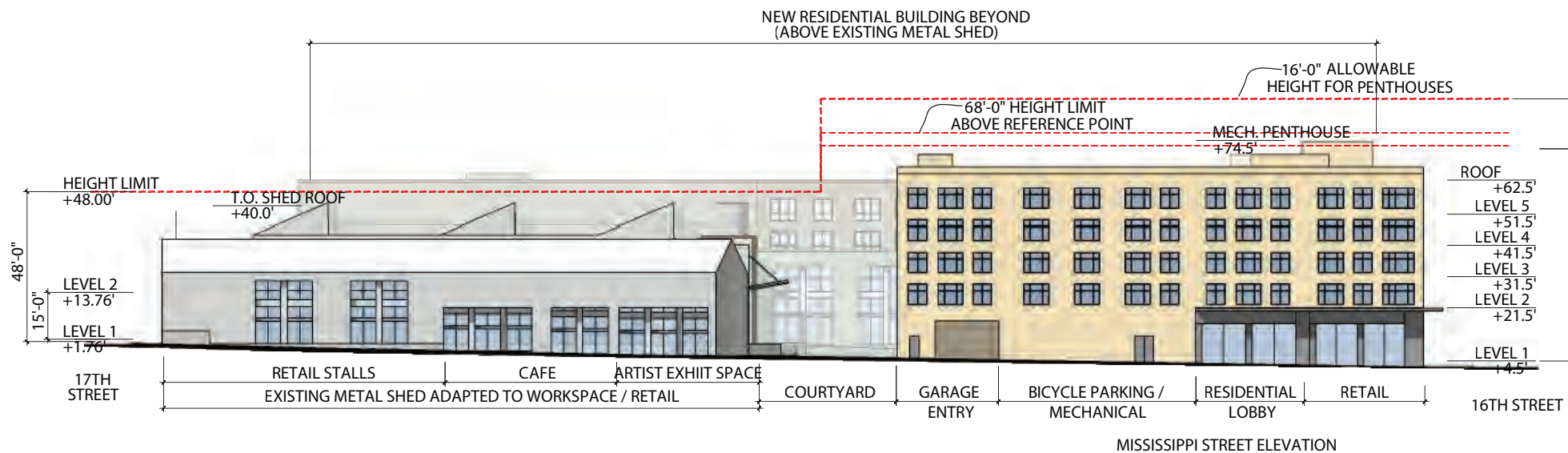
17TH STREET ELEVATION



16TH STREET ELEVATION

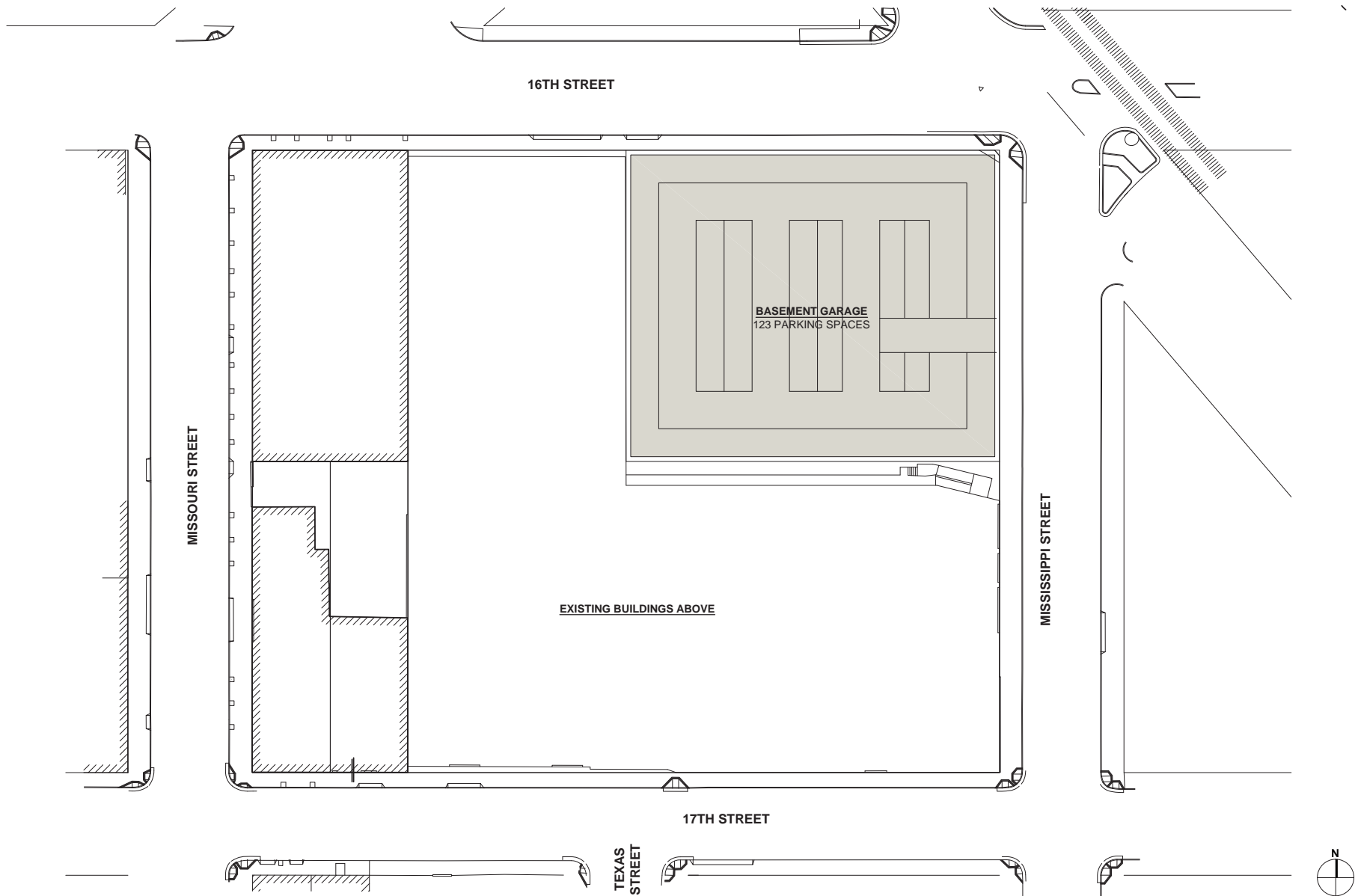
**Figure VI-7: Metal Shed Reuse Alternative Elevations (16th Street and 17th Street)**

Source: Christiani Johnson Architects, 2015



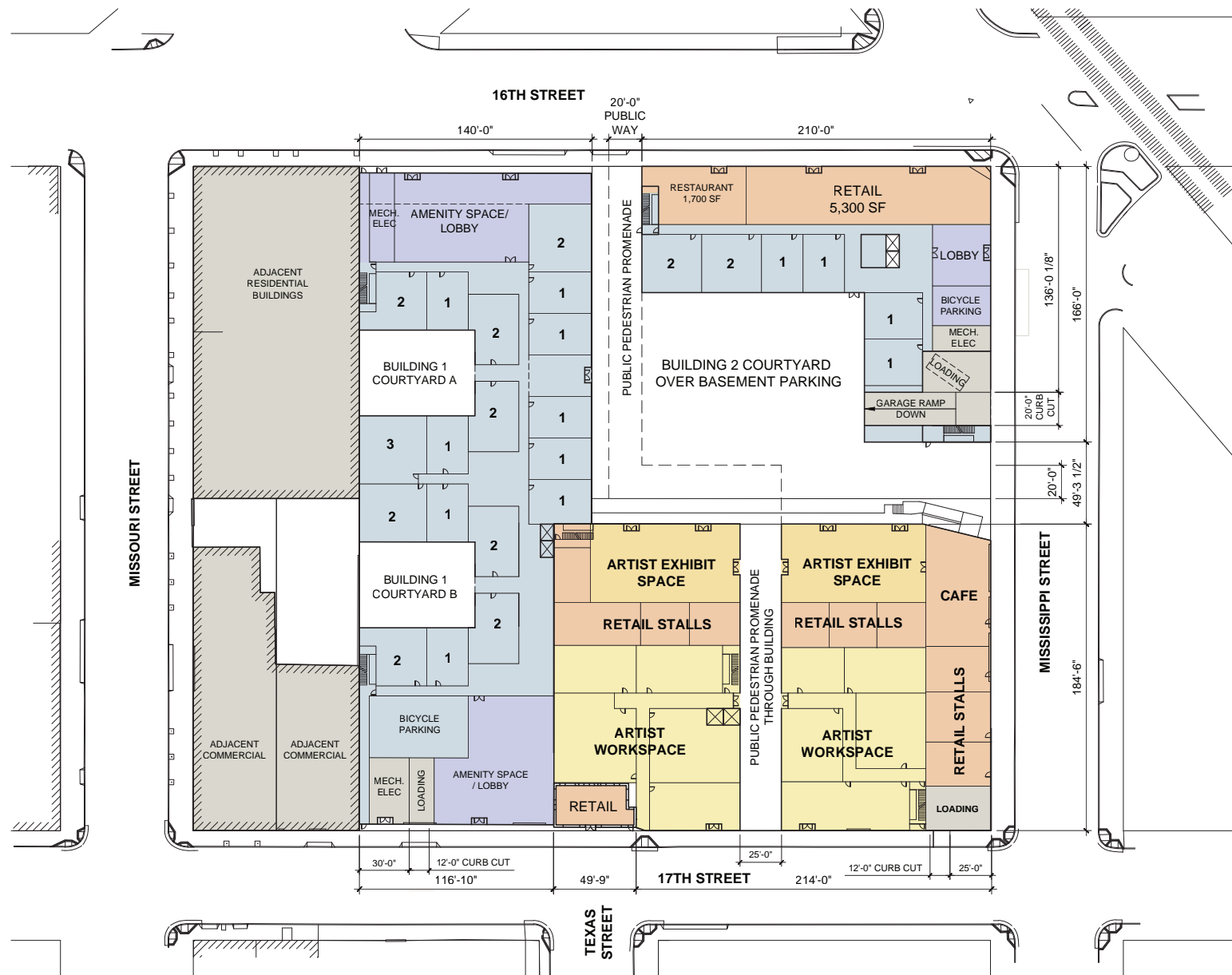
**Figure VI-8: Metal Shed Reuse Alternative Elevations (Mississippi Street)**

Source: Christiani Johnson Architects, 2015



**Figure VI-9: Metal Shed Reuse Alternative Floor Plan, Basement**

Source: Christiani Johnson Architects, 2015



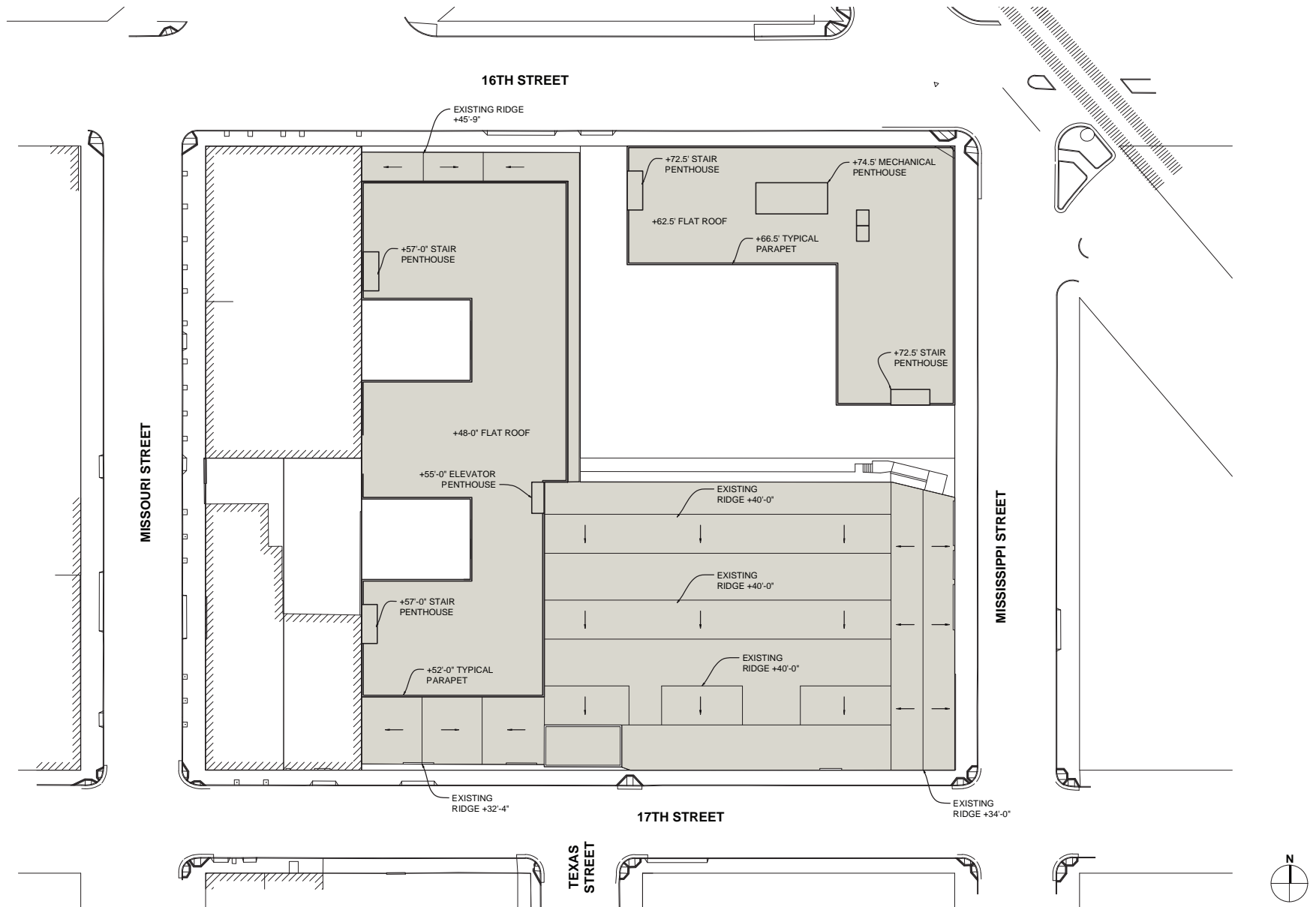
**Figure VI-10: Metal Shed Reuse Alternative Floor Plan, Ground Floor**

Source: Christiani Johnson Architects, 2015



**Figure VI-11: Metal Shed Reuse Alternative Floor Plan, Representative Upper Floors**

Source: Christiani Johnson Architects, 2015



**Figure VI-12: Metal Shed Reuse Alternative Roof Plan**

Source: Christiani Johnson Architects, 2015

### Objectives

The Metal Shed Reuse Alternative would achieve some of the project sponsor's objectives for the project. Because this alternative would allow for redevelopment of the site with a mix of residential and commercial uses including open spaces, but at a density that is substantially less than the proposed project, objectives regarding the development of a mix of uses on an underutilized site, and contribution to the City's regional housing needs, would be achieved to a lesser extent than the proposed project. The Metal Shed Reuse Alternative would also comply with the UMU District zoning and the existing height and bulk requirements for the site and preserve the historic brick office building. The project sponsors contend that this alternative would fail to meet the objective to develop a financially feasible project. Because the intensity of proposed uses would be substantially less than that of the project, some of the project sponsor's objectives would be achieved, though to a substantially lesser extent than the proposed project.

### Land Use Impacts

Under the Metal Shed Reuse Alternative, existing buildings on the site that could potentially be appropriate for PDR uses would be retained. While portions of these buildings would be renovated for other uses, approximately 55,000 square feet would be renovated as artist's work and exhibit space, which would be considered a PDR use.

The Metal Shed Reuse Alternative would have a reduced contribution to cumulative loss of PDR uses identified in the *Eastern Neighborhoods PEIR*, resulting in a loss of approximately 54,000 square feet of PDR space.

### Transportation and Circulation Impacts

Under the Metal Shed Reuse Alternative there would be a reduction in the overall square footage of proposed uses as compared to the proposed project. The existing metal shed building space would be repurposed to include 46,957 square feet of artists' workspaces, 13,200 square feet of restaurant and retail space, and 8,366 square feet of public arts activity space. New construction would include 177 residential units (45 percent of the number in the proposed project) with 7,000 square feet of restaurant and retail space. This alternative would include 218 fewer residential units and an increase of 50,555 square feet of commercial and public use space compared to the 395 residential units and 24,968 square feet of the proposed project.

Travel demand for the Metal Shed Reuse Alternative was estimated consistent with the methodology presented in Section IV.C, Transportation and Circulation. **Table VI-5** summarizes the PM peak hour trips by mode for the Metal Shed Reuse Alternative as compared to the proposed project. The number of residential units in the Metal Shed Reuse Alternative would be 45 percent of those included in the proposed project while the retail and restaurant uses would be 83 percent of the area in the proposed project. However, this alternative would also include 46,957 square feet of artists' workspace and 8,366 square feet of public arts activity or exhibition space (for calculation of travel demand, the artists' workspace was treated as PDR land use and the exhibition space was assumed to have no trip generation). Therefore, while the Metal Shed Reuse Alternative generates somewhat fewer trips than the proposed project, the reduction in travel demand is not as great as for the Reduced Density Alternative.

**Table VI-5: Trip Generation by Mode, Weekday PM Peak Hour – Proposed Project and Metal Shed Reuse Alternative**

Project/Alternative	Person-Trips					Vehicle Trips
	Auto	Transit	Walk	Other <sup>a</sup>	Total <sup>b</sup>	
Proposed Project	809	290	302	104	1,505	513
Metal Shed Reuse Alternative	747	209	253	59	1,268	446

<sup>a</sup> "Other" mode includes bicycles, motorcycles, and taxis.

<sup>b</sup> Total trips include a credit for existing land uses, which accounts for a 21 trip reduction

Sources: *SF Guidelines*; 2000 U.S. Census; DKS Associates, Inc.

An analysis of the traffic (project and cumulative), transit, pedestrian circulation, bicycle circulation, loading, emergency access, and construction-related impacts associated with the Metal Shed Reuse Alternative is provided below. Parking conditions are also discussed, for informational purposes.

#### *Traffic Impacts*

The proposed project, combined with present traffic volumes, would contribute considerably to significant traffic impacts at three of the 14 study intersections: 17th Street and Mississippi Street, Mariposa Street and Pennsylvania Street, and Mariposa Street and Mississippi Street. The proposed project, combined with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative traffic impacts at 4 of the 14 study intersections: Mariposa Street and Mississippi Street, Mariposa Street and Pennsylvania Street, 17th Street and Mississippi Street, and 7th/16th/Mississippi Street.

The Metal Shed Reuse Alternative was developed to address requests to include an alternative that retained the warehouse structures on the site, and was not developed to reduce traffic impacts. Under this alternative, all three intersections: 17th Street and Mississippi Street, Mariposa Street and Pennsylvania Street, and Mariposa Street and Mississippi Street, would remain significantly impacted under Existing Plus Project conditions. Under Cumulative Conditions all four intersections: Mariposa Street and Mississippi Street, Mariposa Street and Pennsylvania Street, 17th Street and Mississippi Street, and 7th/16th/Mississippi Street, would remain as significantly unavoidable impacts.

As discussed in Section IV.C, Transportation and Circulation, the unsignalized intersection of 17th Street and Mississippi Street currently operates at LOS C during the PM peak hour at the worst (southbound) approach. The proposed project would contribute 34.1 percent to the PM peak hour southbound approach volume and degrade operations to LOS F and thus result in a significant and unavoidable impact related to the operations of the intersection. The Metal Shed Reuse Alternative would contribute 36.0 percent to the PM peak southbound approach volume and also degrade operations to LOS F, resulting in a significant and unavoidable impact. Similarly, under 2025 Cumulative Conditions, the intersection operates at LOS E during the PM peak hour at the worst (westbound) approach. The proposed project would degrade operations for the westbound approach to LOS E and thus result in a significant and unavoidable impact related to the operations of the intersection. The Metal Shed Reuse Alternative would also degrade

operations for the westbound approach to LOS E and thus result in a significant and unavoidable impact related to the operations of the intersection.

As discussed in Section IV.C, Transportation and Circulation, the unsignalized intersection of Mariposa Street and Pennsylvania Street currently operates at LOS F during the PM peak hour at the worst (southbound) approach and Caltrans signal warrants are not met. The proposed project would contribute 19.7 percent to the PM peak hour southbound approach volume and cause Caltrans Signal Warrants to be met and thus result in a significant and unavoidable impact related to the operations of the intersection. The Metal Shed Reuse Alternative would contribute 23.0 percent (above the five percent significance criteria) to the critical southbound approach and Caltrans signal warrants would still be met and thus still result in a significant and unavoidable impact related to the operations of the intersection. Similarly, under 2025 Cumulative Conditions, the intersection operates at LOS F during the PM peak hour at the worst (southbound) approach. As the proposed project would have a significant and unavoidable Existing Plus Project impact on the intersection, it would similarly have a significant and unavoidable impact under 2025 Cumulative Conditions. As the Metal Shed Reuse Alternative would also have a significant and unavoidable Existing Plus Project impact on the intersection, it would similarly have a significant and unavoidable impact under 2025 Cumulative Conditions.

As discussed in Section IV.C, Transportation and Circulation, the unsignalized intersection of Mariposa Street and Mississippi Street currently operates at LOS F during the PM peak hour at the worst (westbound) approach and Caltrans signal warrants are met. While the proposed project would contribute 10.2 percent to the PM peak hour westbound approach volume and thus result in a significant and unavoidable impact related to the operations of the intersection, the Metal Shed Reuse Alternative would reduce the contribution to the critical westbound approach volume to 8.6 percent (above the five percent significance threshold contribution), also resulting in a significant and unavoidable Existing Plus Project impact on the intersection. Similarly, under 2025 Cumulative Conditions, the intersection operates at LOS F during the PM peak hour at the worst (southbound) approach. The proposed project would have a significant and unavoidable Existing Plus Project impact on the intersection and thus result in a significant and unavoidable impact under 2025 Cumulative Conditions. The Metal Shed Reuse Alternative would also have a significant and unavoidable Existing Plus Project impact on the intersection and thus result in a significant and unavoidable impact under 2025 Cumulative Conditions.

As discussed in Section IV.C, Transportation and Circulation, the signalized intersection of 7th/16th/Mississippi Street operates at LOS F during the PM peak hour under 2025 Cumulative Conditions. The proposed project would contribute 19.0 percent to the PM peak hour critical northbound approach volume and thus result in a significant and unavoidable impact related to the operations of the intersection under 2025 Cumulative Conditions. The Metal Shed Reuse Alternative would reduce the contribution to 16.0 percent of the critical northbound approach volume (above the five percent significance threshold contribution), and thus still result in a significant and unavoidable impact related to the operations of the intersection under 2025 Cumulative Conditions.

In summary, traffic-related impacts would not differ between the proposed project and the Metal Shed Reuse Alternative.

#### *Transit Impacts*

As shown in **Table VI-5**, the number of transit trips generated by the Metal Shed Reuse Alternative would be less than that of the proposed project. As discussed in Section IV.C, the proposed project would result in

a less-than-significant impact on local and regional transit demand and operations in the area. Therefore, implementation of this alternative would also have an incrementally less-than-significant impact related to transit than the proposed project.

#### *Pedestrian Impacts*

As shown in **Table VI-5**, the Metal Shed Reuse Alternative would generate fewer pedestrian trips than the proposed project. This alternative would feature a similar number of pedestrian access points as the proposed project. As discussed in Section IV.A, Transportation and Circulation, the proposed project would not result in overcrowding on public sidewalks, interfere with pedestrian circulation and circulation to nearby areas and buildings, or create potentially hazardous conditions for pedestrians, and would create additional corridors for pedestrian circulation. Therefore, pedestrian circulation impacts associated with the proposed project would be less-than-significant. Because fewer pedestrian trips would be generated by the Metal Shed Reuse Alternative, pedestrian impacts would also be less-than-significant and would be incrementally less than those of the proposed project.

#### *Bicycle Impacts*

Similar to the proposed project, the Metal Shed Reuse Alternative would provide Class 1 and Class 2 bicycle parking spaces to meet the San Francisco Planning Code requirements as shown in **Table VI-1**. As shown in **Table VI-5**, the Metal Shed Reuse Alternative would generate fewer bicycle trips than the proposed project and, similar to the proposed project, would not result in overcrowding on nearby bicycle routes, interfere with bicycle circulation, or create potentially hazardous conditions for bicycles. In addition, the Metal Shed Reuse Alternative would remove the commercial and passenger loading zones along Mississippi Street and remove the curb cut for the loading dock on Mississippi Street so that it would share access with the residential parking, potentially reducing conflicts with bicycles traveling on Bicycle Route 23. Two additional off-street loading spaces would be added with access via a two curb cuts on 17<sup>th</sup> Street. Therefore, implementation of the Metal Shed Reuse Alternative would result in a less-than-significant impact for Existing Plus Project conditions related to bicycle facilities and bicycle travel in the vicinity of the project site. Under 2025 Cumulative Conditions, Bicycle Route 40 would be removed from 16th Street adjacent to the project and installed in both directions on 17th Street. This would result in increased potential conflicts between the off-street loading spaces accessed from 17th Street and bicycles traveling on Bicycle Route 40 under 2025 Cumulative Conditions. Nonetheless, given the removal of the commercial and passenger on-street loading zones and a curb cut along Mississippi Street reducing conflict with bicycle traffic along Mississippi Street and the fact that fewer bicycle trips are generated than the proposed project, implementation of the Metal Shed Reuse Alternative would result in a less-than-significant impact related to bicycle facilities and bicycle travel in the vicinity of the project site. Improvement Measures TR-5a and 5b, On-site Bicycle Safety Strategies would apply to this alternative but would need to be modified to address issues on 17th Street.

#### *Loading Impacts*

Loading demand, as compared to the proposed project, is presented in **Table VI-6**. As shown in **Table VI-1**, one off-street loading dock, two 40-foot commercial loading zones (yellow curb) and two 40-foot passenger loading zones (white curb) along the curb on the west side of Mississippi Street are provided as part of the proposed project, which were found sufficient to meet the anticipated loading demand. For the Metal Shed Reuse Alternative, the truck trip generation factor for the artists' workspaces was assumed equivalent to that of the general office use. Given this assumption, the loading space requirements for the

Metal Shed Reuse Alternative are similar to although slightly less than those of the proposed project. The Metal Shed Reuse Alternative would provide two off-street loading spaces on 17<sup>th</sup> Street in addition to the off-street loading dock, and remove the commercial and passenger on-street loading zones on Mississippi Street, and would remain adequate to meet the projected demand for loading, and further reducing loading impacts. Therefore, the Metal Shed Reuse Alternative would also result in a less-than-significant impact related to loading as it pertains to other components of the transportation system such vehicle queuing and pedestrian and bicyclist safety. Improvement Measure TR-3, Off-street Loading Management, would also be recommended for this alternative.

**Table VI-6: Delivery/Service Vehicle-Trips and Loading Space Demand – Proposed Project and Metal Shed Reuse Alternative**

Project/Alternative	Daily Truck Trip Generation	Peak Hour Loading Spaces	Average Hour Loading Spaces
Proposed Project	58.9	4	3
Metal Shed Reuse Alternative	58.0	3	3

Sources: SF Guidelines; DKS Associates, Inc.

#### *Emergency Access Impacts*

Similar to the proposed project, emergency vehicle access would be provided along Mississippi Street with the proposed loading zones providing the most direct emergency access. The Metal Shed Reuse Alternative would not block travel lanes in the vicinity of the project and emergency service providers would continue to have adequate access. Therefore, like the proposed project, the Metal Shed Reuse Alternative's impact to emergency access would be less-than-significant.

#### *Construction Impacts*

Construction activities associated with the Metal Shed Reuse Alternative would be similar to those described for the proposed project. Similar to the proposed project, the construction-related transportation impacts of this alternative would be less-than-significant due to their temporary and limited duration. Improvement Measure I-TR-8, Construction Management, identified for the proposed project, would also be applicable to this alternative to further reduce its less-than-significant construction period transportation-related effects.

#### *Parking*

For informational purposes, **Table VI-7** compares the off-street parking supply and maximum parking demand for the proposed project and the Metal Shed Reuse Alternative. Unoccupied parking in the area within a reasonable distance from the project site would be able to meet the unmet demand for the proposed project for both the midday and evening periods. Secondary effects (i.e., impacts related to air quality or increased traffic congestion due to motorists searching for available spaces) were determined to be less-than-significant for both periods for the proposed project as well.

Although the unmet demand for Metal Shed Reuse Alternative is somewhat greater than that of the proposed project, unoccupied parking in the surrounding areas should still be able to accommodate it. Therefore, parking impacts would remain less-than-significant under this alternative.

**Table VI-7 Vehicle Parking Supply and Demand – Proposed Project and Metal Shed Reuse Alternative**

<b>Project/Alternative</b>	<b>Supply<sup>1</sup></b>	<b>Demand<sup>2</sup></b>	<b>(Shortfall)/Surplus</b>
Proposed Project	383	817	(434)
Metal Shed Reuse Alternative	123	598	(475)

Notes:

1) Total residential and/or commercial off-street parking spaces

2) Conservative assumption off all short-term and long-term parking demand occurring during the evening time period.

Sources: SF Guidelines; DKS Associates, Inc.

### Historic Architectural Resources Impacts

The Metal Shed Reuse Alternative would preserve the historic brick office building at 1200 17<sup>th</sup> Street, which would also be preserved and rehabilitated under the proposed project. It is presumed any changes to this historic building would be completed to Secretary of the Interior's Rehabilitation Standards, as also required under the proposed project to reduce potential impacts to this historic building to less-than-significant levels.

Unlike the proposed project, the Metal Shed Reuse Alternative proposes to retain all existing metal shed warehouse buildings. These buildings on the site are not considered historic architectural resources under CEQA (See section IV.B), so their retention would not change CEQA impacts or conclusions. This alternative is not required to reduce impacts, but was analyzed solely in response to requests by some members of the community for a smaller-scale alternative that retained the existing metal shed warehouses.

### Impact Summary

The Metal Shed Reuse Alternative would include artists' work and exhibit space, which would be considered a PDR use, thereby reducing cumulative impacts related to loss of PDR use in the Eastern Neighborhoods Plan area. However, the City previously adopted a Statement of Overriding Considerations determining that cumulative impact related to PDR loss would be accepted to accommodate planned growth of the area.

Traffic-related impacts would not differ between the proposed project and the Metal Shed Reuse Alternative.

The Metal Shed Reuse Alternative would not change impacts related to historic architecture. Both this alternative and the proposed project retain the historic brick office building at 1200 17<sup>th</sup> Street. While the metal shed warehouses would also be retained under the Metal Shed Reuse Alternative, these have been determined not to qualify as historic resources, so their loss would not be a significant impact.

## **ENVIRONMENTALLY SUPERIOR ALTERNATIVE**

Pursuant to CEQA Guidelines Section 15126(e)(2), an EIR is required to identify the environmentally superior alternative from among the alternatives evaluated if the proposed project has significant impacts that cannot be mitigated to a less-than-significant level. The environmentally superior alternative is the

alternative that best avoids or lessens any significant effects of the proposed project, even if the alternative would impede to some degree the attainment of the project objectives. A comparison of the development program and impacts identified for the proposed project and the project alternatives is provided below in **Table VI.8**.

The proposed project would result in significant unavoidable effects related to the contribution to traffic at area intersections and would contribute to the cumulative loss of PDR uses (an impact identified in the *Eastern Neighborhoods PEIR* for which a Statement of Overriding Considerations was adopted as PDR loss was linked to planned growth of the area). The No Project Alternative would eliminate the significant and unavoidable traffic impacts, and would have no other impacts related to transportation and circulation. With no specific plans for rehabilitation or reuse of buildings on the site, the No Project Alternative, would have no impacts or need for mitigation related to rehabilitation of the historic brick office building or loss of PDR.

CEQA requires selection of the “environmentally superior alternative other than the no project alternative” from among the proposed project and the other alternatives evaluated. The Reduced Density Alternative is identified as the environmentally superior alternative because it would to some extent meet the project sponsor’s basic objectives, while avoiding traffic-related significant unavoidable impacts of the proposed project at two of the four intersections (one of which could be mitigated through signalization under either this alternative or the proposed project if full funding is identified). This impact reduction would be achieved because this alternative would have fewer residential units and commercial space at the site compared to the proposed project, and therefore have associated reductions in vehicle traffic compared to the proposed project. There would be no difference between the proposed project and the Reduced Density Alternative with respect to loss of PDR as they both involve removal of all warehouses at the site.

The Metal Shed Reuse Alternative, on the other hand, would not avoid any of the traffic-related unavoidable impacts of the proposed project. While the metal shed warehouses at the site would be retained, these have been determined not to qualify as historic resources, and their loss or retention would not change the conclusion that there would be no significant impacts related to the metal shed warehouses. Similarly, while some space would be rehabilitated for PDR uses (about 55,000 square feet for artists’ work and exhibit space), the City has previously adopted a Statement of Overriding Considerations accepting this impact to avoid conflict with plans for growth of the area. Finally, by producing a substantially smaller number of residential units and less retail space would achieve the project sponsor’s objectives to a lesser degree. For these reasons, the Metal Shed Reuse Alternative was not chosen as the Environmentally Superior Alternative.

**Table VI-8: Comparison of Proposed Project and Project Alternatives Impacts**

<b>Environmental Impacts</b>	<b>No Project Alternative</b>	<b>Reduced Density Alternative</b>	<b>Metal Shed Reuse Alternative</b>
<b>Ability to Meet Project Sponsor's Objectives</b>			
The proposed project would meet all of the project sponsor's objectives.	No objectives would be achieved except that the historic brick office building would be retained.	Some of the project sponsor's objectives would be achieved, though to a lesser extent than the proposed project. The objective for incorporation of open space would be met to an even greater degree than with the proposed project. Financial feasibility is unknown.	Some of the project sponsor's objectives would be achieved, though to a lesser extent than the proposed project. Financial feasibility is unknown.
<b>Land Use</b>			
The proposed project would contribute to a significant and unavoidable impact identified in the <i>Eastern Neighborhoods PEIR</i> due to the cumulative loss of PDR (Production, Distribution, and Repair), as discussed in the CPE for this project (page 26). A Statement of Overriding Considerations was adopted by the City accepting this significant impact because retention of the PDR uses would conflict with planned growth of the area. The proposed loss of 109,500 square feet of existing PDR uses represents a considerable contribution to the loss of the PDR space analyzed in the <i>Eastern Neighborhoods PEIR</i> , but would not result in significant impacts that were not identified or more severe impact than analyzed in the PEIR. (SU)	Not applicable	Same as the proposed project (SU)	Less than the proposed project, but still a reduction in the amount of PDR space (SU)
<b>Transportation and Circulation</b>			
<b>Impact TR-1:</b> The proposed project would not cause a substantial increase in traffic that would adversely affect traffic operations at 10 of the 14 study intersections or otherwise conflict with traffic circulation in the vicinity. (LTS)	Not applicable	Less than the proposed project (LTS)	Less than the proposed project (LTS)
<b>Impact TR-2:</b> The proposed project, combined with present traffic volumes, would contribute considerably to significant traffic impacts at one of the 14 study intersections: Mariposa Street and the I-280 southbound on-ramp, but changes already underway and expected to be in place prior to the proposed project becoming operational would fully mitigate this impact. (LTS)	Not applicable	Less than the proposed project (LTS)	Less than the proposed project (LTS)

<b>Environmental Impacts</b>	<b>No Project Alternative</b>	<b>Reduced Density Alternative</b>	<b>Metal Shed Reuse Alternative</b>
<b>Impact TR-3:</b> The proposed project, combined with present traffic volumes, would contribute considerably to significant traffic impacts at three of the 14 study intersections: 17th Street and Mississippi Street, Mariposa Street and Pennsylvania Street, and Mariposa Street and Mississippi Street. (SUM)	Not applicable	Less than the proposed project, though significant impacts would remain at one of the three intersections impacted by the project, Mariposa Street and Pennsylvania Avenue. (SUM)	Same impacts as the proposed project though slightly lower traffic volumes (SUM)
<b>Impact TR-4:</b> The proposed project would not result in a substantial increase in transit demand that could not be accommodated by Muni transit capacity; nor would it affect transit operating conditions within the project vicinity such that adverse impacts to Muni transit service could occur. (LTS)	Not applicable	Less than the proposed project (LTS)	Less than the proposed project (LTS)
<b>Impact TR-5:</b> The proposed project would not result in an increase in the amount of overcrowding on public sidewalks, interfere with pedestrian circulation and circulation to nearby areas and buildings, nor create potentially hazardous conditions for pedestrians. (LTS)	Not applicable	Less than the proposed project (LTS)	Less than the proposed project (LTS)
<b>Impact TR-6:</b> The proposed project would not result in potentially hazardous conditions for bicyclists, or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas. (LTS+IM)	Not applicable	Less than the proposed project (LTS+IM)	Less than the proposed project (LTS+IM)
<b>Impact TR-7:</b> The loading demand of the proposed project would be accommodated within the proposed off-street loading facilities or within convenient on-street loading zones, and would not create potentially hazardous conditions or significant delays for traffic, transit, bicyclists or pedestrians. (LTS+IM)	Not applicable	Less than the proposed project (LTS+IM)	Less than the proposed project (LTS+IM)
<b>Impact TR-8:</b> The proposed project would not result in significant impacts on emergency vehicle access. (LTS)	Not applicable	Same as the proposed project (LTS)	Same as the proposed project (LTS)
<b>Impact TR-9:</b> The proposed project would not result in construction-related transportation impacts because of the temporary and limited duration of these activities. (LTS+IM)	Not applicable	Less than the proposed project (LTS+IM)	Less than the proposed project (LTS+IM)
<b>Impact TR-10:</b> The proposed project would not result in parking-related significant transportation impacts because of sufficient parking supply available in the vicinity of and provided within the project site. (LTS+IM)	Not applicable	Less than the proposed project (LTS+IM)	Less than the proposed project (LTS+IM)

<b>Environmental Impacts</b>	<b>No Project Alternative</b>	<b>Reduced Density Alternative</b>	<b>Metal Shed Reuse Alternative</b>
<b>Impact C-TR-1:</b> The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to significant cumulative traffic impacts at 10 of the 14 study intersections. (LTS)	Not applicable	Less than the proposed project (LTS)	Less than the proposed project (LTS)
<b>Impact C-TR-2:</b> The proposed project, combined with past, present, and reasonably foreseeable future projects, would contribute considerably to significant cumulative traffic impacts at 4 of the 14 study intersections: Mariposa Street and Mississippi Street, Mariposa Street and Pennsylvania Street, 17th Street and Mississippi Street, and 7th/16th/Mississippi Street. (SUM)	Not applicable	Less than the proposed project, though significant impacts would remain at two of the four intersections impacted by the project, 7th/16th/Mississippi Street and Mariposa Street and Pennsylvania Avenue. (SUM)	Same impacts as the proposed project though slightly lower traffic volumes (SUM)
<b>Impact C-TR-3:</b> The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to any significant cumulative transit impacts. (LTS)	Not applicable	Less than the proposed project (LTS)	Less than the proposed project (LTS)
<b>Impact C-TR-4:</b> The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to any significant cumulative pedestrian impacts. (LTS)	Not applicable	Less than the proposed project (LTS)	Less than the proposed project (LTS)
<b>Impact C-TR-5:</b> The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to any significant cumulative bicycle impacts. (LTS)	Not applicable	Less than the proposed project (LTS)	Less than the proposed project (LTS)
<b>Impact C-TR-6:</b> The proposed project, combined with past, present, and reasonably foreseeable future projects, would not contribute considerably to any significant cumulative construction-related transportation impacts. (LTS)	Not applicable	Less than the proposed project (LTS)	Less than the proposed project (LTS)
<b>Historic Architectural Resources</b>			
<b>Impact CP-1:</b> The proposed rehabilitation of the existing historic brick office building at 1200 17th Street, when conducted in accordance with applicable Secretary of the Interior's Rehabilitation Standards as proposed would not have a substantial adverse effect on an individual historic architectural resource. No other structures on site are eligible for listing as historic architectural resources or districts. (LTS)	Not applicable	Same as the proposed project (LTS)	Same as the proposed project (LTS)

<b>Environmental Impacts</b>	<b>No Project Alternative</b>	<b>Reduced Density Alternative</b>	<b>Metal Shed Reuse Alternative</b>
<b>Impact C-CP-1:</b> The proposed project, in combination with other past, present, and reasonably foreseeable future projects in the project vicinity, would not result in a significant cumulative impact on historic architectural resources. (LTS)	Not applicable	Same as the proposed project (LTS)	Same as the proposed project (LTS)

**Legend**

NI No impact

LTS Less than significant or negligible impact; no mitigation required

LTS+IM Less than significant impact, though improvement measures would also be implemented to further reduce the impact

S Significant

SU Significant and unavoidable adverse impact, no feasible mitigation

SUM Significant and unavoidable adverse impact, after mitigation

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**REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT**

901 16th Street and 1200 17th Street Project,  
Planning Department Case No. 2011.1300E

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City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

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