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FINAL

MISSION BAY SUBSEQUENT ENVIRONMENTAL IMPACT REPORT

CITY AND COUNTY OF SAN FRANCISCO PLANNING DEPARTMENT • SAN FRANCISCO REDEVELOPMENT AGENCY

PLANNING DEPARTMENT FILE NO. 96.771E

SAN FRANCISCO REDEVELOPMENT AGENCY CASE NO. ER 919-97

STATE CLEARINGHOUSE NO. 97092068

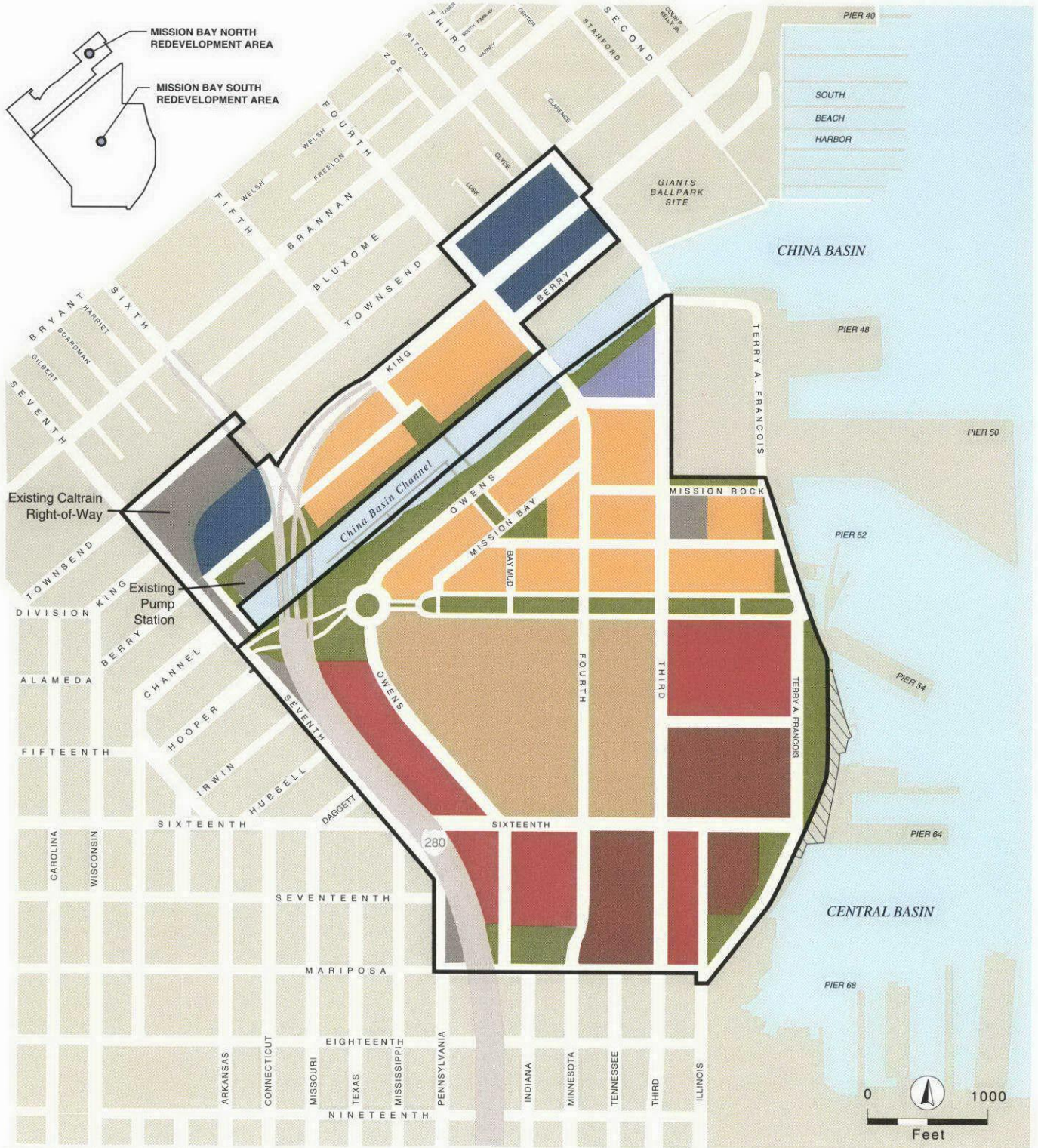
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VOLUME III: SUMMARY OF COMMENTS AND RESPONSES





SOURCE: San Francisco Redevelopment Agency

- COMMERCIAL INDUSTRIAL
- COMMERCIAL INDUSTRIAL / RETAIL
- MISSION BAY NORTH RETAIL
- MISSION BAY RESIDENTIAL

- MISSION BAY OPEN SPACE
(allows recreation-serving retail building east of Terry A. Francois Blvd.)
- HOTEL
- UCSF (includes City school site)

- ADDITIONAL BAYFRONT OPEN SPACE
(PORT PROPERTY)
- MISSION BAY PUBLIC FACILITIES
- PROPOSED BOUNDARIES OF
MISSION BAY REDEVELOPMENT AREAS

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- Indicates material that is new or has been revised since publication of the Draft SEIR.

This report has been prepared on post-consumer recycled paper.

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● XII. SUMMARY OF COMMENTS AND RESPONSES

A. INTRODUCTION

ORGANIZATION OF THIS SUMMARY OF COMMENTS AND RESPONSES

This document contains summaries of the public comments received on the Draft Subsequent Environmental Impact Report (SEIR) prepared for the Mission Bay project, and responses to those comments. Also included are errata and staff-initiated text changes to the SEIR.

All substantive comments made at the Draft SEIR public hearing before the City Planning Commission and Redevelopment Agency Commission on May 12, 1998, and all written comments received during the Draft SEIR public review period from April 11, 1998 to June 9, 1998 are presented herein by direct quotation, edited to delete repetition and nonsubstantive materials only. In some instances, minor edits have been made to the public hearing transcript; changes other than editorial corrections are noted.

Comments and responses are grouped by subject matter and are generally arranged by topic corresponding to the Table of Contents in the Draft SEIR. Each group of comments is followed by its set of responses; the order of the responses under each topic follows the order of the comments. Responses generally provide clarification of the Draft SEIR. They occasionally include changes in, or additions to, the text of the Draft SEIR. These modifications are indented and bolded within the response to make them easily discernible. Newly inserted words and phrases are underlined, as are new sentences or paragraphs that are incorporated into existing text. Underlining is not used if the modification is all new text. Text that is deleted is denoted with ~~strike-through~~. As the subject matter of one topic may overlap that of other topics, the reader must occasionally refer to more than one group of comments and responses to review all information on a given subject. Where this occurs, cross references are provided. In Section C, Summary of Comments and Responses, endnotes are placed at the end of each topical subsection.

Some comments do not pertain to physical environmental issues, but responses are included to provide additional information for use by decision-makers.

These comments and responses have been incorporated into the Final SEIR as a new chapter. Text changes resulting from comments and responses have also been incorporated in the Final SEIR, as

indicated in the responses in boldface. In addition, changes to Chapter II, Summary, have been identified in the responses; the Summary has been updated with any further changes needed as a result of comments and responses.

The public hearing transcript, a copy of all letters received during the public review period, the administrative record, and background documentation for this SEIR are contained in Case File 96.771E, available for public review at the Planning Department, 1660 Mission Street, San Francisco.

PROJECT CHANGES UNDER CONSIDERATION BY THE PROJECT SPONSORS

At this time, the project sponsors are considering several changes to the project that would involve adoption of four variants to the project as described below. These changes would have substantially the same impacts as the project, as discussed under Combination of Variants Currently under Consideration by the Project Sponsors in Section D, Staff-Initiated Text Changes, pp. XII.527-XII.545. Briefly, the changes would involve the following main elements:

- Terry A. François Boulevard would be realigned to the west to allow development of open space to the east. This Project Area open space would be integrated with approximately 2 additional acres of adjacent open space outside the Project Area on port property fronting the shore of the Bay that would be improved by Catellus. A small port commercial facility would be permitted within a portion of the Project Area bayfront open space.
- The Mission Bay South Retail land use designation would be eliminated and changed to the Commercial Industrial/Retail land use designation on the Esprit site and Castle Metals block.
- There would be no roadway crossing of the railroad tracks at Berry Street. Berry Street would be extended south to Common Street, and the retail space in the northwestern-most block of the Project Area would be reduced by 50%.

B. LIST OF COMMENTORS

The following list of individuals submitted written comments during the public comment period of April 11, 1998, through June 9, 1998, and/or provided oral testimony at the public hearing on May 12, 1998, on the *Mission Bay Draft SEIR*. Some comments received during the public review period did not address the Draft SEIR. Those comments addressing the Draft SEIR are responded to in Section C, Comments and Responses. Section E presents the page index by commentor.

Ena Aguirre, Southeast Alliance for Environmental Justice (public hearing comments, May 12, 1998)

David Aldape, President, Alianza (public hearing comments and letter, May 12, 1998)

Muhammad Al Kareem, Bay View Merchants Association (public hearing comments, May 12, 1998)

Commissioner Dennis Antenore, Planning Commission (public hearing comments, May 12, 1998)

Richard Avanzino, President, The San Francisco Society for the Prevention of Cruelty to Animals (written comments, May 13, 1998)

Phyllis Ayer, Wildlife Subcommittee, Sierra Club, and Audubon Society (public hearing comments, May 12, 1998)

Buck Bagot, Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Joe Beresford, Chair, Homeownership Committee, Bay Area Organizing Committee; and St. Theresa Church (public hearing comments, May 12, 1998, and written comments, June 8, 1998)

Violetta Borjas, Bay Area Organizing Committee and St. Boniface Church (public hearing comments, May 12, 1998)

A.L. Breugem-Horlick (written comments, May 14, 1998)

J.A. Brown (written comments, May 7, 1998)

Michael Byrd (written comments, May 11, 1998)

Leslie Caplan, San Francisco Baykeeper (public hearing comments, May 12, 1998)

Roger Cardenas, President, Independent Cab Association (public hearing comments, May 12, 1998)

Janet Carpinelli, President, Lower Potrero Hill Neighborhood Association (public hearing comments and letter, May 12, 1998, and written comments, June 8, 1998)

Beverley Chanley and Corbin Cherry (written comments, May 13, 1998)

Jim Chappell, President, San Francisco Planning and Urban Research Association (public hearing comments and letter, May 12, 1998)

Robin Chiang, Mission Bay Citizens Advisory Committee, and San Francisco Planning and Urban Research Association (public hearing comments and letter, May 12, 1998)

Jennifer Clary, Board of Directors, San Francisco Tomorrow (public hearing comments, May 12, 1998)

Jennifer Clary, Mary Anne Miller, and Norm Rolfe, San Francisco Tomorrow Mission Bay Committee (written comments, June 9, 1998)

Concerned San Francisco (written comments, May 7, 1998)

Barbara J. Cook, P.E., Chief, Northern California - Coastal Cleanup Operations Branch, Department of Toxic Substances Control, California Environmental Protection Agency (written comments, June 8, 1998)

Jack Davis, Chair, Design Subcommittee, Mission Bay Citizens Advisory Committee (written comments, June 9, 1998)

David R. Dawdy (written comments, June 8, 1998)

Doris Ostrander Dawdy (written comments, June 8, 1998)

Sue Markland Day, President, Bay Area Bioscience Center (public hearing comments, May 12, 1998)

Bernard A. Deck (written comments, May 12, 1998)

Barbara Deutsch (public hearing comments, May 12, 1998)

Tim Donnelly (written comments, June 9, 1998)

Commissioner Mark Dunlop, Redevelopment Agency Commission (public hearing comments, May 12, 1998)

Roy Evans, Transportation Engineer, Rail Safety and Carriers Division, Rail Engineering Safety Branch, Traffic Engineering Section, California Public Utilities Commission (written comments, June 9, 1998)

Arthur Feinstein, Executive Director, Golden Gate Audubon Society (written comments, June 8, 1998)

Marian E. Fricano (written comments, May 8, 1998)

Robert T. and Linda Fries (written comments, May 11, 1998)

Eric J. Ganther (written comments, May 7, 1998)

Denise Couter Graham, Local 790, Service Employees International Union (public hearing comments, May 12, 1998)

Ruth Gravanis, Golden Gate Audubon Society, and Conservation Committee, the San Francisco Group of the Sierra Club (public hearing comments, May 12, 1998, and written comments, June 9, 1998)

Susan Guevara, St. Dominic Parish and Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Minister Ingrid Hacket, Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Jamil Hawkins (public hearing comments, May 12, 1998)

Sister Kathleen Healy, Associate Pastor, St. Theresa Church, and Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Gail Henigman (written comments, May 6, 1998)

Gail C. Herath-Veiby (written comments, May 22, 1998)

Paul Hessinger, Coalition for Better Wastewater Solutions (public hearing comments, May 12, 1998, and written comments June 9, 1998)

Commissioner Richard Hills, Planning Commission (public hearing comments, May 12, 1998)

Helen Hipshman (written comments, May 11, 1998)

Douglas G. Hogin (written comments, May 12, 1998)

Robert B. Isaacson, President, Mission Creek Conservancy (public hearing comments, May 12, 1998, and written comments, May 7, May 12, and June 5, 1998)

Espanola Jackson (public hearing comments, May 12, 1998)

Janet Jacobs, Project Director, Sustainable San Francisco (written comments, June 9, 1998)

Dwayne Jones, Executive Director, Young Community Developers (public hearing comments, May 12, 1998)

Tom Jones, Asian Neighborhood Design (public hearing comments, May 12, 1998)

Jeanne O. Kelley (written comments, May 11, 1998)

Doug Kern, Urban Watershed Program (public hearing comments, May 12, 1998)

Ellen Kernaghan (public hearing comments, May 12, 1998)

Mark Klein, San Francisco Chamber of Commerce (public hearing comments, May 12, 1998)

Natasha La Farouche (written comments, May 8, 1998)

Donald C. Langley (written comments, May 6, 1998)

Alex Lantsberg, Project Coordinator, Southeast Alliance for Environmental Justice (written comments, June 4, 1998)

Alex Lantsberg (public hearing comments, May 12, 1998)

Jeffrey Leibovitz (public hearing comments, May 12, 1998)

Niko Letunic, Bay Trail Planner, San Francisco Bay Trail Project (written comments, May 21, 1998)

James D. Lowé, Transit Planner, San Francisco Municipal Railway (written comments, May 26, 1998)

Lower Potrero Hill Neighborhood Association (petition dated September 29, 1997 signed by 431 people)

Michael R. Lozeau, Executive Director, San Francisco BayKeeper (public hearing comments, May 12, 1998, and written comments, June 9, 1998)

Ben Lubbon, Kaisehomme Limited (public hearing comments, May 12, 1998)

Rick Mariano, Chairman, Rincon Point-South Beach Citizens Advisory Committee (written comments, May 15, 1998)

Jeff Marmer, Coalition for Better Wastewater Solutions (public hearing comments, May 12, 1998, and written comments, June 9, 1998)

Comer Marshall, Executive Director, Urban Economic Development Corporation (public hearing comments, May 12, 1998)

Darrell J. Maxey, P.E., Chief Engineer, Caltrain (written comments, June 9, 1998)

Enola Maxwell (public hearing comments, May 12, 1998)

Anne G. McDermott (written comments, May 28, 1998)

Charles Michael (public hearing comments, May 12, 1998)

Mary Anne Miller, San Francisco Tomorrow (public hearing comments, May 12, 1998)

Patricia Miller (written comments, May 7, 1998)

Dick Millet, Potrero Hill Boosters & Merchants Association (public hearing comments, May 12, 1998)

Richard Mlynarik (written comments, May 25, 1998)

R. Clark Morrison, Esq., Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C. (written comments, May 15, 1998)

Jean Neblett, Potrero Hill Boosters and Merchants Association (public hearing comments, May 12, 1998)

Michael Nurre (written comments, May 11, 1998)

Trent W. Orr, Attorney at Law, representing Mission Creek Conservancy (written comments, May 29, 1998)

Commissioner Neli Palma, Redevelopment Agency Commission (public hearing comments, May 12, 1998)

Michael J. Paquet, Environmental Committee Chair, Surfrider Foundation, San Francisco Chapter (public hearing comments, May 12, 1998, and written comments, May 20, 1998)

Don Parker, Vice President, Bay Area Development, Catellus Development Corporation (written comments, June 8, 1998)

Maria Poncel, San Francisco Partnership (public hearing comments, May 12, 1998)

Donna Preece (written comments, May 7 and 8, 1998)

Luanna Preston, Treasurer, Joint Council No. 2, Service Employees International Union; and Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Maria Quintanilla, St. Dominic Church and Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Amy V. Quirk, President, Sunset Community Democratic Club (written comments, April 14, 1998 and June 9, 1998)

Jon Rainwater, San Francisco League of Conservation Voters (public hearing comments, May 12, 1998)

Daniel F. Reidy, President, Landmarks Preservation Advisory Board (written comments, May 29, 1998)

Antero A. Rivasplata, Chief, State Clearinghouse, Governor's Office of Planning and Research (written comments, May 27, 1998)

Joel B. Robinson, Acting General Manager, San Francisco Recreation and Park Department (written comments, May 29, 1998)

Kim Rogers (public hearing comments, May 12, 1998)

Norman Rolfe, San Francisco Tomorrow (public hearing comments and letter, May 12, 1998)

Janet Rosen and Stuart Kremsky (written comments, May 6, 1998)

Dr. Maria Christina Bosaric Salem, St. Dominic Church and Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Father Peter Sammon, Pastor, St. Theresa Church and Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Kenneth C. Scheidig, General Counsel, Alameda-Contra Costa Transit District (written comments, June 9, 1998)

Diana Scott (written comments, June 9, 1998)

Christine Shirley, Environmental Scientist, Arc Ecology (written comments, June 12, 1998)

David Siegel, Lower Potrero Hill Neighborhood Association and Mission Bay Citizens Advisory Committee (public hearing comments, May 12, 1998)

Stan Smith, Secretary/Treasurer, San Francisco Building Construction Trades Council; and Vice-Chair, Citizens Advisory Committee for Mission Bay (public hearing comments, May 12, 1998)

David Snyder, Executive Director, San Francisco Bicycle Coalition (public hearing comments, May 12, 1998, and written comments, June 8, 1998)

Carlos Soto, Speaker Bureau, Tobacco, Alcohol and Drugs, Latino Center on Alcoholism for Spanish Speaking (public hearing comments and letter, May 12, 1998)

Bruce W. Spaulding, Vice Chancellor, University of California, San Francisco (written comments, June 9, 1998)

Patti Tamura, Local 790, Service Employees International Union and Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Mike Thomas and William Bradway, Communities for a Better Environment (public hearing comments, May 12, 1998)

Mike Thomas, SAFER!/CBE Organizer; Lesley Barnhorn, Legal Intern; and Scott Kuhn, Staff Attorney, Communities for a Better Environment (written comments, June 9, 1998)

W.R. Till, Chief, Bridge Section, U.S. Coast Guard (written comments, May 26, 1998)

Torbin Torpe-Smith, Mission Bay Harbor Association (public hearing comments, May 12, 1998)

Reverend Floyd Trammell, Pastor, St. Luke CME Church (public hearing comments, May 12, 1998)

Diane Verze-Reeher, St. Dominic Church, United Educators, and San Francisco Bay Area Organizing Committee (public hearing comments, May 12, 1998)

Calvin Welch, Council of Community Housing Organizations (written comments, May 26, 1998)

Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee (written comments, June 9, 1998)

Earl White, President, San Francisco Black Chamber of Commerce (public hearing comments, May 12, 1998)

Kate White, Program Director, Urban Ecology, Inc. (written comments, June 9, 1998)

Donald C. Williams (written comments, May 13, 1998)

Ed Williams, Bay Area Organizing Committee and St. Dominic Church (public hearing comments, May 12, 1998)

James Williams (public hearing comments, May 12, 1998)

Bill Wilson, Environmental Planning & Design (written comments, June 2, 1998)

John Wilson, 1900 Third Street L.L.C. and Mission Bay Citizens Advisory Committee (public hearing comments, May 12, 1998)

Victoria Winston, Bay Area Organizing Committee and St. Dominic Parish (public hearing comments, May 12, 1998)

Calvin Womble, President, The Ellington Group (public hearing comments, May 12, 1998)

Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club (written comments, June 9, 1998)

Corinne W. Woods, Chair, Toxics Subcommittee, Mission Bay Citizens Advisory Committee (public hearing comments, May 12, 1998, and written comments, June 9, 1998)

Harry Y. Yahata, District Director, Department of Transportation (written comments, May 26, 1998)

Anna Yee, Chair, Mission Bay Citizens Advisory Committee (public hearing comments, May 12, 1998)

John F. Yee, Senior Vice President and Chief Financial Officer, San Francisco Giants (written comments, June 9, 1998)

C. COMMENTS AND RESPONSES

GENERAL

EIR Process

Extend Comment Period

Comments

I think we need two hearings and we need to focus on the environmental issues. . . .(Mary Anne Miller, San Francisco Tomorrow)

Is there a possibility of extending that one or two weeks just to accommodate the request from the public? (Commissioner Neli Palma, Redevelopment Agency Commission)

Just a couple of substantive comments, but I'm also in favor of the two-week extension.
(Commissioner Richard H. Hills, Planning Commission)

Additional concerns:

This process has been very rushed from the beginning. Given the huge size of this SEIR, we believe it would have been good faith. . .for the City to have allotted more time for comment. We have not had adequate time to analyze this document. In every way this has been a rush. We are submitting additional concerns that are not spelled out in the expected narrative form. We are including a list of areas that we consider problems that we would like addressed (see attachment 10). (Jeff Marmer, Coalition for Better Wastewater Solutions)

Response

Following the joint public hearing on May 12, 1998, to receive comments on the Draft SEIR, the City Planning Commission and San Francisco Redevelopment Agency Commission extended the public comment period for 14 days, for a total public review period of 59 days (April 11 through June 9, 1998).

Brown and Caldwell Report

Comments

Finally, CEQA requires any new information, such as, Ron Crites's report to be reviewed and commented on within 45 days. CBE is requesting an extension of 45 days to comment on his report. (Mike Thomas, SAFER!/CBE Organizer; Lesley Barnhorn, Legal Intern; and Scott Kuhn, Staff Attorney, Communities for a Better Environment)

At a minimum, we urge you to reopen the public comment period for 45 days after the final release of the report by the PUC Consultant on alternative wastewater options. We support the comment put

forth by Trent Orr, attorney for the Mission Creek Conservancy that the City cannot “dribble out significant information” during the 45 day comment period. That report has been rushed, is still not complete, and will not be able to [be] made public until after the close of written deadline. (*Jeff Marmer, Coalition for Better Wastewater Solutions*)

It is my understanding that the period for public comment has been extended to June 9, 1998, from the original date of May 26. It is my opinion that the comment period should be extended still further due to the release on June 2 of the report on alternative approaches to stormwater and wastewater on the Bayfront (Technical Report: PRELIMINARY SCREENING OF ALTERNATIVE WASTEWATER AND STORMWATER MANAGEMENT TECHNOLOGIES, Brown & Caldwell), and there is support in CEQA for such an extension. (*Bill Wilson, Environmental Planning & Design*)

We are also concerned about the very short amount of time the public has had to take into account new information developed by the Technical Review Committee. We believe that a significant review period should be provided after all the relevant information is made available. (*Ruth Gravanis, Golden Gate Audubon Society, and Conservation Committee, San Francisco Group of the Sierra Club*)

While the Planning Department has extended the comment period to June 9, the public will have at most one week to review the report by Mr. Crites. This falls significantly short of the absolute minimum 45-day period that the public must be allowed under CEQA to review an EIR submitted to the State Clearinghouse. Furthermore, CEQA does not allow information critical to a full understanding of the issues in the EIR to be released at selective intervals during an ongoing public comment period under the theory that if the overall comment period is 45 days or more the public can be denied its right to a full 45 days to review all such critical information. If important new information surfaces during the review process, which it has, the comment period should be extended the full 45 days beyond the emergence of the important new information. (*Alex Lantsberg, Project Coordinator, Southeast Alliance for Environmental Justice*)

We have alternative scientists hired by the PUC. The community has pushed for it for years. They have been hired late in the process, haven't had time to submit the report. It's supposed to be reviewed by an expert panel. And the alternatives have already been dismissed by Catellus, and this report isn't even in.

So we are asking for an extension of this deadline because we think it allows us. . .

So we are saying, extend this deadline until these alternative scientists can look at the situation and the public can meet with them and make recommendations before you close these comments. (*Jeff Marmer, Coalition for Better Wastewater Solutions*)

We also should postpone the deadline for the comments until after the technical committee has had a chance to meet. (*Ruth Gravanis, Golden Gate Audubon Society, and Conservation Committee, San Francisco Group of the Sierra Club*)

The next. . .thing we'd like to ask is for an extension of the deadline for written comments so that there can be input from the technical consultants. (*Leslie Caplan, San Francisco Baykeeper*)

Also I would like to let you know that written comments for this should be extended. There will be a technical review committee that will be reviewing the supplement that's looking over this entire EIR.

And I think it's very important for us to be able to get that information from the technical review committee and be able to develop that and include it into our own written comments. (*Alex Lantsberg*)

We have a golden opportunity here. And I'd like to say, what's the rush? Why is everybody seemingly rushing into this before our own City's technical review committee puts together a report that could say how this does fit in as a piece of the environmental puzzle? We could fit it in correctly instead of haphazardly. . .

And the City has hired a Mr.[Crites] to do studies on these large projects. His report should be in, as was mentioned earlier. (*Paul Hessinger, Coalition for Better Wastewater Solutions*)

I was going to suggest along the lines of extending the comment period that we [ought] to choose the option for two weeks because of the report, apparently, that's going to be coming in on the wastewater issues on June 2nd. We out to give people a few days to be able to absorb that and try to respond to it. (*Commissioner Dennis Antenore, Planning Commission*)

In the absence of such a liaison [a wastewater liaison within the Mayor's Office], we appeal to you directly for a thirty-day extension of the deadlines on the Mission Bay SEIR. Specifically, we seek a public hearing date after June 12, 1998, and the closure of public, written comment after June 26, 1998. (*Amy V. Quirk, President, Sunset Community Democratic Club*)

The Planning Department has denied the public a reasonable and legally adequate comment period to review and respond to critical information on these issues yet to be produced by the Public Utilities Commission.

MCC [Mission Creek Conservancy] and its members had hoped to have the benefit of a review by Ron Crites, technical consultant to the Public Utilities Commission ("PUC"), of sewer and stormwater issues presented by the Project, before commenting on these aspects of the Project as presented in the DEIR. The Public Utilities Commission, with Mr. Crites' assistance, has begun a study requested by the Board of Supervisors of alternative wastewater treatment approaches for Bayside sewer and stormwater discharges. Only when that study is completed will PUC be able to determine the best means to reduce pollutant discharges to Mission Creek and the Bay. The huge Mission Bay Project could obviously be a significant contributor to such discharges, and a fair look at alternative treatments for such discharges from the Project is mandated by CEQA as a part of the Project DEIR. However, Mr. Crites' report to the PUC and the CAC on wastewater issues relating to Mission Bay will not be available until at least June 2, 1998.

While the Planning Department has extended the comment period on the DEIR until June 9 so that the public will have perhaps a week to review this significant new information and address it in its comments, this falls far short of the absolute minimum 45-day period that the public must be allowed under CEQA to review a DEIR submitted to the State Clearinghouse. Pub.Res.C. § 21091(a); 14 CCR § 15087(c). CEQA does not allow information critical to a full understanding of the issues in a DEIR to be released at selective intervals *during* an ongoing public comment period under the theory that, if the overall comment period is 45 days or more, the public can be denied its right to a full 45

days to review all such critical information. Rather, if important new information emerges during the review process, the comment period should be extended the full 45 days beyond the emergence of the important new information. Pub.Res.C. §21092.1; 14CCR §15088.5. (*Trent W. Orr, Attorney at Law, representing Mission Creek Conservancy*)

It is our understanding that the deadline for public comment on the EIR was extended by the Planning Commission and the Redevelopment Authority from May 26, 1998 to June 9th, so that the public and the TRC [Technical Review Committee] could review a set of recommendations from alternative wastewater expert Mr. Ron Crites and then the TRC could present a report to the public for the public's use in preparing written comments on the EIR. . .

Indeed, SCDC understands that even the TRC has not had time to prepare a single set of written recommendations regarding the EIR by the June 9th public comment deadline. . .

The deadline for submitting comments on the EIR should be extended for at least thirty days to enable the entire TRC to review the necessary materials, confer as a group and submit a single set of comments and recommendations, which the public can then review in a timely fashion, discuss with the TRC and then use to prepare comprehensive comments on the EIR. (*Amy V. Quirk, President, Sunset Community Democratic Club*)

Alternative Wastewater Technologies

We appreciate the joint action of the Planning and Redevelopment Commissions in extending the comment deadline to allow more time for the experts on the Technical Review Committee of the PUC to review it and make recommendations on alternative technologies. Unfortunately, we have not yet received the report of the TRC, and are therefore unable to use their expertise to comment on this important component of the Mission Bay Plan. We must therefore request yet another extension of the comment period for the Mission Bay SEIR until 30 days after the publication of the TRC's recommendation. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

The comments request varying extensions of the public review period for the Draft SEIR to allow for review of information in a technical report prepared by Brown and Caldwell under contract to the San Francisco Public Utilities Commission (SFPUC). The scope of the report was to evaluate a variety of alternative wastewater/stormwater treatment technologies and reuse alternatives that could be utilized as part of the Mission Bay project to reduce pollutant loads to the Bay.

The SEIR conservatively found that, while there would be no significant water quality impacts from the project, the project would contribute to potential cumulative water quality impacts. The SEIR identifies two mitigation measures (K.3 and K.4 on p. VI.47) that would avoid the potentially significant impact by requiring the project to eliminate any contribution to increases in combined sewer overflows (CSOs) from the City's wastewater system, and requiring the project to implement alternative technologies or other means to treat stormwater discharges to the Bay. The measures were specifically formulated as performance criteria, rather than identifying specific technologies, to allow

flexibility in how they might be achieved and to potentially allow use of evolving technologies over the more than 20-year build-out of the project.

The Brown and Caldwell report was commissioned to assist the SFPUC in determining the feasibility and effectiveness of various options for how the project could implement the mitigation measures. At the time the project's infrastructure is approved, the City would determine whether to impose the mitigation measures, and, if imposed, how they would be implemented. The decisions would be documented in various approval documents and CEQA Findings. The SEIR mitigations, in the form of performance criteria, will thus be addressed in the project approval process. The Brown and Caldwell report does not present significant new information, and the report confirms the analysis in the SEIR. Thus, there is no need, and no requirement under CEQA, to extend the SEIR public review process while the various options for implementing the mitigations are discussed and debated.

The Brown and Caldwell report was presented to the public on June 2, 1998. In response to requests from the public for additional review time, the Planning and Redevelopment Commissions extended the May 26th closing of the public comment period for an additional 14 days, for a total public review period of 59 days (April 11 through June 9, 1998).

Naming of Streets

Comment

Street names. The DSEIR notes on V.E.41 that future street names are unknown at this time. While we understand that the naming of streets is within the Board of Supervisors jurisdiction, we would like to see Mission Bay street names reflect the natural and historic character of Mission Bay, in accordance with the Design Objectives. Please also note that Channel Street is actually the waterway known as Mission Creek or China Basin Channel - one of only two navigable streets in the United States. While the frontage road known as "Channel Street" will disappear when Mission Bay South is built, the name should be retained to identify the Channel in various city documents, and the street should not be vacated. (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Response

The comment correctly notes that the naming of streets is within the jurisdiction of the Board of Supervisors. The comment requests that the Channel Street name and right-of-way be retained for China Basin Channel to identify the Channel in city documents. This concern should be directed to decision-makers during the project review process.

Cumulative Impacts From Other Projects

Comment

Mission Bay should not be treated piecemeal. With the May 26, 1998, article in the Chronicle concerning an immediately adjacent area to Mission Bay for which a 12,000 homes, schools, and shops development is “under review at City Hall” for near future development, the EIR should be a combined report discussing both developments together. Their added impacts will be much greater than that for Mission Bay alone. Cumulative impacts should always be considered, rather than considering each project as if it were an isolated instance of development. (*David R. Dawdy*)

Response

The comment requests that a proposal for 12,000 homes “under review at City Hall” be included in the environmental review for Mission Bay. The comment refers to a study by the San Francisco Planning and Urban Research Association (SPUR), which suggests rezoning the Central Waterfront, an area roughly bounded by Mariposa Street, I-280, Islais Creek, and the Bay, to encourage the development of housing and live/work units. Most of the area is currently zoned for heavy industrial use. The proposal is outlined in the March 1998 SPUR Newsletter. SPUR is a private planning organization and is not affiliated with the Mayor’s Office, Planning Department, the Port, or San Francisco Redevelopment Agency.

Although SPUR has shared its vision with City officials, the “proposal” is still very much in the formative stage and subject to extensive changes before any proposal is actually undertaken for study by the City. The SPUR proposal would require substantial review and feasibility analysis, a number of public approvals, and substantial changes to the existing land use regulatory regime before it could be implemented. The SPUR proposal is not under review by the Planning Department, Redevelopment Agency, or any other governmental agency with jurisdiction over the area, nor is the SPUR proposal in those agency’s work programs.

The Planning Department is studying land use supply and demand in the industrial areas on the City’s east side, and the results of that study may inform a decision whether to pursue rezonings such as those proposed by SPUR. Other, very different rezoning proposals may be advanced. At this time it is uncertain whether rezonings or new redevelopment areas will be formally considered by the City outside of those underway and already incorporated into the SEIR’s cumulative impact analysis, as described below.

If rezonings or new redevelopment areas are formally considered by the City, substantial feasibility analysis and environmental review as well as a large number of public approvals and changes to the current land use regulatory regime would be required. At this time, development that could occur under a rezoning proposal advanced by a private planning organization would be highly speculative to

forecast and assume and does not constitute “closely related . . . reasonably foreseeable probable future projects . . .” that are to be included in a CEQA discussion of cumulative impacts (CEQA Guidelines Section 15355(b)).

All reasonably foreseeable cumulative impacts are analyzed in the SEIR. As is stated in Endnote 62 on pp. V.C.44-V.C.45, concurrent environmental review of several major planning and transportation projects in San Francisco (such as Mission Bay North and South Redevelopment Plans, Bayview/Hunters Point Redevelopment Plan Amendment, MUNI Third Street Light Rail Project, and the Candlestick Point Stadium-Mall) dictates a consistent forecast of population and employment growth in San Francisco reflecting the development that could be accommodated in the various project areas. All of these environmental analyses use the same cumulative growth forecast of San Francisco population and employment in 2015 as the basis for cumulative transportation analysis, as well as for growth inducement and related analyses of housing, business activity, and land use impacts.

Not all of the major planning and redevelopment project areas assumed for cumulative analysis purposes may actually be adopted or built out to the extent assumed. The assumptions are conservatively high for CEQA analysis purposes, and to the extent actual development falls short of projections, cumulative impacts proportional to population and employment (e.g., transportation, air quality, traffic, and noise) would be overstated.

The Keyser Marston Associates (KMA) 2015 cumulative growth scenario used in the SEIR/1/ includes household, population, employed residents, and employment estimates for the City as a whole and for the various project areas as well. The KMA projections assume substantial development by 2015 largely as proposed for several areas under consideration as redevelopment areas, as well as for the Presidio. Overall, the cumulative growth scenario projects more employment and population growth for San Francisco by 2015 than does ABAG's *Projections '96*. Compared to the ABAG projections for 2015, the cumulative growth scenario assumes that more aggressive development efforts on the part of the City, including redevelopment planning, capital improvement funding, housing and business assistance, and catalyst projects would result in more demand for new development and re-use of existing space than would otherwise be the case.

Table XII.1 shows the specific SEIR assumptions for the Central Waterfront area and for other areas to the south of the Mission Bay Project Area that were used directly in the SEIR transportation analysis. For comparative purposes, the table also presents the estimates that were the original basis for these projections, the Association of Bay Area Governments' allocation of *Projections '96* to traffic analysis zones (TAZ). Consistent with current zoning for the area, a relatively small amount of population growth is projected for the Central Waterfront area in both the KMA and the ABAG

**TABLE XII.1: COMPARISON OF GROWTH ASSUMPTIONS FOR THE
AREAS SOUTH OF THE MISSION BAY PROJECT AREA**

TAZ/b/	Cumulative Growth Study/a/				Projections '96 by Traffic Analysis Zone (TAZ)/a/					
	Population		Jobs		Population			Jobs		
	1995	2015	1995-2015	1995	1995	2015	1995-2015	1995	2015	1995-2015
Central Waterfront										
662	684	1,368	684	6,166	8,700	2,534	684	6,166	9,544	3,378
Greater South Bayshore										
367	5,336	7,571	2,235	4,801	13,592	8,791	5,336	4,801	7,046	2,245
369	12,830	14,678	1,848	2,890	4,346	1,456	12,830	2,890	4,584	1,694
370	237	237	-	19,804	20,754	950	237	19,804	23,373	3,569
371	11,107	12,405	1,298	3,892	5,005	1,113	11,107	3,892	5,972	2,080
<i>Subtotal</i>	<i>29,510</i>	<i>34,891</i>	<i>5,381</i>	<i>31,387</i>	<i>43,697</i>	<i>12,310</i>	<i>29,510</i>	<i>31,387</i>	<i>40,975</i>	<i>9,588</i>
Hunters Point Shipyard										
368	934	5,844	4,910	906	6,108	5,202	934	906	2,026	1,120
TOTAL	31,128	42,103	10,975	38,459	58,505	20,046	31,128	38,459	52,545	14,086

Notes:

/a/ As presented in background tables prepared by Keyser Marston Associates, Inc., "TAZ Modifications, San Francisco Cumulative Growth," July 31, 1997.
Keyser Marston Associates prepared the estimates by TAZ for the Cumulative Growth Study.

The Association of Bay Area Governments (ABAG) prepared the Projections '96 estimates by TAZ.

/b/ Traffic analysis zone.

Source: Hausrath Economics Group.

projections. Moving south, compared to ABAG, the KMA projections show somewhat less population growth in the Greater South Bayshore area but more population growth in the Hunters Point Shipyard area, consistent with current plans for that area. For the areas taken as a whole, population growth under the *Cumulative Growth Study* scenario exceeds that of *Projections '96* by about 2,400 people. In all of these TAZs south of the Project Area except for the Central Waterfront, the *Cumulative Growth Study* projections used in the SEIR analysis assume more job growth than shown in the ABAG projections. This reflects the *Cumulative Growth Study's* higher citywide employment growth scenario compared to *Projections '96*. The projections for the *Cumulative Growth Study* assume about 6,000 more jobs and 11,000 more residents in all of the southern areas considered together than is the case for growth under the *Projections '96* scenario.

SEIR Organization

Comment

General Comments: Volume III p. XII.1 Report Outline. This Index is the ideal guide to topics covered in the EIR and it is buried at the end of Volume III! It is so much more useful for navigating through the three volumes than the Table of Contents, List of Tables, List of Figures combined. The Index should have been printed at the end of Volume 1. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

The location of the Report Outline, as well as its purpose, is stated on p. i, Table of Contents by Chapter, in each volume of the SEIR. The placement of the report outline in Volume III (Volume IV of the Final SEIR) is intended to assist the reader since the index can be open while the reader is reviewing Volumes I and II, the volumes containing the majority of the technical analyses.

Comment

Since visual impacts of the height and bulk of buildings were raised in the Draft EIR hearing, they will of necessity be covered in the Comments and Responses, but the final EIR should be one in which the Draft and the C & R documents are interleaved, or the comments will not be very useful during the many years that this EIR will be referenced. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

The comment requests that the Comments and Responses and the Draft SEIR be integrated in the Final SEIR. Under CEQA, the Final SEIR consists of the Draft SEIR, the Comments and Responses document, and the certification motion. Changes to the Draft SEIR text are identified in this Comments and Responses document and will be incorporated into the appropriate volumes of a

compiled Final SEIR document after certification. Thus, the compiled Final SEIR requested by the comment will be prepared.

General Comments on the SEIR

Comments

As explained in detail below, MCC is deeply concerned to find that the DEIR does not adequately address the inconsistency of the Project as proposed with existing plans to protect and enhance the natural environment of Mission Creek and its banks, fails to take account of the importance and uniqueness of Mission Creek as a rare Bay wetland and wildlife refuge within the dense urban setting of the City's eastern Bayside, does not acknowledge the Project's inconsistency with the City's General Plan policy regarding per capita provision of open space, and fails adequately to address the potential contributions of pollutants to Mission Creek from Project area sewage and stormwater discharges. These deficiencies must be addressed in the EIR before a final Project can be lawfully approved, and the Project itself should be revised in the ways suggested to preserve and enhance the environment of Mission Creek and improve the environment of the dense new development proposed for the Mission Bay site. (*Trent W. Orr, Attorney at Law, representing Mission Creek Conservancy*)

The height, densities, and uses proposed are too extreme. And we also are terrified of losing our wetlands and open space. And Mission Creek is of particular concern. (*Ellen Kernaghan*)

Response

These comments raise general concerns on the completeness of information in the SEIR. They preface more detailed comments on the issues raised, which are responded to in corresponding detail in various topic sections. Issues regarding existing plans for China Basin Channel (Mission Creek) are addressed in the response in Vegetation and Wildlife, "CAC Development Standards and Guidelines" on pp. XII.410-XII.413; issues regarding China Basin Channel as a wetland and wildlife habitat are addressed in the response "Bird Displacement Due to Human Activities" on pp. XII.413-XII.421; and issues regarding existing wetlands are addressed in the response "Edge Treatments and Loss of Wetlands" on pp. XII.408-XII.410. Issues regarding General Plan policies for provision of open space are addressed in the response in Community Services and Utilities, "Quantity of Open Space in Redevelopment Plans" on pp. XII.433-XII.440. Issues regarding Project Area sewage and stormwater discharges are addressed in the responses in Hydrology and Water Quality, "Bayside Planning Model," on pp. XII.300-XII.322, "Stormwater Pollutant Loading," on pp. XII.396-XII.399, and "Illustrative Mitigation Scenarios" on pp. XII.253-XII.277. Issues regarding project heights, densities, and uses are addressed in the response in Land Use, "Compatibility of Proposed Project" on pp. XII.49-XII.51.

Editorial Comments

Comments

a. Please review the second sentence of the second paragraph under Parking on page II-12. The word "not" appears to have been omitted from the words "could" and "find."
(W.R. Till, Chief, Bridge Section, U.S. Coast Guard)

Response

The fifth paragraph on p. II.12 is correct as written. Those searching for parking in the Project Area "could find parking difficult;" that is, could find it difficult to park.

Project Profit

Comment

And I would also ask that there be an open discussion of the finances -- it appears that there are things that are not open to the public -- so that we can see the projected profit margin of Catellus -- that we have no objection to it if it's reasonable -- and see and balance it against the welfare of the City of San Francisco. (Father Peter Sammon, Pastor, St. Theresa's Church, and Bay Area Organizing Committee)

Response

The profit potential of Catellus is not within the purview of the environmental review process. Rather, decision-makers can use available financial information to inform their decisions regarding approval of the proposed Redevelopment Plans and other project approvals.

NOTES: General

1. Keyser Marston Associates, Inc., *San Francisco Cumulative Growth Scenario, Final Technical Memorandum*, prepared for the San Francisco Redevelopment Agency, March 30, 1998.

PROJECT DESCRIPTION

Land Ownership

Comments

The DEIR should clarify the ownership of the “Castle Metals Site” or Parcel X-3 as it is referred to in the Draft Redevelopment Plan. Where land ownership is described in the Summary and in the Project Description, these ownership distinctions are not made clear, except in Footnote 5, page III.52. It is appropriate to clearly identify each of the landowners early on in the document since distinctions between broad project-wide or Catellus-only obligations are necessary elsewhere in the document, as noted below.

Page III.4, 4th full paragraph: Please identify by address or APN each of the private parties in the Redevelopment Project Area.

Page III.6, Figure III.B.2: Please revise footnote 3 to say “This property under three ownerships is referred. . .” (*R. Clark Morrison, Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C.*)

Response

Land ownership per se is not an important consideration in environmental review for adoption of Redevelopment Plans because all properties within the Redevelopment Plan Areas would be subject to the basic land use controls in the adopted Redevelopment Plans. Where additional controls relate only to Catellus-owned property, this distinction is made in the SEIR and will be addressed as applicable in the Redevelopment Plans.

As the comments state, the site identified in Figure III.B.2, p. III.6, as the Castle Metals site is under three ownerships, as stated in Endnote 5, p. III.52. 1900 Third Street is owned by the 1900 Third Street L.L.C., 1830 Third Street is owned by Sheila O. Carraro, and 1800 Third Street is owned by Rinaldo Carraro. Endnote 5, p. III.52, has been amended to correct a street address as follows:

Several properties within the Project Area that are under other private ownership include: 1) the Castle Metals site at Third and Mariposa Streets, which consists of 1900 Third Street owned by 1900 Third Street, L.L.C., 1830 Third Street owned by Sheila O. Carraro, and ~~1800~~ 1810 Third Street owned by Rinaldo Carraro; 2) the Esprit site at Illinois and 16th Streets owned by Esprit de Corps; and 3) the Third Street Properties at Third Street south of Mission Rock Street, which consists of 1401 Third Street owned by Potter Electric Inc., 1455 and 1475 Third Street owned by Harms Land Company, and 1481 and 1501 Third Street owned by ARES Commercial Properties.

Landowners of other private properties are also included in this endnote. Figure III.B.2 correctly shows the sites within the Project Area that are owned by private entities other than Catellus and names the sites. Endnote 5, which specifies the various landowners, is within the paragraph on

p. III.4 that refers to Figure III.B.2. Figure V.B.1 shows the Assessor's Block and Lot numbers within the Project Area. Figure V.B.1, p. V.B.2, and Figure I.1, p. I.45, have been amended to correct Assessor's Block and Lot numbers: 1900 Third Street from 3922-03 to 3992-03; 3848-01 to 3948-01 at Pennsylvania and 16th Streets; and to add AB 3837-01 to the site behind the Third Street Properties. (Revised Figure V.B.1 is shown on the following page.) As with the Catellus-owned sites, development on other private properties would be subject to the Redevelopment Plans and Design for Development documents, if adopted, the conditions of approval of the project including relevant mitigation measures, as adopted, and any other agreements, including Owner Participation Agreements, that individual property owners may enter into with the Redevelopment Agency or the City.

The Castle Metals site is included in a new variant, Variant 5: Castle Metals Block Commercial Industrial/Retail Variant (see the response in Variants, "Request for a Castle Metals Commercial Industrial/Retail Variant" on pp. XII.481-XII.496).

Project Area Boundaries

Comments

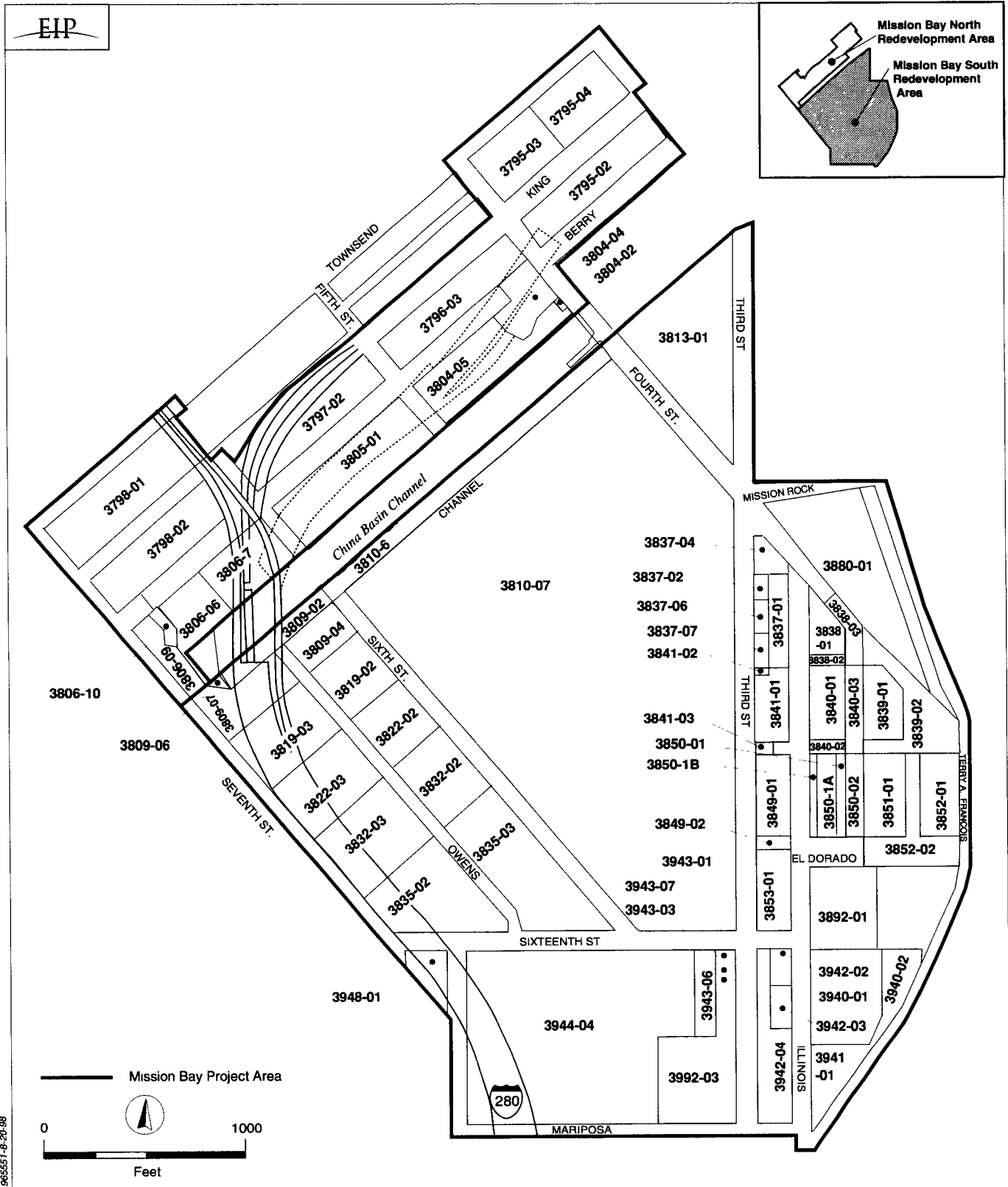
First thing I noticed is that the project boundaries include a lot of Cal-Train property and right-of-way, and so forth. That's really not the correct thing to do. The project boundary should be revised and exclude all Cal-Train properties, easements and rights-of-way, including the one on Seventh Street and any environmental impacts should be corrected on the report. (*Norman Rolfe, San Francisco Tomorrow*)

The project boundaries as given in subject report include land under control of Caltrain, i.e. - the Peninsula Corridor Joint Powers Board (JPB). Since this land probably will not be available for this project, the project boundaries should be revised to eliminate all land under control of the JPB, including Caltrain right-of-way along Seventh Street. (*Jennifer Clary, Mary Anne Miller, Norman Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Many of the figures in the DEIR show the existing Caltrain right-of-way as some use other than railroad. No portion of the Caltrain right-of-way has been vacated or abandoned (Figure V.B.2). The figures should be clarified to show that Caltrain intends to continue occupying all of the property for the purpose of operating train service indefinitely. Caltrain is now in the process of developing plans to reconfigure and improve its track, signals, buildings and other facilities at its 4th and Townsend Street terminal. (*Darrell J. Maxey, P.E., Chief Engineer, Caltrain*)

Response

The San Francisco Redevelopment Agency, as a state agency, can establish and adopt redevelopment areas irrespective of land ownership, easements, and rights-of-way. Land ownership per se is not an environmental review issue, and impacts outlined in this report would not be affected by Caltrain



SOURCE: EIP Associates, San Francisco Department of City Planning

holdings. Page III.15 states that the Caltrain tracks would not be altered for development of the project. Since publication of the Draft SEIR, Catellus has agreed to construct the westbound King Street frontage road adjacent to the rail yard between Fifth and Sixth Streets. This would involve the removal of some tracks. The construction of the road and removal of tracks are part of the Waterfront Transportation Projects and not part of the Mission Bay project. (See the response in Transportation, "King Street Frontage Road" on pp. XII.106-XII.107.)

As the comments suggest, Caltrain controls the right-of-way along Seventh Street; however, the underlying title is held by Catellus, as shown in Figure III.B.2. The Caltrain right-of-way is appropriately designated public facilities in Figure III.B.3, which shows the Land Use program. Figure V.B.2 shows parking and open land area over the active tracks since they are in use during the day. As noted in the response in Land Use, "Active Freight Rail Lines" on p. XII.51, Figure V.B.2 is amended to designate the active rail freight lines.

Floor Area Ratio

Comment

Page III.54: Floor Area Ratio Definition: The supporting definition of developable land area in this paragraph is different from the definition provided in the Draft Redevelopment Plan. The two should be consistent. We have offered, in our comments on the Draft Redevelopment Plan, the following:

"Developable Land Area. All areas within a lot including without limitation on-site private parking areas and structures, private open space, private lanes, and private sidewalks; but excluding public streets, utility easements within public rights-of-way, rail rights-of-way, and public sidewalks."

(R. Clark Morrison, Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C.)

Response

Attachment 5 of the proposed Redevelopment Plans defines developable land area for the purpose of calculating floor area ratio (FAR) as "all areas within a lot including without limitation private open space, private lanes, and private sidewalks; but excluding public streets and rights-of-way, and public open space." Endnote 27, on p. III.54, defines developable area as "assumed to be exclusive of vara streets, public rights-of-way, and utility easements." The definition of floor area ratio presented in the comment is generally consistent with these definitions. It is within the discretion of the Redevelopment Agency to adopt the comment's definition of developable area.

Parking on Mariposa Street

Comment

Page III.19, first partial paragraph, line 6: Elsewhere it is stated that there will be a loss of on-street parking on Mariposa Street but this sentence is silent on Mariposa Street. Please clarify if on-street parking will or will not be allowed on Mariposa Street. (*R. Clark Morrison, Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C.*)

Response

The comment refers to the discussion in Chapter III, Project Description, which summarizes the major revisions to the street pattern in the Project Area. The paragraph to which the comment refers lists those streets that would no longer have on-street parking. Some on-street parking would remain on Mariposa Street, thus Mariposa is not listed in this paragraph. See the more detailed discussion on p. V.E.99 of Section V.E, Transportation, which states that 65 spaces on Mariposa Street would be eliminated as a result of the project.

Notification Process for Infrastructure Improvements

Comments

Numerous large scale changes are planned for the Project Area for which some process of notifying all of the landowners is needed. While not an environmental concern per se, these topics are not explicitly mentioned in [the] Redevelopment Plan so the DSEIR is our point of reference. Will there be an EIR mitigation monitoring plan that addresses these issues?

Page II.15: 1st full paragraph: It states that a Transportation System Management Plan will be prepared. The 1900 Third Street LLC would like to be notified when one is in draft form for review purposes in case it includes obligations for the LLC.

Page III.35: Review Process for Proposed Phases: This states that preliminary infrastructure plans will be prepared as part of each specific development phase. If a phasing plan exists for infrastructure abutting or otherwise affecting the use or redevelopment of the 1900 Third Street site, we request notification as soon as possible. Also, since infrastructure needs are usually met with area-wide improvements, the 1900 Third Street LLC would like to be notified when plans are prepared and submitted for infrastructure improvements on Third Street, Mariposa Street, and Fourth Street south of 16th Street. (*R. Clark Morrison, Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C.*)

Response

To the extent that changes proposed for the Project Area are adopted as mitigation measures, they will be included in a mitigation monitoring plan that will be prepared for the project. The basic land use program and infrastructure system will be described in various project documents, including the Redevelopment Plans, the Design for Development documents, the proposed Owner Participation

Agreements between Catellus and the Redevelopment Agency, and the Subdivision Code and Regulations, among others. Each proposed Owner Participation Agreement will include, among other things, an Infrastructure Plan and a Transportation Management Plan. The proposed Owner Participation Agreements and the proposed Mission Bay Subdivision Ordinance and its implementing regulations will also describe the process for future review of specific development proposals submitted by Catellus. As specified below, these documents will be available for public review in accordance with applicable notice periods required by law prior to their approval.

As required under Community Redevelopment Law, the San Francisco Redevelopment Agency must notify the public by publication in a local newspaper for four successive weeks in advance of its consideration of a Redevelopment Plan. Notice is also sent to all tenants and property owners within the Redevelopment Plan Project Area boundaries at least 30 days prior to the Redevelopment Agency's consideration of the plan. The Redevelopment Agency is required to list on an agenda all matters associated with the approval and adoption process for a Redevelopment Plan Area upon which the Redevelopment Agency Commission will take action, such as the Owner Participation Agreements. The Board of Supervisors is also required to publish a notice in a local newspaper four weeks in advance of the adoption of an ordinance approving a Redevelopment Plan. Under a Board of Supervisors rule, documents that propose major policy decisions, such as the proposed Mission Bay Subdivision Ordinance, must be lodged with the Clerk of the Board 30 days prior to formal action on the item by the Board or one of its Committees. Further, the Sunshine Ordinance requires public access to public records and proceedings. Under the Brown Act (Open Meetings Act), the Redevelopment Agency, the Board of Supervisors, and all other public agencies are required to post an agenda 72 hours in advance of a public meeting, listing all matters under consideration.

See the responses in Transportation, "Transportation Systems Management" on pp. XII.174-XII.178 for information about Transportation Systems Management.

Financing

Comments

Page III.35, Review Process for Proposed Phases and Page III.36: Concept of Adjacency: These pages discuss major infrastructure improvements and OPA agreements and the concept of adjacency but the DEIR does not explain how these improvements are financed or by whom. Where and by whom is this determined? Is this information available? (*R. Clark Morrison, Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C.*)

Further, that there is a lack of clarity as to the assignment of responsibility for the funding and implementing of those features. (*David Siegel, Lower Potrero Hill Neighborhood Association; and Mission Bay Citizens Advisory Committee*)

Response

The infrastructure program, including the financing component, would be governed primarily by the proposed Owner Participation Agreements between Catellus and the Redevelopment Agency, including the Infrastructure Plan and Financing Plan that will be provided as attachments, and their associated implementing documents. Subject to the terms and conditions set forth in the Owner Participation Agreements and the Mitigation Monitoring Plan, the majority of the infrastructure would be constructed by property owners incrementally as development proceeds. The Redevelopment Agency would repay or reimburse the owner for the cost of constructing the infrastructure either through special taxes, or bonds secured by special taxes, levied on the property under a Community Facilities District, or through the payment of any net available property tax increment, or tax allocation bonds issued based on such increment. The Financing Plans and associated documents will be made available for public review in accordance with applicable notice periods required by law prior to their approval.

These financing mechanisms, as available to the Redevelopment Agency, are discussed in the SEIR on pp. III.38-III.39. See the response in Mitigation Measures, "Funding of Mitigation Measures" on pp. XII.457-XII.458 for further information.

University of California

Constitutional Exemption

Comment

As a citizen I'm also concerned about the 43-acre UCSF site. Since UCSF is exempt from local planning and zoning, they should state they will still cooperate with the local zoning agencies. (*Michael J. Paquet, Environmental Committee Chair, Surfrider Foundation, San Francisco Chapter*)

Response

The comment addresses UCSF's exemption from local planning and zoning requirements. The SEIR states on p. III.12 of Chapter III, Project Description, that "UCSF has chosen to work cooperatively with local governments regarding land use and planning issues in order to assure that the mutual interests of the local jurisdiction and UCSF are addressed." Further, "...the Goals and Objectives for the UCSF 1996 *Long Range Development Plan* (LRDP) indicate that UCSF will develop its uses and plan for growth consistent with city planning and zoning codes and applicable land use plans." However, it is correctly noted that UCSF is constitutionally exempt from local planning and zoning laws whenever land under its control is used for University purposes.

UCSF Central Utilities Plant

Comment

But I was told that UC would build their own sewage plant, and it would not be coming an overflow to Bayview/Hunters Point. I don't know if that's true or not, but this is what I was told. (*Espanola Jackson*)

Response

Page III.13 states UCSF's intention to build a central utilities plant. This may be the "plant" to which the comment is referring. The central utilities plant would provide electricity and steam; no separate sewage treatment or sewage treatment facility is proposed by UCSF. Information regarding effects of the overall project's proposed sewer system is addressed in responses in Hydrology and Water Quality on pp. XII.189-XII.190.

UCSF LRDP Goals and Objectives

Comment

The project analyzed in the Draft SEIR is compatible overall with all of the topical areas of the LRDP *Goals and Objectives*, including Community, Human Resources, Information Technology, Infrastructure and Utilities, Instructional Facilities, Building Design, Campus Design and Development, and Transportation and Circulation. (*Bruce W. Spaulding, Vice Chancellor, University of California, San Francisco*)

Response

Comment noted.

Interim Uses

Comments

Interim uses at the Mission Bay Project must be more rigorously controlled than is currently proposed, or they could lead to long-term deviation from the stated intent of the Mission Bay Plan and significant changes in its environmental impacts. . .

The DEIR does not indicate any specific limits on the duration of such uses. Interim parking lots for the Giants, UCSF, and perhaps others, with limited landscaping, also seem to be inadequately circumscribed in scope and duration. DEIR III.17. While the DEIR suggests that any interim uses subject to CEQA would require further CEQA review (III.16), many of the interim uses described -- residential sales and rental offices, construction staging facilities, parking lots, and storage facilities -- would in all likelihood be individually subject only to the minimal scrutiny of a negative declaration. Thus, unless the lax rules for the long-term creation of "interim" uses at the Project site are considerably tightened up, the EIR on the Project should assess the collective impacts of the potential presence of such non-program facilities in the Project area for several decades on the Project's visual

amenities, traffic, public open space, and all other relevant topics. (*Trent W. Orr, Attorney at Law, representing Mission Creek Conservancy*)

Because Mission Creek Harbor contains the only residents of Mission Bay South for the foreseeable future, we are extremely concerned about the discussion of Interim Uses (V.B.12, V.B.17, V.D.15, V.E.115, V.F.43), which will be permitted to continue for “up to 15 years, plus possible extensions at the discretion of the Redevelopment Agency”, and which will permit “minor changes including *enlargements, intensifications, extensions or expansions* to accommodate ongoing business operations” without any environmental review of the impacts, such as noise, dust, traffic, parking. We have experienced substantial problems with some previous and existing “interim” uses, including traffic (particularly speeding) and parking problems associated with the Golf Driving Range, serious problems maintaining our public access frontage park, toilets and public water facilities from depredations of the homeless population attracted by the soup kitchen in Firehouse No. 30, and severe dust problems caused by dirt stockpiles (Homer J. Olsen and McPeak Engineering, in particular) and parking and storage of trucks and busses, particularly in areas adjacent to Mission Creek. We strongly recommend that approval of interim uses be subject to public review of neighbors impacted by them, and that all interim uses that have increased traffic, parking, noise or other environmental impacts be required to mitigate those impacts, including, at the very least, landscaping, street and intersections improvements and initiation of street sweeping in the area. (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Page V.B.17: It is disturbing that “at least 35 acres of paved parking area” may be part of the Redevelopment Area “for an indeterminate period.” Not only do such parking lots degrade the urban design elements of the project and contribute to environmental problems by discouraging transit use and increasing air and water pollution, but they will establish travel patterns which will not easily be changed as the project builds out. A constituency and market which sees this expanse of parking as an entitlement will be established, and it will be extraordinarily difficult to convert this “interim” use of valuable land to more economically and environmentally sound purposes. Strict limits on the size and longevity of “interim” parking lots should be established as part of the project guidelines. (*Richard Mlynarik*)

Volume I. III.16. The proposal to allow interim uses of up to 15 years, with additional 5-year extensions, is inappropriate to this project. The designation of this area as a Redevelopment Area is intended to speed development of this acreage. A lucrative interim use could undermine implementation of the project, particularly in areas that are intended for open space. If the plan proves so deficient that it can’t be executed within 15 years, the Plan itself should be re-examined. We would ask that interim uses be reviewed at least every 5 years. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

The comments raise concerns about the duration and potential environmental impacts of interim use of the Project Area as allowed by the proposed Redevelopment Plans. The SEIR analyzes the effects of potential, as well as anticipated, interim uses such as the Giants Ballpark surface parking lots and UCSF surface parking lots. As stated on p. III.16 of Chapter III, Project Description, temporary uses such as fairs, carnivals, truck parking and loading, seasonal sales lots, and convention staging facilities would be permitted as of right in the Project Area for up to 90 days under the proposed

Redevelopment Plans. Page III.16 states that the approval of interim uses is within the purview of the Redevelopment Agency and interim uses are approved based upon a determination that “the authorized uses will not impede the orderly development of the Project Area as contemplated in this Plan.”/1/ Interim uses are not exempt from the California Environmental Quality Act (CEQA) and, as is stated on p. III.16, would require separate environmental review at the time they are proposed. Such specific interim uses are not covered in this SEIR because their type, location, and timing are unknown.

For those uses requiring environmental review, an initial study would be conducted to determine if the possibility of a significant impact on the environment could occur. Only if the determination is made that no significant environmental effect could occur would a preliminary negative declaration be circulated for public review. Contrary to one comment’s assertion that a negative declaration affords “minimal scrutiny,” a negative declaration is circulated for public review upon careful and documented analysis concluding that a significant environmental effect could not occur. Negative declarations contain sufficient information for the public and decision-makers to understand the environmental consequences of proposed projects. In addition, mitigated negative declarations are commonly issued, which provide for mitigation measures that are adopted as part of the project to avoid potential impacts identified during the course of preparation of such a negative declaration. Negative declarations are reviewed by the public and may be appealed during their public review period to the Redevelopment Commission or Planning Commission, as appropriate, which then determines whether the negative declaration is adequate, or whether a significant impact could occur from the project, necessitating preparation of an EIR. At such hearings, anyone may present testimony evidencing a significant environmental effect.

The analysis of potential interim uses is included in the following subject areas: in Section V.B, Land Use, on p. V.B.17, including general construction effects on p. V.B.16; in Section V.D, Visual Quality and Urban Design, pp. V.D.15-V.D.16; in Section V.E, Transportation, pp. V.E.114-V.E.116; in Section V.F, Air Quality, p. V.F.43; in Section V.G, Noise and Vibration, pp. V.G.25-V.G.26, including construction noise and vibration effects on pp. V.G.24 and V.G.31-V.G.32; in Section V.J, Contaminated Soils and Groundwater, on pp. V.J.67-V.J.82, regarding construction effects; in Section V.K, Hydrology and Water Quality, pp. V.K.55-V.K.57, including construction effects on pp. V.K.57-V.K.61; in Section V.L, Vegetation and Wildlife, p. V.L.15; in Section V.M, Community Services and Utilities, “Sewers and Wastewater Treatment,” pp. V.M.52- V.M.54, including construction effects on pp. V.M.35-V.M.36, V.M.42-V.M.43, and V.M.50-V.M.52.

The comments raise concerns about the effects of the project on the residents of Mission Creek Harbor as the “only residents of Mission Bay South.” The Mission Creek residents are not in the Project Area and thus not residents of Mission Bay South. The houseboaters are located outside the

Project Area in an adjacent area and the project land use effects on the Mission Creek community are analyzed on pp. V.B.26-V.B.27.

The comments suggest limitations on interim uses, such that approval of interim uses be subject to public review by neighbors and that the review of interim uses occur every five years rather than the initial approval period of 15 years. As part of the project approval process, decision-makers could consider adoption of these and other suggestions. The Redevelopment Plans will set forth provisions for interim uses. Like permanent uses, interim uses would be subject to adopted mitigation measures to address any significant impacts. Placing limits on the size and longevity of the surface parking lots is within the purview of the Redevelopment Agency as stated on p. III.16.

As stated on pp. III.16-III.17, V.B.17-V.B.18, and V.E.110, interim surface parking for the Giants Ballpark and UCSF could amount to at least 35 acres of paved parking area. Approval of the Giants Ballpark parking lots on Catellus and port-owned lands predates the environmental review process for Mission Bay South. Giants parking was intended for an interim period so that the potential need for permanent structured parking could be assessed based on experienced demand. The leases for Catellus land are intentionally short, i.e., five years, in order to accommodate the development of the proposed Mission Bay project, as stated on p. III.17. The leases for port land are for a longer period, i.e., 10 years, to allow the Giants some flexibility to develop permanent structured parking, if determined necessary.

The development of the UCSF site is dependent on a number of issues, including the availability of funding. The Regents would approve specific development projects or groups (or phases) of projects as funding becomes available. As development on that site progresses, UCSF would have an incentive to construct permanent structured parking to address demand for building space.

Giants Ballpark Parking Lots

Comment

The SEIR states that 13 acres of Port property adjacent to the Project Area will be used to provide parking for 1800 vehicles. The Giants plan to provide parking for approximately 2,000 vehicles in this area. The project description should be corrected and any assumptions based on the lower figure should be adjusted. (*John F. Yee, Senior Vice President and Chief Financial Officer, San Francisco Giants*)

Response

As requested by the San Francisco Giants, the third and fourth sentences in the first full paragraph on p. III.17 have been revised as follows:

On about 13 acres of port property adjacent to the Project Area, surface parking for ~~1,800~~ about 2,000 vehicles would be provided for the first 10 years of ballpark operation, until 2010. The ballpark parking for about 5,000 vehicles has been approved by the Zoning Administrator in conjunction with approval of the Giants Ballpark.

This change does not affect the analysis, as ballpark parking would total 5,000 spaces, whether on Catellus or Port property, as approved by the Zoning Administrator. Any increases in the number of spaces would require further review and approval.

U.S. Coast Guard Approvals

Comment

Please expand the bullet under U.S. Coast Guard on page III.51 to read “Approves bridging of the Channel (a navigable waterway) under Section 9 of the Rivers and Harbors Act of 1899, as amended. (*W.R. Till, Chief, Bridge Section, U.S. Coast Guard*)

Response

At the request of the Coast Guard, the bulleted item under “U.S. Coast Guard” on p. III.51 has been revised to read as follows:

- **Approves bridging of the Channel (a navigable waterway) under Section 9 of the Rivers and Harbors Act of 1899, as amended.**

Mission Creek Harbor Association Leasehold

Comment

The design for Mission Bay appears to incorporate some portions of MCHA’s leasehold for a portion of South Channel Park and move MCHA’s parking outside our leasehold. Note 10 on IV.9. does not mention the land area in the MCHA leasehold. While MCHA is willing to consider relocation of our storage sheds and possibly some of the parking, under conditions which have been discussed with Catellus, the SEIR should either address the impact of this design on the MCHA leasehold, including the proposed bicycle paths, pedestrian circulation, etc., or the project should clearly show the entire MCHA leasehold as being outside the project area, and should be redesigned accordingly. (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Response

The Mission Creek Harbor Association (MCHA) leasehold would not be altered as part of the project. The comment is correct that, although the houseboats are not within the Project Area, a portion of the leasehold is within the Project Area. The leasehold includes 50 parking spaces adjacent to the existing Channel Street frontage road, as well as landscaped shoreline area along the entire length of the marina (860 feet).^{2/} The project would relocate Channel Street south of its existing right-of-way

renamed Owens Street; this would allow for the development of a park (see pp. III.17-III.19). Endnote 91 on p. V.E.126 also states that “although on-street parking would be eliminated on Channel Street, the existing 50-space parking area leased by the Mission Creek Harbor Association from the Port of San Francisco would remain.” If improvement plans call for elimination of existing parking spaces, as the comment notes, discussions between the project sponsors and MCHA would be necessary to identify any alternative parking arrangements to the extent required by the lease. Thus, no additional analysis is necessary.

Endnote 10 on p. IV.9 has been revised as follows:

Regarding the China Basin Channel, the proposed Mission Bay North Redevelopment Area extends to the Channel Street right-of-way on the northern edge. The Mission Bay South Redevelopment Area’s boundary in the Channel is more complicated. The boundary is along the edge of the Mission Creek Harbor Association leasehold, which runs in the water of China Basin Channel and includes 50 parking spaces, as well as a landscaped shoreline area along the length of the marina (860 feet). The proposed Mission Bay South Redevelopment Area does not include the houseboats.

Height Zone Maps

Comment

Appendix. Figure 3, page A.8 It is unsupportable to put the height zone diagram in the Appendix when it is needed to explain the project in the project description section! Yet, in the Setting Section (Vol. I, Figure V.A.4), the existing heights are clearly set forth and easy to read. The proposed heights should have been presented on the opposite page, or on a tracing sheet which could have been overlaid on the existing height map.

In any case, the proposed height changes should be clearly expressed in numbers (40’, 65’, 160’) not in “HZ” designations, with references to a Key. As a visual aide, Figure 3 is too small, extremely difficult to read and requires that a person be already familiar with the project in order to visually assign the height variations to locations on the diagram. To communicate to the average reader the heights actually allowable, height limit numbers should be laid onto the map which should be enlarged twofold at least. Why couldn’t this most important diagram have been made bigger and laid out as a fold-out? What does “see Diagram” mean in the Key? (See this diagram? I’ve already gone into the unreadability of this diagram. Have I missed some other diagram?) (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

The comment refers to Figure 3, on p. A.8 of the Initial Study, which was submitted to the public for review on September 20, 1997. This figure contained the most current information available at that time. Figure III.B.5, p. III.23 in Chapter III, Project Description, shows the numbered height zones under consideration when the Draft SEIR was published for the proposed Redevelopment Plans and

refers to Table III.B.2, pp. III.24-III.25, which includes detail about the percentage of land coverage of the base, mid-level, and tower heights allowable. (Note that a combination of project features and variants currently under consideration by the project sponsors is reviewed in this document as Variant G in Section D, Staff-Initiated Text Changes, "Combination of Variants Currently Under Consideration" on pp. XII.527-XII.545.) Due to the complexity of the height zones, it would not be useful to indicate the upper height limit since only a portion of each height zone could be developed to the tower limit. Using the table and figure, the reader is able to comprehend what the range of allowable heights in the zones would be, discern which areas would be restricted in height, and also discern approximately where towers may be located. See the response in Plans, Policies, and Permits, "Request for Overlay Graphics" on pp. XII.40-XII.41 for further discussion of the height zone figures and tables.

NOTES: Project Description

1. Section 304.3(B) Redevelopment Plan for the Mission Bay South Redevelopment Project and Section 304.3(B) Redevelopment Plan for the Mission Bay North Redevelopment Project, March 30, 1998.
2. Bay Conservation and Development Commission, Permit No. 7-76 (Issued July 20, 1976, As Reissued through Amendment No. One) Amendment No. One, July 29, 1986.

PLANS, POLICIES, AND PERMITS

CAC Design Standards and Guidelines

Comment

Although the DEIR makes these admissions, it fails to acknowledge their plain inconsistency with the provisions of the CAC's Design Standards and Guidelines noted above. Indeed, Part V.A of the DEIR, "Plans, Policies, and Permits," fails to make any mention of the CAC or the Standards and Guidelines it produced for the Mission Bay Project, despite the clear requirement of CEQA that a proposed project that would "[c]onflict with the adopted environmental plans and goals of the community where it is located" is to be viewed as having a significant environmental impact in that respect. CEQA Guidelines, 14 CCR §15000 *et seq.*, Appendix G(a). Such an impact, under CEQA, must be revealed in the DEIR and mitigated to the full extent feasible before the project can be lawfully approved. (*Trent W. Orr, Attorney at Law, representing Mission Creek Conservancy*)

Response

The comment points out that the Citizens Advisory Committee's (CAC) Design Standards and Guidelines have not been directly addressed in Section V.A, Plans, Policies, and Permits, of the SEIR. The CAC's Design Standards and Guidelines have been forwarded to the Redevelopment Agency and will in large part form the basis for Design for Development documents for Mission Bay North and Mission Bay South. Please refer to p. III.21 in Chapter III, Project Description, for discussion of the role of the CAC. Although the CAC's Design Standards and Guidelines are not an adopted environmental plan within the meaning of CEQA, they are addressed because the Redevelopment Agency has used these provisions in large part to inform its Design for Development document. Accordingly, it was determined that the CAC document would be the source of useful information in describing anticipated design controls and objectives for the Project Area at the time the SEIR was prepared. Specific mention of the CAC Design Standards and Guidelines can also be found in Endnote 10 on p. V.D.46.

The comment also raises concerns that the project itself is potentially in conflict with the CAC's Design Standards and Guidelines, and that requirements set forth in CEQA that proposed projects conform with adopted environmental plans and goals of the community will not be met. The proposed project consists of two Redevelopment Plans as well as associated Design for Development documents that together would govern the implementation of the development of the Mission Bay Project Area. The project does not contain proposals for specific building designs; rather, it sets forth land use designations, conditions of development, and building constraints that would guide development for the Project Area. The CAC's Design Standards will form the basis, but will not necessarily constitute all of, or contain precisely the same provisions as, the Design for Development documents for Mission Bay North and Mission Bay South. Therefore, any physical development

project that results from implementing the Redevelopment Plans and Design for Development documents would generally conform with the CAC's Design Standards and Guidelines to the extent that they are incorporated into the Design for Development documents.

Moreover, CEQA does not consider conflicts with local plans and policies to be significant impacts, unless those plans and policies contain specific environmental standards. For instance, a project which proposes development or plans for development which may conflict with local zoning or land use controls does not constitute, per se, a significant impact; zoning and land use designations are amendable, not permanent, controls. However, if the proposed project or plan for development conflicted with local policies which set forth criteria for air quality, for instance, then the project would be considered to have a significant environmental impact. Potential impacts on the environment that could result from adopting the proposed Design for Development documents and from development that could result from implementing those documents are addressed in the appropriate sections of the SEIR.

1990 Mission Bay Plan Policies for Mission Creek

Comment

Furthermore, the DEIR, in its discussion of the Project's impacts on the 1990 Mission Bay Plan, also fails to acknowledge the inconsistency of the proposed habitat destruction in and along Mission Creek with the policy of that plan to assure that the use of Mission Bay "preserves the natural values of the land." DEIR V.A.8. (*Trent W. Orr, Attorney at Law, representing Mission Creek Conservancy*)

Response

The comment is concerned that plans pertaining to China Basin Channel (Mission Creek) are inconsistent with policies in the 1990 *Mission Bay Plan* regarding the need for development which "preserves the natural values of the land." The *Mission Bay Plan* is proposed to be rescinded and replaced in the General Plan by reference to the proposed Redevelopment Plans for Mission Bay North and Mission Bay South./1/ Because the proposed project includes the rescission of the 1990 *Mission Bay Plan* and adoption of other amendments to the General Plan, new plans for development would not be consistent with those portions of the existing General Plan, including the *Mission Bay Plan*, that are proposed to be modified. Potential physical impacts of the implementation of the proposed Redevelopment Plans for Mission Bay North and Mission Bay South on China Basin Channel are discussed on pp. V.L.6-V.L.16 in Section V.L, China Basin Channel Vegetation and Wildlife.

Sustainability Plan

Comment

As you are aware, a project may normally have a significant effect on the environment if it will “conflict with adopted environmental plans and goals of the community where it is located”. Although the City’s Planning Department does not consider inconsistencies with plans and policies “significant” environmental impacts under CEQA, as a public disclosure document, we believe it is prudent, if not mandated by statute, to provide for a full analysis of the proposal with respect to the City’s endorsed *Sustainability Plan* (Board of Supervisors, July 21, 1997, Resolution No. 692-97).

The discussion of the *Sustainability Plan* on pages V.A.11 and 12 of the Mission Bay EIR needs to be expanded to illuminate the importance of this issue and provide a more comprehensive analysis of the applicability of the *Sustainability Plan* to future development in the Mission Bay redevelopment area. (Janet Jacobs, Project Director, Sustainable San Francisco)

Response

The reference by the comment to the Sustainability Plan discussion is to pp. V.A.11-V.A.12 of Section V.A, Plans, Policies and Permits, which simply describes the Sustainability Plan. A general evaluation of the project in light of Sustainability Plan principles is presented on pp. V.A.37-V.A.39.

Comments

And this City does have a sustainability plan, and I hope that in not only the environmental analysis portion of this process, but in the implementation of the process, that these commissions and the project will work closely with the department of environment and the Board of Supervisors to really make this a model of environmental sustainability. (Jon Rainwater, San Francisco League of Conservation Voters)

Include in the EIR an analysis of feasible actions and objectives from San Francisco’s *Sustainability Plan* that the Mission Bay project could implement. Such an analysis would be more fully in the spirit of the Supervisor’s endorsement and would be useful for decision makers. . .(Janet Jacobs, Project Director, Sustainable San Francisco)

Response

Under CEQA, the purpose of an EIR is to identify significant impacts on the environment resulting from a proposed project, and to identify ways to avoid or reduce those significant impacts. It is not the purpose of an EIR to suggest other kinds of changes to a proposed project, such as those contained within the non-binding Sustainability Plan guidelines. To do so would be outside the legislative purpose and scope of an EIR. Decision-makers may, however, choose to consider those, or other, guidelines in the approval process. The EIR provides information about existing and potential future physical environmental conditions, and as such can support a variety of advocacy positions and enable the public and decision-makers to form opinions on the project’s consistency or

inconsistency with various policies, goals, and objectives. Such positions can be pursued through communications with project sponsors and decision-makers through the political process.

Comment

In light of the public sector funding, which is a significant portion of project financing, and the Supervisors' endorsement of the *Sustainability Plan*, the Mission Bay project should not be approved without being responsive to the City's sustainable development policies now and as they evolve over the project's planning horizon. (*Janet Jacobs, Project Director, Sustainable San Francisco*)

Response

Comment noted. This statement is not a comment on the SEIR but an opinion about the project and its responsiveness to sustainable development policies that is best expressed during project approval hearings before various city and other approval bodies, including the Planning and Redevelopment Agency Commissions and the Board of Supervisors.

Comments

The DEIR fails to adequately address the consistency of the Mission Bay Plan with the City's Sustainability Plan, the Goals of which have been adopted by the San Francisco Board of Supervisors. Following are a few of the relevant goals:

To protect and restore remnant natural ecosystems. The Plan doesn't even protect the existing remnants, never mind help to restore what has been lost.

To reclaim all wastewater. Mission Bay presents an unusual opportunity to create infrastructure to facilitate water reclamation and reuse. How are these opportunities being taken advantage of?

To minimize stormwater flows into the combined sewer system. How does the plan attempt to accomplish this?

To discharge only wastewater that does not impair receiving water and supports restoration and habitat goals. The present plan appears to **increase** the flow of wastewater into Mission and Islais Creeks. What is the impact of these discharges on wildlife and on the people who fish in the Bay for food?

To achieve long-term enhancement and restoration of local marine and fresh water habitats. One way to help restore Bay habitats is to treat stormwater runoff before it reaches the Bay. One proven way to treat stormwater is through the use of constructed wetlands, which also would help meet the City's biodiversity goals. What study has been done of the effectiveness of constructing wetlands at Mission Bay for water quality improvement and habitat enrichment? (*Ruth Gravanis, Golden Gate Audubon Society; Conservation Committee, The San Francisco Group of the Sierra Club*)

In conclusion, let us not forget the City's Sustainability Plan which has not fared well in this SEIR. Vol. I at V.A.37-38. Indeed, given the level of effort in the SEIR to explain away problems rather than deal directly with them, one might ask: Why did we bother writing a Sustainability Plan? In

short, as currently described and evaluated, BayKeeper does not believe the Project lives up to the goals described for sewage overflows and storm water management. The Project should improve on each of those categories—not make them worse. To increase the pollution discharges from storm water, CSO overflows and the Hunters Point sewage plant is exactly the opposite goal specified in the Sustainability Plan. BayKeeper, however, remains hopeful that the opportunities presented by Catellus' Mission Bay proposal will still be realized. (*Michael R. Lozeau, Executive Director, San Francisco BayKeeper*)

Response

As explained on pp. V.A.11 and V.A.37-V.A.38 of Section V.A, Plans, Policies and Permits, a general evaluation of the project in light of Sustainability Plan principles was included in the SEIR for informational purposes, in response to requests received during the public scoping process. The Sustainability Plan is not an adopted plan of the City and County of San Francisco, but was endorsed by the Board of Supervisors as a non-binding guideline for City policy and practice. The SEIR provides sufficient information about the project and its potential impacts to enable the public and decision-makers to form opinions about the project's consistency with Sustainability Plan policies.

The potential impacts on wildlife and on beneficial uses of Bay waters, including fishing, are discussed in detail in the Impacts subsections of Section V.K, Hydrology and Water Quality, and Section V.L, China Basin Channel Vegetation and Wildlife. Mitigation Measures K.1-K.5 and L.1-L.6, if adopted, would avoid significant project impacts and the project's contribution to cumulative impacts on water quality and fish and wildlife. The feasibility of establishing wetlands at Mission Bay for the purpose of improving water quality and wildlife habitat is addressed on p. V.K.29 of Section V.K, China Basin Channel Vegetation and Wildlife, and further discussed in Hydrology and Water Quality, "Constructed Wetlands" on pp. XII.250-XII.252 of this Comments and Responses document.

Comment

Again, in its brief discussion of San Francisco's Sustainability Plan, the DEIR nowhere mentions that plan's many policies calling for the vigorous protection and enhancement of biological diversity throughout the City, which the Project's plans to devastate the existing environment of Mission Creek blatantly conflict with. These significant impacts must be fairly and openly admitted and discussed in the final EIR, and mitigation measures to reduce them to levels of insignificance must be adopted prior to any lawful project approval. (*Trent W. Orr, Attorney at Law, representing Mission Creek Conservancy*)

Response

Loss of the wetlands and other potential effects on Mission Creek vegetation and wildlife are identified in the SEIR as significant impacts; Mitigation Measures L.1-L.6 would avoid the impacts. If adopted and carried out along China Basin Channel, Measure L.1 would protect and restore the

remnant salt marsh wetland. Please also see the response in Mitigation Measures, "Approval and Implementation of Mitigation Measures" on pp. XII.456-XII.457.

Request for Overlay Graphics

Comments

[I]f I hadn't been to the design committee meetings, I wouldn't know how to interface the current zoning with the proposed zoning, the current land use with the proposed land use, and the current heights, for example, with the proposed heights.

For example, just to discover what the difference in heights from today's height plan will be, I have to go to Roman numeral V, A-4, a diagram which ought to have an overlay of the existing -- of the proposed zoning. The existing zoning should have a proposed zoning overlay. . .

Likewise, the land use, you have a diagram, very small and very tiny little areas that you can't discover what is really proposed here, and then there's no overlay of the proposed on the existing. So I find that a great flaw. (*Mary Anne Miller, San Francisco Tomorrow*)

Response

As part of the proposed project, new building height and bulk controls are proposed for the Project Area. These controls differ significantly from the existing controls set forth in the *Mission Bay Plan* and Article 9 of the San Francisco City Planning Code. The comment points out that it is difficult to compare the existing and proposed building height and bulk limits graphics, and suggests that they should be presented in an overlay format (Figure V.A.4, p. V.A.15, and Figure III.B.5, p. III.23).

While both figures have to do with zoning controls regulating building envelopes, the existing and proposed height and bulk figures represent two different ways of indicating information. Figure V.A.4 presents existing Planning Code Height and Bulk Districts, while Figure III.B.5 presents proposed Redevelopment Plan Height Zones. Building height limits, for example, are indicated directly on Figure V.A.4, whereas Height Zones on Figure III.B.5 are indicated symbolically by category. To understand the proposed height and bulk controls, it is necessary to consult the associated Table III.B.2. Overlaying the two figures would not aid in delineating differences or similarities between the two sets of controls because to interpret proposed height, bulk, and coverage limits, it is also necessary to consult Table III.B.2. The two sets of controls are not directly comparable because they represent different approaches to regulating heights. Section V.D, Visual Quality and Urban Design, pp. V.A.16-V.A.20, provides a discussion outlining the differences between the existing and proposed controls.

The comment also suggests that graphics presenting existing and proposed land uses be presented as overlays. Existing land uses in the Project Area and vicinity are presented in Figure V.B.2 and

existing land use districts are presented in Figure V.A.3 on p. V.A.14. The land use program in the proposed Redevelopment Plans is presented in color on the inside of the back cover of the SEIR, and in Figure III.B.3. The proposed land use program and existing land uses differ significantly. To indicate existing land use accurately requires a detailed figure. Proposed land uses, however, are not detailed. Rather, the proposed land use program is based on general land use designations (Figure V.A.6, on p. V.A.30), within which a number of different, specific, land uses could be developed, as described on pp. III.8-III.15. Providing overlays would thus be of limited use in comparing existing and proposed land uses, and could be confusing.

Plan Area Boundaries

Comment

Page V.A.4; Figure V.A.1: The labeling and/or shading on this map is very misleading. It is unclear whether it is a map of the currently proposed Mission Bay Redevelopment Areas or the 1990 Plan Area. Please revise and clarify. (*R. Clark Morrison, Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C.*)

Response

The comment correctly notes that Figure V.A.1, Plan Area Boundaries, is misleading. The figure was shaded incorrectly. Two unshaded areas, one along Illinois Street (the Esprit site) and the other at Mariposa and Third (the Castle Metals site), should be included in the proposed Mission Bay Redevelopment Areas. Revised Figure V.A.1 is shown on the following page.

General Plan Housing Policies

Comments

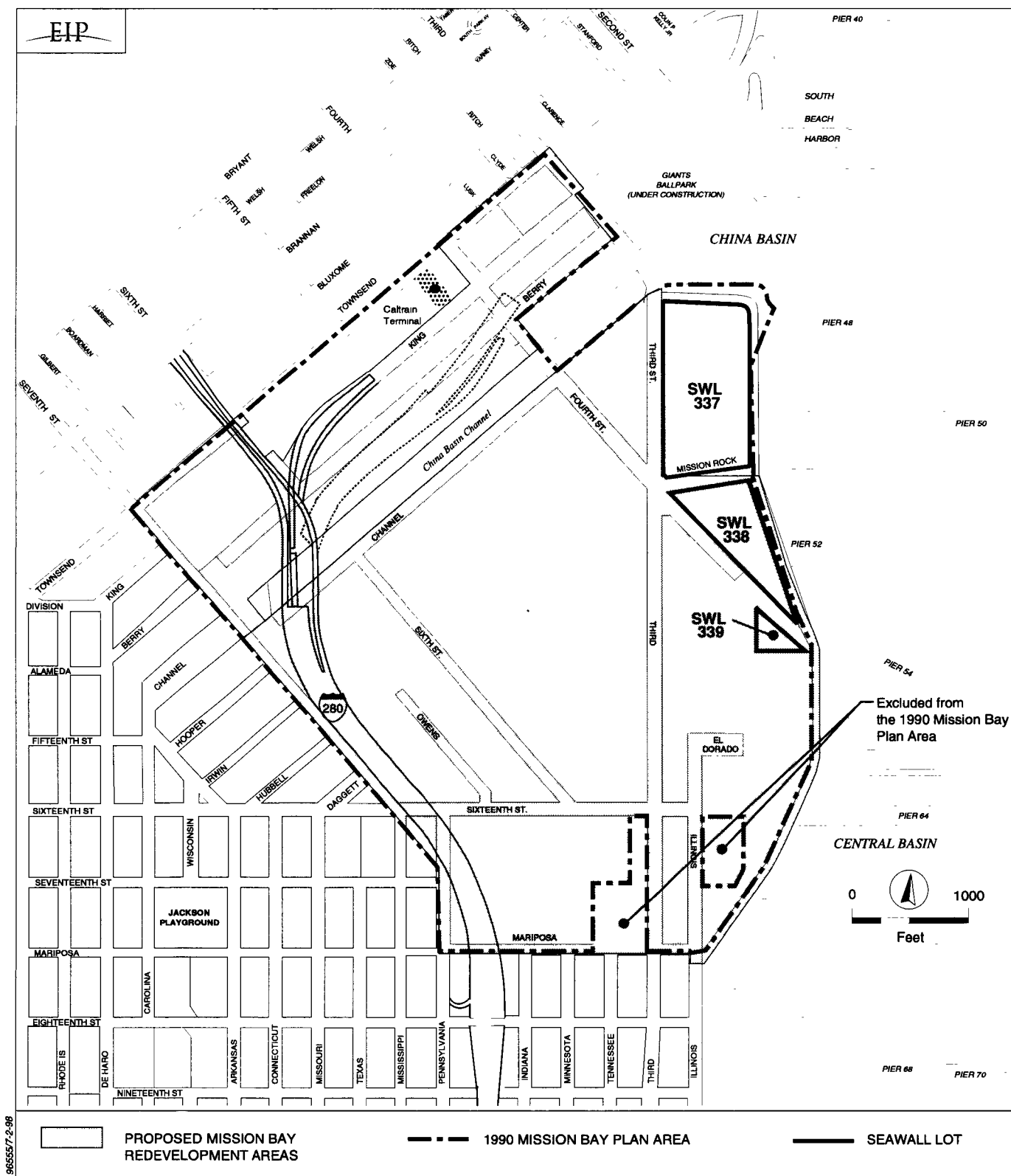
The current DSEIR fails to discuss either these specific Master Plan objectives or policies [Objective 1 and Policies 3 and 7 of the Residence Element] nor the August, 1990 statement of the DCP regarding Mission Bay.

FAILURE TO ADDRESS MASTER PLAN POLICY:

The Residence Element of San Francisco establishes as its first Objective the following:

“Objective 1: To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment growth.”

It sets out two specific policies to achieve that Objective which are of particular relevance to the proposed Mission Bay project;



SOURCE: City and County of San Francisco

“Policy 3: Create the incentives for the inclusion of housing, including permanently affordable housing in commercial developments;

Policy 7: obtain assistance from developers and higher educational institutions in meeting the housing demands they generate, particularly the need for affordable housing for lower income workers and students” . . .

Amend the DSEIR to include a detailed discussion of the Residence Element of the Master Plan, specifically Objective 1 and Policies 3 and 7. (*Calvin Welch, Council of Community Housing Organizations*)

Response

The Residence Element of the General Plan is discussed in Section V.A, Plans, Policies, and Permits: Setting. All of the objectives of the Residence Element are listed on p. V.A.11. Further discussion of the Residence Element, and a comparison of the amount of housing designated under the existing *Mission Bay Plan* with the amount of housing in the proposed Redevelopment Plans for Mission Bay North and Mission Bay South can be found on p. V.A.36.

It is unclear whether the comment is citing Objective 1, Policy 3, which states “promote the inclusion of housing in downtown commercial developments” or Objective 5, Policy 3, which states “seek inclusion of low and moderate income units in new housing development.” Objective 1, Policy 3 is not directly applicable to the proposed project, and is therefore not called out specifically. Objective 5, Policy 3 is addressed on p. V.A.37 of the SEIR. It appears that the comment is also referring to Objective 5, Policy 8, which states “ensure that office development and higher educational institutions assist in meeting the housing demand they generate.” As indicated on p. V.A.36, the Redevelopment Agency must follow guidelines established by Community Redevelopment Law pertaining to the provision of affordable housing. Housing demand generated by office development and higher educational institutions has been calculated as part of the overall demand for housing that would be generated by the proposed project.

All nine Residence Element Objectives are cited in the SEIR on p. V.A.11. No substantial conflicts with Residence Element Objectives and Policies are identified in the SEIR. Appendix B, pp. B.1-B.2, lists the relatively minor amendments to the Element necessary to achieve consistency with the project as proposed. CEQA does not require a detailed discussion of General Plan policies in the absence of resulting significant environmental effects. A discussion of specific Residence Element policies requested by the comment would not add to the information available in the SEIR pertaining to environmental effects of the project. As noted on pp. III.46-III.47 of Chapter III, Project Description, the Planning Commission will be required to determine whether the project is consistent with the General Plan as part of the project approval process.

The comment cites an August 1990 Planning Department memo, which contains suggestions on how housing policies should be applied to Mission Bay. While this memo does clarify housing goals for the existing *Mission Bay Plan*, it describes the prior project contemplated under that plan and therefore is not directly relevant to the proposed project. The Mission Bay Plan is proposed to be rescinded and replaced in the General Plan by reference to the proposed Redevelopment Plans for Mission Bay North and Mission Bay South. Redevelopment Plans in general, and the proposed Redevelopment Plans for Mission Bay North and Mission Bay South specifically, contain requirements regarding the provision of housing in the Project Area.

For discussion of housing demand and housing affordability, and issues that pertain thereto, please refer to pp. V.C.30-V.C.40 of Section V.C, Business Activity, Employment, Housing, and Population, and responses in Business Activity, Employment, Housing, and Population, under “San Francisco Affordable Housing Policy Applied to Mission Bay,” pp. XII.56-XII.57 and “Implications of Jobs-Housing Balance Conclusions, on pp. XII.72-XII.73.

Maintain Waterfront Land Use Plan Policies

Comment

Any changes to the Mission Bay Port Land Transfer Agreements (III.43) or Terry François Boulevard (TFB) (V.B.27, VII.2-12), should continue to protect the uses outlined in the Port’s *Waterfront Land Use Plan*, most particularly providing shoreline improvements to support expanded recreational boating and water activities between Pier 50 and S.F. Boatworks, accommodate expanded boat trailer parking areas for the new Pier 52 Public Boat Launch Ramp (see V.B.7, V.M.25), and address the parking needs of recreational boaters in the design of the Mission Bay waterfront open space. (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Response

The City and Catellus are in the process of amending the 1993 Mission Bay Port Land Transfer Agreements. The comment expresses concern that land currently governed by the Port’s *Waterfront Land Use Plan* (WLUP) would be transferred out of the Port’s jurisdiction as part of these amendments and that this land could then be developed in a fashion detrimental to water activities and the needs of recreational boaters. As discussed on p. V.A.23, port lands are state sovereign lands held in trust by the Port for the people of California pursuant to the Burton Act and the related 1968 Transfer Agreement. Any amendments to the 1993 Mission Bay Port Land Transfer Agreements must be approved by the Port Commission and the State Lands Commission. While lands no longer under port ownership would cease to be covered by the WLUP, it is intended that land transferred out of the Port’s jurisdiction would aid in configuring patterns of land ownership along the waterfront into developable parcels including usable open space to accommodate waterfront recreational activities.

The Land Transfer Agreements provide that additional land will be transferred to the Port for development purposes. The Port's WLUP would continue to guide development for all land that remains in the Port's jurisdiction. Land Transfer Agreements are discussed on p. III.43 of Chapter III, Project Description.

The comment indicated particular concern for WLUP policies governing uses between Piers 50 and 52. The comment also correctly cites a WLUP policy which calls for accommodating and expanding boat trailer parking areas in the design of Mission Bay waterfront open space on the west side of Terry A. François Boulevard. For Piers 50 and 52, the WLUP contains policies which would allow the continuation of maritime industrial activities and which would enhance recreational boating and water activities. Because Piers 50 and 52 are outside of the Project Area and are port-owned, they would continue to be under port jurisdiction and the WLUP policies would continue to be the guide for development and use of those piers. The proposed Redevelopment Plans for Mission Bay North and Mission Bay South call for open space across from Pier 52, a land use which would be compatible with current port plans for those facilities. Pier 50 is directly across from Seawall Lot 337, which is port property. As stated in Section V.M, Community Services and Utilities, p. V.M.25, the proposed project would set aside up to one acre of open space for access to and parking for the Pier 52 Public Boat Launch Ramp.

Variant 1, on pp. VII.2-VII.11a of Chapter VII, Variants to the Proposed Project, in the Final SEIR (pp. VII.2-VII.12 in the Draft SEIR) discusses the realignment of Terry A. François Boulevard away from the waterfront, and includes a discussion of land use changes that could result from implementation of this variant. It is noted on p. VII.4 that access to port property under this variant could be made more difficult and that the variant could constrain the Port's ability to implement development goals outlined in the WLUP. However, such potential effects do not constitute a significant impact, and could be minimized by improvement measures designed to maintain viable access to piers. Catellus and the Port are in discussions regarding this variant, including approaches to the issues of access. See also the response in Variants, "Variant 1: Terry A. François Boulevard Variant/Expanded Bayfront Open Space Proposal" on pp. XII.461-XII.466 for an updated discussion of open space and access related to the Terry A. François Variant.

Further discussion of proposed development along the waterfront is found on pp. V.B.26-V.B.28 of Section V.B, Land Use, and in the response in Land Use, "Parking Availability" on pp. XII.54-XII.55.

Consistency of Project with General Plan

Comments

We are commenting on this SEIR, however, because it repeats an error that was made in the Hunters Point EIS/EIR. That is, we object to the proposal to amend the *San Francisco General Plan* in order to create consistency with the proposed project. The purposes and functions of State General Planning Law and the *San Francisco General Plan* are defeated by such *post hoc* amendment.

The *San Francisco General Plan* is meant to analyze and provide for citywide development needs. Amending it to meet the needs of this very large project ignores this citywide perspective. The California Supreme Court has described general plans as, “charters for future development, holding that the propriety of virtually any local decision affecting land use and development depends upon consistency with the applicable general plan and its elements.”¹

Furthermore, CEQA stipulates that an EIR must compare a proposed project with an adopted plan and discuss inconsistencies. The Mission Bay SEIR only states that, “adoption of the Proposed Redevelopment Plan would require that the *San Francisco General Plan* be amended.” It offers suggestions for how the language might be changed, but the EIR does not illuminate the inconsistencies nor analyze their citywide effects. The citizens and decision makers of San Francisco deserve to know how the proposed Mission Bay project will contribute to, or detract from, achieving the goals articulated in the General Plan.

The SEIR should be expanded to include a discussion of how the proposed project deviates from the *San Francisco General Plan*, and how the project needs to be modified to conform -- rather than the other way around. Unavoidable non-conformity with the *San Francisco General Plan* needs to be identified as an impact requiring mitigation.

¹ Longtin, Supplement to California Land Use, page 107

(Christine Shirley, Environmental Scientist, Arc Ecology)

Response

As part of the project, the *Mission Bay Plan* is proposed to be rescinded and replaced in the General Plan by reference to the proposed Redevelopment Plans for Mission Bay North and Mission Bay South for properties within the Project Area. Adoption of the proposed Redevelopment Plans for Mission Bay North and South and the associated Design for Development documents would also require amendment of a number of other General Plan Elements and Area Plans, as discussed on pp.V.A.33-V.A.37. The comment states that the General Plan should not be amended to conform to the project, rather the project should be amended to conform with the General Plan. The comment is also concerned with the potential impact of the proposed project on city-wide policies.

While the General Plan is the policy document which guides development in San Francisco, it is an evolving document. Policies contained within the General Plan are not absolute or immutable. The

proposed project is in fact a change in the General Plan. The project is a proposed alteration of land use designations and policies presently governing land use in Mission Bay. While the proposed project includes policies that would govern physical development of the Project Area, there are no physical impacts associated with rescission of the 1990 *Mission Bay Plan* or other General Plan amendments which would bring the proposed plan into conformity with the General Plan. Non-conformity with a local policy document is not, per se, a significant impact under CEQA; similarly, amendment of a general plan or similar document is not, by itself, considered to have created a significant impact. However, development activities which could result from implementing the proposed Redevelopment Plans and associated Design for Development documents which do not conform with established environmental standards, for instance criteria for maintaining clean air, would be identified as having significant impacts on the environment. The potential impacts that could be caused by physical development activities which may result from implementation of the proposed project are discussed throughout the SEIR.

General Plan policies proposed to be amended are specific to Mission Bay, and are generally required to provide cross-references to the Redevelopment Plans, rather than altering city-wide policies. Careful consideration has been given to the effects of the underlying changes that would result from the proposed project and whether these changes meet the overall city policies for future needs. In addition, the SEIR discusses the changes in this proposal from the *Mission Bay Plan* adopted in 1990. The Planning Commission, during the approval process, will evaluate whether these future needs are served by the proposed project.

Proposed General Plan amendments are disclosed in detail in Appendix B, Plans, Policies, and Permits.

U.S. Coast Guard Permit

Comments

Please revise the phrase beginning the second sentence under U.S. Coast Guard on page V.A.25 to read: "Under Section 9 of the Rivers and Harbors Act of 1899, the Coast Guard has permitting jurisdiction for bridges over navigable waters and regulates the operation of drawbridges." Please also include a sentence at the end of that same paragraph to read "U.S. Coast Guard bridge permits also require the prior approval of BCDC and RWQCB."

Please delete the words ". . .and does not directly issue permits for waterways safety" under U.S. Coast Guard on page V.A.44. Also, please revise the concluding sentence in that paragraph to read "In addition, the Coast Guard reviews U.S. Army Corps of Engineers' Section 404 and Section 10 Public Notices with particular concern for marine safety." (*W.R. Till, Chief, Bridge Section, U.S. Coast Guard*)

Response

At the request of the Coast Guard, the following text changes have been made to the last paragraph on p. V.A.25:

The Coast Guard's primary responsibility is to serve and enhance the navigability and safety of navigable waters of the United States./32/,/33/ Under Section 9 of the Rivers and Harbor Act of 1899, the Coast Guard has permitting jurisdiction for bridges over navigable waters, ~~including certain operational aspects of the existing bridges and any bridges proposed to be built over China Basin Channel~~ and regulates the operation of drawbridges. U.S. Coast Guard bridge permits also require the prior approval of BCDC and RWQCB.

As requested in the comment, the following text changes have been made to the last paragraph on p. V.A.44:

The project proposes the construction of a new pedestrian bridge over the Channel. Because the Channel is a navigable waterway, the new bridge must allow passage of vessels. The U.S. Coast Guard has permitting jurisdiction for bridges over navigable waterways and would decide whether or not to issue permits for the construction of any new bridge or alteration of either of the existing bridges over the Channel. The Coast Guard also has authority to require safety measures, such as navigation lights or channel markers, within navigable waterways, ~~but does not directly issue permits for waterway safety. Instead~~ In addition, the Coast Guard ~~participates reviews in the U.S. Army Corps of Engineers' Section 404 and Section 10 Public Notices permit process~~ with particular concern for marine water safety and navigability.

Sustainable Advisory Committee

Comment

Provide a sustainable development advisory committee to work with Catellus and the City on a non-binding basis to identify feasible measures that make good sense environmentally, economically, and socially for the Mission Bay project. (*Janet Jacobs, Project Director, Sustainable San Francisco*)

Response

While there is nothing to prevent the City and/or Catellus from establishing such an advisory committee, the EIR does not identify significant impacts that would call for such an action as a mitigation measure.

NOTES: Plans, Policies, and Permits

1. The areas covered by the 1990 *Mission Bay Plan* which are not included in the Project Area are proposed to be covered by Mission Bay Guidelines, which will consist of the rescinded *Mission Bay Plan*, readopted as guidelines pertaining to the properties outside of the proposed Mission Bay North and Mission Bay South Redevelopment Plan Areas.

LAND USE

Compatibility of Proposed Project

Comments

After reviewing the redevelopment plan, the EIR, we conclude the following: The acreage is overprogrammed for development; the density and intensity is too much. We would like to see the project scaled down slightly so that the building heights in general are more reflective of other San Francisco development including South of Market and South Beach which are good examples of mixed use, residential, industrial, commercial developments near downtown. We do not believe we need 160-foot towers throughout the south Mission Bay area. Nor do we need the average of 90-foot tall research and development buildings along Third Street, Mariposa Street, or in the vicinity of the waterfront. . . However, we really truly believe that it's overprogrammed and we'd like to see it scaled back a little bit. . . The traffic congestion that is projected in the DEIR substantiates this problem and can only be mitigated by a reduced program for development. (*Janet Carpinelli, President, Lower Potrero Hill Neighborhood Association*)

The height uses and densities proposal of the project we find to be extreme. They are too high at 160 feet and too dense at 150 units per acre for San Francisco for that area and the available street patterns. Compare this to what is being built elsewhere in San Francisco and their scale. For example, at the corner of South Van Ness and Mission we have a new single story Goodwill store, a new single story carwash, a new single story self-storage. There are many other two-story self-storage businesses south of Market of Potrero Hill. I consider that use fallow for the Central City core. It doesn't seem to follow planning. Fifth and Folsom has [a] new single story commercial building. How can we propose heights and -- how can the proposed heights and densities be justified when we allow self-storage in the City core. I would propose 60 and 75-foot limits as a standard. The popular [live/] work buildings are 50 feet.

Why are we proposing 90 units per acre for affordable housing and 150 units per acre for market rate. Subsidized housing, less dense than the market rates? Why? Why 20-foot exemptions above the height limit for community facilities? Above 90 feet and 160 feet? (*Dick Millet, Member, Potrero Hill Boosters and Merchants Association*)

Response

The comments raise concerns about the density and scale of the project, compatibility with nearby areas, 160-ft. buildings throughout the Project Area, and 90-ft. buildings in the vicinity of the waterfront.

Project height zones, density, and lot coverage are outlined on pp. III.22-III.29 of Chapter III, Project Description. The total amount of development in the Project Area is limited by the total allowable floor area, as explained in "Limitations on Type, Size, and Height of Buildings" in the Redevelopment Plans, and on pp. III.27-III.28. The building heights, number of towers, and lot coverage present absolute maximums located within each height zone. These maximums could not all be built since the maximums would allow for a development envelope in excess of the total floor area

allowable in Section 304 of the proposed Redevelopment Plans. Thus, following Table III.B.2, a maximum of sixteen 160-ft. towers could be built in Mission Bay South. If the maximum 16 towers were built, then other buildings would be shorter in order to stay within the maximum development allowable. The total allowable floor area, building heights, number of towers, and lot coverage in each height zone permit flexibility in the location of uses while also limiting the amount of development of any one land use or in any one height zone.

The comments express concerns that the proposed development is not reflective of development elsewhere in San Francisco. Density and scale are addressed on pp. V.D.14-V.D.46 in Section V.D, Visual Quality and Urban Design. Consistency with surrounding development is addressed in Section V.B, Land Use, as explained below.

The Land Use analysis compares the project to surrounding neighborhoods, including the South of Market and South Beach areas. The compatibility of Project Area land uses is addressed on pp. V.B.18-V.B.26, and compatibility with general patterns of development in Nearby Areas is addressed on pp. V.B.20-V.B.21. As stated in the SEIR, proposed project land uses are generally compatible with adjacent areas and with the Nearby Areas.

Pages V.B.20-V.B.21 state that the project would “be within a block of existing similar neighborhood-serving retail uses. . .residential development would continue the trend of converting deteriorating industrial areas near the waterfront to new uses, particularly residential.” Page V.B.24, regarding the western portion of the Project Area, states “the new research and development, light manufacturing, office, and retail uses. . .would be adjacent to the I-280 structure. . .across I-280 and Seventh Street. . .are light industrial uses. . .”

As explained above, 160-ft. towers would not be located throughout Mission Bay South. The comment is correct that Height Zone 5 (“in the vicinity of the waterfront”), bounded by Third Street, The Common, and Terry A. François Boulevard, would allow primarily 90-ft.-tall buildings (up to 93% of the land area).

For further information regarding visual quality (i.e., density and scale of the project), see the second response in Visual Quality and Urban Design “Building Heights and Bulk Near Open Spaces” on p. XII.80.

The comments refer to the development of affordable housing units at a maximum density of 90 units/acre and market rate units at a maximum density of 150 units/acre as listed in the Conceptual Plans for Mission Bay North and Mission Bay South. For information on provision of affordable

housing, see the response in Business Activity, Employment, Housing, and Population, “Proposed Mission Bay Affordable Housing Program” on pp. XII.57-XII.65.

In general, affordable housing is less dense than market-rate units due to the type of building superstructure used. Taller, larger buildings require different structural design (framework, foundation, and type of materials) than the typical 5-story affordable housing complex. Also, city policy on affordable housing emphasizes the provision of family units, which are larger than the market rate units contemplated. Thus, it is not unusual that affordable housing would be less dense than market rate housing.

The comments raise concerns about 20-ft. height exemptions for community facilities. As stated in the Design Standards and Guidelines, p. 12, Definition of Terms: Building Height, enclosed rooftop areas used for recreational and community uses would be exempt from the 20-ft. height limits. This decision is within the purview of the Redevelopment Agency. The SEIR analysis accounts for ancillary mechanical devices and exhaust stacks up to 36 ft. high, and therefore, addresses projections within this range above the allowable basic height limitations. Therefore, no text change is necessary.

Commentors’ opinions about the project are best expressed during project approval hearings to be held by the Planning and Redevelopment Agency Commissions and the Board of Supervisors.

Active Freight Rail Lines

Comment

Figure V.B.2: Active railroad right-of-way (the “wye” junction from the Caltrain tracks between Sixteen and Mariposa Streets leading to Illinois Street) is incorrectly marked as having an existing land use of “Parking” or “Vacant.” (*Richard Mlynarik*)

Response

Figure V.B.2, Land Use in the Project Area and Vicinity, does not indicate the “y” junction from Seventh Street to Illinois Street (which is correctly indicated on Figure V.E.7). The legend of Figure V.B.2 is amended to include “Active Freight Rail Lines.” The active freight rail lines replace open land area and parking uses extending northeast from I-280 at 17th Street, across 16th Street, through the northwest corner of Third Street and 16th Street, across Third Street, into the Illinois right-of-way north to Mission Rock Street.

MISSION BAY SUBSEQUENT EIR

Land Ownership

Comment

Page V.B.3; top partial paragraph: Please complete the description of land ownership by adding a sentence or two at the end of this paragraph that lists the other landowners. (*R. Clark Morrison, Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C.*)

Response

The first full sentence in the first partial paragraph on p. V.B.3 has been amended as follows:

After the transfers, land ownership within the Project Area would be approximately as follows: Catellus would own about 149 151 acres; the City about 78 77 acres; the Port of San Francisco about 23 21 acres; and UCSF about 43 acres; the State of California about an acre; and other private owners about 9 acres./3/

Endnote 3 on p. V.B.31 has been updated to reflect the new information above:

Eric Harrison, Project Manager, Catellus Development Corporation, personal communication with EIP Associates, August 17, 1998.

See the response in Project Description, "Land Ownership" on pp. XII.21-XII.22 and Endnote 5, p. III.52, for a listing of landowners.

Castle Metals Site

Comment

Page V.B.31; Footnote 10: Since this refers to page V.B.6, about the specific warehouse on the 1900 Third Street site, (not the larger "Castle Metals site"), please state in the footnote that the warehouse belongs to the 1900 Third Street LLC. (*R. Clark Morrison, Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C.*)

Response

The paragraph in question does refer to the buildings on both the Castle Metals site and Catellus property, not just 1900 Third Street, L.L.C.'s property. The "Castle Metals site" naming convention was adopted from the 1990 Mission Bay FEIR. The following text has been added to the end of footnote 10 on p. V.B.31:

(Note: The large warehouse on the Castle Metals site belongs to 1900 Third Street L.L.C.)

See the response in Project Description, "Land Ownership" on pp. XII.21-XII.22 and Endnote 5, p. III.52, for a complete listing of other landowners.

Mission Creek Harbor Association

Comment

Permits. Note 14 on V.B.7. states that "25 pleasure craft have permits". This is incorrect. There are 20 houseboat slips and 35 pleasure craft slips, with approximately 45 boats in the 35 pleasure craft slips, as MCHA allows multiple boats in each berth. There are no "permits" required for these boats, other than approval of MCHA. (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Response

The Bay Conservation Development Commission permit issued to the Mission Creek Harbor Association/1/ allows berthing facilities for "no more than 35 small boats and 20 houseboats (including live-aboard craft). . ." The Port of San Francisco confirmed that the BCDC permit has not been amended to permit more than 35 small boats. The precise number of pleasure craft does fluctuate. Thus, Endnote 14 on p. V.B.31 is accurate as of the SEIR analysis time period, and is not amended.

Parking Availability

Comment

V.B.27 notes that "lack of available parking would make use of existing facilities inconvenient for those arriving by private vehicles." Lack of parking and access for maritime waterfront users would not just be inconvenient, it would seriously impact the survival of those maritime uses. As mitigation for this impact, we would like to work with the Port and Catellus to determine alternative parking arrangements (possibly on Pier 50 or Pier 54, or, until Mission Bay South is built out, on the West side of TFB on Port land south of Mission Rock Street). (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Response

The comments raise concerns about the lack of parking and access to maritime facilities. As stated on p. V.B.27 of Section V.B, Land Use, the project would remove existing angle/perpendicular parking along Terry A. François Boulevard between Pier 54 and Mariposa Street to create a bayside linear park. Land use impacts on Adjacent Port Property are discussed on pp. V.B.26-V.B.28. Aside from parking for the Public Boat Launch Ramp proposed by the Port at Pier 52, no other parking is proposed as part of the project to serve existing waterfront facilities. The Port may in the future consider the provision of alternative parking arrangements if it determines that additional parking and access is required based on existing and proposed uses of the waterfront. Because various options are

available for alternative access and parking for maritime and other waterfront uses, the potential for displacement of these uses by the project would be limited. Therefore, the potential impact would be less than significant.

See the response in Plans, Policies, and Permits, "Maintain Waterfront Land Use Plan Policies" on pp. XII.44-XII.45 for further information about Adjacent Port Property.

NOTES: Land Use

1. Bay Conservation and Development Commission, Permit No. 7-76 (Issued July 20, 1976, As Reissued through Amendment No. One) Amendment No. One, July 29, 1986.

BUSINESS ACTIVITY, EMPLOYMENT, HOUSING, AND POPULATION

San Francisco Affordable Housing Policy Applied to Mission Bay

Comments

In August, 1990 the Department of City Planning submitted a memo to the Planning Commission laying out how such a policy should be applied to Mission Bay. That memo set a numerical goal for the project of meeting at least 50% of the housing needs of the San Francisco portions of the projected workforce. . .

The fact that the August, 1990 staff memorandum on meeting 50% of the projected resident workforce housing needs was never mentioned, let alone discussed in the DSEIR also weakens the discussion on existing City policy and fails to inform the current policy makers on practical ways of meeting these important public policies. . .

Include a discussion of the August 1990 memorandum to the San Francisco Planning Commission on the "jobs housing balance" issue in regards to Mission Bay and describe its current status as departmental policy. (*Calvin Welch, Council of Community Housing Organizations*)

Response

The comments request that a Planning Department memorandum dated August 1990 outlining a jobs/housing policy for Mission Bay be discussed in the SEIR. The comments also request clarification of the current status of that memorandum as city policy.

Consultation with the commentor revealed that the comment is referring to an August 2, 1990 memorandum to the City Planning Commission from Barbara Sahm, Environmental Review Officer and Diane Oshima, Mission Bay EIR Coordinator, providing additional information pertaining to the Mission Bay Plan, including text additions to the responses to comments contained in Volume IV of the Final EIR (the 1990 FEIR). The topics mentioned by this comment are included in those text revisions to the 1990 FEIR response to comments, in response to a specific question about the prior project. As such, they are probably best viewed in that context, rather than as a statement of general Planning Department or city policy. Specifically, the response includes a section entitled "Mission Bay and the Proposed Residence Element's Goals for Citywide Housing Production." The memorandum and associated response text do not establish a jobs/housing goal for Mission Bay.

Following extensive discussion in the preceding sections of the 1990 FEIR response about the approach in that FEIR to jobs/housing analysis, how that approach differs from housing needs analysis, how EIR analysis can be used to formulate policy, and about the regional perspective on jobs and housing, the paragraphs added to the response in the 1990 FEIR Response to Comments discuss Mission Bay in light of proposed (at the time) San Francisco Residence Element policies to

reduce commuting by increasing housing production. Those policies were developed in response to the Association of Bay Area Government's regional housing needs analysis calling for new housing to reduce future increases in commuting by 50%. Before presenting a table applying the ABAG housing needs goal to each of the Mission Bay Alternatives and Variants, the response text states: "For analytical purposes, the text below considers Mission Bay in the context of those ABAG jobs/housing policies. However, it should be noted that those policies provide citywide goals that are not intended to be achieved in any individual project." The table (Table XIV.C.1a on p. XV.C.14b of the 1990 FEIR) shows how such a policy could be applied in Mission Bay.

Actual city jobs/housing policy with respect to the 1990 Mission Bay Plan was expressed in a development agreement that was never implemented and is no longer in effect. The Mission Bay Plan to which the August 1990 memorandum referred will be superseded by the current planning efforts for the Project Area.

Pages V.C.34-V.C.36 of Volume I describe the jobs/housing balance analysis for the proposed project using factors reflecting updated assumptions about commute patterns and household size for San Francisco. The analysis indicates how the amount of housing in the proposed project compares to the additional demand for housing in San Francisco associated with Project Area employment growth. The Alternatives analysis in Chapter VIII, particularly pp. VIII.15-VIII.17, VIII.59-VIII.62, and VIII.99-VIII.101, describes the jobs/housing balance for alternative land use and development scenarios for the Project Area. In response to public comments received in this section, "Informational Affordable Housing Analysis" on pp. XII.65-XII.71 provides a comparison of proposed affordable housing in the Project Area to the demand for affordable housing in San Francisco associated with Project Area employment growth.

Proposed Mission Bay Affordable Housing Program

Comments

We feel the need to address the social impact of the need for affordable home ownership as allowed under the guidelines of the California Environmental Quality Act. One of the stated goals in the project description section, III.7 of the EIR is affordable housing. We have been meeting with the mayor in his office and with the Catellus Corporation, the developer of Mission Bay, to work with us on increasing the affordable home ownership units in Mission Bay North to 500 units from the present 90 units that will be developed by private developers under the aegis of the City. . . . All we are asking for is 500 units or less than 17 percent of the 3,000 residential units in Mission Bay North to be for-sale affordable units. We even suggest increasing the overall density of the project as needed to obtain this goal. We make our request for more affordable home ownership from our call to see justice done in this City. And for the survival of endangered species in this City, namely the middle-class and working-class man and woman. (*Joe Beresford, Chair, Home Ownership Committee, Bay Area Organizing Committee; and St. Theresa Church*)

XII. Summary of Comments and Responses
C. Comments and Responses
Business Activity, Employment, Housing, and Population

We believe that a mixed use development such as the Mission Bay development claims to be, should include the balance of affordable rental, market rate and affordable home ownership units. Under the current plan only 45 of the 3,000 units is slated for affordable home ownership. We don't think this is an adequate number, and the BAOC is working trying to remedy this.

They [Catellus] provided the figures for a two-bedroom unit of \$240,000, which even the mayor proclaimed was good news. We believe this number can be even lower through rethinking the density plan. But working with these numbers that they provided us, we came up with affordability data. And, for example, a family of four in San Francisco making 110 percent of the median income of \$53,000 a year can afford \$200,000 of a mortgage for the affordability gap of only \$4,000. And the same family making 70% of the medium income can afford -- produces an affordability gap of \$40,000. Even with the lower gap based on cost, Catellus refused to work with us towards our goal. We came up with new and alternative source of subsidy including providing a lower interest rate, working with the Mayor's Office of Housing regarding Section AY certificates, and possibility of looking at the proposition money \$15 million set aside for ownership and possible use of pension funds, low income tax credits, and discussions with the various departments. This can make the affordability [gap] for the same family making 110%, zero, and with 70%, dramatically lower than any of us anticipate. Even working with these alternatives and subsidies, Mr. Rising [President of Catellus] still refused to work with us towards our goals. He refused to even negotiate with us. Mr. Chairman, we believe that in order to create a true community, our friends, families and coworkers need a chance to buy a home in the City, to raise their children here, as I hope to one day in our home and in our community. *(Susan Guevara, St. Dominic's Parish and Bay Area Organizing Committee)*

I'd like to speak to the same issue of affordable home ownership units from the viewpoint of a person who has lived almost 30 years on Potrero Hill, we in that community have faced a lot of challenges in the past. It's one of the neighborhoods in the City that has maintained stability, and that stability has come from a sizable portion of people who own their own homes and are willing to invest their time and talent in working for their community. . . But we are concerned about the quality of life. And unless there is a sizable portion of home ownership in Mission Bay, we'll not have that stability in that area. I have watched that area. We have been assigned by the archdiocese of the Catholic Church for those people who have been there, and we have been very interested in the community and we hope you will give special attention to the quality of the environment that will come from having stable home ownership there. So, I thank you today for this opportunity to speak and ask for your support of stable home ownership units in Mission Bay. *(Father Peter Sammon, Pastor, St. Theresa's Church, and Bay Area Organizing Committee)*

A couple of things that just really struck me was that I heard a lot about affordable housing which is not necessarily -- one might not think is part of the DEIR. But it's my understanding if we approved this Draft EIR as it stands, then we will be making -- you know, set -- I think this would be set in stone as far as density and parking, so it could preclude additional affordability. *(Commissioner Mark Dunlop, Redevelopment Agency Commission)*

The other issue is this one of questions around affordable housing. I, too, as the Redevelopment Commissioner stated, would be very fearful and concerned about the EIR casting into concrete some parameters that would prevent over time the possibility of accommodating a greater amount of affordable housing in this project. So I would hope that the EIR is written in a fashion and that the issues are analyzed in a fashion that would permit some flexibility in that area and would urge that the

final EIR be drafted in a fashion to permit that kind of flexibility. (*Commissioner Dennis Antenore, Planning Commission*)

Clearly the proposed Mission Bay development has been offered "incentives" for the inclusion of permanently affordable housing in the development with the City's willingness to create two redevelopment areas and earmark the tax increment proceeds for use in these areas. While this is referenced in the DSEIR it is not related to the Master Plan requirements and thus has no policy context and actually appears to be some sort of common practice when, in fact, such a development proposal is rather uncommon in San Francisco. What is not discussed at all in the DSEIR is what "assistance" the developers (both Catellus and UCSF) are making in meeting the "housing demands" for "lower income workers and students" as set out in the Master Plan policies. (*Calvin Welch, Council of Community Housing Organizations*)

An imbalance is being thrust upon the City in the area of real estate. . . We, the members of the BAOC, are working in this city, we attend church here, we raise our children here, our children go to school here and they play here. And we desire to own a home here in this very City. And this can only be done if the housing here in San Francisco is affordable for the moderate income family. (*Minister Ingrid Hackett, Bay Area Organizing Committee*)

So basically the Bay Area Organizing Committee would like to see additional affordable home ownership at Mission Bay. I want to let you know a couple of things we don't want to see changed. We want to see the existing affordable rental housing stay. We don't want to take existing City resources that are currently going to affordable housing and rob them to create additional affordable home ownership. But we think there's room in the deal in the area of Catellus' profits and other sources of subsidy that are as yet untapped to increase the amount of affordable home ownership in the development.

We think that the City and you Commissioners and the public should ask a very basic question: Is this a good deal for the City? . . . How else can you tell? What is Catellus' upside? If they can prove to us that increasing the amount of subsidy to the purpose of affordable home ownership will kill the deal, we won't push it. We don't want to kill the golden goose. But I don't believe that the Redevelopment Agency with the good sense and negotiating skills that they have didn't take a look at Catellus' books at some point. In fact, I don't think they took a look at them until about 20 months ago. The housing market has gone through the roof since then. The high-rise and retail market is coming back. All we are asking is that Catellus come up to the table and let you, the public you represent, and the Bay Area Organizing Committee, have a look at the books and then decide whether or not we are killing the golden goose. We think we've got a couple more eggs that we'd like to use for the public benefit. (*Buck Bagot, Bay Area Organizing Committee*)

And I cannot afford to live here in the City. I can't afford to buy a home here. My mother could afford to buy a home here; she was a City worker as well. But I was raised here in San Francisco. But I, on the other hand, am not going to be able to do so and neither are any of my co-workers. If we City workers wish to afford a home here, we must find a home outside the City. . . We must stop now and consider the impact before dimming the future of the City to a ghost town. (*Denise Couthier Graham, Local 790, Service Employees International*)

And I would like to be able to afford a home. . . (*Jamil Hawkins*)

XII. Summary of Comments and Responses
C. Comments and Responses
Business Activity, Employment, Housing, and Population

Commissioners and fellow citizens, it's with deep regret that we in the Bay Area Organizing Committee must try to dissuade you from approval of the Mission Bay Subsequent Environmental Impact Report. Despite stated objectives of affordable housing, there is complete absence of provision for affordable home ownership units on the site. Without affordable ownership driving the market, affordable rentals become fewer and farther between. None of the proposals have addressed the dire need of San Francisco citizenry. We had hoped that 1,000 affordable home ownership units, in addition to the 1700 units for rental, would be afforded by the plan. In San Francisco today a family must earn nearly \$100,000 annual income to qualify for a mortgage on a two-bedroom condo. Only a tiny fraction of potential home buyers in this City earn enough to qualify. Most working families are therefore without hope of ever owning their homes in this City where they work and live.

The result is that more and more of the middle-class are being displaced. Federal Housing Secretary recently [stated] the strong [economy] that has brought prosperity to millions of Americans has not reduced the affordable housing prices for millions of others. The Bay Area Organizing Committee urges the decision-making bodies involved to reject in total the development proposal as well as the current alternatives. For the sake of our committee and our citizenry we urge the planning committee and the Redevelopment Agency, the Board of Supervisors as well as the Mayor's office to make affordable ownership and affordable rental [property] a top priority when endorsing a development plan for our City. A higher percentage of business usage which contributes to the tax increment on this site wouldn't have perhaps been part of an acceptable plan. It is our hope that future SEIRs of Mission Bay will reflect this and, thus, result in a higher percentage of space devoted to serving the affordable housing needs of the public effectively. (*Diane Verze-Reeher, St. Dominic's Church, United Educators, and San Francisco Bay Area Organizing Committee*)

I am also a resident of the Tenderloin, and I have been here for 16 years. And the way I see things is that every year people move out of San Francisco. And the people that move out of San Francisco are the poorest, like me. Because we are not able to buy a house here in the City, I feel like it's a set-up plan. Every year people move out. That means I [will not] be able to buy a house here, and that hurts me a lot. (*Violetta Borjas, Bay Area Organizing Committee and St. Boniface Church*)

What we are asking here today is that you provide affordable housing for the people who work here who love this City who give their life's blood to also live here. . . And we ask that the City -- ask to provide affordable housing for the people who work and give their lives to San Francisco to be able to afford to live here because they give the vast majority of their time to the City and County of San Francisco. And SEI sincerely hopes that you will do everything within your power to provide affordable housing for the employees that work here. (*Luanna Preston, Treasurer, Joint Council No. 2, Service Employees International Union; and Bay Area Organizing Committee*)

We firmly believe that affordable housing is an issue that needs to be addressed for the well-being of many San Franciscans. We are asking that you help provide a sense of initiative and responsibility that helps guarantee the rights of all San Franciscans, and allow those seeking affordable home ownership the means to reach their fulfillment. (*Maria Quintanilla, St. Dominic's Church and Bay Area Organizing Committee*)

Certainly there's a need for affordable housing here because the main reason for those persons going that far has to do with the fact that they wanted to buy a home and could not afford them here in the San Francisco area. It's not often that we have a project such as the one that's going up in Mission Bay. What a great and golden opportunity for us to show to the person who work these jobs and who

you might consider them medium income an opportunity to buy a home and to live near where they work. . . We would ask that you would consider that this project is going to be a large -- perhaps one of the largest building projects to go up in some time, and give a great consideration for the person who has less income. (*Reverend Floyd Trammell, Pastor, St. Luke's CME Church*)

Mission Bay cannot solve all of the City's problems, but they can set aside and address different priorities that we have as residents, as voters, as policy makers in this City. . . I'm asking you to not let this opportunity go by to not also include affordable home ownership as a real possibility for people in San Francisco. (*Patti Tamura, Local 790, Service Employees International Union, and Bay Area Organizing Committee*)

And I would like to someday be able to afford to buy a house. I'm a painter/plasterer, I work day and night to pay rent. And I just wanted to state that. (*Ed Williams, Bay Area Organizing Committee and St. Dominic's Parish*)

And I start working and I had to send my children back to my home in Argentina because I didn't have affordable housing or affordable time. . . I don't like to see San Francisco to send its people to the lions of poverty, to the lions of homelessness, because that has an environmental impact. We are making pollution of people, disposable people, in the dark corner of the City of San Francisco. That is terrible and sad. . . Don't kill the tree of hope for these people. Give them affordable housing, affordable nest. (*Dr. Maria Christina Bosaric Salem, St. Dominic's Church and Bay Area Organizing Committee*)

As you can gather from our speakers and our witnesses today, we are appalled by the forced mass exodus from this City of its working-class, the people who built this City, their City. . . Our urgency is more pronounced, as the Mission Bay project is possibly the last large redevelopment project here in our City. . . You heard our desire for 500 affordable home ownership units in the Mission Bay project. You have heard a call for stability and ownership in Mission Bay. You have heard the call of City workers who want to live in San Francisco and be homeowners. (*Sister Kathleen Healy, Associate Pastor, St. Theresa's Catholic Church and Bay Area Organizing Committee*)

And I tell you what you could do, too, maybe to get affordable housing, instead of a 30-year mortgage, somebody could decide to operate a 40- or a 50-year mortgage and maybe the churches could do good then and so forth and so on. (*Enola Maxwell*)

Housing has been mentioned. I'm certain that you see the outflux of people who live in the City. I have heard a lot about that this evening. So I ask you to take a serious look and take that under consideration. (*Comer Marshall, Executive Director, Urban Economic Development Corporation*)

Also, affordable housing. I think the City already sets an affordable housing standard of 20%. I know that most of the new developments in the South Beach-Rincon Point development area have included 20% in their developments. It would be sad for San Francisco not to include that in Mission Bay. This is a diverse city, let's keep it that way. (*Jeffrey Leibovitz*)

Over 30% of San Franciscans do not drive cars. When you do not make off-street parking for residential units, you reduce the cost of those units. You make them more affordable. And in fact, instead of 10% of San Franciscans who can afford to buy units with off-street parking, dedicated off-street parking, 25% of San Franciscans can buy off-street parking. I'm told -- I believe this is a

planning department study when there is no dedicated off-street parking. So that's something to look at and connects both transportation and the desire to have more affordable housing in this plan. (*Jon Rainwater, San Francisco League of Conservation Voters*)

As an active realtor with 21 years experience in the San Francisco residential market, I assure you there is a desperate need for real rental housing, not condos disguised as rentals. Also, there is an overwhelming availability of luxury housing. What we need again desperately is affordable housing for ownership. We are already too close to being a City of rich and homeless. (*Ellen Kernaghan*)

Comment #4: Require additional Homeownership at Mission Bay. . . We believe that Mission Bay should reflect at least the level of affordable homeownership contained in recently approved Proposition A. Prop A provides \$100 million for affordable housing, with 15% set aside for affordable homeownership. We do not oppose the affordable rental housing contained in the Agreement—we support it whole-heartedly. We do not call for replacing this affordable rental housing with affordable homeownership—we want additional ownership units. We do not want to see the City's existing affordable housing funds cannibalized to pay for this ownership housing. We believe that the City and Catellus can generate subsidy funds required from new sources, both public and private. Other possibilities for subsidy are available, and neither Catellus nor the City has explored them fully. We believe that Catellus and the profits they plan to generate from Mission Bay could remain one potential and important source of this new subsidy. Catellus has committed to a sizeable contribution toward the public benefit in the Agreement. Can they afford more? We don't know—but we believe that the BAOC, the City and the public should find out. How else can we decide if the City has made a good and fair deal with Catellus? In return for the City's approval for development, Catellus is offering contributions to the public good. Have they offered enough? We won't know, unless BAOC, the City and the public have the opportunity to analyze Catellus' potential profits, quantify them and compare them to the value of the contribution Catellus has proposed. That's the only way to know if this Agreement is a good and fair deal for the City. In any case, BAOC has no interest in making the development impossible for Catellus, or pushing them out. If Catellus can prove to BAOC, the City and the public that they cannot afford any additional contribution to the public good, we will expect no more. (*Joe Beresford, Chair, Homeownership Committee, Bay Area Organizing Committee; and St. Theresa's Church*)

Response

Generally, the comments express concern about the affordable housing program proposed for the Project Area. Some of the comments specifically express the need for more affordable for-sale housing in Mission Bay. Others, more generally, are concerned that the analysis in the SEIR constrains future options regarding the affordability of housing and housing density.

First, the SEIR covers a range of options with respect to housing affordability and housing density. The SEIR does not "set in stone" any specific decisions related to housing affordability or to the mix of rental and for-sale housing. Decision-makers retain the flexibility to alter the mix of housing types as planning goals related to affordable housing production may change over time. (In fact, as explained below, this is envisioned as part of the longer-term planning and development process for Mission Bay.) Future decisions about the mix of types of units and the affordability of units would

not invalidate the analysis of physical environmental effects in the SEIR. The affordability and rental or ownership characteristics of housing units is a policy issue of great concern, but does not substantially alter the level of activity or range of physical impacts associated with the units.

Second, the issue of whether the project should contain additional housing units that would be for sale and affordable, and whether Catellus's potential profits could subsidize such additional housing, is not a CEQA issue involving physical environmental effects. The mix of rental and for-sale housing is immaterial to the physical environmental impact analysis in the SEIR. This concern of the comment is best expressed during project approval hearings, including those held by the Planning and Redevelopment Commissions and Board of Supervisors.

Any material change in the land use program differing from the project or alternatives analyzed in the SEIR, such as adding a substantial number of housing units, would require a determination whether new significant impacts would occur. The impact analysis in the SEIR would likely cover moderate changes in housing density in areas designated for residential development. Major increases in the density of development and, particularly, material changes in the locations proposed for residential development would likely not be covered by the impact analysis in the SEIR.

The SEIR generally describes a proposed housing program for the Project Area on pp. V.C.30 and V.C.31. This description is derived from the *Conceptual Framework for a Proposal for the North of Channel Redevelopment Plan Area* (September 26, 1996), and *Conceptual Framework for a Proposal for the Catellus Development Portion of the South of Channel Redevelopment Plan Area* (July 2, 1997), and in the Draft Redevelopment Plan for the Mission Bay North Redevelopment Project (March 30, 1998) and the Draft Redevelopment Plan for the Mission Bay South Redevelopment Project (March 30, 1998). The proposed program has not changed in the intervening months. For informational purposes and to clarify the current proposal for commentors, more detail is presented below on the affordability of housing proposed for the Project Area (as outlined in the documents mentioned above). The following description may be subject to some minor changes but is expected to remain substantially the same.

In Mission Bay North, a total of approximately 3,000 housing units are proposed. Catellus would develop 2,655 of those units (2,400 market-rate units and 255 affordable units). Catellus would donate land to the San Francisco Redevelopment Agency for the development of more affordable units. The Redevelopment Agency would sponsor housing developers to produce approximately 345 units of affordable housing. Overall, in the Mission Bay North Project Area, 600, or 20%, of the units would be affordable units. (See *Conceptual Framework for a Proposal for the North of Channel Redevelopment Plan Area*, September 26, 1996, pp. 1-4.)

In Mission Bay South, a total of approximately 3,090 housing units are proposed. Catellus would develop 1,900 units and would donate 42% of the land for housing to the Redevelopment Agency (for agency-sponsored affordable housing development) that would accommodate approximately 1,100 affordable housing units. Ninety housing units are proposed on other land in private ownership in the Project Area but not owned by Catellus. (See *Conceptual Framework for a Proposal for the Catellus Development Portion of the South of Channel Redevelopment Plan Area*, July 2, 1997, pp. 1-4.) Overall, in the Mission Bay South Project Area, 36% of the units would be affordable units. For both Project Areas considered together, 28% of the housing is proposed to be affordable housing.

A potential mix of affordability levels is outlined in the *Conceptual Framework* documents and in the draft Redevelopment Plans. (See *Conceptual Framework for a Proposal for the North of Channel Redevelopment Plan Area*, p. 2; *Conceptual Framework for a Proposal for the Catellus Development Portion of the South of Channel Redevelopment Plan Area*, p. 4; Draft Redevelopment Plan for the Mission Bay North Redevelopment Project, March 30, 1998, pp. 24-25; and Draft Redevelopment Plan for the Mission Bay South Redevelopment Project, March 30, 1998, pp. 31-32). Approximately forty percent (40%) of the Catellus-developed affordable units in Mission Bay North would be affordable to very-low-income households. Approximately fourteen percent (14%) of the Catellus-developed affordable units in Mission Bay North would be affordable to low-income households, and approximately 46% would be affordable to moderate-income households. The mix of the Redevelopment Agency-sponsored affordable units would be determined by the Redevelopment Agency and the Mayor's Office of Housing closer to the time of development as part of San Francisco's Consolidated Plan annual housing action plan process. The mix would be determined considering the Mission Bay sites, the level of funding available from the tax increment in the Project Area, and what is most appropriate given San Francisco's housing needs at that time. It is expected that most of the Redevelopment Agency-sponsored affordable units in both Mission Bay North and Mission Bay South would be affordable to very-low-income households.

It is expected that the affordable housing developed in Mission Bay would generally exceed the affordability requirements specified for redevelopment project areas in California's Community Redevelopment Law. Section 33413(b) sets out the affordability requirements. There are two independent sets of requirements. The first applies to units developed *by an agency* and the second applies to units developed in a project area under the jurisdiction of an agency *by public or private entities other than the agency*. The first requirement is that at least 30% of all units developed by an agency shall be affordable to low- and moderate-income households. At least 50% of those are to be affordable to very-low-income households. The second requirement is that at least 15% of all units developed in the project area by others under the jurisdiction of the agency (but not by the agency

directly) shall be affordable to low- and moderate-income households. At least 40% of those units are to be affordable to very-low-income households.

The mix of Catellus's rental and for-sale units is at the discretion of Catellus; however, it is expected that most of the Catellus-developed affordable units in Mission Bay North would be rental units. For the Redevelopment Agency-sponsored units, the mix of rental and for-sale units would be subject to the discretion of the Redevelopment Agency and would most likely be determined as part of the annual housing action planning process described above.

Regarding UCSF, the UCSF 1996 Long Range Development Plan (LRDP) identified a goal for developing housing to meet demand from students, junior faculty, and junior staff, especially for housing that is affordable. As discussed on p. V.C.35, the LRDP Goals and Objectives provide that UCSF would work closely with the community to develop housing in the Bay Area for between 20% and 25% of UCSF's total net new employees in categories that are eligible for affordable housing. This would involve development of approximately 325-470 new affordable housing units for students and staff during the LRDP planning period. The Final EIR for the LRDP found that the effect of housing demand from UCSF development would be less than significant and could be met by projected housing supply increases in the region. UCSF retains these goals and will continue to study housing impacts and potential development as it implements the LRDP.

Informational Affordable Housing Analysis

Comments

FAILURE TO ANALYZE AFFORDABLE HOUSING IMPACT OF THE PROJECT

The DSEIR is additionally insufficient in its failure to analyze the environmental impacts of the failure of the project to meet these policies. The DSEIR totally ignores the existence of an affordable housing crisis in San Francisco. The DSEIR fails to include an analysis of the income level of the projected workforce, where the San Francisco portion of that workforce might reasonably be expected to fall in that overall income distribution and what level of affordability it would take to house the San Francisco portion of the projected workforce. Moreover, the DSEIR fails to analyze the existence of the City's Consolidated Plan for Affordable Housing and its projected production goals, pointing out where there may be problems and inconsistencies between demand generated by the projected Mission Bay workforce needs for affordable housing and the ability of the City to meet that demand. The consequences on surrounding neighborhoods of the failure to house the San Francisco portion of the Mission Bay workforce on site is also ignored as is its transit and transportation impacts for that workforce which would be forced to commute to and from its place of employment in the project area. . .

. . .[W]hile the DSEIR cites, in a footnote, the existence of an extensive study on the projected income of various workers across a wide spectrum of commercial activity and the projected housing

demands they may be expected to generate there is no detailed discussion of the 1997 "Jobs Housing Nexus Analysis" by Keyser Marston. This failure is simply astounding. . .

Include an updated version of Table XIV.C 17 from the 1990 FEIR on Mission Bay and discuss the projected San Francisco portion of the net new Mission Bay workforce affordable housing demand.

Incorporate the findings of the 1997 Keyser Marston "nexus" study and discuss its implications on the project area and the City.

Include a discussion of the City's "Consolidated Plan for Affordable Housing" and discuss the impact of an additional need for 3,700 affordable units caused by the failure of the proposed project to supply them for the projected workforce. (*Calvin Welch, Council of Community Housing Organizations*)

Expand the Economic and Social Information Included in the SEIR to Include the Need for Affordable Homeownership. . . Put simply, we believe that the SEIR should have examined more closely the "social impacts" of the Mission Bay development, and not limited itself so narrowly to the environmental impacts. As we understand it, economic or social information may be included in an EIR or may be presented in whatever form the City desires. We believe that the SEIR should examine the need for affordable homeownership as part of its examination of the jobs/housing balance. The survival of stable communities in San Francisco depends on a mix of affordable rental and ownership housing. The SEIR should examine the impact of the lack of sufficient affordable homeownership at Mission Bay. (*Joe Beresford, Chair, Homeownership Committee, Bay Area Organizing Committee; and St. Theresa's Church*)

Response

The comments state that the SEIR ignores issues of affordable housing demand and supply associated with the proposed Mission Bay development and implications for transportation impacts. The comments request more analysis of affordable housing in the SEIR.

The SEIR does discuss the proposed affordable housing production for the Project Area. Pages V.C.30-V.C.32 describe the proposed housing program: total number of market rate and affordable units and the likely characteristics of the market-rate and affordable units. Page V.C.36 describes the housing market impacts of the supply shortfall in the Project Area, pointing out that most of the impacts would be concentrated in areas near the Project Area, and also discusses the implications for low- and moderate-income households of the affordable housing proposed for the Project Area. As described below in the response to a related comment regarding "Implications of Jobs-Housing Balance Conclusions" on pp. XII.72-XII.73, the SEIR also discusses the traffic and transportation impacts of the commute patterns that result from the shortfall of housing supply in the Project Area compared to housing demand in San Francisco associated with Project Area employment growth.

The report by Keyser Marston Associates, Inc., *Jobs Housing Nexus Analysis, City of San Francisco*, dated July 1997, appears as more than just a footnote reference in the EIR. As described in the SEIR

on p. V.C.34 and in more detail in the Appendix, pp. C.7-C.8, the jobs/housing balance analysis is based on the updated housing demand factors documented in that report, and uses these factors to determine San Francisco housing demand associated with Project Area employment growth.

It is important to recognize that the jobs/housing analysis factors developed and documented in the *Jobs Housing Nexus Analysis* and used in the Mission Bay EIR do not reflect adopted city policy. Current city policy with respect to jobs/housing balance requirements remains the Office Affordable Housing Production Program (OAHPP) originally adopted in 1985 as Section 313 of the City Planning Code and amended in 1990. The OAHPP establishes the relationship between office employment growth and affordable housing demand in San Francisco and sets requirements for housing production or the payment of an in-lieu fee. The OAHPP applies only to net additional office space in projects over 25,000 square feet throughout the City. Development in Redevelopment Project Areas is exempt, as is development by state agencies such as the University of California. Although these exemptions and application of the OAHPP requirements to a broader range of economic activities and types of development have been considered in the update analysis, to date, the City has not set a new policy direction.

While the comment is correct that EIRs may include social and economic information, inclusion of these topics is not a requirement of state or local law. Thus an extensive discussion or analysis of the income distribution of persons requiring housing, and an analysis of the merits or desirability of ownership or rental units, is not required in the SEIR.

Nonetheless, in response to the comments, and for informational and planning purposes, the discussion below expands on the jobs/housing analysis presented in the SEIR to include consideration of housing affordability (both the household incomes of Project Area workers and the price/rent levels of Project Area housing). Affordable housing requirements of the proposed project would meet or exceed requirements specified in California Community Redevelopment Law [Section 33413(b)] and are reflected in the agreements outlined in the Conceptual Frameworks and the Draft Redevelopment Plans. In brief, California Community Redevelopment Law requires that at least 15% of the units within a project area developed by public or private entities or persons other than the redevelopment agency be affordable to low- and moderate-income households and that at least 40% of those units be affordable to very-low-income households. Subsequent planning for the Redevelopment Agency-sponsored units would be done by the Agency and the Mayor's Office of Housing considering the housing needs at the time as reflected in the City's Consolidated Plan for Affordable Housing.

If, instead of the above requirements, the current OAHPP formula were applied to Mission Bay Office development, then the requirement for affordable housing production would be about 665 units (see Table XII.2). The proposed project's 1,700 affordable units are 2.5 times more than the OAHPP requirement. This analysis assumes (consistent with other SEIR analyses) that 50% of the Commercial Industrial development in Mission Bay would be developed as office space. It also applies the current OAHPP housing production formula as specified in the OAHPP ordinance and as applied in the 1990 FEIR. According to that formula, 62% of the total housing unit demand associated with proposed office development would be units affordable to low-and moderate-income households.

If updated housing demand factors were applied to all Mission Bay non-residential development, including UCSF, then the resultant demands would be greater than under the current OAHPP. (For the purpose of these calculations, UCSF expansion in Mission Bay is treated as medical-related space. This is one of the additional building types/land uses considered in the 1997 *Jobs Housing Nexus Study*.) Using these factors, total affordable housing demand in San Francisco associated with Project Area employment growth is calculated at 4,473 units; about 1,232 of the units are attributable to UCSF. Total affordable units proposed for the Project Area represent about 40% of that demand. The proposed project's units affordable to very-low-income households are 75% of the demand calculated for that category. The proposed project's supply percentages are less than 40% of the housing demand in San Francisco in the other affordable housing categories, i.e., low-and moderate-income households (see Table XII.2).

The above analysis is a direct extension of the jobs/housing analysis presented in Appendix Table C.8 on p. C.8 in the SEIR and discussed on pp. V.C.34-V.C.36. It also provides the information requested by the comment and is largely equivalent to the housing affordability analysis presented in the 1990 FEIR and Table XIV.C.17 in the 1990 FEIR. That table provides estimates of the household income distributions for San Francisco households associated with Project Area workers. Comparable updated estimates of income distributions are provided in the 1997 *Jobs Housing Nexus Study*. (See Keyser Marston Associates, Inc., and Gabriel Roche Inc., *Jobs Housing Nexus Study*, July 1997, pp. 19-20, p. 32, and Appendix E.) The updated housing demand factors used to calculate the above estimates of demand by household income category incorporate those income distribution assumptions.

If the employment associated with the UCSF site in Mission Bay is excluded from the housing demand calculations, there would be less of a gap between supply and demand. As indicated in the response regarding "Proposed Mission Bay Affordable Housing Program" on pp. XII.57-XII.65, the Goals and Objectives in UCSF's Long Range Development Plan provide that UCSF would work closely

with the community to develop housing in the Bay Area for between 20% and 25% of UCSF's total net new employees in categories that are eligible for affordable housing.

Because the current project differs significantly from the proposals analyzed in the 1990 FEIR and adopted by the City in 1991, current and prior projects are not directly comparable nor best understood in chart format. For example, the prior proposal contained a different definition of affordability, different amounts of total and developable acreage, and did not include development of a UCSF campus on 43 acres. However, in response to the comments and for comparative informational purposes, Table XII.2 also shows the 1990 FEIR analysis of the proposed 1990 *Mission Bay Plan*—the Development Agreement Application variant in the 1990 FEIR and the 1991 Development Agreement Housing Program. Under the Variant, no housing affordable to very-low-income households was proposed, and the numbers of units affordable to low-income and moderate-income households were not specified. Overall, the calculations presented in the 1990 FEIR (and reproduced in Table XII.2) show that the proposed affordable housing supply would exceed demand in San Francisco associated with project area employment growth in the low- and moderate-income household categories, but would not meet any of the very-low-income demand.

The housing program ultimately approved for Mission Bay and specified in the 1991 Development Agreement called for more affordable units and a different distribution by income category than described in the Development Agreement Application variant. Table XII.2 shows the number and distribution of affordable units for the very low (below 50% of median income), low (averaging 75% of median income) and moderate (averaging 100% of median income) categories specified in the adopted Development Agreement.^{1/} The total number of affordable units defined at that time in the Development Agreement also included units affordable to households with incomes averaging 120% of median income. Those households are not included in the affordability definitions used above so they are not counted as affordable units for the purposes of this analysis.

The affordable housing demand associated with Project Area employment growth would be the same as calculated for the Development Agreement Application variant since the adopted Development Agreement did not change the amount or type of non-residential development allowed under the Plan. The adopted changes to the housing program result in housing supply under the approved 1991 Mission Bay Plan and development agreement that would exceed demand in the very-low and low-income categories.

TABLE XII.2
INFORMATIONAL HOUSING DEMAND ANALYSIS

	Type of Affordable Units /a/			Total Affordable Units
	Very Low Income	Low Income	Moderate Income	
Proposed Project's Housing Development /b/ Affordable Housing Policy Scenario	680	238	782	1,700
1. OAHPP - Office Space Only /c/ % Demand Met by Project:	NA NA	NA NA	NA NA	665 256%
2. Updated OAHPP - All Non-Residential Space /d/ % Demand Met by Project:	902 75%	1,474 16%	2,097 37%	4,473 38%
3. 1990 FEIR Affordable Housing Analysis /e/ 1990 Development Agreement Application Housing Development /f/	0	NA	NA	3,000
Demand by Income Category for 1990 /g/ % Demand met by 1990 Development Agreement Application	626 0%	970 NA	647 NA	2,243 134%
4. 1990 Mission Bay Plan Affordable Housing Analysis/h/ 1991 Development Agreement Housing Program /i/	1,050	1,200	400	2,650
Demand by Income Category /j/	626	970	647	2,243
%Demand met by 1991 Housing Program	168%	124%	62%	118%

Notes:

- a. Very Low Income units are affordable to households earning up to 50% of the area's median income; Low Income units are affordable to households earning between 51% to 80% of the area's median income; Moderate Income units are affordable to households earning between 81% and 100% of the area's median income.
- b. Catellus Development Corporation, *Conceptual Framework for a Proposal for the North of Channel Redevelopment Plan Area*, September 26, 1996, page 2; and San Francisco Redevelopment Agency, "Draft Redevelopment Plan for the Mission Bay North Redevelopment Project Area", March 30, 1998, page 24; San Francisco Redevelopment Agency, "Draft Redevelopment Plan for the Mission Bay South Redevelopment Project Area", March 30, 1998, page 31; and Olson Lee, San Francisco Redevelopment Agency, telephone conversation with Hausrath Economics Group, June 24, 1998. In lieu of more specific information on the distribution of agency-sponsored affordable units by income category, the same distribution is assumed for agency-sponsored units as specified for Catellus affordable units in Mission Bay North.

TABLE XII.2 (CONTINUED)

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|----|---|
| c. | <p>OAHP stands for San Francisco's Office Affordable Housing Production Program, Board of Supervisors Ordinance No. 120-96, as amended 3/7/96, page 21. Commercial Industrial development assumed to be 50% office space and 50% research & development and light industrial space. Formula applied to 2,778,500 gsf of office space.</p> |
| d. | <p>Refers to use of the OAHP formula updated for current demand factors as developed in Keyser Marston Associates, Inc. and Gabriel Roche Inc., <i>Jobs Housing Nexus Analysis</i>, City of San Francisco, July 7, 1997, Table 7, and the number of units in the other categories was not specified. Formula applies to 2,778,500 gsf of Office space, 2,778,500 gsf of R&D space, 2,650,000 gsf of Medical space, 1,507,000 gsf of Retail space, and 400,000 gsf of Hotel space. For the purpose of these calculations, UCSF expansion in Mission Bay is treated as medical space.</p> |
| e. | <p>This comparative presentation of the analysis for the 1990 <i>Mission Bay Plan</i> is based on the 1990 FEIR analysis of the Development Agreement Application, Variant 12. See 1990 FEIR, pp. VII.84-VII.108.</p> |
| f. | <p>In the 1990 FEIR analysis of Variant 12, The Development Agreement Application, affordable housing was assumed to be priced to be affordable to households with incomes ranging from 50-120% of median household income. No units for very low income households were proposed.</p> |
| g. | <p>Calculated according to the jobs-housing analysis in the 1990 FEIR. See 1990 FEIR, Volume III, pp. XIV.C.29-XIV.C.37 for background and Volume II, pp. VII.95-VII.97 for discussion of Variant 12, the Development Agreement Application. See especially Endnote 32 on p. VII.114.</p> |
| h. | <p>The Mission Bay Development Agreement approved in 1991 included a detailed housing program with a substantial number of units affordable to very-low-income households. For informational purposes, the comparison of affordable housing demand to affordable housing supply for that housing program is included in this table.</p> |
| i. | <p>1991 Mission Bay Development Agreement, Exhibit A-1, Housing Program, Section 6, Pricing of Affordable Units, page A1-12. Units affordable to households averaging 120% of median income are not counted in the affordable supply for this table because they are not included in the current affordability definitions, see Note /a/, above.</p> |
| j. | <p>Demand is the same as calculated in the 1990 FEIR for the Development Agreement Application because the 1991 Development Agreement did not change the amount or type of non-residential development that could be accommodated under the 1990 <i>Mission Bay Plan</i>.</p> |

Implications of Jobs-Housing Balance Conclusions

Comments

The jobs-to-housing ratio is detrimental to the future quality of life within the Mission Bay project and the greater Bay Area. (*Janet Carpinelli, President, Lower Potrero Hill Neighborhood Association*)

The DSEIR fails to analyze the dimension, consequences and possible mitigation measures which could avoid or lessen the impacts of an imbalance between the demand generated for affordable housing by the projected workforce of the development and the failure of the project sponsors to supply that housing. Because of this failure of analysis possible measures which could be adopted by either the Redevelopment and/or the Planning Commission were not discussed. . . Most significantly it fails to discuss the traffic, transit, and air quality impacts of that failure to meet that housing demand either in the project area itself or on the adjacent neighborhoods. Include a discussion of the impacts of the failure of the project to meet the housing demands of its projected workforce on transit, traffic and air quality for the project. . .

Include a discussion of the possible mitigation measures necessary for meeting the 3,700 unit shortfall first in the project area itself and second, off site. Are there locations in the proposed project areas which can accommodate all or part of this housing shortfall? What would be the estimated cost of meeting that shortfall, on site and off site and who would pay? (*Calvin Welch, Council of Community Housing Organizations*)

This document shows a project at buildout that is seriously deficient in providing housing for its workers. A deficit of 3,648 units in a chronically tight housing market is unacceptable. Such a deficit also increases the impacts of the project on transportation and air quality in the Bay Area. In addition, availability and affordability of housing is a key component in the decision of businesses to locate outside of San Francisco. This project in its current form only exacerbates that problem.

The best way to mitigate this impact is to increase the housing supply. Some increase could come by changing some of the commercial zoning in the Plan to residential. Alternative 3 provides a guideline for this. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

Comments assert that the SEIR does not discuss the implications of the jobs/housing balance analysis of the proposed project and does not offer mitigation measures to offset the conclusion that the number of housing units added in the Project Area falls short of the additional housing demand in San Francisco associated with Project Area employment growth. Other comments urge changes to the proposed project to improve the jobs/housing balance.

The SEIR does discuss the implications of the jobs/housing balance conclusions in several places. Implications for the housing market are presented on pp. V.C.35-V.C.36. Those implications are not a physical environmental effect, so no mitigation measures are required or identified. The SEIR does identify the related transportation and related air quality physical effects, see particularly p. V.E.67,

where the significant traffic and transit congestion impacts associated with cumulative and Mission Bay project travel demand are identified. Implicit in the Mission Bay project and cumulative travel demand estimates are trip distribution factors (where people are traveling during the p.m. peak traffic hour) that reflect the assumption (consistent with the jobs/housing balance analysis) that many San Francisco workers will continue to live outside the Project Area and the City. (See pp. D.33-D.38 in Appendix D, Transportation.)

Moreover, the SEIR does provide policy makers with alternatives representing different policy choices in terms of the amount of economic development and employment growth and the amount of housing accommodated in the Project Area. As indicated by one of the comments, Alternative 3 is an example of a land use mix for the Project Area that is almost entirely devoted to residential development. Pages VIII.99-VIII.100 describe the jobs/housing balance implications of that Alternative compared to those of the proposed project. The differences in housing market implications for nearby areas are presented on p. VIII.102. Alternative 1 is another land use alternative for the Project Area that results in more housing supply compared to housing demand in San Francisco associated with Project Area employment growth. The difference in housing market impacts is described on pp. VIII.15-VIII.17. Both of these alternatives indicate where more housing could be developed in the Project Area.

Project Employment

Comments

Alianza is concerned and wants to negotiate and support opportunities for interested Latino adult men and women who want construction job opportunities and have proved themselves clean and sober and need decent paying and meaningful work. . .Alianza wants the staff to know it's possible. It does not want to be included or made a part of the arrangements for the funded agencies. We would like to get in touch with your staff to develop a memorandum of understanding regarding these issues.
(David Aldape, President, Alianza)

We try to see if you could [im]prove the construction work for our people, to see if we could get these people out of the streets, to liberate them, to help them out, to give them jobs, get them off drugs, give them some type of direction. (Carlos Soto, Speaker Bureau of Tobacco, Alcohol and Drugs, Latino Center for Alcoholism for Spanish Speaking)

But now there's one thing I did not see in that whole report. And of course nobody mentioned it as an environmental problem. And that's employment. That's education and employment for the citizens, for the people who live here, for the unemployed who live here. (Enola Maxwell)

We also urge you to ensure that there is adequate opportunity, more than adequate opportunity, exceptional opportunity for the inclusion of minority union firms in the contracting procedure. (Calvin Womble, President, The Ellington Group)

XII. Summary of Comments and Responses
C. Comments and Responses
Business Activity, Employment, Housing, and Population

We believe that responsible development of Mission Bay would act as a catalyst to create thousands of jobs for local residents, ranging from the short-term construction jobs to the long-term employment opportunities. (*Maria Poncel, San Francisco Partnership*)

A couple of areas that we are really looking at, one is employment. We are looking at the area of Bayview, Hunters Point, we've got about 13 1/2% in unemployment there. Certainly I'd like you to see you take a serious look in developing a training-type program where we can bring these young people into it. (*Comer Marshall, Executive Director, Urban Economic Development Corporation*)

I do, however, want to make sure that we make mention for public record that we ask that the Commission begin to look at the implications of good faith efforts that pertain to employment opportunities for community residents, look at possibilities of establishing program -- training programs, as well as just opportunities for the retail businesses, from construction to the day-to-day operations for the individual retail businesses that are going to be established within this particular area. We ask that you consider all that and ensure that there is some mechanism by you to make sure that there is representation. (*Dwayne Jones, Executive Director, Young Community Developers*)

Response

The comments raise concerns about employment and training opportunities for the local community and minority union firms during and after the construction of the project. Section V.C, Business Activity, Employment, Housing, and Population, pp. V.C.23-V.C.28, discusses Project Area employment and job opportunities. Total permanent employment in the Project Area would increase from about 1,700 jobs to about 30,000 at build-out. Total construction employment would be in the range of 15,000 person-years; over 15 years, an average of 1,000 full-time construction jobs per year. Provisions for local job training and employment programs is not the purview of the environmental review process and may be more effectively addressed by decision-makers as part of the planning and project approval process. For informational purposes, it is noted that the project includes a proposed economic development/job training program.

NOTES: Business Activity, Employment, Housing and Population

1. Exhibit A-1 to Mission Bay Development Agreement, Housing Program, Section 6, Pricing of Affordable Units, p. A1-12.

VISUAL QUALITY AND URBAN DESIGN

Views

Comments

Then I go to the visual quality section which I'm very interested in because that's what we are all going to see. And I find the first of the viewpoints is up on the top of Potrero Hill and the project looks wonderful. There are no viewpoints taken. You can fold it out yourself. It's Roman numeral V, D-4. The project looks low and benign.

I think you should take some views not from the top of Potrero Hill but from midway on the hill where a lot of people live. (*Mary Anne Miller, San Francisco Tomorrow*)

The overall panoramic shot taken from viewpoint #1 is taken too high on the hill to assess the effect of a solid wall of buildings that will block the view from most residences on Potrero Hill. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

The project height and density will destroy, not protect major views of the Bay. (*Janet Carpinelli, President, Lower Potrero Hill Neighborhood Association*)

Response

The comments state that the potential panoramic view from Potrero Hill, Figure V.D.4 on p. V.D.24, appears "low and benign," and that views of the Project Area from the residential streets midway on Potrero Hill should be included in the potential views of the Mission Bay Project Area. The comments also suggest that views of the Bay would be "destroyed."

Thirteen viewpoints of the Project Area, shown in Figures V.D.3 through V.D.16, were selected as representative views that provide an overall depiction of the visual quality, urban design setting, and project conditions. Descriptions of the 13 viewpoints are found on pp. V.D.8-V.D.13 and potential impacts are discussed on pp. V.D.25-V.D.45. Viewpoint locations of existing conditions and of the proposed project can be found in Figures V.D.1 (p. V.D.9) and V.D.2 (p. V.D.22), respectively. These figures and text provide information on visual effects from a range of locations in or near Mission Bay.

Figure V.D.3, on p. V.D.23, is the existing panoramic view from Potrero Hill. As noted on p. V.D.8, Viewpoint 1, as seen in Figures V.D.3 and V.D.4, was selected in order to provide an unobstructed, panoramic view of the Project Area from Potrero Hill. The foreground of Figures V.D.3 and V.D.4 include residential uses; this viewpoint is in fact similar to views from existing residential areas on Potrero Hill. The figures include and identify prominent features visible from Potrero Hill and provide an overall view of the Project Area.

The SEIR notes changes in views from Potrero Hill, and loss of some private views of the Bay. Figures V.D.3 and V.D.4 provide an overall view of the Project Area, as intended. Page V.D.25 notes that:

Views of the Bay Bridge, Bay, and East Bay hills from streets and private residences on the lower portions of Potrero Hill would be partially or fully obstructed. These visual changes would not be significant because important scenic views from public areas would not be substantially degraded or obstructed. However, views of the Project Area and beyond from lower portions of the hill are more likely to be already obstructed by existing buildings.

The photomontages, together with accompanying text, accurately and completely characterize visual changes that the project would cause. An additional view from Potrero Hill, as requested in the comments, would of necessity be taken from a single, arbitrary location, and would not add any information about overall view changes from Potrero Hill beyond those already depicted and described in the SEIR.

Comments

I'd like to say viewpoints 12 and 13, you cannot look at those and find that they are not going to be significant visual impacts. Look at them yourselves, viewpoints 12 and 13. (*Mary Anne Miller, San Francisco Tomorrow*)

Volume II Impacts Visual Quality and Urban Design. Mitigation Measures address only potential archaeological resources and impacts on Firehouse #30. Since no significant visual impacts have been found for the enormous addition of new volume and bulky massing, no mitigation measures are suggested. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

One comment suggests that the visual impacts of the proposed project would be significant as represented in the figures in Section V.D, Visual Quality and Urban Design, as seen in Viewpoints 12 and 13.

Viewpoint 12, a northerly view of Third Street near 16th Street, and Viewpoint 13, a view from the north side of China Basin Channel near Sixth Street, are shown in Figures V.D.15 and V.D.16, respectively, and are discussed on p. V.D.13. Impacts at locations illustrated in Viewpoints 12 and 13 are discussed on pp. V.D.42-V.D.45. This discussion acknowledges that, while certain views would be altered and certain features now visible would be partially or wholly blocked by new development, those effects would not be considered significant. The visual simulations in Figures V.D.15(b) and V.D.16(b) illustrate general massing and height permitted under the proposed

Redevelopment Plan documents, but do not necessarily represent maximum or actual expected development at any particular location nor specific architecture or urban design.

The standards of significance, discussed on p. V.D.14, define significant impacts to the visual quality or character of a site as those changes which would substantially degrade or obstruct "important scenic views from public places." As stated on p. V.D.25 the "visual changes would not be significant because important scenic views from public areas would not be substantially degraded or obstructed." The change in views from Third Street (a road corridor shown in Figure V.D.15) and from the north side of China Basin Channel (now vacant land with the I-280 stub) would not be considered public areas in this context.

Because the SEIR does not identify significant adverse effects on visual quality, no mitigation measures are listed for this topic.

Comment

Urban Design

Volume I. p. II.8 "The project would have no significant visual impacts." This assertion is not supportable after examining the cross-sections and elevations which indicate a project which will have profound visual impacts from all the adjacent areas of the City. . . .

Various pages - The assessment of visual quality depends on computer simulations of the project as it would be seen from 13 viewpoints. It is impossible to look at the simulations from viewpoint #4, 5, 6, 7, 9, 11 and 12 and not conclude that the height and massing will have a significant visual impact. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

The comments express the belief that the height and massing of the proposed project would significantly impact visual quality.

As illustrated by Figures V.D.3 through V.D.16, changes in views would occur with the project.

The conclusion of the "Views" discussion on p. V.D.45 states "the project would alter certain views and certain features now visible would be partially or wholly blocked from various locations."

Although individual opinions may differ, the overall effects of these changes, while substantial due to the size of the project, are not considered to be significantly adverse, based on the analysis in the SEIR evaluating the changes against standards of significance.

Please see also the second response under "Views" on pp. XII.75-XII.76. This response discusses the standards of significance for visual quality with references to specific viewpoints in the SEIR.

Comment

The "Potential Views" in Figure V.D.11 should show the Harbor frontage as it will continue to exist. (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Response

The comment asserts that Figure V.D.11 should illustrate features at the Mission Creek Channel frontage which will continue to exist.

Figure V.D.11, p. V.D.37, shows existing and potential northeast views from the Channel Street area. As illustrated in Figures V.D.11(a) and V.D.11(b), the new alignment of Channel Street, farther south of the Channel and extending from Owens Street, would facilitate the development of residential use buildings, neighborhood-serving retail, and landscaped open space replacing Channel Street itself and the existing truck terminal warehouse and loading area. The figure illustrates that the views of the China Basin Building and the Lefty O'Doul Bridge would be retained. While not illustrated in Figure V.D.11(b), with the project, 50 parking spaces adjacent to the existing Channel Street, as seen on the same page in Figure V.D.11(a), would continue in the vicinity, adjacent to landscaping and residential development. The visual simulation is not intended to represent development at any particular location or to depict details; therefore, no change in Figure V.D.11(b) is necessary.

Comment

p. II.40 F. Areas of Controversy. Visual impacts of this enormous project are not mentioned as areas of controversy when they were mentioned as areas of concern at every CAC Design Committee meeting that I attended. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

The comment requests that visual impacts be added to the list of areas of controversy. Visual impacts were addressed on p. II.40 of the Draft SEIR as "... density of development; allowable building heights, especially as would be seen from Potrero Hill; ..." The second sentence of the first full paragraph on p. II.42 of the Final SEIR (p. II.40 of the Draft SEIR) has been revised as follows:

Known areas of controversy about Mission Bay include concerns about: traffic impacts south of Mariposa Street; density of development; visual effects from allowable building heights, especially as would be seen from Potrero Hill; potential water quality and fish and wildlife impacts from increased sewer overflows; sufficiency of proposed risk management plans in preventing potential fish and wildlife and human health impacts from contaminated soils and groundwater; potential impacts on wildlife habitat along China Basin Channel; sufficiency of proposed open space, particularly in Mission Bay North (a project planning issue rather than a CEQA environmental issue); availability of

long-term rental units versus conversion of rental units to for-sale condominiums (a social/economic issue rather than a CEQA environmental issue).

Building Heights and Bulk Near Open Spaces

Comment

Viewpoints 7 and 9 -- again this is in the visual quality section -- there is enormous height beside open space. And then the open space is shown as if there are no cars going through it. And there are cars going through at the edges of the commons. (*Mary Anne Miller, San Francisco Tomorrow*)

Response

The comment addresses building heights allowed near open space, as shown in Viewpoint 7 in Figure V.D.10, northerly views of China Basin Channel, and Viewpoint 9 in Figure V.D.12, east views of the Central Subarea, and the relationship of open space shown to roadway traffic.

As noted on p. V.D.21, the viewpoints were prepared to represent the conceptual massing, lot coverage, heights, and vertical setbacks associated with the proposed project. They depict representative height and massing within each height zone and include structures at maximum proposed height limits. These simulations are based upon proposed Redevelopment Plan documents. Allowable heights near the open space shown in Figure V.D.12 could reach maximum heights of 160 feet for certain buildings. Approximately 80% of the buildings to the north of The Common would be up to 65 feet while those on the south side would range from about 30 to 110 feet in height (p. V.D.39). Heights depicted in Figure V.D.10, looking north from the south bank of China Basin Channel, represent the allowable heights which range from up to 65 feet to up to 160 feet, contingent upon use and proximity to the Channel.

Figures V.D.10 and V.D.12 accurately describe the project for Viewpoints 7 and 9. There are no cars shown in Figure V.D.10 because there would not be accessible roadways at this location in the Project Area. Figure V.D.12 depicts two cars at the edges of The Common, north and south of the open space. The proposed roads adjacent to the open space seen in Figure V.D.12 would be east-west streets, as described on p. V.E.41 in Section V.E, Transportation. As noted on p. V.D.21, elements in the simulations such as vehicles, pedestrians, or landscaping are intended to illustrate the size and scale of buildings in the views. They are not intended to illustrate traffic conditions after development of the project.

Comments

Project is out of scale with surrounding neighborhoods. . . (Janet Carpinelli, President, Lower Potrero Hill Neighborhood Association)

In general, we feel that the density and scale of the project is too high, and that the computer-generated photos that were previously mentioned in the EIR show buildings that are totally out of any human scale, and we propose that the number of 90-foot buildings be limited and that no 90-foot buildings be allowed on the waterfront. (David Siegel, Lower Potrero Hill Neighborhood Association, and Mission Bay Citizens Advisory Committee)

Response

The comments express the opinion that the proposed project is out of scale with surrounding neighborhoods.

The comment is noted. Please refer to Section V.D, Visual Quality and Urban Design, which addresses the Mission Bay project's effects on visual quality. Pages V.D.1-V.D.46 discuss visual character, architectural resources, urban design, and views associated with the project. The comment appears to express an opinion on the project, and does not directly address the content or adequacy of the SEIR.

One comment requests that the number and location of 90-ft. buildings be limited. As shown in Table III.B.2 in Chapter III, Project Description, the number of 90-ft. buildings is limited to certain specific percentages of the developable land area. As shown in Figure III.B.5, 90-ft. buildings are proposed inland of Terry A. François Boulevard; none of the buildings are on the waterfront. Additionally, adjacent to South Street and between South and 16th Streets, buildings closest to Terry A. François Boulevard would be limited to 55 ft. in height.

Comments

The environmental visual analysis is absolutely wrong. It actually shows a maximum bulk that I estimate is between 30 to 50% bigger than the actual project will be. And especially taking into account an unprecedented 40% of the land area south of Mission Bay in the residential districts will be City affordable housing, and we affordable housing developers can only afford to go 50 feet high. I find it unusual to look at a plan that looks at a street after street after street as if they are going to be 80, 90, 120-foot buildings when four-tenths of that will only be 50-feet high affordable housing. (Tom Jones, Asian Neighborhood Association)

The DSEIR does not address the Maximum Development Standards in the context of height and bulk shown (III.22), and the pictures illustrating view simulations (V.D.21-V.D.45) give a misleading impression of the density of the project. The maximum development program that has been established for Mission Bay is a key component of the Design Standards (DS&G, p.23). The SEIR should outline and illustrate the impact of the maximum development program in the section on

Visual Quality and Urban Design Impacts. (*Jack Davis, Chair, Design Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

The comments state that the visual analysis presented in the SEIR either overestimates the maximum bulk of the project by 30 to 50%, or that the simulations misrepresent maximum development.

The SEIR accurately represents a conservative analysis of project height and massing. As described on p. V.D.21 under "Views," a three-dimensional model was prepared by Johnson Fain Partners, architects for Catellus, to represent the conceptual massing, lot coverage, heights, and vertical setbacks associated with this project, based upon maximum developable floor area by land uses as given in Table III.A.2 on p. III.3 and height and bulk limits shown in Figure III.B.5, on p. III.23, and described in Table III.B.2, on pp. III.24-III.25. Pages III.22-III.28 describe the height and bulk controls. Visual simulations from 13 selected viewpoints were developed based upon this three-dimensional model. As specific building locations, sizes, and designs are unknown at this time, representative height and massing within each height zone were modeled to include some structures at maximum proposed height and bulk limits to conservatively analyze the project as a whole.

As noted on Figures V.D.5 to V.D.16, "the visual simulation illustrates general height and massing permitted under the proposed Redevelopment Plan documents, but does not necessarily represent maximum development at any particular location [emphasis added] nor specific architecture or urban design."

The model includes structures in residential areas at or under 50 feet in height. For example, Viewpoint 13, shown in Figure V.D.16, p. V.D.44, and discussed on pp. V.D.42 and V.D.45, shows that the north side of China Basin Channel would have structures ranging from 40 to 65 feet in height, and these would be residential uses. Figure V.D.11 on p. V.D.37 also illustrates residential buildings in that height range. While individual affordable housing development could be 50 feet or less in height to limit costs associated with high-rise construction, the affordable housing in the project could also include dwelling units within market-rate developments that could be up to 160 feet tall.

Shadow and Wind

Comments

In addition, unless measures are included to eliminate or greatly curtail shadow on proposed public parks, then the utility of the already underdeveloped open space component of the proposed project will be even more limited. . .

In addition, a mitigation measure to protect proposed parks and open spaces from excessive shadow of surrounding development (following the standard set forth in Proposition K, the Shadow Ban Ordinance) should be included. (*Joel B. Robinson, Acting General Manager, San Francisco Recreation and Park Department*)

Section VI.D. (Mitigation Measures) D.7 (Pedestrian-Level Winds) and D.8 (Shadows) are inconsistent with DS&G pp.38-39. The Wind Analysis and Sunlight Access to Open Space standards from the DS&G should be noted in the SEIR. (*Jack Davis, Chair, Design Subcommittee, Mission Bay Citizens Advisory Committee*)

The simulations of the massing taken from viewpoints #7 and 9 forecast a formidable presence of shadow-casting building at the edge of open space. There are insufficient setbacks and seemingly no building articulations to moderate these bulky volumes at the edge of open spaces where children are shown happily playing. . .

page VI.6 WIND AND SHADOWS. The reader is asked to defer questions regarding pedestrian level winds and shadows until actual developments are proposed. Aren't these impacts the province of this EIR? A program EIR should not be able to dismiss these impacts when the worst-case wind and shadow impacts could be tested at this time and dealt with in this EIR. It is unconscionable to postpone evaluation of these impacts and then leave it to the discretion of the Redevelopment Agency to require mitigations later. Criteria for design of buildings and modulation of offending heights should be included in this document at this time. Other development projects at this generalized state of knowledge of their height and massing are asked to simulate the wind and shadow impacts. Why is this EIR an exception? (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

These comments express concern about shadows on proposed open spaces. A mitigation measure following the general approach set forth in Proposition K, the Shadow Ban Ordinance, is suggested to protect proposed parks and open spaces from excessive shadow from surrounding development. Comments urging inclusion in the SEIR of the Design Standards and Guidelines pertaining to Pedestrian-Level Winds and Sunlight Access to Open Spaces are noted.

Redevelopment Plan documents provide for about 47 acres of publicly accessible open space at full build-out of Mission Bay. This area would include 8 acres of publicly accessible open space within the UCSF site. Proposed parks and open spaces in the Project Area would be owned or leased by the San Francisco Redevelopment Agency and would not be owned by or under the jurisdiction of the San Francisco Recreation and Park Department. As such, proposed parks and open spaces in the Project Area would not be subject to Proposition K (Section 295 of the City Planning Code).

The SEIR does not dismiss nor defer consideration of potential shadow impacts. Potential shadow effects from the project were analyzed in the Initial Study, published September 19, 1997 and included as Appendix A in the SEIR. As described on pp. A.32-A.34, the maximum shading

potential of new project buildings was analyzed, and resulting shadows would not shade any open space areas under the jurisdiction of the San Francisco Recreation and Park Department. Thus, no significant shadow effects would occur under the Shadow Ban Ordinance and the topic was focused out of the SEIR.

The Mission Bay Design Standards and Guidelines encourage new development to ensure sunlight access to open spaces and limit the area and duration of shadow. Pages 38 and 39 of the Design Standards and Guidelines provide guidelines for review of shadow effects of proposed development and goals to “reasonably limit areas of shadow on open spaces during the active months of the year and most active times of the day” (p. 38). As noted in Mitigation Measure D.8 on p. VI.6 of the SEIR, the Redevelopment Plan documents would require analysis of potential shadows on existing and proposed open spaces during the building design and review process. Mitigation Measure D.8 is consistent with findings in the Initial Study (Appendix A, pp. A.32-A.34) and is intended to require information pertaining to potential shadow effects on open space. Pages 38-39 of the Design Standards and Guidelines discuss this same approach in requiring review of shadow effects on open space.

As noted in the Initial Study (Appendix A, pp. A.35 and A.36), the 1990 FEIR found that no significant wind effects would be expected from buildings below 100 feet in height. Mitigation Measure D.7 on p. VI.6 identifies the Redevelopment Agency’s requirement, as part of the project, for review and analysis to avoid hazardous winds for any building above 100 feet in height. Page 38 of the Design Standards and Guidelines discusses this same approach in requiring wind analyses to address wind hazards and proposes guidelines for wind-conscious design.

As discussed in the Initial Study (p. A.35), the extent and magnitude of wind effects of new buildings in Mission Bay would depend on the actual design, height, bulk, and placement of each specific structure in relationship to adjacent buildings, streets, and open space areas. Since none of these building characteristics are known at this time, meaningful wind studies cannot be conducted at the program level for this SEIR.

In order to clarify the proposed mitigation measure related to wind, and to take into account the most recent drafts of the *Mission Bay: Design for Development--South, Standards and Guidelines*, August 5, 1998, pp. 36-68, and *Mission Bay: Design for Development--North, Standards and Guidelines*, August 5, 1998, pp. 34-36, the following revisions to Mitigation Measure D.7, on p. VI.6, are made.

Pedestrian-Level Winds

- D.7** Require a qualified wind consultant to review specific designs for buildings 100 feet or more in height for potential wind effects. ~~The review would evaluate the need for windbreak features or further detailed wind tunnel studies of the proposed structures.~~ The Redevelopment Agency would require developers conduct wind review of high-rise structures above 100 ft. to conduct a microclimate analysis, including wind tunnel studies, Wind tunnel testing would also be required unless, upon review by a qualified wind consultant, and with concurrence by the Agency, it is determined that the exposure, massing, and orientation of buildings are such that impacts, based on a 26-mile-per-hour hazard for a single hour of the year criterion, will not occur. The purpose of the wind tunnel studies is to determine design-specific impacts on hazard criteria based on the above hazard criterion and to provide a basis for design modifications to mitigate these impacts. Projects within Mission Bay, including UCSF, would be required to meet this standard or to mitigate exceedances through building design.

Measure is identified as I.10 in Appendix A, Initial Study. Applies to Mission Bay North and Mission Bay South.

Pedestrian Bridge

Comment

[C]onceptual drawings of the new bridge on V.D.8 (b) and V.D.11 (b) show no pivot pier about which a "swing" bridge might operate. Although I note that the bridge design is conceptual, any "swing" bridge supported by a pivot pier would need to provide adequate horizontal clearance for houseboats and larger vessels currently moored upstream, and sufficient clearances for a 65 ft. high derrick barge to safely pass. (*W.R. Till, Chief, Bridge Section, U.S. Coast Guard*)

Response

This comment notes that the conceptual drawings of the new "swing" bridge, as they appear in Figures V.D.8(b) and V.D.11(b), fail to illustrate a pivot pier about which a "swing" bridge might operate. The comment states a concern for adequate bridge clearance for vessels or for a 65-foot derrick barge.

Figure V.D.8(b), a southwest view across China Basin Channel, and Figure V.D.11(b), a northeast view from the Channel Street area, include a schematic design for a proposed pedestrian bridge over China Basin Channel at the extension of Fifth Street. Page V.E.46 in Section V.E, Transportation, notes that the pedestrian bridge would be a "swing" bridge to accommodate maritime uses of the Channel, with construction subject to obtaining the required approvals. The actual design of the pedestrian bridge would provide adequate clearances, as required by the Coast Guard and other appropriate agencies.

As noted on p. V.D.21 of the SEIR, the simulations are not intended to represent specific uses or designs.

Architectural Resources

Comment

The Landmarks Board is the body charged with stewardship of the historic and architectural heritage of San Francisco, and we review EIR's with our charter in mind. Frankly, we were disappointed that historic resources did not warrant a separate section or even a separate heading in this DSEIR, and we were surprised that we had to search for any attention to our area of interest given the specific listing of this category in the CEQA regulations and in standard Initial Study forms. (*Daniel F. Reidy, President, Landmarks Preservation Advisory Board*)

Response

The comment expresses concern that historic architectural resources did not warrant a separate section or heading in the SEIR.

"Architectural Resources" is listed as a subheading on p. XIII.10 under "Visual Quality and Urban Design" in Chapter XIII, Report Outline. The Report Outline was placed in Volume III (Volume IV of the Final SEIR) to provide easy reference to subject headings and topics discussed within all volumes of the SEIR. Architectural resources are discussed on p. II.8 in Chapter II, Summary, and on pp. V.D.6 and V.D.20. Mitigation measures for architectural resources can be found on p. VI.3.

Architectural resources were discussed in the Initial Study (Appendix A, pp. A.70-A.72) under standard CEQA Checklist order. The main discussion of architectural resources is contained in the 1990 FEIR, Section VI.I, as noted in the Initial Study. New information about setting and impacts for architectural resources comprised only about one page of text and did not warrant a separate chapter in the SEIR. To facilitate finding the discussion in the SEIR, the Table of Contents for Chapters V and VI on pp. iii-iv has been modified as follows:

D. Visual Quality and Urban Design (including architectural resources)

Comment

We could not find any historic architectural survey of the buildings to be demolished. In the midst of the Land Use Impacts section, various buildings addressed on pages V.B.12 through 15 are listed for demolition, and only Fire Station No. 30 is mentioned on p. V.B.12 and in Section V.D. as an "Architectural Resource." If there has been a competent survey of all buildings in the project area slated for demolition evaluating them for historic value, that survey should be identified and made available as part of the record. Considering the 19th century commercial and railroad uses in this

area, it seems curious that there are no structures with potential merit as historic resources except for Fire Station No. 30. (*Daniel F. Reidy, President, Landmarks Preservation Advisory Board*)

Response

This comment addresses the demolition of buildings within the Project Area that may have historic value. It is noted that Fire Station No. 30 is the only building addressed as an Architectural Resource within the SEIR. Concern for potential sites and structures associated with the 19th century commercial and railroad uses in the area is also noted.

Page V.D.6 of Section V.D, Visual Quality and Urban Design, notes that Fire Station No. 30 is identified as potentially eligible for the National Register of Historic Places. The Lefty O'Doul Bridge and the Peter Maloney Bridge are also noted as important architectural resources. These findings are discussed and concluded in a report prepared by David Chavez Associates, "Cultural Resources Evaluation for the Mission Bay Project, San Francisco, California," December 1987. The report was prepared for the 1990 FEIR and is incorporated by reference into the Initial Study on p. A.70 of the SEIR. Fire Station No. 30 is identified on p. V.B.12 and in Table V.B.1, in Section V.B, Land Use, as an architectural resource which "could be either demolished or retained by the City." Architectural Resources are summarized on pp. V.D.6 and V.D.20 of the SEIR and are listed by subject within Chapter XIII, Report Outline on p. XIII.10.

The Initial Study, Appendix A, notes on p. A.71 that a 1997 review of historic resources by David Chavez Associates confirmed information in the 1990 FEIR and did not identify any new information that would alter the discussions or conclusions in the 1987 report. Significant historic architectural resources associated with 19th century commercial and railroad uses within the Mission Bay Project Area were not identified in either Chavez survey.

Comments

Ultimately we found references to Fire Station No. 30 on pages V.D.20-21 buried in the Visual Quality/Urban Design Impacts section and the acknowledgment that it is considered potentially eligible for the National Register and may be considered for demolition. The Project Description does not clarify whether or not this building will in fact be demolished or not.

We disagree with the DFEIR's conclusion on p. V.D.21 that this potentially significant impact (demolition of the building and presumably loss of a significant historic resource) would be mitigated by Measures D2.a and D2.b in the Mitigations section. Mitigation Measure D2.a is conditioned upon retaining an architectural historian to prepare an evaluation of the architectural integrity and historic importance of Fire Station No. 30 and, if determined eligible, to preserve, rehabilitate and reuse it. Considering that this project has been in the works for many years and if Fire Station No. 30 is in fact the only identified potential architectural resource, then this technical evaluation should have been performed as part of the Subsequent EIR.

Mitigation Measure D2.b. is inconsistent with Measure D2.a. in that D2.b. presumes that the Fire Station will be demolished and that its loss can be mitigated by a Historical American Building Survey and lodging copies of photographs, drawings and measurements of the structure with "appropriate federal, state and city agencies," and trying to salvage and conduct selective re-use of building materials. This measure does not provide adequate mitigation for the loss of a significant historic resource, and the DSEIR presents no economic or engineering analysis demonstrating that the demolition of the Fire Station is absolutely unavoidable to enable the Mission Bay project to go forward. (*Daniel F. Reidy, President, Landmarks Preservation Advisory Board*)

Response

The comment requests clarification of the Project Description regarding the potential demolition of Fire Station No. 30, and asserts that Mitigation Measures D.2a and D.2b are insufficient mitigation for the loss of a potentially significant historic resource. It is asked that technical evaluation for significant historic resource identification of Fire House 30 be included in the EIR. The comment asserts that Mitigation Measure D.2b is inconsistent with Measure D.2a.

As noted on p. V.D.15, Fire Station No. 30 is identified as an architectural resource that could be either demolished or retained by the City. Page V.D.20 states that no decision has been made by the City as to whether it would retain or demolish Fire Station No. 30. Demolition of Fire Station No. 30 has not been proposed as part of the Project Description, but a conservative analysis in the SEIR discusses potential demolition and related mitigation.

Mitigation Measure D.2a and D.2b, on p. VI.3, are intended as steps for a process resulting in the reduction of significant impacts on historic resources. Measure D.2a requires retention of an architectural historian to prepare an evaluation of the architectural and historical significance of Fire Station No. 30 prior to development on the site. If the building is determined to be eligible for the National Register, preservation, rehabilitation, and reuse of the building in a manner consistent with the Secretary of the Interior's guidelines for historic preservation would mitigate potential significant impacts if the structure were altered. Measure D.2b is designed to "reduce (though not eliminate) the significant impact prior to demolition of the structure." This second measure would require Historic American Building Survey documentation of the structure; distribution of the documentation to appropriate federal, state, and city agencies; and selective salvage and reuse of building materials. While Measure D.2a would mitigate a potentially significant impact on an historical resource, it is acknowledged that Measure D.2b would reduce, but not avoid, a potentially significant impact. Measure D.2b is intended to be considered only if Measure D.2a is not selected. Therefore, the two measures are indeed inconsistent, as noted by the comment.

Subsequent evaluation of Historic Resources was not included in the main text of the SEIR because discussion and conclusions were included in the Initial Study (Appendix A, pp. A.70 and A.71).

Comment

The project area is adjacent to or nearby some of the historic Piers in the Port of San Francisco from China Basin south to Pier 68. How the height and bulk of anticipated project buildings will impact the Pier structures should be more clearly expressed in this environmental document. (*Daniel F. Reidy, President, Landmarks Preservation Advisory Board*)

Response

The comment requests that examination of the impact of the Mission Bay development on historic piers in the Port of San Francisco from China Basin south to Pier 68 be included in the SEIR.

The height and bulk of anticipated projects within the Project Area adjacent to piers east of Terry A. François Boulevard are discussed on p. V.D.39 in Section V.D, Visual Quality and Urban Design, and on p. V.B.23 in Section V.B, Land Use. Piers near the Project Area include Pier 48, directly south of China Basin, and Pier 70, at 20th and Illinois Street. As can be seen in Figure V.D.2, on p. V.D.22, both piers are outside the boundaries of the Project Area. Pier 48 is located at the northern end of Terry A. François Boulevard approximately 1,000 feet from the northeastern boundary of the Mission Bay South Redevelopment Area at Third Street. Pier 70 is approximately 2,000 feet from the southeast corner of the Project Area at Mariposa Avenue and Terry A. François Boulevard. Both piers have been identified in historic resources surveys as potentially eligible for the National Register of Historic Places. Piers 52, 54, 64, and 68 are adjacent to the Project Area, to the east of Terry A. François Boulevard, and have been identified as ineligible for listing on historic registers.

As noted on pp. V.B.23 and V.D.19, approximately 7 acres along the west side of Terry A. François Boulevard would be developed as open space. Development adjacent to part of the park frontage would be limited to 55 feet in height. Building heights along the Bayside linear park, west of the frontage development, would be limited to 90 feet. As seen in Figure V.D.12(b), a potential view from Terry A. François Boulevard near Pier 54, views would be altered as new commercial and industrial buildings would replace one-story warehouses and vacant land. Limited northwest views of downtown structures would be seen from Terry A. François Boulevard. The effects of these changes on visual quality and urban design would not be considered significant. Because of the relatively distant locations of Pier 48 and Pier 70, changes of views due to Mission Bay development would not be expected to change the urban design context of those piers.

Comment

There does not seem to be a preservation component within the range of alternatives considered as part of the DSEIR or an interest in including historic preservation concerns within the identified environmentally superior alternative. (*Daniel F. Reidy, President, Landmarks Preservation Advisory Board*)

Response

The comment asserts that an historic preservation component should be included within the environmentally superior alternative identified in the SEIR.

As noted on pp. V.D.6 and V.D.7, the "Cultural Resources Evaluation for the Mission Bay Project, San Francisco, California," a report prepared by David Chavez Associates in 1987, and a subsequent 1997 analysis of historic resources by the same firm identified Fire Station No. 30, the Lefty O'Doul Bridge, and the Peter Maloney Bridge as important architectural resources. These three sites are adequately discussed within the SEIR. Mitigation measures for potentially significant impacts upon Fire Station No. 30, identified by these surveys as potentially eligible for the National Register, are included on p. A.70. Mitigation measures that would avoid a significant adverse effect, including Measure D.2a, have been identified in the SEIR. The SEIR adequately identifies measures to avoid a potentially significant effect on architectural resources. Because of the discussion in the SEIR, and in the absence of any unavoidable significant impacts on architectural resources, it is not necessary to include a preservation component as part of the identified environmentally superior alternative in the SEIR. A preservation alternative is more commonly analyzed for a development project-level EIR, in which a project would unavoidably impact an historic resource by demolishing or adversely altering it as a part of the project. For a program EIR such as Mission Bay, alternatives are formulated to represent major conceptual differences in the entire program. In the case of Mission Bay, Mitigation Measure D.2a would avoid the impact on Fire Station 30 and could be accomplished under any of the alternatives studied in the SEIR. Therefore, a preservation alternative would not comprise a major conceptual difference in the project's program and is not necessary to include as a separate SEIR analysis.

TRANSPORTATION

Traffic

Comment

Thank you for including the California State Department of Transportation (Caltrans) in the review process for the above-referenced project. We have completed our review and find the document adequate in addressing the impacts and mitigation. (*Harry Y. Yahata, District Director, Department of Transportation*)

Response

Comment noted.

Intersections

Comments

Table V.E.10: Intersection Levels of Service: The assumptions for level of service ("D") at the Sixteenth Street/Seventh Street intersection seem optimistic and do not appear to account for increasing levels of traffic-blocking rail operation across the Sixteenth Street grade crossing. (*Richard Mlynarik*)

[T]he infrastructure within and surrounding the project cannot withstand the traffic projected from the project. (*Janet Carpinelli, President, Lower Potrero Hill Neighborhood Association*)

Response

Comments question the validity of the level of service calculated for the intersection of Seventh and 16th Streets, particularly if commuter rail service is expanded, and suggest that the infrastructure cannot withstand the projected traffic estimates.

Pages V.E.17 and V.E.74 note that the evaluation of the operation of the intersections of Seventh and 16th Streets, Seventh Street and The Common, and Seventh and Berry Streets considered the impact of Caltrain at-grade rail crossings. The influence of train operations was determined for existing conditions, as well as under future conditions when trains would be more frequent and therefore cause a greater impedance of vehicular traffic flow into and out of the Project Area. By using the number of trains that would be passing through these crossings during the p.m. peak hour (determined by Caltrain) and the approximate amount of time during which the crossing gates would be down, the assumptions about intersection signal timings were modified to reflect the reduced capacity of traffic movement across the tracks into and out of the Project Area.

Figure V.E.2 on p. V.E.3 identifies the study area intersections. These include both intersections within and surrounding the Project Area. On p. V.E.37, the SEIR explains the intersection level of service (LOS) criteria for determining whether the additional traffic generated and attracted by the project would represent a significant impact on the environment. If the additional traffic generated by a particular project 1) causes an intersection to deteriorate from an acceptable LOS (LOS A, B, C, or D) to an unacceptable level of service (LOS E or F), 2) interferes with existing transportation systems causing substantial alteration to circulation patterns or causing major traffic hazards, or 3) contributes substantially to cumulative traffic increases at intersections that would result in deterioration of traffic conditions to unacceptable levels, then the impact would warrant mitigation. The traffic analysis in the SEIR shows that, as suggested by one comment, the operation of many of the intersections studied would significantly deteriorate under existing plus project conditions, and additional intersections would significantly deteriorate under future cumulative conditions with the project. Mitigation measures are available that, if adopted would enable all of the study area intersections with the exception of the I-80 freeway on- and off-ramps to operate at LOS D or better under both existing and future conditions. The proposed mitigation measures for the intersection of Third and King Streets may be difficult to implement; if they were not required as part of project approval, then the project would result in significant unmitigated traffic impacts at this location. As explained in Section VI.E, Mitigation Measures: Transportation, some intersection measures are included in the proposed project and others would need to be considered by decision makers. Measures that might improve LOS or freeway ramps from existing LOS F conditions would involve increasing ramp capacity. As indicated on p. VI.26, the City and County of San Francisco has a general policy not to increase capacities of freeway ramps.

Lower Potrero Area

Comments

Regarding the Fourth and Mariposa Street intersection, we are concerned that the projected high volumes of traffic along Fourth Street will negatively impact the residents who live on Minnesota Street which Fourth Street will empty into. And this is one of the mitigation issues that needs to be seriously addressed. (*David Siegel, Lower Potrero Hill Neighborhood Association and Mission Bay Citizens Advisory Committee*)

The Subcommittee acknowledges the DEIR's presentation of the concerns, addressed in the earlier Mission Bay environmental analysis, regarding the possible intrusion of traffic onto Minnesota Street and into the Potrero Hill neighborhood when Fourth is extended to Minnesota (pages V.E.77-78). . .

However, the Committee wishes to reinforce the importance of properly addressing this matter at such time that Fourth Street is extended, through: one, proper monitoring and reporting of traffic volume changes on Minnesota; two, installation of proper signing to discourage traffic from moving onto

Minnesota, both upon the completion of Fourth Street and subsequently, as necessary; and three, the implementation of the one-way modification to Minnesota if traffic conditions warrant. With respect to these matters, what agency will be responsible for the funding and/or accomplishment of this monitoring activity? What is the mechanism for reporting on the monitoring and initiating any necessary actions? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

Comments express concern that the vehicles projected to use Fourth Street in Mission Bay South will also travel on Minnesota Street, and consequently negatively impact the residents living on Minnesota Street. Comments also suggest monitoring the traffic volumes on Minnesota Street, providing signing that discourages traffic on Fourth Street from using Minnesota Street, and possibly making Minnesota Street a one-way street; and inquire of the funding source and mechanism for such measures.

As indicated on pp. V.E.77-V.E.78, the main traffic impact analysis assumes no project traffic would use Minnesota Street. However, the SEIR also addresses the potential impact of traffic traveling from Fourth Street to Minnesota Street, with a worst-case scenario assuming that up to 650 vehicles per hour would travel on Minnesota Street from Fourth Street if vehicular traffic were allowed to travel south through the intersection. This level of traffic would cause the intersection of Mariposa Street with Fourth and Minnesota Streets to operate at an acceptable level of service C, which does not represent a significant environmental impact. Accordingly, mitigation measures would not be required.

However, decision-makers could consider the approaches suggested by the comments. Appropriate signs could be posted and striping could be added to southbound lanes of Fourth Street to discourage vehicles from traveling through the intersection to Minnesota Street. Other traffic calming measures are discussed on p. V.E.78. The primary agencies responsible for implementation and monitoring of such measures within the Project Area would be the Department of Parking and Traffic and the Redevelopment Agency. The SEIR does not identify possible funding sources for these measures, because they are not needed to mitigate significant impacts, and economic issues are not necessary topics in EIRs, pursuant to CEQA Section 21151(b) and State CEQA Guidelines Section 15360.

In addition to the discussion of traffic calming measures in the main text of the SEIR, Appendix D, Transportation, on p. D.21, describes the various alignment alternatives that were considered for Fourth Street in Mission Bay South, provides an assessment of the issues and impacts associated with each of these alternatives, and discusses the reasons for locating the intersection of Fourth Street with Mariposa Street at the existing intersection of Minnesota and Mariposa Streets.

At-Grade Rail Crossing at Seventh and The Common

Comments

Page V.E.41, Figure V.E.8: Grade separation of the Sixteenth Street crossing of the Caltrain right-of-way. . . Rail/street grade separation should be studied and pursued as an essential component of traffic and transit impact mitigation. . .

. . . To ensure street traffic flow, rail traffic flow, rail safety, and transit operational flexibility, this crossing should be grade-separated as part of the project. (*Richard Mlynarik*)

The new "Common" Street crossing to Seventh Street will also be subject to intense scrutiny by CPUC staff, due to anticipated difficulty clearing the crossing as trains approach. Questions raised in response to the DSEIR include:

1. Has a grade separated alternative been evaluated?
2. If so, was the design considered acceptable?
3. If not, why not?

. . . Has consideration been given to making Seventh Street one-way from 16th Street to Townsend?

Has consideration been given to locating the proposed at-grade crossing at any of the existing Seventh Street intersections, such as Hooper, Irwin, or Hubbel?

These last two questions arise from the traffic patterns predicted in the DSEIR, including the low levels of service at Seventh Street intersections (E/F without mitigation, D with mitigation) in combination with several other factors, such as the pm peak traffic volume exiting the project area via "Common" Street simultaneously with numerous commuter trains, the proximity of the tracks to Seventh Street, the likelihood that Seventh Street will be, at times, experiencing "gridlock" conditions (No room for vehicles from the crossing to enter the Seventh Street traffic stream), and the impossibility of effective railroad preemption of the intersection under such conditions. A one-way Seventh Street would give much greater storage, reducing the risk of gridlock. An intersection which crossed Seventh Street would give an alternate route, reducing traffic demand on northbound Seventh Street, and allow an "escape route" whenever the right turn to Seventh is blocked by queued vehicles. Either alternative should enable preemption to be effective. (*Roy Evans, Transportation Engineer, Rail Safety and Carriers Division, Rail Engineering Safety Branch, Traffic Engineering Section, California Public Utilities Commission*)

Caltrain is specifically concerned about vehicular traffic becoming trapped over the proposed Common Street (Mall Street) grade crossing due to level of service F traffic conditions projected in the project area. The traffic intersections and traffic signalization in the vicinity of the proposed Common Street (Mall Street) grade crossing must be designed to preclude this possibility.

As part of Caltrain's Rapid Rail Study, Caltrain is evaluating grade separation projects. One candidate project is at 16th Street where Muni prepared a grade separation plan in the early 1990s. In order to improve safety and traffic flow in the area, especially when Caltrain increases service, the DEIR should include an evaluation of the benefits and impacts of grade separating the 16th Street

crossing. In order to improve safety, traffic capacity and emergency access, the Mission Bay project should be designed so as not to preclude a grade separation project at 16th Street in the future.

The intersection geometry presented in the DEIR for Common Street (Mall Street) is different from the geometry presented in the designs for the proposed Common Street (Mall Street) grade crossing, as discussed by the PCJPB, Catellus, and the City. If these changes to the design are implemented as discussed, please include within the traffic study an analysis of how the intersection will function from a traffic flow perspective. (*Darrell J. Maxey, P.E., Chief Engineer, Caltrain*)

Response

Comments inquire about design considerations of the rail crossing at Seventh Street and The Common, including consideration of a grade-separated structure and its feasibility, safety considerations for vehicles crossing the tracks, possible consideration of making Seventh Street a one-way street between 16th and Townsend Streets, or consideration of making the at-grade crossing at a nearby existing intersection with Seventh Street. Comments also suggest that the SEIR evaluate the benefits and impacts of a grade-separated Caltrain rail crossing at 16th Street, and that the Mission Bay project be designed so as to not preclude a grade separation project at 16th Street in the future.

The comments raise the issue of separating the grade of Caltrain railroad crossings from the grades of cross streets along Seventh Street. As part of the development and definition of the Mission Bay project, numerous alternatives were considered and evaluated to handle Mission Bay traffic that would be traveling to and from the northwest part of San Francisco across the Caltrain railroad crossings.^{1/} These studies considered numerous alternative locations for grade separated crossings between 16th and Townsend Streets. Construction of a grade separated structure, either an over- or an underpass, would involve a structure that could clear both the Caltrain tracks and Seventh Street. In the case of an overpass structure, it would also have to be approximately 15 feet below the I-280 elevated freeway structure. The length of the approaches to either the over- or the underpass would have to be at least 300 feet in order to provide the appropriate grades for trucks and cars to operate safely.

The studies concluded that the construction of an overpass or underpass would be infeasible because:

1) lack of direct access to Seventh Street would not meet the needs of the traffic demand from the Mission Bay project and would instead cause traffic to intrude into adjacent neighborhoods; 2) clearance requirements between the I-280 freeway and the Caltrain tracks would make overpasses over the tracks difficult or impossible; 3) facilities that would use existing rights-of-way would have substandard grades^{2/} for automobiles, trucks and bicyclists; 4) sight distance requirements would make over- and underpasses difficult to design in these locations; 5) limitations to property access on the west side of Seventh Street, combined with additional right-of-way requirements outside the Mission Bay Project Area that would be needed for a safe over- or underpass, would require the use

of private property and possible displacement of existing businesses; and 6) the construction cost differential between a grade separation (\$25 to \$30 million) and an at-grade crossing (about \$1 million) is so substantial.^{/3/} The construction of underpasses would have additional disadvantages such as: 1) requiring underpinning of the recently widened footings of the I-280 structure, 2) requiring major utility relocation, 3) requiring difficult construction under an operating railroad. In the case of an overpass, the potential negative visual impacts could represent an additional disadvantage. In summary, a crossing over or under the Caltrain tracks would not be constrained by the Mission Bay development, but rather by the location of the existing transportation structures (railroad tracks and I-280 freeway viaduct) and potential right-of-way acquisition requirements west of Seventh Street, outside of the Mission Bay Project Area.

Although creating grade-separated rail crossings is not proposed as part of the project owing to the number of technical difficulties and disadvantages, nothing in the Mission Bay project would preclude construction of a grade-separated crossing at 16th Street if the Peninsula Corridor JPB were to choose to do so.^{/4/}

The conversion of Seventh Street from the current two-way operation to one-way northbound is unlikely to be effective from a traffic circulation and accessibility perspective. In the vicinity of Mission Bay North, Seventh Street represents the western edge of the South-of-Market street grid system. It marks the point where the 45-degree skewed grid meets the true north-south/east-west street grid, which is most prevalent throughout the City. There are no continuous streets immediately to the west of Seventh Street which could be used to create a one-way couplet if Seventh Street were to be converted to a one-way street, as Eighth Street ends at Townsend Street and Sixth Street ends at the Caltrain tracks. Therefore, converting Seventh Street to a one-way operation would diminish traffic circulation and access in the Project Area and in the adjacent commercial industrial areas in the South of Market, Potrero Hill, and Showplace Square neighborhoods.

Although the level of service at the intersections of Seventh Street with Townsend Street, with Berry Street, and with The Common are estimated to operate at LOS E or F under year 2015 cumulative conditions, Mitigation Measures E.30, E.31, and E.32, on p. VI.19, would improve traffic conditions to an acceptable level of service (LOS C or D). If adopted, these measures would reduce the likelihood of gridlock on Seventh Street and, therefore, make railroad preemption (the coordination of the traffic signal phases with the crossing of a train) effective. Thus, there would be no need for additional capacity, such as one-way conversion. These measures would be considered for adoption or rejection as part of deliberations on whether to approve the project.

The comment is correct when indicating that aligning The Common opposite Hooper, Irwin or Hubbell Streets would be more effective from a traffic circulation and railroad preemption perspective. For this reason, several potential alignments for The Common as it approaches Seventh Street were considered and evaluated as part of the development and definition of the Mission Bay project. These alignments were opposite an existing street to the west of Seventh Street. However, all were rejected because of the constraints imposed by the recently widened columns supporting the I-280 freeway structure. Due to their considerable width, the columns present constraints both in terms of the physical width and location of the new roadway, and a safe stopping sight distance./5/

Traffic signals at intersections that cross the tracks would be interconnected with one another, and with the railroad crossing gates, so that when a train activates the crossing gates the traffic signal would briefly turn green for east- and westbound traffic traveling across the tracks to clear the crossing, and then would turn red. The most complex of these intersections would be in Variant 3A, that includes an extension of Berry Street leading to Common Street. Variant 3A is described and analyzed, and was added to the Final SEIR (as Section VII.D) under "Request for a Modified No Berry Street At-Grade Rail Crossing," under Variants, pp. XII.467-XII.481, later in this Summary of Comments and Responses. Under Variant 3A, Berry Street would turn south adjacent to the west end of the China Basin Channel, intersecting with Common Street next to the at-grade rail crossing to Seventh Street. Under Variant 3A, the intersection of Seventh Street and Common Street and the intersection of the extension of Berry Street with Common Street would operate as a single intersection. The signal at the intersection of Berry Street extension and The Common would initiate an all-red phase a few seconds before the westbound approach to the intersection of Seventh Street and The Common receives a red phase, which would occur a few seconds before the closing of the railroad crossing automatic gates are activated. Similarly, the northbound right-turn and southbound left-turn movements would receive a red phase a few seconds before the closing of the automatic gates of the crossing are actuated. At the same time, the signal on the far side of the westbound approach to the railroad crossing would be green for a few seconds prior to the closing of the automatic gates. Such coordination along with standard advance warning signs and flashing light signals would minimize the possibility of queuing on the Caltrain tracks.

Reduction of the Number of Railroad Crossings

Comments

The Mission Bay North residential neighborhood needs to be provided with access to the west, and without the extension of Berry Street across the tracks, this access would be jeopardized. The Subcommittee understands that it may be possible to extend and turn Berry Street to the south at the

west end of the Channel, in order to intersect with the street linking Hooper with the traffic circle, and to create a single, consolidated at-grade crossing of the rail trackage.

The Subcommittee strongly supports this proposal if an at-grade crossing at either King or Berry Street cannot be approved, and encourages the City and Catellus to take those steps which will allow the Plan to be modified, accordingly. (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

The plan shows Berry Street crossing the Caltrain tracks at grade. Currently, the Berry Street grade crossing of the Caltrain tracks is closed temporarily. Catellus has indicated its consent to permanently closure of the Berry Street and King Street grade crossings of the Caltrain tracks in return for receiving the Common Street (previously referred to as Mall Street) grade crossing of the Caltrain tracks in its letter of January 29, 1998 to Darrell J. Maxey, Chief Engineer, Peninsula Corridor Joint Powers Board - copy attached. The No Berry Street At-Grade Rail Crossing Variant should be the basic project design. If this crossing is included then an analysis should be made of the grade crossing accident hazards involved and the impacts it will have on traffic safety. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

This variant [Variant 3 No Berry Street At-Grade Rail Crossing Variant] should not be considered. The variant significantly degrades the operation of the street system adjacent to Pacific Bell Park. Delays at the Third/King Street intersections would increase by approximately 25% as compared to the option with Berry Street connecting from Fifth to Seventh Streets. (*John F. Yee, Senior Vice President and Chief Financial Officer, San Francisco Giants*)

The DEIR indicates that three grade crossings would be in place over the Caltrain tracks (Berry Street, the new Common Street (Mall Street) and 16th Street). The JPB is embarking on a program to reduce the number of grade crossings over the entire length of the railroad. The tentative agreement between the JPB, Catellus, and the City/County of San Francisco is to permanently close King Street and Berry Street grade crossings, and open the proposed Common Street (Mall Street) grade crossing. Finally, the opening of the Common Street (Mall Street) grade crossing will be subject to the California Public Utilities Commission approval. (*Darrell J. Maxey, P.E., Chief Engineer, Caltrain*)

Response

Comments address the Peninsula Corridor Joint Powers Board's (JPB's) desire to reduce the number of at-grade rail crossings; note the tentative agreement between Catellus, JPB, and the City of San Francisco to permanently close the Berry Street and King Street crossings, and open the crossing at The Common; and express safety concerns associated with the new crossing. Comments also note that Variant 3 (No Berry Street At-grade Rail Crossing Variant) would degrade the operation of the street system near the ballpark, and suggest that the variant not be considered. Comments suggest that both King and Berry Street rail crossings remain closed in exchange for the provision of a crossing at The Common. Other comments support the proposal to extend Berry Street around the end of China Basin Channel to intersect with The Common, if a crossing at King or Berry Street cannot be approved.

The comments are correct when indicating that opening the Common Street at-grade railroad crossing would require the approval of the California Public Utilities Commission. This fact was noted on p. III.50 in "Approvals Required," in Chapter III, Project Description, and in Appendix D, Transportation, on p. D.19 in the description of characteristics of the Seventh Street connector. Two variants to the project (Variants 3 and 3A) have been analyzed in the SEIR covering the situation where no railroad crossings are created in Mission Bay North, in case approval for a new crossing is not granted. Under both variants, there would have to be a reduction in overall development permitted in Mission Bay North because of the constrained accessibility to and from the west. Both variants assume that a rail crossing is approved in the northern portion of Mission Bay South.

There is no reason to believe that the rail crossings proposed in the project or in the Variants or Alternatives to the project would have more traffic hazards than other typical grade crossings along the Caltrain route. Any at-grade rail crossing inherently has some hazard for vehicles; design requirements such as automated gates, flashing lights, and bells are intended to minimize these hazards. These types of features are included in the proposed project (see, e.g. Measure E.18b on p.VI.11).

Several comments support Variant 3, the No Berry Street At-grade Crossing Variant; others do not. On p. VII.21, the SEIR discusses the reduced level of development within Mission Bay North under Variant 3 that would generate fewer vehicle trips and make it possible for the intersections of Third and King Streets, Fourth and King Streets, and Third and Townsend Streets to be mitigated to LOS D or better with the same mitigation measures proposed for the project. Reduced accessibility under Variant 3 would require all vehicles traveling to and from the westernmost portion of Mission Bay North to travel through at least one of these intersections. Therefore, when these intersections become congested, many vehicles traveling to and from Mission Bay North would not be able to choose alternative routes, increasing the average delays at those intersections compared to delays with project conditions. A similar but less intense situation would occur under Variant 3A (see Section VII.D in the SEIR or "Request for a Modified No-Berry Street At-Grade Rail Crossing," under Variants on pp. XII.467-XII.481 for a description of this variant) because access to the west would be slightly less constrained as vehicles could use the Berry Street extension to The Common and Seventh Street. Access to Mission Bay North from the west in Variant 3A would continue to be indirect. The same mitigation measures proposed for the intersections of Fifth, Fourth, and Third Streets with King Street, and Third and Townsend Streets for Variant 3 would also mitigate the operation of the intersections to acceptable levels of service under Variant 3A.

Freeways

Comment

The traffic impacts of Mission Bay upon the two Mariposa intersections, i.e., between Pennsylvania and Indiana Streets, are examined in the DEIR (e.g., Figures VI.1 and VI.2, pages VI.24-25), but the traffic impacts of the I-280 on and off ramps at their intersections with 18th Street are not examined.

The ramps at 18th Street only serve traffic which is using I-280 north of 18th, and this represents an out-of-direction movement for much of Mission Bay traffic. However, this out-of-direction movement may provide a travel route which offers efficiencies to Mission Bay trips with origins or destinations in Eastbay or in the northeast quadrant of San Francisco. This would most likely be the case with trips originating or ending in the mid to south areas of South Mission Bay, and would also likely be the case during traffic conditions on Third Street when the new Giants ballpark is in use. For these trips and conditions, utilizing 18th and I-280 north might present a route with a shorter travel time than surface street options. This observation raises several questions:

- a. Does the DEIR traffic analysis conclude that this may be the case? That is, for trips between the southern areas of Mission Bay, and Eastbay and northeast San Francisco, would the use of 18th Street and I-280 provide a more efficient travel route than surface streets leading north from Mission Bay?
- b. If this is found to be the case, what are the specific impacts upon the intersections between 18th Street and I-280, including the intersection of Third and 18th Streets?
- c. If this was not previously analyzed, does an assumption of increased use of the I-280 ramps at 18th Street alter the traffic impacts described on Mariposa?
- d. If increased use of the I-280 ramps on 18th Street is probable, what are the implications for impacts to the block of Minnesota Street between Mariposa and 18th Streets? What mitigation measures should be considered for any identified impacts?
- e. Does the traffic analysis suggest that the increased use of the I-280 ramps on 18th Street is a traffic pattern which should be encouraged, in general or at certain times, in order to assist in mitigating traffic conditions on north-south arterials north of Mission Bay? If the answer to this is yes, what measures should be employed to encourage this traffic pattern and mitigate any associated impacts? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

The comment inquires as to the reason that the I-280 northbound on-ramp and southbound off-ramp at their intersections with 18th Street were not evaluated in the SEIR, and requests an identification of the implications associated with assigning a portion of project traffic using these ramps.

The I-280 northbound on-ramp and southbound off-ramp at 18th Street are only about one mile from the north terminus of the freeway, and are not heavily used. When used they most likely serve trips

between the northeast quadrant of San Francisco and areas south of Mission Bay South. The traffic impact analysis determined that during the p.m. peak hour, the on- and off-ramps both at King and Fifth Streets and at Brannan and Sixth Streets would be congested to a degree that utilizing surface streets, most notably Third and Fourth Streets, would have a shorter travel time than using I-280. For instance, if drivers use I-280 northbound from 18th Street, they might use the congested off-ramp at King Street but would still have to travel through the intersections of Third and King Streets and Fourth and King Streets that would also be part of surface street routes between the two areas. It is not likely that these drivers would have saved travel time by using the freeway for one mile, and they would be less likely to use this segment of the freeway in the future.

For all except the southernmost parts of Mission Bay South that are west of Fourth Street, using the 18th Street ramps to travel northward would require drivers to travel three to four blocks out of direction. Therefore the northbound 18th Street ramp was considered to be too indirect to be used by Mission Bay-bound traffic. For this reason, relatively few vehicles would be expected to travel southbound on Minnesota Street to 18th Street to the freeways; any such travel on Minnesota Street between Mariposa and 18th Street would have minimal impact on the commercial/industrial uses in this block.

If traffic were to use these ramps to travel between Mission Bay South and Brannan Street in the South of Market area, then the traffic conditions along Third Street and Fourth Street would most likely improve slightly, and the north-south streets would most likely experience slightly larger traffic volumes on the blocks between Mariposa and 18th Streets. In response to requests, the SEIR presents on p. V.E.77 the potential traffic impacts that would occur if some Mission Bay traffic were to travel on Minnesota Street to and from the area during the p.m. peak hour. However, because Mission Bay traffic is assumed not to use such a route during the peak commute hours due to lack of travel time savings, the increased traffic volumes on these streets would likely occur during off-peak periods, and the associated impact of any additional project traffic on these intersections would be minimal. Although such volumes of traffic would not create a significant impact for any of these intersections, measures discussed on p. V.E.78 could potentially discourage traffic from traveling south through the intersection.

Circulation

Mariposa Street

Comments

In general, the traffic flow on Mariposa Street from the 280 freeway down to Third Street needs to be looked at in-depth. (*David Siegel, Lower Potrero Hill Neighborhood Association and Mission Bay Citizens Advisory Committee*)

Page V.E.40-3: Changes to Circulation Pattern in Mission Bay: The planned improvements for the other key streets are described herein, but the changes to Mariposa Street are not. Please include a description for the improvements to Mariposa Street.

Pages D.9-15: Please include a section showing the planned improvements to Mariposa Street within the Project Area. (*R. Clark Morrison, Morrison & Foerster L.L.P., representing 1900 Third Street L.L.C.*)

Response

Comments request a description of planned improvements for Mariposa Street be added to the discussion in the section entitled “Impacts, Year 2015 Transportation System Assumptions, Traffic Circulation,” and request an in-depth review of the traffic conditions on Mariposa Street between the I-280 ramps and Third Street.

Although the proposed improvements to Mariposa Street are described in Appendix D on pp. D.19-D.20, the comment is correct in stating that there is no summarized discussion of these changes in Section V.E, Transportation: Impacts. Therefore, the third paragraph on p. V.E.41 has been revised to read as follows:

In Mission Bay South, Third Street, 16th Street, Mariposa Street, and Owens Street would remain in substantially the same alignment as today. Exclusive left-turn lanes would be provided at intersections on 16th Street within the existing right-of-way. Mariposa Street would be widened on the north side within the Project Area to provide two lanes in each direction with left-turn lanes at major intersections, and the existing on-street parking would be eliminated. Owens Street would be extended to a circle roundabout and then east along the southern Channel edge to Third Street, replacing Channel Street.

The traffic conditions on Mariposa Street, between the I-280 ramps and Third Street, which is approximately 1,500 feet in length, have been analyzed in detail in the SEIR at four locations. These

are at the I-280 on-ramp, at the I-280 off-ramp/Owens Street, at Fourth Street/Minnesota Street, and at Third Street, as discussed on pp. V.E.67-V.E.78 and shown in Figures V.E.12 and V.E.13. The analysis accurately describes expected operations, and no new information has been received since that would substantively change the conclusions presented in the Draft SEIR.

Terry A. Francois Boulevard

Comment

Illinois Street which currently runs north/south parallel between Third St. and Terry A. Francois should NOT BE DELETED FROM THE STREET GRID AND SHOULD BE EXTENDED FROM CHANNEL ST. TO CESAR CHAVEZ as a truck and baseball traffic route so that Terry A. Francois can be enjoyed by all as a low impact traffic bayside street. (*Janet Carpinelli, President, Lower Potrero Hill Neighborhood Association*)

Response

The comment requests that Illinois Street be extended from China Basin to César Chavez Street to reduce truck and ballpark traffic on Terry A. Francois Boulevard.

As currently proposed, Illinois Street would be maintained in its current length, that is south from 16th Street. The existing dead-end section of Illinois Street north of 16th Street that presently allows access to the existing industrial facilities fronting the street and provides freight railroad right-of-way would be eliminated over time as those industrial uses were replaced with new development as part of project implementation. As discussed in Appendix D, Transportation, on p. D.6, Third Street is designated as a major arterial and a transit important street in the Transportation Element of the *General Plan*. Providing Illinois Street as a thoroughfare within such close proximity of Third Street would not allow for effective distribution of traffic in the East Subarea. Adjacent blocks of equal length would allow for optimal signal coordination for both eastbound and westbound directional traffic flows on 16th, South and Common Streets, and would therefore more effectively manage queues and distribute traffic to and from Third Street, a major arterial roadway.

If Illinois Street were extended between China Basin and 16th Street, the parcels between Illinois Street and Third Street would become very narrow, and it would be more difficult to develop them efficiently. Furthermore, Illinois Street, with one travel lane each way, would not provide the traffic capacity and lane flexibility that would be provided by Terry A. Francois Boulevard with two lanes in each direction. As planned by the Ballpark Transportation Coordinating Committee, Terry A. Francois Boulevard would be three lanes in the northbound direction and one lane in the southbound direction prior to a ballpark event, and then converted to three southbound lanes and one northbound lane after a ballpark event; thus, this future flexibility and carrying capacity would be compromised if

Terry A. Francois Boulevard were narrowed in order to accommodate an extension of Illinois Street. It should also be noted that the block of Illinois Street between 25th and César Chavez Streets is not accessible to vehicles, only to railroad freight trains. All traffic traveling south on Illinois Street is forced to turn left and enter Third Street at 25th Street to continue traveling south across the Third and César Chavez intersection. Thus, Illinois Street would not provide the desired connectivity proposed by the comment.

Ballpark Circulation

Comments

Page V.E.56: Pacific Bell Park: An analysis which claims that weekday afternoon games which end at 3:30 p.m. “would not coincide with the afternoon commute period” does so only by a narrow and outmoded definition of “commute period.” Though the ballpark project itself is out of the scope of the Mission Bay DSEIR, its overwhelming traffic and transit impacts to the transportation network under evaluation cannot be discounted. (*Richard Mlynarik*)

The SEIR anticipates that Berry Street between Third and Fourth Streets would be a two-lane street with parking on the south side, a 14.5 feet sidewalk on the south side and a 9.5 feet wide sidewalk on the north side. The Pacific Bell Park Transportation Management Plan anticipates that Berry Street between Third and Fourth Streets will be used as a pick-up/drop-off area for taxis and limousines. The block will also be used by pedestrians walking between the ballpark and the Caltrain Depot. The proposed 9.5 feet wide sidewalk may not have adequate capacity to handle the anticipated pedestrians flows. (*John F. Yee, Senior Vice President and Chief Financial Officer, San Francisco Giants*)

Response

Comments suggest that the sidewalk (10 feet including the 6-inch curb width) proposed for the north side of Berry Street between Third and Fourth Streets may not be sufficient to carry pedestrian flows, particularly on game days. Comments also suggest that the impact from weekday afternoon games ending at 3:30 p.m. should be considered in the Mission Bay SEIR.

The Ballpark Transportation Coordinating Committee (BTCC) is currently developing strategies to manage pedestrian traffic after ballgames. The most likely pedestrian routes would be either southward across the Lefty O'Doul (Third Street) Bridge to parking lots located in Mission Bay South, or northward on King Street to the MUNI stops and the Caltrain terminal./6/ Therefore, Berry Street to the Peter Maloney Bridge would be a less attractive route. Those pedestrians that do choose to walk along Berry Street would likely be distributed across the 10-foot sidewalk on the north side of the street and the 15-foot sidewalk on the south side of the street, a total of 25 feet for pedestrian travel.

In addition, on-street parking on the south side of Berry Street could also be prohibited during ballpark events if the BTCC decided to include this feature in its pedestrian controls, allowing an additional eight feet to be used by pedestrians, for a total width of 33 feet that would be available for pedestrian use. If pedestrian use of the parking lane were to be implemented, it would be most effective if pedestrian flows were segregated from vehicular traffic by means of temporary barriers or barricades placed along Berry Street. If the BTCC finds that it will be necessary to strictly minimize pedestrian flows on this portion of Berry Street after ballgames, temporary barricades could be placed on Third Street from the north end of the Lefty O'Doul Bridge to King Street as an extension of the permanent barriers to be provided on the bridge. This installation would reserve the northbound curb lane for pedestrians, and would direct pedestrians to travel north to King Street or south across the Lefty O'Doul Bridge.

The cumulative traffic and transit impacts of weekday afternoon games were evaluated as part of the San Francisco Giants Ballpark EIR, which contained a future year scenario very similar to the Mission Bay development program analyzed in this SEIR and included assessments of pedestrian and vehicular traffic. A summary of those results is provided in the SEIR on pp. V.E. 107-V.E.111. Substantial congestion during the coinciding early part of the weekday p.m. peak periods is predicted for high-attendance ballgames or events. Weekday afternoon ballgames would occur about 13 times per year (about 5% of weekdays); other non-baseball events will be scheduled to end before the start of the p.m. peak commute period. The main Mission Bay SEIR analysis is of a typical weekday p.m. peak hour scenario; most such days there would be no afternoon event in the ballpark.

Houseboat Access

Comments

There is an existing houseboat and recreational boat marina on the south side of China Basin Channel, located roughly between what would be the extension of Fifth and Sixth Streets. . .

Although the volume of trips generated by the marina are not great, the plan for Owens Street has the potential for a noticeable degradation of vehicular access to and from the community since there is no signal planned for the intersection of the planned access street and Owens. Consequently, residents of the houseboat community are going to face, certainly during peak hours, difficulties in entering Owens Street, with its forecast high volumes of traffic and possibly high traffic speeds. Turning movements to the east, which would necessitate traffic clearances in both directions, could be particularly difficult.

To avoid this loss of efficient vehicular access created by the project, and to insure the safety of marina residents and guests when they are both arriving and departing the community, is it possible to include an vehicle-activated signal at this access intersection? This signal could also, of course, incorporate a pedestrian crossing opportunity, as discussed elsewhere in this report. In addition to

providing the marina with improved and safe access, the signal's use would have the desirable effect of slowing traffic speeds on Owens Street. (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

The plan does not reflect any access to or from Owens Street for MCHA residents, guests or recreational boaters. The SEIR should address this, and also reflect the need for adequate traffic signals to permit MCHA users to cross Owens Street. Pedestrian access across Owens Street should also be shown. This is particularly important for residents whose mobility is impaired, and for children living on or visiting the Creek. (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Response

Comments note that the Mission Bay SEIR does not discuss access to the Mission Creek Harbor Association houseboats from Owens Street, and suggest that an actuated signal be provided at the access intersection with Owens Street to ease this access and slow the progression speed of vehicles on this portion of Owens Street.

Although the SEIR does not specifically state the type and location of access for the Mission Creek Harbor Association (MCHA) residents because it studies main intersections, roadway access to the houseboat area would be required as part of the Mission Bay project. The vehicular access to the MCHA parking area would be located approximately 400 feet equidistant from the roundabout and the Fifth Street pedestrian bridge. The project sponsor has met and discussed this issue with representatives of MCHA in several meetings. Owens Street is expected to carry relatively low volumes of traffic between Fourth Street and The Common, because other Mission Bay network streets would provide a less circuitous route for vehicles traveling to or from Mission Bay. The estimated future Annual Average Daily Traffic (AADT) for this section of Owens Street is 3,000 to 3,500 vehicles. This relatively low traffic volume is also reflected by the anticipated operation of traffic signals on this portion of Owens Street. On page V.E.70, the SEIR notes that the intersections of Owens Street with The Common, Third Street, and Fourth Street are expected to operate at level of service (LOS) B during the p.m. peak period in the year 2015.

Given the low traffic volumes expected from the MCHA parking area (there are approximately 50 parking spaces now and the same number is planned in the future), installation of a traffic signal would not be warranted. According to the Manual on Uniform Traffic Control Devices (MUTCD) a traffic signal would be warranted at this location if the minor approach (MCHA residents) generated at least 150 vehicle trips into or out of the parking area during the peak hour, or 80 vehicle trips per hour during any four hours of an average day. At the same time, the MUTCD would require that Owens Street would have to carry at least 1,500 vehicles per hour or 1,000 vehicles during any four hours of an average day. Since there would only be 50 spaces in the MCHA parking area and the

estimated peak hour volumes on Owens Street would be less than 500 vehicles, these minimum thresholds for a traffic signal would not be met.

A signalized pedestrian crossing at Fifth Street is included in Mitigation Measure E.47d (p. VI.30). The pedestrian crossing would be located near the Fifth Street Pedestrian Bridge, to provide continuity across Owens Street between the bridge and the residential units in the Central Subarea of Mission Bay South. The crossing would be located approximately 900 feet from Fourth Street and about 800 feet from The Common roundabout. It is included in the project and would provide adequate interruption of traffic flow for vehicles exiting the MCHA lot, approximately 400 feet to the west of the crossing. Owens Street, with open space on one side and residential areas on the other, is likely to have a maximum speed limit of about 30 mph. See also the response under "Pedestrian Safety" on pp. XII.150-XII.155.

King Street Frontage Road

Comments

The plan includes the King Street frontage road. If this road is constructed, it will require the taking of Caltrain land currently occupied by a track that is used for cleaning and maintenance of Caltrain cars. The SEIR should include an analysis of the impacts this will have on Caltrain operating and maintenance expense and on Caltrain's ability to deliver service reliably. It should also include alternatives without it. San Francisco Tomorrow has suggested several alternatives to this frontage road that give the access it is supposed to give and these should be included in the SEIR as alternatives. A copy of its letter to the Peninsula Corridor Joint Powers Board outlining these alternatives is attached. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Page V.E.21: Traffic Circulation. There is no guarantee that the "planned westbound King Street frontage road to be built by the City on the north side of the I-280 ramps structure" will proceed, due to opposition to encroachment on Caltrain yards and right-of-way which may be necessary to support future rail service levels. Having no benefit other than to the Mission Bay developers, this project, should it proceed, should be undertaken by them and not at the direct expense of the City of San Francisco. (*Richard Mlynarik*)

I also notice on communications that they talk about if Berry Street is closed, that King Street access road, frontage road, rather, and north to the freeway right-of-way.

Well, that thing doesn't have any money for it. The San Francisco Transportation Authority has given it the last priority of projects that would be undertaken if money ever materializes.

It would also involve taking some Cal-Train land which is currently being used for the maintenance of their cars. And EIR should be revised to also reflect that. (*Norman Rolfe, San Francisco Tomorrow*)

Response

Comments suggest that there is no funding for the construction of the King Street westbound frontage road, that provision of the frontage road would require taking Caltrain property, and that this would impact Caltrain's operating and maintenance expenses, as well as its ability to provide reliable service.

The provision of the westbound King Street frontage road is part of an agreement between the City and County of San Francisco, Caltrans, and the Peninsula Corridor Joint Powers Board (JPB), which was created as part of the I-280 Transfer project and the Waterfront Transportation Project. The City and County of San Francisco has the responsibility to assure that the street is constructed. Although the early planning phases of the project included both the eastbound and westbound frontage roads, the eastbound frontage road was eliminated because of accessibility and safety considerations, and it was replaced with roadway improvements on Berry and Fifth Streets. As part of the proposed infrastructure plan for the project, Catellus would be responsible for funding and constructing the King Street westbound frontage road. Therefore, the fourth sentence of the first full paragraph on p. V.E.41 has been modified as follows:

It [Berry Street] would also connect with the planned westbound King Street frontage road to be built by Catellus ~~the City~~ on the north side of the I-280 ramps structure.

Peninsula Corridor JPB staff have been working with city staff on the Waterfront Transportation Projects including construction of the westbound King Street road. They have reached an agreement that involves upgrade and relocation of some track maintenance facilities (e.g., regarding sand and fuel supplies), rehabilitation of four tracks, and an easement exchange./7/ This agreement is expected to be presented to the Peninsula Corridor JPB for approval in September 1998.

Channel Bridges

Comment

The drawbridge operating regulations for the 3rd and 4th Street Bridges are included as 33 CFR 117.149 (encl. 4). In correspondence regarding related projects in the China Basin area, we have expressed our belief that overland traffic can be accommodated under the existing regulations without additional restrictions on waterway traffic. (*W.R. Till, Chief, Bridge Section, U.S. Coast Guard*)

Response

On p. V.E.72, the SEIR discusses the impacts associated with the operation of the Peter Maloney and Lefty O'Doul Bridges. The SEIR notes that the number of typical daily lifts is not expected to measurably affect the transportation circulation patterns in and near the Mission Bay Project Area, but

acknowledges that some vehicles will be delayed while the bridges are lifted. Although it was not explicitly stated, the determination that traffic circulation patterns would not be modified by the bridge operations was based on the assumption of typical lift operation procedures. Therefore, efforts to achieve effective circulation of Mission Bay traffic would not impose any additional restrictions on the operation of the Peter Maloney and Lefty O'Doul Bridges.

Transit

MUNI

Light Rail Extension

Comment

Page V.E.51: Light Rail Extensions: The DEIR claims that the future 2015 transit analysis is based upon operation of the Third Street Light Rail corridor as an extension of the J-Church line. However, MUNI's Third Street Draft EIS/EIR proposes to also extend the N-Judah line as far as Third and Mariposa Streets, explicitly to serve the Mission Bay development. According to page 2-39 of the MUNI DEIS/DEIR, fully ten vehicles of a total Third Street requirement of 25 streetcars—(40%)—would be required for this Mission Bay-exclusive service. This is a significant operational and financial (10 times \$3.7 million/vehicle) impact on the Municipal Railway, which is at present and for the foreseeable future unable to provide adequate levels of service on its existing network. (*Richard Mlynarik*)

Response

The comment notes that the additional ten light rail vehicles that would be required to provide the extension of N-Judah service to Mariposa Street would be a significant operational and financial impact on the Municipal Railway.

On pp. VI.28-VI.29, the SEIR discusses MUNI's inability to accommodate the expected northbound ridership on the MMX and Third Street light rail in year 2015. The SEIR notes that the mitigation measure which MUNI has found to be the most cost-effective calls for extending the N-Judah service from the Embarcadero station to the Mariposa Third Street light rail station to serve the Mission Bay Area (Mitigation Measure E.45, p. VI.28). Implementation of this mitigation measure would require ten additional light rail vehicles. With this mitigation measure, MUNI is expected to operate at 67% of capacity during the p.m. peak hour. The *Third Street Light Rail Project DEIS/DEIR* indicates that the capital cost estimate for this mitigation measure would be \$38,000,000, or about 10% of the total estimated capital cost of the Initial Operating Segment of the Light Rail Project (Table 7-10, p. 7-17). The Mission Bay SEIR acknowledges that a funding source for this mitigation measure has not yet

been fully identified. However, the *Third Street Light Rail Project DEIS/DEIR* indicates that MUNI and the City have identified combined revenues that may be available to fund the Initial Operating Segment (Table 7-17, p. 7-22 of the *Third Street Light Rail Project DEIS/DEIR*). This amount includes several potential sources such as Proposition B funds, state and federal funds and tax increment financing.

Trolleybus Extensions

Comments

Page V.E.52: Bus Service: No reason is given for the proposed changes to the 30/45 and 22 bus lines. (The Draft SEIR claims to be a “standalone” document and should not refer to “the prior Mission Bay development plan” as justification for dubious public transportation network changes.) It is unclear that the routing changes provide for the best levels of service to Mission Bay, and it is unclear that they will not degrade the levels of MUNI service elsewhere in the city. That the capital cost of the route modifications is estimated at \$30 million, that the City and County of San Francisco (through the Transportation Authority) and not the Mission Bay developers are responsible for these modifications, and that city funding for these modifications has not been identified is disturbing and constitutes a significant adverse impact to the Muni system. Should this project be funded by Muni, and should its ongoing operating deficits be underwritten by Muni, it will do so in competition with and at the expense of many other overdue transit improvement, maintenance, and rehabilitation projects throughout the city.

Moreover, these proposed route changes involve two different at-grade crossings of the Caltrain railroad tracks by trolley coach routes (at Mall/Owens Street and at Sixteen Street) which may have significant safety, regulatory and transit effects:

- Trolley bus wiring must physically clear any equipment which passes beneath it with an adequate safety margin. Present rail tunnels limit Caltrain equipment to a height of approximately 16' above rail level, but plans have been discussed to operate full 22' height rail container trains to the Port of San Francisco. Typical civil engineering practice calls for structures to lie 23 or more feet above railroad tracks.
- The trolley bus poles must be able to physically maintain contact with the wires which provide the buses' power. The hydraulic trolley pole retractors on Muni's fleet have a height limit of approximately 20'6". However, when operating near maximal vertical pole extension trolley bus movement is *severely* constrained laterally by the need to maintain wire contact. This has both operational and safety impacts, by limiting the lane-changing maneuvers the trolley bus may take to avoid obstacles, a dangerous limitation at a multi-track railroad crossing.
- Special technical provision must be made so that the derailment of trolley bus poles from their feed wires is either impossible or does not prevent emergency motion of the bus. Otherwise, the not-uncommon occurrence of trolley derailment becomes a life-threatening situation when it occurs at a rail grade crossing.

- Operation of close-headway, heavily-used, city-traversing routes such as the 30/45 and the 22 through low-service-level intersections (such as Sixteenth/Seventh and Mall/Seventh) and immediately across a rail right-of-way which may be blocked for minutes at a time by trains from either direction will exacerbate the chronic service reliability and "bunching" problems typical of those routes and cause service interruptions which will extend for the entire length of the bus lines.
- Alterations to these routes do not appear to be coordinated with any comprehensive plan for Muni service to the South of Market area. Ad hoc alteration of routes to serve particular developments without consideration of the changing service needs of the surrounding areas will lead to expensive redesign and reconsideration, almost certainly at the direct cost of transit customers and taxpayers.
- At-grade trolley bus crossing of the Caltrain line involves major, and perhaps insurmountable, technical and regulatory interactions with the planned electrification of the Caltrain line. Such crossings of low-voltage (600VDC) city transit lines by high voltage (25000VAC) railroad catenary are technically possible, but are exceptional, and where they historically exist (in limited numbers of European cities) they are being phased out. I have researched this problem and know of no plans to construct new crossings of this type anywhere in the world.

The California Public Utilities Commission should be contacted for information on the safety and regulatory issues associated with at-grade crossing of railroad tracks by trolley bus lines. A railroad electrification engineering consultant should be contacted for information on the technical and regulatory feasibility of at-grade crossing of electrified railroad by trolley bus lines. Realistically, the plans for such crossings should be abandoned, just as all at-grade railroad crossings should be avoided. (*Richard Mlynarik*)

The most important transit service elements are the service expansions planned for the Municipal Railway. Two important mitigation features "assumed" to be part of the Mission Bay project are the extensions of the 22 Fillmore and 30 Stockton Lines (pages V.I.15-18). The DEIR indicates that neither of these extensions is currently funded, nor is either project in the current Municipal Railway Capital Improvement Program or Short Range Transit Plan. Although the DEIR indicates that Railway staff believes that the 22 Fillmore Line could be extended by as early as 2003, in conjunction with the implementation of the Third Street light rail project, the absence of the project in key Railway documents is not encouraging.

- a. Will the Municipal Railway take steps, in conjunction with the Third Street light rail project, approval of the Mission Bay project, or both, or incorporate the extensions of the 22 Fillmore and 30 Stockton Lines into its capital programming and planning documents?
- b. Are capital funding sources available which can be allocated to the implementation of the 22 and 30 Line extensions according to a schedule which coincides with the build-out of Mission Bay?
- c. Does the probable effort to re-authorize and extend the City's one-half cent sales tax present an opportunity to establish an assured funding source for the needed Municipal Railway improvements set forth in the Mission Bay plan? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

The DEIR indicates that Muni trolley coach lines will be installed over Caltrain tracks at 16th Street and the proposed Common Street (Mall Street) grade crossings. At a minimum, the clearance of the trolley coach wires over the Caltrain tracks will be subject to the requirements of California Public Utilities Commission General Order Number 95.

Caltrain is also studying electrification of the railroad. Electrification would entail installing a catenary wire above the Caltrain tracks. Any proposed work, such as the proposed Muni trolley coach lines, should not preclude the electrification of Caltrain in the future. (*Darrell J. Maxey, P.E., Chief Engineer, Caltrain*)

Response

Comments request justification for the proposed changes to the 30/45 and 22 bus lines, and suggest that the at-grade crossings of the Caltrain tracks associated with these route modifications may have substantial safety and regulatory issues. Comments also inquire about the possible incorporation of the modifications to the 22 and 30 bus lines into MUNI's capital programming and planning documents, and the identification of possible funding sources. Comments discuss engineering issues associated with the trolley wires crossing the Caltrain tracks, note that the delay incurred by trolley buses at rail crossings will create on-time performance problems, and suggest that the route modifications were not considered as part of a comprehensive service plan.

The rerouting of the 22-Fillmore and the extension of the 30-Stockton or the 45-Union/Stockton trolley bus services into and through the Mission Bay Area have been planned by MUNI for the last few years, in response to expected increases in Mission Bay transit demand. (As indicated in Table V.E.7, p. V.E.61, the estimated daily transit ridership for the Mission Bay project would be about 67,500 passengers.) These route modifications are part of MUNI's overall transit plans to serve San Franciscans, and were assumed for the MUNI *Third Street Light Rail Project EIS/EIR*.

Both route modifications are described in MUNI's Short-Range Transit Plan (SRTP) and Capital Improvement Program (CIP), where their cost is estimated at \$30 million. The CIP also states that they are not currently funded through the year 2005, although applications are being made to MTC by the San Francisco Transportation Authority to fund replacement of the trolley bus fleet, in part to meet the Mission Bay transit demand (see p. V.E.53). If the reauthorization and extension of the City's Measure B one-half cent sales tax were to occur, it would provide for additional funding for these and other MUNI projects, through the San Francisco Transportation Authority. MUNI's SRTP and CIP are prepared for the entire City transit system and take into account service needs and priorities for the entire City. Therefore, it is not expected that the planned rerouting of the 22-Fillmore and 30-Stockton bus lines would cause substantial degradation of service in areas presently served by these lines. As explained on p. V.E.52, the proposed route for extension of the 30-

Stockton is planned in such a way as to replace a portion of the 22-Fillmore route. Thus, MUNI plans to continue to serve the entire area now served by the 22-Fillmore, rather than eliminating service. This is typical of MUNI's citywide approach to transit planning.

The statement in the first sentence of the first full paragraph on p. VI.18, which indicates that these two route modifications are not in the SRTP or the CIP, has been clarified as follows:

MUNI does not have describes these two transit features in its current Capital Improvement Plan nor are they programmed and in the Short Range Transit Plan, although they are not currently programmed or funded through 2005. The Capital Improvement Plan estimates the total cost of these trolley bus route modifications to be approximately \$30 million. Applications are being made to MTC by the San Francisco Transportation Authority to fund replacement trolley bus fleet, in part to meet the Mission Bay transit demand. MUNI staff has indicated. . .

The infrastructure plan that is proposed to be part of the Owner Participation Agreement between Catellus and the Redevelopment Agency is expected to indicate that MUNI intends to extend lines 22-Fillmore, 30-Stockton and 45 Union/Stockton to serve the Mission Bay South area. Catellus would be responsible for installing overhead line poles and/or eyebolts on buildings in the Mission Bay South area to support new trolley wire.

As indicated by one comment, the installation of trolley coach wires over the Caltrain tracks will be subject to the requirements of California Public Utilities Commission (CPUC) General Order (G.O.) Number 95 which contains the rules and regulations for overhead line construction. Section VII of CPUC G.O. No. 95, which covers the specific requirements for trolley wires, states that the vertical clearances above rails for trolley contact wires should be 19 feet for those railways which do not transport or propose to transport freight cars. This value has to be increased to 22.5 feet where railways transport or propose to transport freight cars, such as Caltrain. MUNI staff has indicated that installation of trolley coach wires at 22 to 22.5 feet in height is feasible/8/, although it would constrain the vehicle's lateral movement. In the very preliminary work conducted by MUNI regarding the extension of trolley bus service into Mission Bay, it was assumed that the wires would be installed at those heights.

The existing arched railroad tunnels in San Francisco physically limit Caltrain's equipment and freight rail service to approximately 16 feet above the top of the rail, which may allow for project designers to use the lower 19-foot height requirement imposed by the CPUC G.O. No. 95 on passenger-only

railroads. The comment indicating that the Port of San Francisco and the Peninsula Corridor JPB have evaluated the possibility of operating double-stacked container railcars to Pier 80 is correct. This train configuration would require 22-foot clearances. Because of the limitations imposed by the tunnels, gauntlet rails would have to be installed in the center of the tunnels to take advantage of the extra height in the center of the arch to accommodate double-stacked freight trains. To establish gauntlet rails, the two rails closer to the center of the arched tunnel (one from each track) would be replaced by a special type of rail that allows trains to operate these inner rails instead of on either set of outer rails. Thus, when passenger service is not in operation, generally between 1 a.m. and 4 a.m., freight trains would operate on those tracks. This design approach has technical obstacles, particularly at rail switches and track crossings. If double-stacked train cars were to be used, a 22- to 22.5-foot clearance could be provided by MUNI trolley wires, as noted above.

The installation of trolley coach wires over the Caltrain tracks would also have to be compatible with the potential electrification of Caltrain passenger service in the future. Because of the height limitations imposed by the arched tunnels and discussed above, and the fact that MUNI trolley buses can operate at wire heights of 19 to 22.5 feet, trolley crossings, which operate at 600 volt DC, would not preclude the potential electrification of Caltrain, which would operate at 25,000 Volt AC. The CPUC G.O. No. 95 describes in detail the requirements for the installations of wires and insulators to make such a crossing possible. MUNI staff have indicated that although MUNI has yet to conduct a detailed analysis of the crossing assuming Caltrain service is electrified, they believe the wire crossing is technically feasible. All new trolleybuses being acquired by MUNI have auxiliary power enabling them to travel limited distances without being attached to the overhead wires. Thus, the possibility of a trolley derailment occurring at the railroad crossing would not compromise passenger or driver safety./9/

In regard to the potential "bunching" of buses at the crossing as a result of the crossing being closed because of frequent train service, the SEIR assumes that, in the year 2015, a total of 12 trains would enter a railroad crossing during the p.m. peak hour (eight in the southbound direction and four trains in the northbound direction, as indicated on p. V.E.17 and V.E.86). This means that the crossing would be closed to through traffic for a total of approximately 18 minutes during the p.m. peak hour, about once every three to four minutes. It is expected that since the crossings are relatively close to the end of the trolley bus lines, MUNI schedulers would be able to account for the potential railroad-caused delays in the layover times at the end of the lines so that their effect on the service is minimized.

Suggested Revisions from MUNI Staff

Comments

Our most critical and substantive comment relates to the way in which Mission Bay's ridership impacts on MUNI service—and especially MUNI Metro service—are characterized in the document. The Mission Bay document does not appear to be in synch with the Third Street EIS/R in terms of ridership impacts from Mission Bay. Below I cite the clearest example of where there are problems, but I hasten to add that there may well be other areas in which the ridership figures do not agree [commentor's emphasis].

Table V.E.16 describes the impacts of the MB project on northbound rail service:

- The third row is labeled "MMX, Third St. LRT (northbound)." I presume that this refers to the future J line service (from the Third Street Corridor into the Market Street Subway) as well as the L line service on the MMX. The first column indicates an hourly capacity of 3,570 [passengers], which is consistent with thirty 119 [passengers] LRV's per hour, which is what the J and L would provide. If this is correct, the table should indicate more clearly which lines are assumed here.
- The second column [of Table V.E.16], "cumulative trips without project" shows 1,400. This number appears to include only the *Third Street trips* projected for 2015 and does not include other "pure" MMX trips attracted and generated by the Caltrain depot and other uses along The Embarcadero. Assuming this is correct, this column greatly undercounts the percentage capacity on the rail lines which is already used up before Mission Bay trips are added.
- The third column [of Table V.E.16], "Project Trips" shows 2,600 trips in the northbound direction for the pm peak hour and 300 in the southbound direction for a total of 2,900 rail trips generated by Mission Bay. Page V.E.75 say "MUNI Metro is anticipated to carry approximately 3,890 trips during the same time period [i.e., pm peak hour]." What is the cause of this 1,000 trip discrepancy? Further on this item, MUNI's numbers for Third Street project a total of 52,065 daily rail trips (Third St. + MMX) generated by Mission Bay (Table 4 in Third Street Travel Demand Forecasting Results Report). Is this number equivalent to the 3,890 pm peak hour trips used in the MB EIR? It may be, but the 3,890 does seem quite low for a daily total of 52,065. You asked about this in your memo of 10/17, but I have not seen where it is addressed in this current document. You raise a question in the same memo regarding how pm peak hour trips are derived from daily totals. Since our numbers are in daily totals and the MB document uses pm peak hour figures, it would be difficult to reconcile the two, even if they were indeed in synch.
- The figure of 112% for percent capacity used in the last column [of Table V.E.16] thus seems very much lower than it should be. The correct figure should be considerably higher, which should be more consistent with the findings of our consultants Korve and Padron that significantly increased service over that provided by the J and L lines would be required to serve Mission Bay. . .

[Page] V.E.18 In the last paragraph [the discussion of the MMX should] mention the current shuttle arrangement.

[Page] V.E.19 At the top of the page—mention also the Folsom/Embarcadero and the Brannan/Embarcadero stations?

[Page] V.E.45 1st paragraph—1st sentence should read “Third Street Light Rail Project.” (no “Extension” and capitalize “Project.” The three alternatives should be described as “No Project,” “No Build/Transportation Systems Management (TSM),” and “Light Rail Build.” In the second paragraph, place “4th Street” in parentheses after “Peter Maloney Bridge.”

[Page] V.E.46 1st full paragraph—is it appropriate to also mention the N-line extension here? It’s considered a mitigation in this document. Should the document also mention possible mixed flow in Bayview as an exception to dedicated right-of-way?

[Page] V.E.47 1st paragraph—should the document mention the other proposed bus route changes as part of the Third Street project other than the 9X, AX, BX? Is the Townsend variant for the 30-line extension still alive?

[Page] V.E.49 2nd paragraph—should a possible N-line connection between the Parnassus and MB campuses be mentioned in connection with the need for a shuttle?

[Page] V.E.50 1st full paragraph—is it true that moving the Transbay Terminal would have little or no operational effect on MUNI service between downtown and MB? (*James D. Lowé, Transit Planner, San Francisco Municipal Railway [letter from Ken Rich, MUNI Third Street Light Rail, attachment to Mr. Lowé’s letter]*)

Response

The comments imply that the way in which Mission Bay’s MUNI ridership is assigned to MUNI Metro capacity may not be consistent with the *Third Street Light Rail Project DEIS/DEIR*. These comments refer to a prior preliminary review draft document; therefore they do not reflect the analysis and results included in the SEIR, which is consistent in terms of MUNI ridership and capacity with the *Third Street Light Rail Project DEIS/DEIR*.

All of the revisions to the preliminary review draft requested by MUNI staff were made before the Mission Bay Draft SEIR was published. Some of the comments about Table V.E.16 call for clarification, provided below.

Table V.E.16 in the SEIR, on p. V.E.95, is an assessment of the impacts of the project on MUNI service in the *immediate vicinity* of the project during the p.m. peak hour in both the outbound (higher load) and inbound (smaller load) directions. Table V.E.16 represents a microscopic analysis which includes values that correspond to maximum load points near the Project Area. For

northbound rail service, this is in the vicinity of The Embarcadero and King Street, and for southbound rail service, this is near Mariposa Street. These points were located from the Third Street Light Rail *Project Travel Demand Forecasting Results* data cited in the table. Consequently, the passenger loads described in this table do not reflect the impact of the project on MUNI service at the screenlines shown on Figure V.E.6 in the SEIR, but reflect the more focused impact of Mission Bay passengers on MUNI lines in the immediate vicinity of the Project Area.

The number of p.m. peak hour cumulative trips without the project that was shown for the E-line and Third Street light rail in the internal review draft version of the table (northbound) was 1,400. That number was not changed in the published Draft SEIR. For Third Street light rail riders, the number includes the non-Mission Bay two-hour p.m. peak period riders indicated at The Embarcadero and King Street in the Third Street Light Rail Project report (713 passengers/10/) times a 60% conversion factor from the p.m. peak period to p.m. peak hour. The MMX riders were estimated to be 75% of the total cumulative p.m. peak hour loads for the MUNI express lines to Caltrain (80X, 81X, and 82X), combined (913 passengers/11/). For the published Draft SEIR the table was expanded to show southbound MUNI Metro travel as well, for a total on the MMX lines of 2,200.

UCSF Shuttle

Comments

And lastly, for now, the time I have left, the transit -- it talks about transit to UCSF area but not within the UCSF area. And as mitigation measures, you should address some sort of internal circulator or shuttle inside the UCSF area. (*Norman Rolfe, San Francisco Tomorrow*)

The DEIR (page V.E.56) points out that UCSF currently has an arrangement with the Golden Gate Bridge, Highway, and Transportation District (Golden Gate) which provides bus service between the UCSF Parnassus Campus and service areas north of the Golden Gate Bridge, and that this service " . . . is expected to be modified to travel to the new UCSF site in Mission Bay if demand warrants." Direct, or nearly direct, bus service would certainly encourage use of transit. Is it possible to make this service available to other (non UCSF employees) Golden Gate commuters working in Mission Bay? Would UCSF and Golden Gate be willing to examine this possibility? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

In addition to the increased Muni service within the project area described in the SEIR, there should also be a description and analysis of a local transit system (a shuttle or local circulator system) within the UCSF area connecting with Muni and Caltrain. Such a system should be analyzed as a mitigation measure for the automobile traffic that will be generated by this project. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

Comments request a description and analysis of a UCSF shuttle bus system as a mitigation measure for traffic conditions created by the project, and suggest that UCSF and Golden Gate Transit explore the possibility of making the UCSF Club Bus Service available to all Mission Bay employees commuting from the North Bay.

As noted on p. V.E.56, the SEIR discusses the shuttle bus service that UCSF currently operates between various San Francisco campuses, and on pp. VI.31-VI.32, the SEIR notes that most of the measures that are a part of UCSF's Transportation Management Plan are expected to be expanded to serve UCSF facilities in Mission Bay. UCSF development would be implemented through the UCSF Long Range Development Plan, which includes a transportation element describing transportation demand management measures. One of these measures is the UCSF shuttle bus service. In addition to connecting the other UCSF campus sites, shuttle buses would travel within the Mission Bay UCSF site serving as an internal public transit system. Preliminary ideas presented by UCSF and included in the UCSF Mission Bay Preliminary Campus Development Plan (April 1, 1998) call for shuttle buses to travel on 16th Street, Owens Street, Fourth Street, and internal campus streets.

The UCSF Club Bus service provides transportation to members, and to non-club members if available capacity permits. Club members pay a monthly fee for the transit service, and non-members pay on a one-way, round trip, or weekly basis. The subscription bus service is available to anyone, but capacity and stops are limited.

It is likely that if demand exists from other major employers in Mission Bay they would make their own arrangements with Golden Gate Transit in order to establish their own Club Bus service. The possibility of such arrangement is described in the SEIR as a component of Mitigation Measure E.47, the Transportation System Management Plan. Catellus intends to implement the shuttle service to regional transit stops included in Measure E.47a; other components of Measure E.47 would be considered by decision-makers and implemented by the Transportation Management Association if warranted.

Transbay Terminal

Comments

Page V.E.55: Transbay Terminal Replacement and Possible Relocation: Transport analyses undertaken by AC Transit and by other interested parties indicate that destruction and relocation of the Transbay Terminal would have a significant negative impact on transbay bus service by degrading intermodal connectivity, *decreasing* operational flexibility, and limiting future levels of service. As

such, the DSEIR assumption that “relocation of the Transbay Transit Terminal would not change existing transit travel characteristics” is extremely dubious, and possible destruction of the terminal should be accounted negatively against Mission Bay transit modal split and as a contributor to higher traffic congestion levels. (*Richard Mlynarik*)

On page VI.27, the DEIR proposes Mitigation Measure E.44, recommending an expansion of the District’s transbay service. The District supports this mitigation measure. However, on page V.E.35 of the DEIR the following statement appears:

“The main emphasis in the City’s Transportation Element is to support use of transit rather than the automobile as a means of travel within the City and as a means of commuting between San Francisco and other Bay Area locations. Therefore, objectives in the General Plan call for maintaining San Francisco as a hub of a regional, city-centered transit system with no increases in the capacity of major highways and bridges except for high-occupancy vehicles, and maintaining transit as a primary means of travel within the City.”

In order to accomplish the above statement and Mitigation Measure E.44, the DEIR should include a mitigation measure supporting the existing Transbay Transit Terminal location and the maintenance of the existing loop ramp system. The proposed new terminal is not located at a site which would encourage transbay transit use, nor has it been designed to accommodate the potential growth in transbay service suggested in this DEIR (even at the 80% level used in the DEIR). To accommodate even the existing level of AC Transit’s transbay service, the facility would have to be at least three stories, thereby substantially increasing the costs of the facility. No operational analysis has been performed to indicate that the proposed terminal and its ramp(s) could handle the volume of traffic and number of commuters the existing terminal has handled in the past and can handle in the future. The DEIR has not analyzed or considered any of these issues. (*Kenneth C. Scheidig, General Counsel, Alameda-Contra Costa County Transit District*)

The proposed relocation of Transbay Terminal is treated lightly. It is claimed on page V.E.55 that it will have no effect on regional transportation. SFT disagrees. Since it is proposed to move the terminal to a location less convenient for most of its users, this could lead to a decrease in ridership on AC Transit and possibly other regional and intercity carriers (e.g. - Greyhound). This in turn would cause increased automobile travel in the region and could very well affect traffic and travel to the Mission Bay Area and other parts of the city. It should also be pointed out that the proposed Beale and Howard Terminal will have a smaller capacity than the existing Transbay Terminal and hence will not be able to handle the increased numbers of people that will be coming into San Francisco in the future. This means that the increases in the automobile traffic in the future will be even greater than the SEIR predicts. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

Comments question the assumption that the relocation of the Transbay Transit Terminal would not change existing transit travel characteristics, suggesting that higher traffic congestion levels would result, and that the reduced capacity of the proposed terminal would not be able to accommodate

either the volumes of traffic that the existing terminal can accommodate, or future anticipated volumes.

The SEIR considers the effect on Mission Bay of possible relocation of the Transbay Transit Terminal. Replacement of the existing terminal is the subject of ongoing analysis and discussion, and is not part of the proposed Mission Bay project. Adoption and implementation of the Mission Bay project would not preclude retention of the existing terminal, replacement of the terminal on its present site, or replacing it on a different site at Main and Beale Streets.

On p. V.E.55, the SEIR acknowledges that the "Construction of a new Transbay Transit Terminal facility could influence the service provided by various regional transit agencies, and consequently affect transit travel to and from Mission Bay." Because a new terminal at the Main/Beale site would be approximately the same distance from Mission Bay as the current terminal, travel characteristics in terms of travel time, service reliability and ridership to and from Mission Bay would not be noticeably affected. Potential changes in transit ridership and resulting mode split changes from cost, location, functionality, or other factors involved with a transbay terminal replacement/relocation would be effects of that project and not the Mission Bay project, and will be analyzed and disclosed in the environmental impact report in preparation by the City which will examine reconstruction/replacement of the existing terminal as well as relocation. The Metropolitan Transportation Commission has also embarked on a study of the terminal. At this time, the decision as to whether the terminal will be replaced in its existing location or relocated is likely to be at least 18 months away.

AC Transit

Comments

Page V.E.82: AC Transit impacts: Likewise, the assumption that the loads on more than two dozen different bus routes and a hundred or so different bus departures are redistributable is wrong. Though *average* transbay bus loading may increase from 83% to 91% under the study assumptions, loads will be well over 100% on certain routes and runs, with consequent effects on AC's operations and resources. . .

Page V.E.86: AC Transit 2015 Scenario: This section should be updated to reflect the adoption of the AC Transit Transbay Comprehensive Service Plan. The discounting of AC's growth estimate is too glib and serves the interests of the Mission Bay developers too well: as AC's Draft Comprehensive Service Plan states (page 35, "Future Corridor Projections: BART Capacity") "BART *figures* show that the estimated 2010 figure [total daily ridership] would approximately equal the *total* available daily seated capacity." BART may, as the Mission Bay SDEIR claims, "be able to accommodate more transbay growth demand than AC Transit predicts," but that growth is largely

from outlying stations, resulting in over-capacity trains by the time they reach much of the AC Transit district traveling inbound. AC's assumption that its service will disproportionately feel the effects of BART crush loadings seems valid. (*Richard Mlynarik*)

On pages V.E.86 and 87, the Draft EIR discusses the potential impacts of the project to AC Transit. In this analysis you have considered a growth rate of 80% between 1997 and 2010. Based on BART's Short Range Transit Plan BART suggests that it will be able to accommodate more transbay demand growth than AC Transit predicts. The District believes the 80% figure is conservative and should be higher. Recent newspaper articles regarding the delays in BART's computer system upgrade, which is essential to operate the shorter headways, and the additional costs must be considered. Furthermore, as the BART system ages, it has experienced more frequent service interruptions. Since the District's Transbay Comprehensive Service Plan emphasizes service to areas in the East Bay that are under served by BART, the District believes the DEIR should consider a higher percentage of growth in the District's transbay service than the 4.6% yearly growth used on page V.E.87. (*Kenneth C. Scheidig, General Counsel, Alameda-Contra Costa County Transit District*)

The DEIR finds (Section V.E) that the project's cumulative demand upon regional transit providers creates significant impacts only upon the transbay services provided by AC Transit. The DEIR points out that inasmuch as AC Transit is not within the "jurisdiction" of the City and County of San Francisco (CCSF), mitigation of this impact is beyond the ability of the SF Redevelopment Agency or Catellus to assure. Therefore, given that assumption, the proposed (AC Transit) mitigation measure (E.44, page VI.27) is a reasonable place to begin.

However, the DEIR's travel forecast finding (page V.E.87) that AC Transit's service supply will be affected with respect to serving Transbay trips generated by Mission Bay is important since it reflects an opportunity to seek ways to encourage even greater ridership on AC Transit. Certainly this should be an important focus of mitigation efforts given the forecast traffic congestion associated with use of the Bay Bridge. The question, then, is what might be done, by the project sponsor and/or by AC Transit, to provide improvements to AC service which would encourage a higher level of transit ridership than that forecast in the DEIR ? . . .

- a. What would the ridership impacts be upon the use of AC Transit by trips generated in Mission Bay if certain AC Transit bus lines were extended beyond the Transbay Terminal to directly serve Mission Bay?
- b. Would such service improvements mean actual increases in the number of Eastbay residents working in Mission Bay and taking AC Transit simply because direct, convenient transit service were offered?
- c. Would the extension of AC services to Mission Bay be less costly, in terms of marginal operating costs, than the provision of a Mission Bay shuttle service serving AC Transit at the Transbay Terminal?

Extending some number of AC Transit lines through the Transbay Terminal to direct service points in Mission Bay would mean increased operating costs to AC Transit, and might require additional vehicles as well. If funding is to be provided by Catellus or project developers in Mission Bay for

traffic mitigation measures, can such sources be tapped for transit capital funding needs as well? Could an assessment district be considered to provide a source of funding for on-going operating costs to regional transit providers, notably AC, to support their increased Mission Bay services? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

Comments suggest that the assumed 80% growth (4.6% annual growth) in AC Transit ridership is too low, that the impact of Mission Bay-generated AC Transit ridership is understated by distributing it across all AC Transit Transbay p.m. peak hour capacity, and that the growth rate projected for BART is too high. Comments also suggest that the SEIR provide an assessment of impacts and cost of extending certain AC Transit bus lines beyond the Transbay Terminal to directly serve Mission Bay.

On p. V.E.87, the SEIR explains that the 80%-110% growth in AC Transit ridership predicted by AC Transit is based on the assumption that much of BART's planned additional Transbay capacity would occur on the Castro Valley and Dublin/Pleasanton line. However, BART's Short Range Transit Plan (FY 1997-2006) indicates that the projected additional capacity provided by a maximum of 27 Transbay trains per hour is planned for all four Transbay lines, with only 46% of the additional capacity being allocated to the Dublin/Pleasanton line. Thus, the AC Transit and BART projections of growth present somewhat conflicting pictures. The Mission Bay SEIR assumes that BART will be able to accommodate more of the transbay increase in ridership than AC Transit predicts. Furthermore, the most recent AC Transit ridership estimates that are noted in Table V.E.13 reflect post-BART strike ridership on AC Transit buses, which increased substantially. However, AC Transit had not reevaluated expected ridership growth rates based on the updated ridership estimate. Therefore, the 80%-110% growth estimated by AC Transit was determined based on a lesser existing ridership than used in the SEIR; in effect the base ridership used in the SEIR already accounts for some growth. The combination of the increased existing ridership and the indication that BART plans to increase capacity across all Transbay lines was the basis for the use of an 80% (4.6% annual) ridership growth rate for AC Transit as an assumption appropriate for SEIR purposes. This growth in AC Transit ridership takes into consideration the fact that BART's capacity may not grow evenly among its lines. As indicated in the SEIR, almost half of the additional capacity would be allocated to the Dublin/Pleasanton line, with less expansion on the other lines.

The SEIR also acknowledges on p. V.E.87 that the assumption that "because the arrival of passengers to the Transbay Transit Terminal is not likely to be evenly distributed throughout the p.m. peak hour, and because each transbay bus represents a particular bus line that may capture more or less ridership demand than other lines, the passenger loads are unlikely to be the same on each transbay p.m. peak hour bus." The number of additional standees on each bus that were generated by the Mission Bay

project are likely to be more or less than the average additional three standees per p.m. peak hour transbay bus that is noted in the SEIR. If the analysis were to assume that the additional AC Transit transbay p.m. peak hour ridership created by Mission Bay were distributed to each transbay line proportionally to the existing average peak period load for each particular line, the greatest number of additional standees per bus from the project would be five, two standees more than indicated by the analysis methodology used in the SEIR.

The extension of transbay buses beyond the Transbay Transit Terminal to directly serve Mission Bay would most likely make transit more convenient for those individuals traveling between Mission Bay and the East Bay. The extension of AC Transit service would eliminate the need for passengers to transfer between AC Transit and MUNI or a shuttle bus, and therefore, individuals may be more inclined to take transit to and from Mission Bay. An agreement would be needed between AC Transit and the City to permit AC buses to use City streets. Mitigation Measure E.47a, on p. VI.30, identifies use of shuttles from the Project Area to regional transit centers; these shuttles would be a more efficient way to transport travelers from the Project Area to the AC Transit terminal than an extension of AC Transit service to Mission Bay because one shuttle could carry several passengers destined to different parts of the East Bay and therefore using several different AC Transit lines, as well as passengers whose destinations are served by other carriers. Since shuttles would be more efficient, AC Transit service extension to Mission Bay was not identified in the SEIR as a possible mitigation measure, and no analyses have been conducted about the capital or operating and maintenance costs that would be incurred by AC Transit if service were to be extended to Mission Bay because economic impacts are not a necessary component of EIRs (see CEQA Section 21151 (b) and State CEQA Guidelines Section 15360).

BART

Comment

Page V.E.86: BART 2015 Scenario: Though BART (optimistically) plans to increase the peak number of trains operating hourly through the Transbay Tube/San Francisco bottleneck from 18 to 24 (not 27) over the next decade, the agency also plans to cut the lengths of the trains from 10 to 8 cars, as the greater number of trains would require more equipment than the agency can provide and the shorter trains are predicted to provide better and more uniform passenger loadings. BART has not announced or budgeted for a significant new rail car purchase plan. So the planned service increases represent a 7% increase in capacity (20% at 27 trains/hour), not the 50% stated in the DSEIR, and the 125% *average hourly* load factor in Table V.E.13 should be at least 156%. (*Richard Mlynarik*)

Response

According to the BART Short Range Transit Plan for fiscal years 1997-2006, BART plans to be able to operate a maximum of 27 transbay trains per hour by the year 2001. The Short Range Transit Plan also indicates that BART plans to utilize modular train sizing to change midday train lengths from the peak period lengths of ten cars per train for the Richmond and Pittsburg/Bay Point lines, eight cars per train for the Fremont line, seven cars per train for the Dublin/Pleasanton line, to shorter trains./12/ The increase in BART's transbay service capacity presented in the SEIR is based on these assumptions.

Caltrain

Comments

Page V.E.7: Caltrain ridership is now over 28,000 per weekday (May 1998 Caltrain Director's Report) and continues to increase at double-digit annual percentage rates. . .

Page V.E.53: Caltrain Downtown Extension Project: It is unclear whether the Mission Bay analysis includes increases in Caltrain service frequency (an additional 20 trains per day), Caltrain electrification, and other non-extension measures which are part of the Caltrain Downtown Extension DEIR. In addition, no mention is made of other rail services in the Caltrain corridor, including potential High Speed Rail and Dumbarton rail service. (The present Dumbarton rail service plan under study by the San Mateo Transportation Authority involves eight northbound a.m. and eight southbound p.m. services into and from San Francisco.) Even pessimistically discounting High Speed Rail and the Downtown Extension itself, service frequency on the corridor can be expected to increase significantly within the Mission Bay planning horizon, with consequent impacts on the local transportation network, and in particular on street grade crossings. . .

Page V.E.81: Caltrain impacts: The analysis assumes that all "peak hour" Caltrain departures are interchangeable and that loads are averaged between them. This is not so: Caltrain operates a mixture of limited-express and all-stops services, and limited-stop services have high load factors operating into and out of the San Francisco terminal. The claimed "largest" passenger loading of 70% is incorrect (it contradicts Table V.E.12's claim that the 71% of hourly capacity is used) and should be updated according to current Caltrain passenger counts, and the assumption that additional loadings would be distributed evenly among trains dropped. In reality, excess loading is more likely to lead to a drop in transit mode split than it is to load shift to slower and less desirable services. . .

Table V.E.13: Caltrain year 2015 scenario: The assumption that two additional five-car trains would be available for peak-hour service is not supported by Caltrain's recent equipment order. At most, four-car trains should be assumed.

Page V.E.84: Caltrain 2015 Scenario: Again "maximum load factor" and "average hourly load factor" are confused. Again, not all Caltrain trips are identical, and Caltrain departures are not sufficiently closely-spaced that identical trips are interchangeable (as they would be on BART-like twelve-minute headways). The conclusion, based on these assumptions, that Mission Bay demand

would not cause capacity problems is unsupportable. The "73 % [Caltrain] increase in capacity planned by 2010" appears to be a Mission Bay planner's assumption and is not supported by Caltrain's rolling stock acquisition. Regardless of this, the projected Mission Bay project additions to Caltrain would push the *average* load from 90% to 96%, which indicates that a number of services will operate at above capacity. Even using optimistic assumptions of Caltrain's future capacity, this is a significant impact on the system, the mitigation of which will require substantial capital investment in new equipment. (*Richard Mlynarik*)

However, other opportunities for improved transit services, either only mentioned in passing or not covered in the DEIR, should be explored in terms of their benefits and mitigating effects. The Subcommittee wishes to take this opportunity to provide, in addition to comments on the transit elements addressed in the DEIR, suggestions on other ideas for transit investments which may lead to increased transit use and reduced reliance upon the automobile.

1. The peninsula commute train (Caltrain) provides a readily available service, particularly for peak hour commute trips, for both future residents and workers in Mission Bay. However, the only (existing or proposed) Mission Bay service stop provided by Caltrain is at its north terminus station, located on the north edge of Mission Bay, at Fourth and Townsend. Although this station site is accessible to much of Mission Bay, particularly Mission Bay North, much of the Mission Bay South area is a considerable distance from the Caltrain station. . .

Creating a secure, convenient Caltrain station at 16th/17th Street, would mean that Mission Bay South, particularly the proposed UCSF campus, would have greatly improved access to Caltrain services. It also has the potential to reduce the service requirements of the Mission Bay shuttle operation suggested as part of a possible TSM Plan. It is recognized that it is impractical to expect that all commute trains would stop at a 16th/17th Street station, but some peak period service to Mission Bay by Caltrain could offer an important new transit element.

- a. Is it feasible to close the 22nd Street Station and relocate it to a site in the vicinity of 16th/17th Street?
- b. Has this proposal been examined previously by the Peninsula Commute Joint Powers Board or Caltrans? If so, what conclusions were reached?
- c. What increment of additional ridership would be forecast on Caltrain if a Caltrain station were provided at 16th/17th Street? What proportion of this additional ridership would be generated by Mission Bay?
- d. Do the Caltrain travel forecasts used in the DEIR include Mission Bay / San Francisco International Airport trips, given the absence of any direct connection (assumed in the analysis) between Caltrain and the Airport?
- e. Adjacency of a Caltrain station to the UCSF campus would presumably lead to the increased use of Caltrain for trips between the campus and the Airport, as well as for trips between the campus and Stanford Hospital in Palo Alto (now affiliated with UCSF)? Is it possible to forecast the increments of increased (Mission Bay) Caltrain use for both Peninsula destinations? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

Comments note that Caltrain ridership is most recently estimated at more than 28,000 per weekday and continues to increase rapidly. Comments inquire about the SEIR's consideration of increased Caltrain service frequency that was part of the Caltrain Downtown Extension DEIR, and other rail services in the Caltrain corridor that would potentially affect the operation of intersections at-grade rail crossings. Comments also suggest that passenger loads cannot be distributed evenly between all Caltrain departures during the peak hour, that no additional trains greater than four cars in length should be used for calculating future capacity, and that therefore the assumption used in the DSEIR about planned increase in capacity is not correct. One comment requests consideration of a possible new Caltrain station at 16th Street to serve the project.

The SEIR indicates on p. V.E.7 that average Caltrain weekday ridership in Fiscal Year 1996/97 was 24,800 passengers per day, according to Caltrain's 20-Year Strategic Plan document. On p. V.E.84, the SEIR discusses the expected annual average growth rate for the 1997-2015 period assumed in the transit analysis. As indicated in the text, a 4% annual average growth rate was used, to be consistent with Caltrain's 20-Year Strategic Plan. This is a more conservative estimate than the 1.8% annual growth rate estimated by the MTC model or the 2.7% annual growth rate estimated by the Caltrain San Francisco Downtown Extension Project in that it produces a greater cumulative growth figure than the other potential services. It should be noted that the 4% rate is an average growth rate for an 18-year period, and logically would fluctuate from year to year. In some years a higher-than-average growth rate would most likely be accomplished, while in others Caltrain ridership would grow at a less-than-average rate. Most of the passenger growth recently experienced by Caltrain has been in the traditionally non-peak direction, that is, southbound in the morning and northbound in the afternoon, when more seating capacity is available.

On p. V.E.84, the SEIR discusses the assumption that Caltrain would increase the number of trains from 66 trains per day to 86 trains per day by the year 2015. The 86 trains per day assumption is consistent with both the Caltrain San Francisco Downtown Extension Project assumptions and Caltrain's 20-Year Strategic Plan assumptions. Actually, the 20-Year Strategic Plan indicates that the number of weekday trains in the year 2015 could be as high as 102. The SEIR Caltrain capacity analysis for the year 2015 assumes conservatively that the lower number of trains (86), and therefore fewer seats, would be available to Caltrain riders.

Pages V.E.17 and V.E.74 note that the evaluation of the operation of the intersections of Seventh and Sixteenth Streets, Seventh Street and The Common, and Seventh and Berry Streets considered the impact of Caltrain at-grade rail crossings. The influence of train operations was determined for both

the existing conditions, as well as under all future condition scenarios, under which trains would be more frequent, and therefore cause a greater impedance of vehicular traffic flow into and out of the Project Area. By using the number of trains that would be passing through these crossings during the p.m. peak hour (based on information from David Maxey of Caltrain staff, cited in endnote 79 on p. V.E.125) and the approximate amount of time during which the crossing gates would be down, the intersection signal timings were assumed to be modified to reflect the reduced capacity of traffic movement across the tracks into and out of the Project Area. The same methodology was used to evaluate the alternatives and variants to the project.

Caltrain already operates a mix of four and five 140-seat car trains during the peak commute period (p. V.E.7, and Table V.E.13 on p. V.E.85). Therefore, it has been assumed in the SEIR that a similar mix of trains would be in operation in the year 2015. Since Caltrain's 20-Year Strategic Plan indicates that up to 102 daily trains may be in operation in the year 2015, it seems reasonable to assume that with only 86 daily trains in service, some additional passenger cars would be available so that not all of the peak commute trains would have only four cars.

Although it is true that Caltrain operates a mixture of limited-express and all-stop services and the passenger riderships on these two services are different, it is also true that Caltrain schedulers strive to accommodate these different demands by establishing longer or shorter trains for the different types of commuter service. The passenger load analysis does not assume that passenger loads would be distributed evenly among trains, but rather that they would be distributed based on the number of seats available on each train.

Page V.E.53 indicates the reason why Caltrain's San Francisco downtown extension has not been assumed to occur before the year 2015, the two most important reasons being the high cost of the expansion project and lack of funding. The same can be said of other rail services in the Caltrain corridor included in the comment, such as High Speed Rail to San Francisco and rail service across the Dumbarton Bridge.

Construction of a new station platform in the vicinity of 16th and 17th Streets would face physical and operational constraints. The railroad tracks in this area are placed on a curve, in a tight location between the I-280 freeway supporting columns, and on an incline that drops to 50 feet below street level by the time it reaches Mariposa Street and enters into a tunnel. There are also approximately 9- to 12-foot clearances between the centerline of the tracks and the outside of the freeway columns./13/ In addition, the close spacing between this station and the Caltrain terminal—less than one mile—would negatively affect train operations in terms of speed and braking.

The existing 22nd Street station could be used as a possible multi-modal connector where shuttle buses could bring Caltrain riders to and from Mission Bay. However, this station is serviced only by a small number of peak period trains, given its close proximity to the Caltrain terminal. Moreover, Caltrain's *20-Year Strategic Plan* indicates that "The Peninsula Corridor JPB will work with the City of San Francisco and MUNI to monitor the activity of (22nd St.) station after the MUNI Metro Third Street Light Rail Line is extended to Bayshore in 2003. The light rail line will run only blocks (about 1200 feet) away from the 22nd Street Caltrain Station."/14/ This statement indicates that the 22nd Street Caltrain station may be closed if ridership declines.

The Caltrain patronage growth forecasts used in the SEIR include an intermodal connection with BART airport service at the Millbrae station.

Ferry Service

Comment

The DEIR addressed Bay passenger ferry services (page VE.88) and found that the (forecast) fifty persons whose travel would be generated by Mission Bay could easily be accommodated by the service capacity of Golden Gate Transit's services at the Ferry Building terminal (page V.E.88). The DEIR also mentions (page VI.32) the prospect of "... special ferry service for fans to and from baseball games in China Basin." The Subcommittee has heard of reports that the San Francisco Giants are intending to construct a ferry terminal in conjunction with the new ballpark immediately east of Mission Bay at China Basin.

- a. Is it true that the Giants organization is implementing a ferry terminal in conjunction with the new ballpark?
- b. Would ferry service from this location to [the] Eastbay attract trips generated by Mission Bay, assuming a high level of accessibility (for example, the shuttle service suggested in the TSM Plan, page VI.30) between a ballpark ferry terminal and Mission Bay?
- c. What would the cumulative passenger use of an Eastbay ferry service at the ballpark be when trips generated by nearby, accessible areas are included in the forecasts? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

The Port of San Francisco and San Francisco Giants are considering implementing a ferry terminal at China Basin for ballpark event patrons. In Section VI.E Mitigation Measures: Transportation, on p. VI.32, the SEIR discusses the Port of San Francisco's plans to facilitate ferry service for ballpark fans to and from China Basin, and the ability of such a ferry terminal to serve Mission Bay. The feasibility of this ferry terminal has not yet been determined. As part of the Transportation System

Management Plan discussed in the Transportation Mitigation Section, the SEIR identifies assisting in assessing the feasibility of a ferry terminal at this location, and coordination between the Mission Bay North Transportation Management Association and the Ballpark Transportation Coordination Committee to facilitate service for individuals traveling to and from Mission Bay as well as for ballpark patrons. The Port of San Francisco would consider the possibility of providing a ferry terminal at the foot of 16th Street to serve Mission Bay residents and commuters if there was sufficient demand in the future./15/ The 16th Street area is more centrally located in Mission Bay South, than the area adjacent to the ballpark and is assumed to better serve a larger number of Mission Bay residents and commuters.

Parking

Parking Standards and Deficit

Comments

In Vol. I, page V.E.96 "Parking Impacts," in the last paragraph, the SEIR authors have described the parking to be provided by the Mission Bay developer as a "requirement." Unfortunately, that is a false and misleading description of the developer's commitment, and should be corrected on that page and wherever else it appears in the SEIR. Parking for Mission Bay is, in fact, defined in terms of "maximums" allowable with no "minimum" requirement (see Table III.B.3 in Vol. I, page III.32). In fact, there is no "requirement" that the developer provide as much as one single parking space in the entire project.

While parking is discussed at length in various portions of the SEIR, it is also maintained by the SEIR authors that parking shortfalls are not, by CEQA definition (and in light of the City's "Transit First" policy), environmental impacts. This argument, while it may have appeal to certain urban planning theorists, fails to hold water when the reality of San Francisco automobile ownership and transit riding practices are taken into account. In real terms, the failure of any developer to provide minimum parking to service residential, and more importantly, retail and commercial developments produces clearly definable environmental effects. As anyone knows who has lived in a San Francisco neighborhood where a movie theatre or other commercial development is situated but where no parking is provided, the inevitable effect is to force residents and patrons of the commercial and retail to endlessly circle the blocks near their destination looking for a parking place. This process leads to additional consumption of gasoline, concomitant additions to air pollution, and additional area traffic--all of which are surely CEQA impacts and quantifiable by analysis.

Further, even if the Mission Bay developer builds out the parking to the maximum allowable levels, the project produces a deficit for residential spaces of 1,830 spaces, and a deficit of 2,930 spaces for the commercial development. The total parking space deficit is 4,760 spaces, as noted in Vol. I, page V.E.96. This deficit will inevitably be made up by forcing Mission Bay residents and commercial tenants into parking out of the project's boundaries, and particularly in the South Beach, South of Market and Potrero Hill neighborhoods. The SEIR authors must provide an analysis of the effect on

increased traffic and air pollution in these nearby neighborhoods brought about by the project-generated parking deficit.

It should also be noted that the total deficit noted above—quite amazingly—does not take into account the additional parking deficit that will be created by Giants' games at Pacific Bell Park. The SEIR notes on page V.E.101 in the first paragraph that "On days when sold-out events were scheduled at the Giants Ballpark, parking in South of Market and Mission Bay areas would be in great demand." Unfortunately, the SEIR authors do not even attempt to quantify that demand, or the environmental effects of the overload on parking resources. . .

Finally, it is clearly not enough for the SEIR authors to examine the environmental effects of the minimum projected deficit of 4,760 parking spaces. Since the developer has no requirement to provide even one parking space, and has not agreed to make any commitment in that regard, it is incumbent on the SEIR authors to analyze the environmental effects of a parking deficit where no parking at all is built by Catellus in Mission Bay—that is, fully analyze the effects on traffic and air pollution where the parking deficit is the full 26,125 spaces generated by the project as noted in Vol. I, page V.E.96. (*Rick Mariano, Chairman, Rincon Point - South Beach Citizens Advisory Committee*)

I understand that current plans for the Mission Bay Project have maximum parking requirements not minimum. This seems unrealistic and potentially tragic.

The South Beach District was desolate until recently. Now Gridlock is a daily occurrence and parking is scarce. With the addition of the Stadium and other businesses the conditions will only worsen, unless we act now. (*Tim Donnelly*)

The SEIR projects an anticipated long-term parking deficit of 4,700 parking spaces based on a demand for 26,125 spaces and an anticipated supply of 21,371 spaces. This would suggest that more off-street parking spaces should be provided. (*John F. Yee, Senior Vice President and Chief Financial Officer, San Francisco Giants*)

With regards to traffic, I was not part of the transportation and traffic committee for the CAC, but I was given some of this information. And I believe that the Rincon Point CAC, Rincon Point-South Beach CAC forwarded a letter on to you identifying a parking deficit and no minimum standards set for Mission Bay housing development.

In San Francisco parking is not considered an environmental impact. . .

Given today's *Chronicle* evidence, Concord, City of Concord, approving a 30 cineplex. What happened there was all the small businesses were driven out of business because of no adequate parking.

So I would encourage this Joint Session of the Planning and Redevelopment Commission to at least set some minimum parking standards for Mission Bay. (*Jeffrey Leibovitz*)

Response

Comments express concern that because the parking requirements for the project are set in terms of maximum number of parking spaces, the actual parking deficit for the project may be higher than estimated in the Draft SEIR. Comments also request the evaluation of the parking deficit's impacts on the surrounding environment including nearby residential neighborhoods, and specifically on Giants game days.

The Design for Development documents have been revised since publication of the Draft SEIR to include a required minimum number of off-street parking spaces in the Mission Bay North Retail area of 75% of the maximum number permitted.

The parking deficit of 4,760 spaces would develop gradually over time as the Project Area was built out. The deficit would be distributed across the 303-acre Project Area resulting in an average parking deficit of about 16 spaces per acre. In comparison, a parking demand analysis conducted by Wilbur Smith Associates in 1992 for the expansion of the Fifth and Mission Garage in San Francisco's South-of-Market area estimated that the future parking deficit in the area bounded by Market Street to the north, Harrison Street to the south, New Montgomery and Hawthorne Streets to the east, and Sixth Street to the west (approximately 190 acres) would be about 3,600 spaces, approximately 19 spaces per acre./16/ As development has occurred in this and other areas of the northeast quadrant of the City, both visitors and workers have adjusted their modes and times of travel to minimize the effects of this theoretical deficit.

The calculated parking demand is based on the number of vehicles that would be driven to and from Mission Bay if the parking supply were not constrained. The parking supply would be constrained even if all parking permitted by the maximum standards were provided as part of the project. It is reasonable to expect that most developers of residential sites in Mission Bay would provide the maximum permitted one parking space per dwelling unit for market-rate housing, as has occurred in the Rincon Point/South Beach Redevelopment Area, but it is less clear how much parking would be provided for various commercial/industrial and retail uses. Ultimately with a constrained supply, it is likely that demand would be less.

The proposed limited parking supply is consistent with the City's "transit first" policy to make transit or carpooling more attractive as alternative modes of travel for many individuals who would have driven alone if the parking supply were not constrained. If parking were provided at less than the maximum permitted, the theoretical deficit would be greater, further constraining supply and exacerbating the effects described in the SEIR. Providing less parking than the maximum standards

called for in the Design Standards and Guidelines for Mission Bay, as noted on p. V.E.95, would further promote the City's "transit first" policy by continuing to discourage automobile commuting. The individuals who are most likely to seek alternative modes are those traveling to and from Mission Bay on a daily basis, such as employees who commute four or five days a week. These employees are more sensitive to the cost and availability of parking as has been shown in greater downtown San Francisco, where over 60% of commuters use transit or other means to travel to and from work./17/ Although the cost of parking in Mission Bay may not be as high as that of downtown San Francisco, the inclination to explore transportation alternatives would occur as an iterative process as the Mission Bay project develops and drivers become more aware of the parking conditions and the availability and frequency of transit. Therefore, the actual deficit may end up being less than the conservative SEIR calculation that is based on unconstrained demand.

The project includes several major transit improvements as part of the project, such as the extension of the 22-Fillmore and the 30-Stockton or the 30/45-Union/Stockton to and through the Project Area. In addition, the Third Street light rail project, planned to open in 2003, will include four stations within the Mission Bay Project Area. These transit facilities are expected to make transit use an attractive alternative to driving, particularly given the proximity to downtown and regional transit.

A parking deficit is not considered to be a significant environmental impact in San Francisco because General Plan and other City policies support prioritizing transit service and use to avoid the need for excessive use of scarce urban land for parking and other vehicle-serving purposes and to reduce environmental and other impacts associated with excessive private vehicle travel within the City. It would not be consistent with these policies for the City to consider deficits of parking supply calculated on the basis of unconstrained parking demand a significant impact. Economic effects of a parking deficit are not required to be analyzed in an EIR, pursuant to CEQA Section 21151 (b) and State CEQA Guidelines Section 15360. Examples of the economic effects of parking deficits in suburban communities such as that provided in one comment would not be directly comparable to San Francisco locations that have more frequent and more accessible transit service.

Residents of nearby neighborhoods may experience an increase in parking demand following full buildout of Mission Bay, as noted on p. V.E.100. If residents of these neighborhoods perceive a parking problem and wish to limit non-resident commuter parking, they could request that the City's residential parking permit program be expanded to include these neighborhoods, as indicated on p. V.E.100.

It is not feasible to estimate the amount of additional traffic that might be found in nearby areas due to drivers searching for parking spaces. The amount would vary from day to day and during various times of a day. Therefore, additional gasoline consumption and related air pollution cannot be estimated. To the extent that people might drive to the Project Area despite constrained parking and then drive additional blocks searching for parking, fuel use and localized emissions could increase somewhat. This increase would be balanced by drivers who discover that parking is difficult and shift to other modes of transportation, reducing the overall demand for parking. Thus, providing less parking could actually reduce future overall air pollution and fuel use compared to that which could result from providing more ample parking.

Quantification of a combined parking deficit from Mission Bay on a day when the ballpark would host a major ballgame or event would not be reliable because it is likely that as Mission Bay employees, residents and visitors gain experience with ballpark events, they would change their travel habits on days when special events were planned. Some would continue to drive to the Project Area and claim their usual parking spaces in the morning but arrange to leave earlier or later to avoid congestion before or after an event; others would choose to use transit or perhaps telecommute on event days. Thus, adding the calculated parking deficit for Mission Bay, which does not account for mode shifts as drivers expect temporary parking deficits, to the parking demand for the Giants ballpark, which also does not account for mode shifts, could unrealistically overestimate the overall demand. On p. VI.30 in Section VI.E, Mitigation Measures: Transportation, the SEIR includes a mitigation measure that calls for establishment of a Mission Bay Transportation Management Association (TMA) to implement the Transportation System Management Plan, as well as a Mission Bay Transportation Coordinating Committee (MBTCC) to address transportation planning and coordination in the Project Area and its vicinity (see "Transportation Systems Management," pp. XII.174-XII.177, for the modified Mitigation Measure E.46 with MBTCC included). The MBTCC would work closely with the San Francisco Giants (i.e. the Ballpark Transportation Coordinating Committee [BTCC]) "concerning issues related to parking and traffic that would affect both Mission Bay employees, visitors, and residents, as well as ballpark patrons." Such cooperation would insure that their plans for traffic circulation and parking are consistent. Catellus, UCSF and local neighborhoods currently have representatives on the BTCC. Decision-makers could consider whether to include neighborhood representation in the MBTCC to provide a vehicle for discussing issues such as potential neighborhood parking intrusion.

Providing more parking in Mission Bay North, as suggested in one comment, would attract additional automobile trips, and could add to traffic congestion in the Project Area and in the South of Market and Rincon Point/South Beach neighborhoods. The parking standards contain some limited ability to

increase parking for retail uses, at the Agency's discretion, based on a project-specific parking demand study. As noted earlier in this Response, the City's "transit first" policy discourages provision of large amounts of parking.

The SEIR text on p. III.32 has been revised to include this additional parking information, adding the following sentence before the last sentence on the page:

For the Mission Bay North Retail area, the Design for Development documents would also include a minimum required number of parking spaces, established at 75% of the maximum.

In the Parking Impacts discussion of Section V.E, Transportation, on p. V.E.96, the first sentence in the second full paragraph has been modified to read:

The demand analysis indicates a need for approximately 7,920 residential parking spaces, while a maximum of 6,090 spaces would be ~~required~~ permitted, indicating a deficit of about 1,830 spaces.

On p. V.E.96, the next-to-last sentence in the second full paragraph has been modified to read:

This can be compared with a maximum ~~requirement~~ permitted number of about 15,280 spaces, to yield a deficit of ~~approximately~~ at least 2,930 spaces.

The first sentence in the last paragraph on p. V.E.96 has been modified to read:

Some of the differences between the overall demand and the proposed ~~requirement~~ maximum number of spaces to be provided are attributable to differences in parking rates used for some land uses; for example, the estimated demand per dwelling unit is about 1.3 parking spaces, while the ~~requirement calls for~~ maximum permitted would be 1 parking space per unit.

Parking Standards/Provide Less Parking

Comments

And this SEIR describes a project which plans for too many cars. By having an off-street parking space for every unit built and lots of on-street parking, and if you don't follow through and constrain use in SF parking, you are going to have a neighborhood which has a lot more parking than a lot of really wonderful, lovely neighborhoods in San Francisco that were built before our relatively recent era of car dependence.

If you were to allow developers and encourage developers to build housing without parking, you could have a lot more affordable housing, a lot more people could afford it, and you could improve the efficiency of mass transit, you would have more people supporting the local businesses to do their commerce, including the job situation locally. That's my general concern. (*David Snyder, Executive Director, San Francisco Bicycle Coalition*)

The SEIR contains a mitigation section talking about constraining parking at the UCSF facilities. We feel that parking should be constrained in the residential areas as well. (*Jon Rainwater, San Francisco League of Conservation Voters*)

So I'd like that to be considered, and especially in the areas of density and in the areas of parking it could be consideration of actual reduction of parking, again, for increasing alternative plans for transportation. (*Commissioner Mark Dunlop, Redevelopment Agency Commission*)

We concur with the recommendations of this EIR, which call for a reduction in the 5,300 spaces proposed by UCSF in their project, which exceeds the amount recommended by the Planning Department. Another innovative way to decrease parking that should be considered . . . involves car-sharing. Up to 10 households share the expenses and uses of one vehicle. That would allow the space of 9 garages to be used for additional housing. (*Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee*)

Response

Comments indicate a preference to reduce the maximum number of parking spaces allowed to be built as part of the Mission Bay Project, in order to encourage the use of alternative modes of transportation and assist in providing affordable housing.

The maximum parking supply calculations are based on the proposed Design Standards and Guidelines, which reflect the City's "transit first" policy. The parking supply that is proposed for Mission Bay is less than the estimated parking demand, and would therefore encourage alternative modes of transportation to and from the Mission Bay Project Area. However, the proposed supply of parking is also intended to provide a reasonable level of parking, to serve the demand and not make parking so difficult that those individuals that do need to drive are discouraged from traveling to Mission Bay. Thus, the proposed supply of parking in Mission Bay is intended to strike a balance between promoting alternative modes of transportation without threatening the vitality of the area.

As indicated on p. VI.31, constraining the parking supply within the UCSF site is identified in Measure E.48 as a potential parking management measure. The parking supply rates could be reduced to reflect the approximate parking supply ratio provided in the rest of the Project Area, which would result in approximately 3,200 parking spaces, instead of the 5,300 spaces proposed in the UCSF Long Range Development Plan (UCSF LRDP). The 5,300 spaces in the UCSF LRDP are based on a planning ratio of approximately 2 spaces per 1,000 gross square feet, as noted on

p. V.E.98. On the other hand, the parking demand estimated for the UCSF site (4,200 spaces) has been derived from parking demand analyses, based on experience at other existing UCSF sites, that already take into consideration the presence of good transit access to and from the site, and provision of shuttle service, carpool incentives, and substantial bicycle and pedestrian mode shares. Therefore, a reduction in the number of parking spaces below 4,200 may not realistically cause a substantial decrease in UCSF-bound automobile trips.

Although car-sharing concepts are often suggested, examples of successful car-sharing programs are not known to the EIR authors. The Transportation Management Association noted in Mitigation Measure E.46 (p. VI.29) could explore this idea along with other elements of a Transportation System Management Plan (see Mitigation Measure E-47, p. VI.30).

The parking standards for housing contained in the proposed Design Standards and Guidelines are maximums, which would allow flexibility to provide fewer than one space per unit to increase affordability or for other reasons. For a further discussion of affordable housing, see the responses under "Proposed Mission Bay Affordable Housing Program" in Business Activity, Employment, Housing, and Population, pp. XII.57-XII.65.

Provide Intercept Parking

Comment

There are several parcels between the Caltrain Station, China Basin Building and Townsend Street where a large Parking Garage could be built. With easy access to the Bay Bridge and Southern freeways it could keep vehicles from clogging our streets and polluting our environment. A Garage Facility in this location would provide easy access to the new Stadium, entertainment and shopping establishments, as well as accommodating many of the cars destined for Downtown thereby alleviating much of the vehicular saturation in that area. (*Tim Donnelly*)

Response

The comment suggests providing an intercept parking garage building at one of the two development blocks to the east of the Caltrain terminal.

A garage would not mitigate any identified significant impacts. The proximity of Mission Bay North to the downtown area suggests that an intercept-parking garage in this area would not be effective in encouraging regional transit usage because it allows individuals to drive into the City before boarding transit. In addition, the rising land values in the area suggest that parking facility operations would need to be subsidized in order to provide parking that would cost sufficiently less than the cost of parking closer to the downtown area to be attractive to downtown employees. The Mission Bay

Redevelopment Plan calls for up to approximately 5,500 parking spaces to be constructed in Mission Bay North, about 40 percent of them in the two blocks described by the comment. These spaces would most likely be at capacity on week days from the retail/entertainment and residential uses planned for these two blocks. This parking is also likely to be used by some individuals attending ballpark events because they would already be in the area for work or other entertainment activities. Some parking in this area of Mission Bay North would probably be available on weekends for ballpark attendees, but during weekend afternoons and evenings the demand for ballpark parking would coincide with the parking demand created by the entertainment-oriented retail uses in Mission Bay North.

Parking Improvements

Comment

Providing more parking and thus encouraging more automobile ownership and use in Mission Bay, as in practically any San Francisco neighborhood, is not a course which is either consistent with City policy or, in the long-term, a solution to the problem. It is evident that the parking consequences of the Mission Bay development give great priority to the following considerations, most of which are addressed in the DEIR:

- a. The identified investments in transit improvements are critical, and must be treated with the same degree of certainty as the traffic improvements which are associated with the phased development of Mission Bay and the use of the "adjacency principle". The investments in transit facilities and service expansions cannot lag behind Mission Bay's growth.
- b. The establishment of a Transportation Management Association (or "Committee", as previously recommended in these comments) and its aggressive development and implementation of a TSM Plan, is very important. The Transportation Management Committee must have the support and commitment of City departments and their resources, and must explore all of the programs and ideas which might be employed to address the forecast parking problems.
- c. The Transportation Management Committee established for Mission Bay should work closely with the Ballpark Transportation Coordinating Committee (BTCC) to insure that the plans defined for parking and circulation associated with the ballpark are integrated with the similar plans for Mission Bay, as development proceeds. As the discussion of the new ballpark in the Mission Bay DEIR (page V.E.107) indicates, assumptions employed in the ballpark environmental analyses are being altered by the Mission Bay planning.
- d. The Potrero Hill neighborhood should be monitored, as Mission Bay South is developed, to understand the degree to which parking impacts are felt, and problems created for residents and businesses. As evidenced by the substantial reservoirs of surface parking which currently exist in the vicinity of Folsom Street, and which serve the Financial District, drivers will walk a considerable distance if moderately priced parking is available. (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

The comment suggests that the Transportation Management Association aggressively pursue programs and ideas which might be employed to address the parking deficit, insure that parking and circulation plans proposed for Mission Bay are consistent with those established by the Ballpark Transportation Coordinating Committee, and monitor the Potrero Hill neighborhood to assess the impacts created by the parking deficit.

The transit improvements and projects described in the Mission Bay SEIR are realistic in terms of feasibility and funding. MUNI plans to open the Third Street Light Rail Transit service in 2003. Similarly, although specific funding has not been identified for the 22-Fillmore and 30-Stockton or 30/45-Union/Stockton trolleybus extensions into the Project Area, they are included in MUNI's Short Range Transit Plan and Capital Improvement Program. Applications are being made to MTC by the San Francisco Transportation Authority to find replacement trolley buses and to expand the trolley bus fleet in part to meet Mission Bay demand. In addition, Catellus would be responsible for installing trolleybus wire support poles and/or eyebolts on buildings along the new routes.

On p. VI.30 (as modified in the response under "Transportation Systems Management," pp. XII.174-XII.177, below), the SEIR explains that the Mission Bay Transportation Coordinating Committee would work closely with the San Francisco Giants (i.e. the Ballpark Transportation Coordinating Committee [BTCC]) "concerning issues related to parking and traffic that would affect both Mission Bay employees, visitors, and residents, as well as ballpark patrons." Such cooperation would improve coordination regarding plans for traffic circulation and parking. The changes in transportation assumptions described on p. V.E.111 of the SEIR, to which the comment refers, are due to the more detailed information available about the definition of the Third Street Light Rail project. MUNI's current preferred light rail transit alignment in the vicinity of the project calls for two-way light rail vehicle operation on Fourth Street/18/, rather than on Third Street, as assumed in the San Francisco Giants Ballpark EIR. Therefore, the traffic improvement measures proposed in that document such as street closures and pedestrian paths were adjusted accordingly by the BTCC. These adjustments have been described and assumed in the Mission Bay SEIR.

The objective of the elements of the proposed Transportation System Management (TSM) Plan discussed on pp. VI.30-VI.32 in the SEIR is to reduce the number of single-occupant vehicle trips to and from Mission Bay. Such a reduction in vehicle trips would also indirectly benefit the parking demand-supply ratio in the neighborhoods near Mission Bay. However, despite the measures outlined in the TSM Plan, residents of nearby neighborhoods may experience an increase in parking demand upon the development of Mission Bay, as noted on p. V.E.100 in the SEIR. Such an increase would

not be considered a significant impact and therefore is not included in the TSM measure. If, however residents of these neighborhoods perceive a parking problem and wish to limit the neighborhood parking supply for non-residents, then the City's residential parking permit program could be expanded to include these neighborhoods, as indicated on p. V.E.100.

Bicycles

Bicycle Safety

Comments

Specifically I'm concerned about the safety of bicycles on the street. You would think that in a brand new development, brand new streets, they'd make sure that those streets were safe for people to ride on bicycles. When we first looked at the plan, in too many cases they were not. It was appalling.

To the credit of the planners, however, we have worked with them, and in most every case have gotten an agreement to change the street cross-section so that people can at least ride on the street safely. . .

I strongly urge you to insist on streets that are safe for bicycles before you approve this plan.

Fourth Street just north of the channel has -- Fourth Street is considered the main bicycle thoroughfare, and it would be impossible to ride through there safely on a bicycle unless you are willing to put your bike in front of speeding cars. (*David Snyder, Executive Director, San Francisco Bicycle Coalition*)

. . . Four foot wide striped bike lanes along Terry Francois Way are inadequate and dangerous because of the speed of auto/truck traffic which will occur on that street. Catellus should provide four more feet of designated space along Terry Francois for wider, safe bike lanes. (*Janet Carpinelli, President, Lower Potrero Hill Neighborhood Association*)

Page V.E.45: Bicycle Circulation. A significant number of the bicycle routes proposed involve hazardous oblique crossings of railroad tracks by bicyclists, or oblique crossings of rails made by cyclists at traffic intersections. Such crossings are always dangerous because bicycle wheels can become trapped in the rail flange way, but in wet weather the steel rails themselves are so slick that maintaining control of a bicycle may be impossible for even the most experienced cyclist, let alone the more casual riders who might be expected to be associated with the UCSF development. Significant attention should be paid to minimizing such crossings and to consideration of cyclist safety in such intersections, which in the present project include:

- King and Third and/or King and Fourth Streets. (Connections between the Mission Bay-serving MUNI Third Street rail extension and the Mission Bay-serving MUNI Metro Extension.)
- Fourth and Owens Streets. (Third Street Rail)
- Third and Mariposa (Third Street Rail)
- Sixteenth and Seventh (Caltrain)

- Sixteenth near Owens (Proposed relocated freight line connection to Caltrain ROW)
- Sixteenth and Third (where Third Street Rail crosses freight tracks)
- Sixteenth and Terry A. François Boulevard (Freight line)
- Terry A. François and Illinois Street (Freight line)

The proposed design of Sixteenth Street, incorporating both hazardous longitudinal rails (a hazard for cyclists making left turns from central lanes of the street) and of the proposed connection from this track to the Caltrain Right Of Way north of the Sixteenth Street grade crossing (involving those tracks curving across the westbound traffic lanes, just before an oblique, multi-track grade crossing at a congested intersection) is particularly troublesome. Consideration should be given both to grade separation of the Sixteen Street Caltrain crossing and to safer alternate rail freight access routes which present fewer hazards to cyclists. The proposed Sixteenth Street bicycle route is unnecessarily dangerous.

Page V.E.48: Freight Rail Operation Changes: Central location of the tracks does not effectively “separate” them from bicycle lanes because bicyclists, like motorists, must make left-hand turns. And as mentioned above, effecting a connection with the mainline tracks “immediately north of Sixteenth Street” will create a bicycle safety hazard as the tracks cross from the center to the north side of Sixteenth Street. (*Richard Mlynarik*)

Fourth Street between King and Berry Street is proposed to have 11’ traffic lanes with no bicycle lanes, creating a very serious hazard. Fourth Street is the designated north-south bicycle commute route, and the only direct route that safely connects Mission Bay and points south with South of Market and points north. The use of Fourth Street in lieu of Third Street, which is the designated route according to the San Francisco Bicycle Plan, is acceptable mitigation of the effect of the proposed Third Street Light Rail project. Bicycle lanes should be added to this segment of street. (*David Snyder, Executive Director, San Francisco Bicycle Coalition*)

Response

The comments express concern about the width that is available for bicycles within roadway cross-sections, particularly on Fourth Street between Berry and King Streets and on Owens Street, south of The Common roundabout; and on Seventh Street. The width of proposed bicycle lanes on Terry A. François Boulevard is also questioned. Safety issues related to bicycles traversing railroad tracks are identified, including the possibility of bicycle wheels falling in the rail flange way, and wet rail surfaces becoming slippery. These issues are addressed below in the same order that they were presented.

South of the Peter Maloney Bridge, the bicycle route proposed for Fourth Street as part of the Mission Bay project would consist of 17-foot-wide curb lanes adjacent to 8-foot parking lanes (during peak commute periods, no parking would be allowed on the peak-direction side, allowing for a 10-foot center travel lane and a 15-foot-wide curb lane). The 17-foot or 15-foot curb lanes would be shared by automobiles and bicycles. This configuration of Fourth Street is illustrated in Figure D.4 on page D.12. This is considerably wider than the typical 10-foot-wide automobile travel lane. On

the Peter Maloney Bridge the constrained width of the deck would require that bicycles share 13.5-foot-wide travel lanes with automobiles and light rail vehicles once the Third Street Light Rail project is constructed.

According to the recently adopted San Francisco Bicycle Plan, the section of Fourth Street north of the Peter A. Maloney Bridge, between the China Basin Channel and Townsend Street, is designated as a Class III (signs but no bike lanes) bicycle route. Given that it would be difficult to provide Class II bike lanes on Fourth Street north of King Street because of the location of the Caltrain station on the west side of Fourth Street, the Mission Bay project proposes to maintain the section of Fourth Street between the Channel and King Street as a Class III bicycle route as called for in the Bicycle Plan. The project description presented in the SEIR called for two 11-foot lanes in each direction and no parking. Catellus has since reviewed the project and proposes to provide an additional 8 feet of right-of-way on Fourth Street, between Berry and King Streets, so that the curb lanes on both sides of the street become 15 feet wide for this block./19/ These wider-than-typical lanes would be shared by automobiles and bicycles as a Class III bicycle route.

Four-foot-wide striped bicycle lanes along Terry A. François Boulevard are not proposed. The project proposes that six-foot-wide bike lanes be implemented along Terry A. François Boulevard, as shown on Figure D.5 (p. D.13), and as described on p. V.E.46 in the SEIR. These would apply to the project, as well as all the alternatives and variants, including the Terry A. François Boulevard variant as shown on Figure D.7 (p. D.15). Most bike lanes in San Francisco are five to six feet wide.

On pp. V.E.106-V.E.107, the SEIR acknowledges the potentially unsafe conditions that are associated with bicycles crossing tracks at an oblique angle. In Appendix D, Transportation, on p. D.19, the SEIR notes that in order to reduce hazardous conditions, rubberized surfaces would be installed at the Caltrain rail crossings of 16th Street, near the intersection of Seventh and 16th Streets. The rubberized grade crossing surfaces provide a very smooth transition between the street pavement and the railroad tracks, minimizing the exposure of the flange areas that are a hazard to bicyclists and improving traction in the area around the rails.

The danger associated with slippery tracks can be reduced by the provision of rubberized grade crossing surfaces at rail crossings, but the hazards related to bicycle wheels falling in the rail flange way can only be mitigated by minimizing the number of locations where bicycles must traverse railroad tracks. The hazard is greatest where the path of the bicycle crosses the tracks at a pronounced oblique angle (more than 20 degrees from perpendicular), such as at the intersection of

16th and Seventh Streets. When this condition occurs, the cyclist must zigzag noticeably to cross the tracks. In order for the cyclist to handle such crossings in a safe manner, the bicycle lane would have to be widened or realigned to provide a crossing angle closer to 90 degrees. The project sponsor intends to propose advance warning signs indicating the oblique angle crossing to be placed in advance of the railroad crossing, for review by the City's Interdepartment Staff Committee on Traffic and Transit (ISCTT) and the Department of Parking and Traffic (DPT).

The text in the bicycle impact section of the SEIR on p. V.E.107 before the last sentence in the first partial paragraph has been revised to add the following sentence:

Catellus intends to propose placement of advance warning signs for bicyclists indicating the presence of rail crossings in advance of oblique rail crossings./95a/

The following new endnote has been added as Endnote 95a on p. V.E.126:

95a. Eric Harrison, Project Manager, Catellus Development Corporation, telephone conversation with Wilbur Smith Associates, August 4, 1998.

Because the existing Caltrain and freight railroad tracks currently bound the Mission Bay area, and the Third Street light rail would travel through the area, the number of locations where bicycle routes conflict with railroad tracks cannot be completely eliminated. The proposed Mission Bay bicycle route network was designed to effectively serve the Project Area, while minimizing potential conflict with automobile traffic, light rail service, and railroad tracks.

The SEIR indicates on p. V.E.45 that “. . .to improve bicycle safety, rubberized surfaces are proposed to be installed as part of the project improvements at all existing and new rail crossings in the project Area, . . .,” and a similar statement is made on pp. D.8, D.18 and D.19, in Appendix D, when describing the Berry, Common, and 16th Streets crossings of the Caltrain tracks.

At all those streets that intersect with the Third Street Light Rail Project alignment, such as King, Fourth, Owens, 16th and Mariposa Streets, the light rail trackage would be flush with the pavement, similar to the track configuration already used by light rail vehicles and streetcars in other parts of the City, such as Market Street or The Embarcadero. A similar track configuration would be used for the freight rail spur on 16th Street and Terry A. François Boulevard.

See the response under "Transit Measures" on pp. XII.172-XII.174, for a discussion of grade separation of 16th Street at the Caltrain crossing. See the response under "Bicycle Access," pp. XII.142-XII.143, for a discussion of Owens Street South of The Common.

As the project moves forward, bicycle advocates should continue to be consulted as part of the Mission Bay Transportation Coordination Committee activities, to ensure that plans address potential hazards to Mission Bay bicyclists.

Bicycle Access

Comments

The proposed bicycle circulation plan (Figure V.E.9) designates bikeways on Owens, and North and South Common Streets, all accessing the traffic circle to the west and connecting to a bikeway on Fourth to the east. However, from the traffic circle, bike traffic is routed out of Mission Bay westward onto Seventh Street for bike movements southward. Consequently, no bikeway access is defined for Owens Street between the traffic circle and 16th. This appears odd in light of the fact that Owens will provide continuous access to the UCSF campus. What is the explanation for this element of the bikeway route planning? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

The project will result in a significant impact on bicycle safety on most streets in the project area, as both volumes and speed of car traffic increase. The proposed configuration of most of the streets in the project area does mitigate the safety impact of additional traffic through a variety of measures, including the installation of bike lanes, wide curb lanes, and bicycle paths.

However, several exceptions exist. The streets listed below will present unacceptably dangerous hazards to bicyclists unless changes are made. While making certain existing streets safe for bicycle traffic is difficult because the right-of-way and existing uses are established, there is no excuse in new developments to design streets that are dangerous for bicycle travel. . .

Owens Street south of the roundabout is proposed to have 4-11' traffic lanes with no bike lanes. This presents a very serious hazard and a strong deterrent to bicycle use in the project area. Bike lanes added to this street, or a parallel path with few side street intersections should be constructed.

Seventh Street, though outside of the project area, is likely to experience higher levels of traffic thanks to the project development. It, too, should have bike lanes added. (*David Snyder, Executive Director, San Francisco Bicycle Coalition*)

Response

Comments question the reason for Owens Street not being designated as a bicycle route south of The Common Street roundabout, and raise concerns about Fourth Street. Comments also suggest Class II (striped) bike lanes for Seventh Street.

The Mission Bay bicycle network is comprised of three primary east-west routes along Owens Street, 16th Street, and The Common that connect Mission Bay South with the citywide bicycle routes west of the Project Area, and two primary north-south bicycle routes along Terry A. François Boulevard and Fourth Street that connect Mission Bay South with citywide routes south of the Project Area. Owens Street is not proposed to have 4 ½-foot bicycle lanes.

Bicyclists traveling to or through the Project Area in the north-south direction would travel on either Seventh or Fourth Streets, and would most likely continue on these routes to their destinations. For bicyclists traveling from Mission Bay, Fourth Street is the most centralized direct route out of the Project Area and provides a continuous access through the UCSF site. Owens Street is constrained by the Channel to the north of Mission Bay South, and by the I-280 freeway ramps to the south of Mission Bay South. Thus, Fourth Street was chosen as a primary north-south bicycle route that both provides internal circulation, and provides a direct connection to the Citywide bicycle network outside of the project boundaries. Furthermore, Fourth Street would serve the core of the UCSF site, while Owens Street would serve only the less densely developed western edge of the Mission Bay Project Area. UCSF is expected to be a major generator of bicycle travel.

Mitigation Measure E.42 on p. VI.20 includes removal of on-street parking on Seventh Street between Townsend and 16th Streets during the peak commute periods. If this measure were included in the project by Catellus or by decision makers, during peak periods, the 11-foot curb lane would act as a mixed flow lane, accommodating both bicycles and automobiles, but would not be wide enough to provide striped bike lanes at intersections, due to the width required by left-turn pockets proposed on Seventh Street at the intersections. Between intersections, where left-turn pockets would not be provided, 14-foot-wide curb lanes could accommodate bicyclists, but because Class II lanes could not be provided at intersections, the width would not be striped for the portion of the street between intersections either. If Seventh Street were to be widened by approximately 10 - 12 feet near intersections, the street could be re-striped to include bike lanes during both peak commute and non-peak periods. This widening would require acquisition of private property on the west side of Seventh Street, because the street right-of-way is constrained by the Caltrain tracks on its east side. Because providing a Class II striped bicycle lane on Seventh Street is not necessary to mitigate any significant environmental impact, it is not proposed in the project and is not a mitigation measure in the SEIR.

Bicycle safety issues are discussed above under "Bicycle Safety" on pp. XII.138-XII.142.

Bicycle Parking

Comments

The proposed ratio of secure bicycle parking spaces to car parking spaces is too low. It should be adjusted to require 1 secure Class I bike parking space for every 10 off-street car parking spaces. (David Snyder, Executive Director, San Francisco Bicycle Coalition)

The Transportation System Management Plan set forth (pages VI.30-31) "Secure Bicycle Parking" as a possible element. Given the topography of Mission Bay, in contrast to many other parts of San Francisco, biking should be strongly encouraged as a mode of transportation. Is it possible, and what planning and zoning steps would be necessary, for buildings constructed in Mission Bay to have secure bicycle parking required, via the building permit, as an integral part of the building? (Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee)

Response

Comments suggest that the requirement for secure bicycle parking spaces be increased to one bicycle space per 10 off-street parking spaces, and that bicycle parking be required as part of the building permit acquisition process.

On p. V.E.107, the Draft SEIR discussed the Redevelopment Plan design documents' proposed requirement of one bicycle parking space for every 30 off-street automobile parking spaces for residential, retail, commercial industrial, and commercial industrial/retail land uses. Since the Draft SEIR was published, the project sponsor has agreed to supply bicycle parking at a ratio of 1 space per 20 off-street automobile parking spaces, based on the maximum number of parking spaces allowed for the project (21,371). Using this formula the *minimum* number of bicycle parking spaces would be $21,371/20$, or 1,069. This commitment will be reflected in the Redevelopment Plan documents. The first sentence in the first full paragraph of p. V.E.107 has been revised to show this change as follows:

The Redevelopment Plan design documents call for bicycle parking ~~is proposed to~~ be provided at a ratio of one bicycle parking space for every 20 ~~30~~ off-street automobile parking spaces for residential, retail, commercial industrial, and commercial industrial/retail land uses. The maximum number of parking spaces allowed for the project (21,371) would be used to calculate the minimum bicycle parking supply, resulting in about 1,070 bicycle parking spaces.

Page V.E.105 states that approximately 1,850 trips to and from the Mission Bay Project Area would be made by bicycle during the p.m. peak hour. The tables below indicate the number of p.m. peak hour bicycle trips and the peak bicycle parking supply and demand for both residential and non-residential uses in Mission Bay.

Table XII.3 PM Peak Hour Bicycle Trips: Year 2015 Cumulative Conditions with Project			
	Residential	Non-Residential	Total
In	570	290	860
Out	280	710	990
Total	850	1,000	1,850

Table XII.4 indicates that the peak bicycle demand for residential uses would be about 570 spaces, while the peak bicycle parking demand for non-residential uses would be approximately 1,730 spaces. This shows a deficit of 260 bicycle spaces in the Mission Bay residences and a deficit of 970 bicycle spaces for the non-residential uses.

Table XII.4 Peak Bicycle Parking Supply and Demand: Year 2015 Cumulative Conditions with Project		
	Residential	Non-residential
Demand	570	1,730
Supply	310	760
Deficit	260	970

The residential deficit would be reduced or eliminated if some residents parked their bicycles either in their garages next to their automobiles or inside their units. The 970 bicycle parking space deficit for non-residential uses means that more than half of the projected bicycle-riding employees and visitors in Mission Bay would have to seek a secure parking space for their bicycles on the sidewalks. Although it is likely that some cyclists would choose to park their bicycles inside office buildings, and others would find satisfactory bicycle parking in on-sidewalk racks, a deficit would still remain.

The following new paragraph has been added following the first full paragraph on p. V.E.107, to include a discussion of bicycle parking deficit:

The bicycle parking demand would be for about 2,300 spaces, resulting in a deficit of about 1,230 spaces throughout the Project Area. Some of the deficit could be met by residents parking their bicycles either in garages next to their automobiles or in their

residences. Short-term demand could be satisfied by bicycle racks on sidewalks, particularly in neighborhood shopping areas and on the UCSF site.

If bicycle parking were to be provided at a ratio of one space per ten off-street automobile parking spaces, as suggested in the comment, there would be a deficit of approximately 204 bicycle parking spaces for non-residential uses, and a surplus of approximately 41 spaces for residential uses. Some of the non-residential demand, particularly that from visitors or shoppers, would be satisfied by outdoor racks on sidewalks or in courtyards.

The bicycle parking demand estimated in this analysis uses standard bicycle trip generation and arrival rates, which are based on limited available information to date. Therefore, it is possible that all of the demand shown in Table XII.4 may not materialize. In order to ensure that the needs of bicyclists in Mission Bay are met, the Transportation Management Association could monitor the demand for bicycle parking spaces as the project progresses. Measure E.47e of the Transportation System Management Plan described on p. VI.30 includes a general statement about the provision of secure bicycle parking. Measure E.47e has been revised to read:

E.47e Secure Bicycle Parking. Applies to Mission Bay North and Mission Bay South.

Provide secure bicycle parking areas in parking garages of residential buildings, office buildings, and research and development facilities. Provide secure bicycle parking areas by 1) constructing secure bicycle parking at a ratio of 1 bicycle parking space for each 20 automobile parking spaces, and 2) carrying out an annual survey program during project development to establish trends in bicycle use and to estimate actual demand for secure bicycle parking and for sidewalk bicycle racks, increasing the number of secure bicycle parking spaces or racks either in new buildings or in existing automobile parking facilities to meet the estimated demand.

Provide secure bicycle racks throughout Mission Bay for the use of visitors.

To make bicycle parking in the Mission Bay Project Area part of the San Francisco Building Code would require the San Francisco Board of Supervisors to adopt an amendment to that Code. A requirement for bicycle parking included either in the Redevelopment Plan or the Owner Participation Agreements would be enforceable by the Redevelopment Agency whether or not amendments were offered and adopted in the Building Code.

Pedestrians

Fifth Street Pedestrian Bridge

Comments

As a member of the Mission Creek Harbor Association, I have a few comments to make about the SEIR and some points that are particularly overlooked.

And that is, there's no mention in the SEIR of any impact on the people who own houseboats and boats in the Mission Creek Harbor, particularly in respect to the idea of having a Bridge cross at Fifth Street which will not allow us to bring our boats out of the harbor. (*Torbin Torpe-Smith, Mission Bay Harbor Association*)

The prospects for the pedestrian Bridge discussed for connecting the north sides of China Basin Channel at an approximate Fifth Street location needs to be clarified. Redevelopment Agency staff have indicated to the Committee that this Bridge should be "assumed as part of the project," implying that its completion in conjunction with the phasing of development is assured. However, the DEIR makes no such claim or intimation.

Pages V.E.101/102 of the DEIR describe the pedestrian Bridge as something that is "proposed", rather than as an element which is "assumed" as part of the project. The DEIR points out that the Bridge would improve general pedestrian circulation, but would specifically assist pedestrian access between the Caltrain station and King Muni LRT stations, and Mission Bay South. The DEIR points out that if pedestrians are required to travel eastward to the Fourth Street Bridge, the additional travel time and discomfort (narrow paths on the Bridge) might discourage their use of transit.

- a. If the pedestrian Bridge is important in serving pedestrian movements to and from fixed rail transit stations, why is it not one of the assumed elements of the project, in the same way that traffic measures are assumed?
- b. Were forecasts accomplished on the level of use of the pedestrian Bridge, either for general pedestrian movements or for movements specifically related to use of the rail transit facilities?
- c. Would provision of the pedestrian Bridge diminish the need and/or reduce the operating requirements of the proposed shuttle bus service discussed in the suggested TSM Plan? Would the capital and operating costs of the pedestrian Bridge be less over the long-term than the costs of shuttle service?
- d. If the pedestrian Bridge should be "assumed" (as staff have indicated), has responsibility for funding and constructing the Bridge been identified or assigned?

With respect to the proposed pedestrian Bridge over the China Basin Channel at the hypothetical extension of Fifth Street, the DEIR provides a description of this proposed Bridge (pages V.E.46-48). The DEIR suggests that this new pedestrian Bridge would be a "swing" Bridge, which would accommodate the continued maritime use of the Channel, and further points out that the Bridge would

be operated " . . . by the Department of Public Works at existing facilities that control the two automobile bridges over the Channel" (page V.E.46).

At the present time, the Lefty O'Doul and Peter Maloney Bridges are operated by a single bridgetender, who must move from one Bridge to the other in order to open and close each of the bridges. They are not operated from a single control point, which raises a question about the comment in the DEIR regarding the operation of the proposed pedestrian Bridge. What is the thinking behind the above-cited comment in the DEIR? Is it proposed that the pedestrian Bridge be operated remotely from the Fourth Street Bridge? How would this work, given the need for the bridgetender to sometimes be at the Third Street Bridge? Would a remote control be provided at both bridges? Are there safety issues inherent in such a remote control operating method?

The proposed pedestrian Bridge over China Basin Channel at the hypothetical extension of Fifth Street (pages V.E.46-48) is proposed as a "swing" Bridge because of the need to maintain a navigable channel, and the implications of grade change which would be required by non-movable Bridge. An alternative to a Bridge which should be given consideration is a cable-stayed pedestrian ferry.

The use of a cable-stayed ferry to provide for pedestrian movements across the Channel would mean potential savings in terms of both capital and operating costs. Propelled by a cable drive attached to the bottom of the ferry's hull, the cable would be installed on the floor of the Channel, thus providing a navigable waterway which would be virtually barrier free. Is this an alternative to a swing Bridge which should be considered? Is information available regarding this technology and the feasibility of its application to the China Basin Channel pedestrian crossing need? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

PEDESTRIAN BRIDGE While the swing pedestrian Bridge is "proposed" in the DSEIR (III.30) to improve pedestrian circulation (V.E.46) and "may be included in the project" (V.M.23), nowhere in the DSEIR is it shown to be a definite part of the project, nor is there any time frame or funding shown for its development. If timing and funding for a pedestrian Bridge cannot be adequately determined at this time, the SEIR should incorporate alternative mitigation measures to improve access to open space and pedestrian circulation. We would specifically request consideration and review of an automated "cable ferry" for pedestrian crossing at 5th Street. A conceptual drawing is attached for your review.¹ This could probably be built much more quickly and at far less cost than a swing pedestrian Bridge.

¹ Further information and a large scale drawing may be obtained from Kevin O'Connell, 300 Channel Street, Box 14, S.F. 94107 Phone: (415) 861-3420

(*Jack Davis, Chair, Design Subcommittee, Mission Bay Citizens Advisory Committee*)

Pedestrian Bridge. The DSEIR confirms that a pedestrian Bridge at the 5th Street alignment must permit navigation of boats, and will probably have to be designed as a swing Bridge. Since this is a potential expensive proposition, and control of the swing Bridge is also quite complicated, we suggest that the SEIR consider a cable-ferry alternative, which would not interfere with boat navigation, and which would probably be less expensive to build. A Site Plan is attached for reference. Further

details may be obtained from Kevin O'Connell, 300 Channel Street, Box 14, SF 94107 (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Response

Comments question why the pedestrian bridge has not been assumed as a part of the project, whether forecasts for pedestrian volumes on the bridge were determined, whether providing the bridge would reduce the operating requirements of the proposed shuttle bus, whether funding sources have been identified, and request clarification on the remote operation of the bridge. Comments also express concern that the pedestrian bridge proposed near Fifth Street would prevent the movement of boats into and out of the harbor. Finally, comments suggest that a pedestrian ferry be provided as an alternative to the pedestrian bridge. The following responses address these issues in the order in which they are presented above.

The construction of the Fifth Street pedestrian bridge is proposed as part of the project, but would require clearances and permits from a number of agencies, including non-City agencies such as the U.S. Army Corps of Engineers and the U.S. Coast Guard. As a result, its implementation is not certain at this time. This is why the SEIR indicates on p. V.E.46, last paragraph: "a pedestrian bridge over the China Basin Channel is proposed to be constructed along the hypothetical extension of Fifth Street, subject to obtaining the required approvals."

Although pedestrian volumes were not specifically forecast for the Fifth Street pedestrian bridge, p. V.E.102 notes that approximately 1,360 people are expected to either walk or bicycle from Mission Bay South to the northeast quadrant of San Francisco during the p.m. peak hour, and approximately 350 people would be bicycling or walking from Mission Bay North to the southeast quadrant of San Francisco during the same time. These volumes suggest that the proposed pedestrian bridge at Fifth Street would be well-utilized during the commute periods. The analysis of pedestrian impacts, without assuming that a pedestrian bridge was included, does not show significant pedestrian impacts; therefore, alternative mitigation measures suggested by one comment are not necessary.

The Fifth Street pedestrian bridge is not expected to reduce the patronage demand for the proposed shuttle bus operation. The shuttle bus would likely serve those individuals who would have to walk relatively long distances to access regional transit carriers such as SamTrans, AC Transit, Golden Gate Transit, or BART, rather than short trips across the Channel. The primary purpose of the pedestrian bridge would be to provide a convenient link between the open space north of the Channel with that south of the Channel. Thus, the bridge would serve mostly recreational pedestrians or nearby residents, independent of any service provided by the proposed shuttle buses. Construction of the bridge is included in the proposed infrastructure plan for the project, and would be operated by

the City's Department of Public Works in the same manner as the Lefty O'Doul and Peter Maloney bridges.

Page V.E.46 discusses the likelihood that the pedestrian bridge near Fifth Street would be a "swing" bridge, in order to accommodate the maritime use of China Basin Channel. That is, the bridge structure would swing away from the banks, opening a passageway for boats to move into and out of the west end of the Channel. The expectation is that it would be operated by the Department of Public Works. Based on a preliminary evaluation conducted by Catellus, the opening of the Fifth Street bridge would be carried out remotely from the Peter Maloney Bridge command post, by running conduit and wires from one bridge to the other, and allowing both bridges to open at the same time./20/ No inherent safety issues have been identified at this point with the proposed remote control operation. It would also be technically possible to centralize all bridge operations at one location, probably the Peter Maloney Bridge, so that the bridge tender would not have to move from one bridge to the other.

Regarding implementation of a cable-stayed ferry to provide pedestrian movements across the Channel, in lieu of the Fifth Street Bridge, it is likely that the installation and use of the cable on the Channel bottom to guide the ferry boat would disturb the sediments, possibly creating turbidity and other water quality problems. The cable could also pose a navigational hazard. In addition, the ferry would have to be attended 24 hours a day to prevent unwanted dangerous operation of the boat. Compared to a swing bridge, a ferry's throughput of pedestrians able to cross the Channel per hour, particularly during events at the Pacific Bell Ballpark, and most likely on a typical day, would be insufficient to improve pedestrian volumes at the other Channel crossings.

Pedestrian Safety

Comments

1. . However, Owens Street between its intersection with Fourth Street and the traffic circle presents approximately 1800 feet of unsignalized traffic flow, with park space on the north and a residential neighborhood on the south. It is possible that what is being created if the plan is implemented is a traffic "barrier" between the park and the residences, a barrier created less by the street and its width than by the volume (for example, Table VI.3) and potential high speeds of the traffic using Owens Street. . .

a. Why is the pedestrian crossing signal included as a possible TSM element rather than as an assured component of the proposed pedestrian circulation system?

b. The DEIR Appendix provides helpful descriptions of proposed streets, but it does not describe the proposed speed limits of the streets. What is the proposed or assumed speed limit for Owens between Fourth and the traffic circle?

c. Were alternative street designs considered which did not create an uninterrupted section of roadway? For example, was placing the traffic circle at a location approximately halfway along Owens, which would provide access to the neighborhood (south) and houseboat community (north), considered?

d. If the park is to be used by the adjacent residential neighborhood, a possible single signalized pedestrian crossing is not sufficient for pedestrian movements. Residents will be inclined to attempt to cross Owens at many locations. Are additional pedestrian crossings planned for Owens at established intervals or spacing? What is the forecast ADT for Owens and should additional pedestrian crossings, if planned, be signalized as well? . . .

f. Is there a school sited nearby which would require safe access to and from the park space north of Owens, and if so, has this pedestrian movement been planned for in terms of signalized crosswalks? . . .

2. Owens Street between the traffic circle and 16th Street appears to be similar in design and character to Owens between the circle and Fourth. Consequently, this section of Owens has the potential to develop as a high speed traffic route with possibly difficult safety and access implications for pedestrians.

a. Is this length of Owens uninterrupted by any planned signalized pedestrian crossings? Will vehicles stop for any signal or sign along this section of Owens?

b. What is the proposed posted speed limit and forecast ADT on Owens between the circle and 16th Street?

c. What pedestrian crossings are planned for this section of Owens?

3. The traffic circle proposed for Owens at Common carries forecasts for Level A or B service (Figure V.E.12) for traffic, which reflects an efficient traffic operation. However, the pedestrian characteristics of the circle are unclear. With only painted crosswalks employed, pedestrians at traffic circles can face a continuous stream of circulating traffic.

a. Why was a traffic circle chosen for application at this intersection? What advantages does a traffic circle have in comparison with a four-way stop or signalized intersection? Would either a four-way stop or a signalized intersection provide for improved pedestrian safety at this location?

b. Is it true that if traffic is moving in excess of the posted speed limit on those sections of Owens approaching the traffic circle, then some of that traffic will likely enter the circle at a higher rate of speed than is safe for either the vehicle or pedestrians attempting to cross at the circle?

c. What pedestrian crossings are planned for incorporation into the traffic circle and have the pedestrian movements been examined in light of the forecast peak hour traffic volumes? . . .

8. It is understood that the final alignment of Terry A. François Boulevard is an outstanding matter at this time. However, regardless of the final alignment of the Boulevard, traffic volumes are not forecast to be heavy, even during peak hours. Nonetheless, the Boulevard is (apparently) designed without any signalization, so that traffic speeds may likely be in excess of the posted limit. What specific plans have been completed or considered for managing the safe movement of pedestrians across François Blvd. between the planned park space and the waterfront? . . .

Comments: Traffic and Parking

5. Owens Street between the traffic circle and Fourth Street, and Terry A. François Boulevard are adjacent in large part to park space. The DEIR Appendix provides a description of both streets, describing them in cross-section. With respect to aesthetics and in terms of providing safety for pedestrian and vehicular traffic as well, was consideration given to designing either or both of these streets as boulevards with a (landscaped) median? A median would provide a secure half-way stopping place for pedestrians, improve the urban design of the roadway, and might also have a "calming" effect on traffic speeds by narrowing the perceived roadway width. Of course, a median would also sharply reduce the possibility of head-on vehicular collisions. (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Townsend Street. As neighbors, we want to note the comment on V.E.103, that "no pedestrian improvements are proposed for Townsend Street, except on the south side of the street between 3rd and 4th Street". It would be extremely helpful to the Mission Bay North development if pedestrian improvements could be continued on Townsend between 4th and 7th Streets. It's dangerous to walk on that street now. (*Corinne W. Woods, Mission Creek Harbor Association, and Waterfront Chair, Bay View Boat Club*)

Response

Comments express concern that the portion of Owens Street between Fourth Street and the roundabout at The Common would carry high volumes of traffic, which would act as a barrier between the open space north of the street and the residential area south of the street. Comments request additional information about the characteristics of this portion of Owens Street, including the level of commitment for the signalized pedestrian crossing at Owens and the hypothetical extension of Fifth Street and the adequacy of this single crossing to carry expected pedestrian volumes, the assumed speed limit, the provision of a raised median, forecasted average daily traffic, and any considerations of midblock traffic control. Comments also request that the roundabout be justified, and that pedestrian circulation issues near the roundabout be considered. Comments also express concern that Terry A. François Boulevard may not have adequate interruptions of vehicular flow to provide a safe crossing for pedestrians. In addition, comments request provision for pedestrian flow on Townsend Street, between Fourth and Seventh Streets.

Owens Street is expected to carry relatively low volumes of traffic between Fourth Street and The Common. Because other Mission Bay network streets would provide a less circuitous route for vehicles traveling through Mission Bay, this portion of Owens Street is expected to be used primarily by those drivers traveling to or from the immediate area. The estimated future Annual Average Daily

Traffic (AADT) for this section of Owens Street is 3,000 to 3,500 vehicles. This relatively low traffic volume is also reflected by the anticipated operation of traffic signals on this portion of Owens Street. On p. V.E.70, the SEIR notes that the intersections of Owens Street with The Common, Third Street, and Fourth Street are expected to operate at level of service (LOS) B during the p.m. peak period in the year 2015.

No specific speed limits have been proposed or assumed within the Mission Bay Project Area. Maximum speed limits are typically established by the San Francisco Department of Parking and Traffic after having conducted spot speed studies and taking into consideration other factors such as speed distribution, traffic volumes, accident experience and road physical features. Given the types of land uses surrounding Owens Street between Fourth Street and The Common, open space on one side and residential on the other, with the main access to the residential buildings expected to be from Bay Mud Street south of Owens it is likely that the maximum speed on this section of roadway would be limited to around 30 mph.

Owens Street between Fourth Street and The Common was originally designed as a four-lane roadway (two lanes each way) with a 15-foot-wide landscaped median, and parking on both sides. In fall 1997, as a result of several meetings held at the San Francisco Redevelopment Agency with the Mission Bay Citizens Advisory Committee, the Committee members agreed to narrow the street right-of-way by eliminating parking on the residential side of the street and removing the median, in order to provide a wider and larger open space area adjacent to the Channel.

The signalized pedestrian crossing of Owens Street at Fifth Street is identified on p. VI.30 as a mitigation measure (E.47d). Since the publication of the Draft SEIR, Catellus has revised the project, in order to include this signalized pedestrian crossing in the project definition.

The signalized pedestrian crossing at Fifth Street would provide adequate interruption for traffic flow when pedestrians need most to cross the roadway. Additional interruptions of Owens Street traffic flow would be inconsistent with the design of the rest of the Mission Bay street network system, and would hinder traffic flow to the extent that unnecessary vehicle queuing may result. No additional stop signs or signals are proposed for this section of Owens Street.

The transportation analysis for the Redevelopment Plans was not conducted at a level of detail that would permit specific siting of individual crosswalks along a street like Owens Street south of The Common, where there would be few intersections that would be obvious crosswalk locations. Because there are expected to be pedestrian access points to the UCSF campus east of Owens Street,

as well as access to buildings on the west side of Owens Street, there would be locations along this portion of Owens Street for which pedestrian crossings would be warranted. However, specific locations for these crosswalks have not yet been determined. A traffic signal is under consideration by UCSF and Catellus for an intersection of a UCSF site street with Owens Street, at a location approximately equidistant between The Common and 16th Street. If a traffic signal is provided at this location, pedestrian crosswalks would be incorporated into the intersection design.

Modern roundabouts are efficient traffic control elements that secure the safe crossing of traffic and pedestrians between intersecting traffic flows with minimum delay. They are superior in terms of vehicle delays to stop sign-controlled intersections, particularly when the approaching traffic flows are of the same order of magnitude and/or the left or right turning movements are relatively high when compared to the through movements. Two fundamental design features in modern roundabouts are: a traffic yield at entry, and a slight curving to the right at inbound approaches.

Modern roundabouts are safe relative to other types of intersections. According to road accident statistics published in Great Britain, the proportion of fatal accidents at roundabouts is about one-third of the proportion of fatal accidents at all other intersections. In addition, the average accident cost at a roundabout is about 50 percent less than the average accident cost at all other intersections.^{21/} Notwithstanding their good record, excessive speed at entry could affect the safety of a roundabout. Therefore, the currently proposed roundabout layout includes appropriate entry deflection—well-designed entry angles and good sight distance—and installation of appropriate advisory speed and warning signs in all approaches.

As typically required by the San Francisco Department of Public Works (DPW) and Department of Parking and Traffic, painted pedestrian crossings would be provided at each leg of the roundabout, at an appropriate distance (approximately 150 feet) from the roundabout to ensure that approaching vehicles can see pedestrians, and pedestrians can see approaching vehicles. These crosswalks would be located away from the flared entries to the roundabout, where roadway widths are less, and vehicular traffic movements are more straightforward. Flashing-yellow beacons and advance warning signs indicating the existence of the crosswalk may also be installed at all or some of the approaches in one or both ways, particularly at those crosswalks that would be most likely to be used by students from the proposed nearby school.

Terry A. François Boulevard is being planned without any traffic signals because of the expected light traffic volumes, but not without controls in the form of traffic signs. As an example, the intersection of Terry A. François Boulevard with The Common is currently planned to be an all-way stop sign

controlled intersection. No specific traffic control systems have been developed at this point for other intersections along Terry A. François Boulevard, such as Mariposa, South or Mission Rock Streets. It is expected, however, that appropriate signage would be requested by DPT and would be developed as specific projects are proposed. In addition, all pedestrian crossings in Terry A. François Boulevard would be appropriately striped.

Townsend Street presently does not have a sidewalk between Fourth Street and Seventh Street generally west of the Caltrain Station. The Mission Bay North Project Area boundary between Fourth Street and Sixth Street is King Street. Townsend Street between the west side of Fourth Street and the east side of Sixth Street, and the area south of Townsend Street to King Street, are outside of the Project Area. These two blocks and the portion of the block between Sixth and Seventh Streets that is adjacent to Townsend Street would remain in use as rail yards for Caltrain. Thus, there would be no new uses to attract pedestrians. The area north of Townsend Street between Fourth Street and Seventh Street is outside of the Project Area. Buildings on the north side of the street are primarily in industrial use. It is possible that sidewalks would be included in any new development on the north side of Townsend Street in the future.

Transit Shelters

Comment

Unlike other locations in San Francisco, where the City's private shelter contractor can be blocked by an adjacent property or shop owner from installing a shelter, transit shelters should be mandated at all stops in Mission Bay. This will insure that passengers are protected from the elements, made to feel secure and safe while they wait, and provided with transit information to facilitate their journey, factors which all work to encourage the use of transit. Pedestrian routes throughout Mission Bay should be reviewed to assure that all transit stops are linked directly and efficiently with planned pedestrian paths and sidewalks. Will the Municipal Railway be involved in all relevant aspects of street planning and design, in order to insure the full integration of transit elements? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

The comment requests that transit shelters be mandated at all transit stops within Mission Bay, that pedestrian routes effectively link all transit stops to the proposed development, and that Municipal Railway be involved in the planning and design of the Mission Bay street network.

On p. VI.30, Mitigation Measure E.47g of the Transportation System Management Plan describes the provision of maps of both the pedestrian/bicycle network and transit maps on kiosks throughout the Project Area to promote multi-modal travel. The figures depicting the cross-sections of Mission Bay

streets on pp. D.9-D.16 in Appendix D indicate that Berry, Third, Fourth, Owens, South, 16th, and Illinois Streets, as well as The Common, Terry A. François Boulevard, and residential streets would provide sidewalks, ranging in width from 9.5 feet to 14.5 feet.

The development of the transit network in the Mission Bay Area has been closely coordinated with MUNI engineering, planning and operations staff. In particular, the planning of the Third Street Light Rail Project was the subject of joint engineering and planning studies involving MUNI's Third Street Light Rail Project team and the engineering and planning consultants for the Mission Bay project. In addition, MUNI has recently hired new consultants to develop an urban design plan for the Third Street Light Rail Project; these consultants have already met with the project sponsor and the consultants for Mission Bay, as well as UCSF representatives.

The precise locations of the bus stops have not yet been established by MUNI. As a planning principle, they are expected to be located near the Light Rail station platforms (planned for Mission Rock Street, opposite the UCSF main entrance at South Street, and at Mariposa Street) and intersecting major pedestrian flows within the Project Area. One MUNI bus stop location that has been identified is the new 22-Fillmore end of the line. It would be located on South Common Street, immediately east of Third Street. MUNI does not have established criteria for determining which transit stops should have transit shelters. Generally, the provision of transit shelters at stops is based on the number of passenger boardings at the stop, the character of the surrounding area, and the requests from the public. MUNI contracts out the provision of transit shelters so that advertising revenues are used to pay for the installation and maintenance of the shelters on a systemwide basis at no cost to MUNI./22/ Mandatory shelters would not mitigate a significant impact; decisionmakers could consider requiring shelters at particular locations in Mission Bay as conditions of project approval.

Bay Trail

Comment

By way of background, the San Francisco Bay Trail is a planned 400-mile system of multi-use paths that, when completed, will circle San Francisco and San Pablo bays in their entirety. . .

On page V.E.44, the Draft SEIR correctly explains that the adopted alignment of the Bay Trail "runs through the Mission Bay Project Area from The Embarcadero to Berry Street to Third Street; it continues from Third Street to Mission Rock Street to Terry A. François Boulevard and then to Illinois Street." However, Figure V.E.9 shows a different alignment, which reroutes the Trail from Third Street and Mission Rock to the waterfront, entirely along Terry A. François. Presumably, this seeks to take advantage of the requirement by the San Francisco Bay Conservation and Development

Commission “that by the year 1998 the section of the Bay Trail on Terry A. François Boulevard between the Lefty O’Doul Bridge and Mission Rock Street be implemented by the Port of San Francisco as a Class II bicycle facility. . .”

While the Board of Directors of the Bay Trail Project has not approved this proposed realignment, Bay Trail Project Staff believes it is superior because it brings the Trail closer to the waterfront. We request, however, that the Final SEIR describe the proposed realignment and explain the rationale for it, and that the City and County of San Francisco submit a formal request to the Bay Trail Project for redesignation of alignment . . .

Finally, we request that brief mention be made of the Bay Trail Plan in Section V.E (“Transportation”), under “Existing Transportation Plans, Policies and Programs;” and Section V.M (“Community Services and Utilities”), under “Recreation and Parks—Plans and Policies.” (*Niko Letunic, Bay Trail Planner, San Francisco Bay Trail*)

Response

The San Francisco Bay Trail requests that the reason for the realignment of the Bay Trail between the Lefty O’Doul Bridge and Mission Rock Street be clarified, and that a brief description of the Bay Trail be added to Section V.E, Transportation, under “Existing Plans, Policies, and Programs.”

The San Francisco Bay Conservation and Development Commission required the Port of San Francisco to implement a Class II bicycle facility on Terry A. François Boulevard between the Lefty O’Doul Bridge and Mission Rock Street by 1998. This newly provided bicycle route was determined to be the most logical route of the San Francisco Bay Trail, as it is closer to the waterfront and Mission Bay open space. The following text has been added to the first full paragraph on p. V.E.45 to explain the Bay Trail alignment shown in Figure V.E.9 (p.V.E.47):

The Bay Trail alignment shown in Figure V.E.9 between the Lefty O’Doul Bridge and Mission Rock Street does not reflect the alignment currently approved by the Board of Directors of the Bay Trail Project. However, because the San Francisco BCDC requires that a Class II bicycle facility be implemented by the Port of San Francisco in this section of Terry A. François Boulevard by the year 1998, it is possible that the Bay Trail will be realigned to this route shortly thereafter. This route would be closer to the waterfront and Mission Bay waterfront open space than the current adopted route.

The following text has been added as a new subsection on p. V.E.34 immediately before “Local Plans and Policies:”

San Francisco Bay Trail Plan

The San Francisco Bay Trail is a 400-mile regional hiking and bicycling trail that is intended to permit users to circle San Francisco and San Pablo Bays. The San Francisco

Bay Trail Plan was adopted by the Association of Bay Area Governments in 1989. The Plan is one component of the region's transportation and recreational facilities.

About one-half of the planned 400 miles has been developed. The San Francisco Planning Commission adopted a proposed route for the Bay Trail in 1992. The route of the Bay Trail in the Mission Bay Project Area is along Third Street from King Street to Mission Rock Street, and along Terry A. François Boulevard from Mission Rock Street to Mariposa Street.

The following sentence has been added as a new second sentence in the second full paragraph on p. V.E.35:

The Bay Trail route in the Recreation and Open Space Element of the *General Plan* would need to be amended to reflect the new proposed route in and near the Mission Bay Project Area.

Mariposa Street Pedestrian Walkway

Comment

And the open space that's planned along Mariposa Street is not adequate for Potrero Hill pedestrian access to the Bay, and we recommend that that be increased from its existing 20 to 40 feet. (*David Siegel, Lower Potrero Hill Neighborhood Association; Mission Bay Citizens Advisory Committee*)

Response

The 20-foot setback proposed for the north side of Mariposa Street between Owens Street and Terry A. François Boulevard would be in addition to the 10-foot wide sidewalk planned for this street.^{23/} Therefore, the entire walkway would be 30 feet wide, providing considerable area for landscaping. The necessary width to accommodate the anticipated pedestrian flows on Mariposa Street is less than 20 feet. Therefore, additional width on Mariposa Street to provide access to the San Francisco Bay is not necessary for pedestrian comfort, although it might enhance the recreational nature of the connection. For comparison purposes, many downtown sidewalks are 10 to 15 feet wide and the downtown Market Street sidewalk is about 30 feet wide. Unlike downtown sidewalks, the Mariposa Street pedestrian walkway is expected to include substantial landscaping. At 30 feet wide, it could accommodate two rows of trees and other landscaping as well as a pedestrian sidewalk.

Ballpark Pedestrians

Comments

We similarly anticipate that the City and County of San Francisco and the Ballpark Transportation Coordinating Committee (BTCC) during development of the Ballpark Transportation Management Plan (TMP), would recommend street and transit configurations to reduce pedestrian congestion near

the new ballpark site during regularly scheduled baseball games as well as during the temporary events such as those identified on page V.E.116. The following items address how: Any plans to widen the 3rd Street Bridge sidewalks (even during the proposed seismic upgrade currently scheduled for early in 1999) could enhance pedestrian movement across the 3rd Street and 4th Street bridges. Pages V.E.48 and V.E.102 reference narrow sidewalks on these bridges as potentially restricting pedestrian movement before and after ballpark events. Restricted parking could enhance pedestrian movement also.

Please consider how traffic management might enhance pedestrian traffic movement across the 3rd and 4th Street bridges. (*W.R. Till, Chief, Bridge Section, U.S. Coast Guard*)

Response

The comments inquire whether transportation management measures could improve the movement of pedestrians across the Peter Maloney and Lefty O'Doul bridges, particularly before and after events at the Pacific Bell Ballpark.

Before and after high-attendance ballgames or events at the Pacific Bell Ballpark, parking control officers will direct vehicle traffic circulation in the area surrounding the ballpark to provide additional capacity for the pedestrian traffic traveling to and from the ballpark. The Ballpark Transportation Coordination Committee (BTCC) is responsible for implementing measures to effectively manage pedestrian flows across the two bridges before and after Ballpark events. The current plan of the BTCC calls for a permanent barrier to be installed separating the two existing northbound lanes on the Lefty O'Doul Bridge from the three southbound lanes, as part of the planned seismic retrofitting of the bridge. In addition, a new metal roadway surface will be installed on the two northbound lanes, to facilitate pedestrians walking on the roadway rather than widening sidewalks. Before and after ballpark events, the two lanes to the east of the barrier will be closed to traffic so that they can be used by pedestrians destined to or coming from the ballpark.

The pedestrian bridge that may be provided near Fifth Street would also help expedite the large volumes of pedestrian movements across the Channel during such special events. Pages V.E.101-V.E.102 address the benefit that the proposed pedestrian bridge near Fifth Street would have on the movement of pedestrians across China Basin Channel.

Rail Access

Comments

Page III.15: "Public Facilities": The project description claims that "[The Caltrain tracks running through the block bounded by Townsend, Sixth, Berry and Seventh] would not be altered as part of this project." However, the project proposes to resume the rail right-of-way to the north-east of these

tracks between King and Berry Streets, and so to forever constrain rail operations to making an extremely small-radius, slow-speed curve on approach to and departure from the vicinity of the present terminal. Given that decreasing end-to-end travel times has been identified as the major goal of Caltrain operations, given the disproportionate time trains spend traversing this section and given the comparative ease with which that curve could be widened and hence sped up by cutting further into what is proposed to be "Mission Bay North Retail space," public utility dictates that that be done before the potential right-of-way is abandoned forever.

Considering the larger problems of access to this parcel, including opening a Berry Street at-grade rail crossing and/or resuming invaluable Caltrain right-of-way for a King Street on-ramp "frontage road," designation of the entire Sixth/Seventh/Townsend/Berry area as a combination of Public Facility and Open Space seems in the best transportation interests of the region. . .

The proposed changes involve the removal of the "wye" connection connecting the Caltrain tracks to the present Sixteenth/Mariposa freight track. This represents a permanent reduction in rail operation flexibility, as there will be no location north of Redwood City at which trains or rail equipment will be able to reverse direction. It represents an adverse impact to the regional transportation network. *(Richard Mlynarik)*

Impact on Port

What is the functional impact on the Port of the relocation of rail access along 16th Street? In table VI.7, Mitigation measures, the comment states that "Track relocation would not preclude rail access to Piers 48 and 50" which seems to indicate that it would make such access more difficult. What is the functional impact on Port operations in the Central Waterfront of the traffic changes and road realignments in the plan? There is no reference to the Seaport Plan and the projected maritime uses of Port property in the period covered by this document. This needs to be studied. *(Jennifer Clary, Mary Anne Miller, Norm Rolfe, San Francisco Tomorrow Mission Bay Committee)*

Response

Comments suggest that rail operation flexibility would be diminished by the construction of the King Street westbound road and the removal of the "Y" connection from Caltrain tracks to the freight railroad tracks near 16th and Mariposa Streets. In addition, comments express concern about the potential impacts of the 16th Street railroad track relocation on port operations.

The removal of two railroad tracks (tracks No. 11 and 12) immediately adjacent to and north of the proposed King Street westbound frontage road has been discussed by Caltrain and the City of San Francisco for several years as part of the Waterfront Transportation Projects, not as part of the Mission Bay project. As part of the discussions, Caltrain was to remove the tracks while the City's Department of Public Works was to build the frontage road using Waterfront Transportation Project funds. As discussed above under "King Street Frontage Road," pp. XII.106-XII.107, an agreement on the specific features of the changes is expected to be presented to the Peninsula Corridor Joint Powers Board for final approval in September, 1998. The King Street westbound frontage road is proposed to be included in the Infrastructure Plan for Mission Bay. The two key reasons for the

construction of the King Street westbound frontage road are: 1) to provide an escape route for those vehicles traveling westbound on King Street that do not want to enter the I-280 freeway, and 2) to provide access to those parcels located south of the Caltrain tracks and west of Fifth Street.

Regarding the concern that the track removal and development of the most westerly parcel in Mission Bay North would constrain Caltrain rail operations in the vicinity of the Caltrain terminal, it should be noted that Caltrain engineering staff have taken an active part in the development of key elements of the Mission Bay project that relate to railroad operations. These include railroad crossing locations, right-of-way adjustments and railroad crossing configurations. Caltrain staff have not expressed any concerns or presented any issues regarding potential deficiencies of the existing curved approach to the Caltrain terminal.

The current freight rail track configuration leading from the "Y" connection near 16th Street requires trains to operate in reverse traveling either east on 16th Street or south on Illinois Street, similar to the proposed route. The proposed change would not affect passenger trains.

The project sponsor has discussed the proposed railroad track alignment changes in the vicinity of 16th Street, including the removal of the "Y" connection, with Union Pacific Railroad (UPRR), the operator of both the mainline and the freight tracks./24/ UPRR does not oppose the alignment modifications since access to Pier 80 is not being terminated, but rather modified to be provided as a switchback to and from the north in a safe manner. It is important to note that the "Y" connection would not be eliminated until the proposed railroad alignment on 16th Street is completed, including the 300-yard spur on Terry A. François Boulevard.

There is currently no railroad access to Piers 48 and 50. The statement made on Table VI.7, on p. VI.57 "Track relocation to 16th Street would not preclude access to Piers 48 and 50. . ." means that if at some point in the future, it is desirable to provide railroad access to Piers 48 and/or 50, it would be possible to extend north the railroad tracks that would be located on Terry A. François Boulevard, without any physical constraints caused by the Mission Bay project.

Mitigation

Project Features and Funding

Comments

The DEIR establishes a list of traffic- and transit-related mitigation features which are "included in the project and assumed in the analysis" (page II.14), or described as "Project Features That Avoid Significant Impacts" (page VI.8). It is not explicitly stated that this list of mitigation measures is considered to be a prerequisite to the implementation of some or all of the Mission Bay project. Certainly, given the nature of the assumptions employed in the transportation analyses, and the importance of these Features to mitigation, the Subcommittee believes that these Features should be required as prerequisites to incremental development, and that this requirement should condition the project's approval. Is it accurate to assume that these measures which are "included as part of the project" (page VI.7) are, in fact, prerequisite investments to the implementation of Mission Bay, where "prerequisite" is defined by the "adjacency" principal set forth on page VI.7?

With further regard to the mitigation features "included in the project and assumed in the analysis", there is a lack of clarity as to the assignment of responsibility for funding and implementing these features. On page VI.7, the DEIR points out that:

" . . . many of the measures are not currently programmed in the formal capital and operating plans for San Francisco Municipal Railway (MUNI), the San Francisco Department of Parking and Traffic, the Department of Public works, or any other involved public agencies. The source of the funding for each measure is not necessarily known at this time. Funding sources will be identified by decision makers in connection with their review and action on aspects of the project within their jurisdiction."

When taken in the context of the possible conditioning of the project's approval upon the accomplishment of these mitigation measures as prerequisite investments, the above DEIR statement is very disturbing. How do these mitigation measures get implemented if they are not programmed in individual City departmental capital programs, funding (from any source) has not been identified, and responsibility for funding has not been assigned (see first paragraph under "E. Transportation", page VI.6)? What certainty or guarantees can be established that the necessary steps for public funding of these measures will be accomplished by the various San Francisco departments necessarily involved?

It is understood that the Department of City Planning and the City Planning Commission, and the Redevelopment Agency and its Commission, can encourage, request, and in other formal and informal ways attempt to affect the Municipal Railway, the Department of Public Works, and Parking and Traffic Department (as well as the San Francisco Transportation Authority) to undertake responsibility for the completion of steps leading to the allocation of funds to assure that the measures will be implemented. Is it not true that these agencies and Commissions have no direct authority over the capital budgeting and budgeting decisions of the implementing departments?

Establishing the mitigation measures as assumed parts of the project and conditioning the project's phased development with their realization is fine, as far as it goes, but it does not seem to offer any guarantee that implementing the measures will actually occur, as suggested. What commitments exist

on the part of the relevant departments and their commissions to the accomplishment of the mitigation measures? How can the approval process for the Mission Bay project assure that such commitments and guarantees to the implementation of the mitigation measures will occur?

With further regard to the mitigation features “included in the project and assumed in the analysis”, the DEIR states on page VI.7, “. . .the responsibility for implementation has not been determined. While some of the measures are included as part of the project or are already programmed by a public agency, many. . .are not currently programmed. . .”. In order to make this statement, an inventory of existing City departmental capital programs was presumably accomplished, or at a minimum, questions asked of City departmental staff. The Subcommittee would like to be informed of the magnitude of the “new” projects list which would introduced to the capital programming efforts of the individual City departments, upon the approval of the Mission Bay project. Consequently, which specific mitigation measures, traffic and transit, as listed and discussed on pages VI.8 - VI.18, are in fact included in the existing capital programs of the departments of Public Works, Parking and Traffic, and Municipal Railway? . . .

With further regard to the mitigation measures listed, beginning on page VI.18, the same questions as were asked in item #2, above, must be asked again with respect to these mitigation measures. What certainty exists that these measures will be funded and implemented in a timely fashion, and that the cooperation and assistance of the relevant funding and implementing agencies will be realized when the Mission Bay project approval process and actions have no direct linkage to the departments and agencies involved? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

The comments inquire about the level of commitment of the project features and mitigation measures, ask if these improvements are in essence prerequisites for the development of Mission Bay as defined by the “adjacency” principle, and question the ability to ensure that mitigation measures are implemented if funding sources have not yet been identified. Comments also inquire about the authority of City planning agencies over the capital budgeting decisions of MUNI, DPW, and DPT, and request knowledge of which features are included in the capital programs of these agencies.

The SEIR includes a list of “Project Features That Avoid Significant Impacts” as Measures E.1 through E.28, on pp. VI.9 - VI.18. As explained on p. VI.1, project features are features that are included in the proposed project by the project sponsor and therefore are assumed in the analysis of potential impacts. Transportation measures E.29 through E.50 are “Mitigation Measures Identified in this Report.” They are mitigation measures that would reduce or eliminate significant impacts identified in the SEIR.

The mitigation measures labeled “Mitigation Measures Identified in this Report” are not a prerequisite to the approval or implementation of all or part of the Mission Bay project. The SEIR identifies mitigation measures that would reduce or eliminate any potential significant impacts created by the

Mission Bay project and establishes thresholds or triggers for those key project features that might not otherwise be triggered early enough in the development process to meet anticipated transportation demands based on the adjacency principle. Decision-makers will evaluate each of these mitigation measures, and determine whether each is feasible and appropriate to be adopted and implemented, as part of the project review and approval process. (See also the response under "Funding of Mitigation Measures" in Mitigation Measures, pp. XII.457-XII.458.)

It is correct to assume that Catellus would undertake those traffic-related measures listed as Measures E.1 through E.26 in the SEIR under "Project Features That Avoid Significant Impacts," and applicable to the project that is ultimately approved, such as street widenings, street improvements and restriping, and new traffic signals. As explained above in the response under "Trolleybus Extensions," the route modifications in Measures E.27 and E.28 are part of MUNI's overall transit plans for the City, and are expected to be implemented by MUNI. Both MUNI's Short Range Transit Plan and Capital Improvement Program (CIP) include these two trolley bus extensions, which are estimated to cost approximately \$30 million. While the CIP indicates that no funding has yet been identified for these projects, the City is applying for funding allocations from the Metropolitan Transportation Commission for funding of additional trolley buses, and the *Third Street Light Rail Project DEIS/DEIR* assumes that the 22-Fillmore and 30-Stockton trolleybus lines would be rerouted in the future to serve Mission Bay.^{25/} As noted in the "Trolleybus Extensions" response on pp. XII.109-XII.113, Catellus would be responsible for installing overhead line poles and/or eyebolts on buildings to support new trolleybus wires.

Required project features and the mitigation measures to be included as part of the project would be part of Owner Participation Agreements (OPAs) between Catellus and the Redevelopment Agency. Those documents would allocate responsibility for implementation of the various measures. Decision-makers will consider the feasibility of the mitigation measures, including funding feasibility and sources, as part of the project review process. Determinations will be based in part on information received from the various affected City departments regarding their projected capacity to implement the proposed measures. The Mitigation Monitoring Plan required to be adopted at the time of project approval will specify responsibilities and timing for implementing each adopted measure. The proposed OPAs and infrastructure plans, the Mitigation Monitoring Plan, and other relevant documents will be available for public review, as required by law, in advance of public hearings on the project.

Triggers for Mitigation Measures

Comments

The DEIR undertakes, based upon detailed technical analyses of the project's specific land use development patterns, to associate incremental project growth with transportation impacts that "trigger" the need for specific mitigation measures (beyond those referenced, in #1 and #2, above; description beginning on page VI.18). Most of these mitigation measures are capital improvements in traffic- or transit-related features, the preponderance of the features being traffic-related.

It is not clear from a reading of the EIR what level of assurance is implied or offered that these mitigation measures will be implemented at the times their effects would be needed, nor is it at all clear whether or not responsibility for their implementation has been assigned. Given the apparent importance of these mitigation features to the related increments of project development and growth, will the incremental implementation of Mission Bay be conditioned upon the implementation of the identified mitigation measures? The Subcommittee believes that the mitigating impacts of these measures strongly support the conclusion that such conditioning should be exacted as part of the approval process. . .

The DEIR discusses (for example, on page VI.7), that traffic conditions will be monitored and when traffic "thresholds" are reached, the need for specific mitigation measures will be triggered. Specifically, how will this monitoring process work and what parties and agencies will be assigned responsibility? What is the source of funding for this monitoring work? What is the role of the project sponsor? How can such monitoring be assured? Will the monitoring information be readily available to the public or to an on-going citizens advisory committee (Transportation Management Association or Committee)? . . . (Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee)

Response

The comments request information on the likelihood that transportation features included in the project would be implemented at the times their effects would be needed, and question whether the incremental development of Mission Bay is conditioned upon the implementation of these project features. Comments inquire about monitoring traffic conditions to identify when the noted vehicle trip thresholds would be exceeded, specifically: whose responsibility it would be, how the monitoring could be assured, and the availability of the monitoring data to the Mission Bay Citizens Advisory Committee Transportation Subcommittee.

The general approach to establishing when the various transportation project features would be constructed based on "adjacency" and on thresholds, is described on p. VI.7 in the SEIR. This requirement would be embodied both in the Mitigation Monitoring Plan and in the infrastructure plans included as part of the owner participation agreements. Additional information on the review process for development phases and the adequacy concept is on pp. III.34-III.38 in Chapter III, Project Description. As the Mission Bay project develops, Catellus or other developers in the Project Area

would prepare different planning and design documents for each upcoming major development phase. A phase may include one or several buildings and may cover one or more development blocks. As part of each phase, the project sponsor would present to the Redevelopment Agency the plans for the infrastructure improvements, including transportation measures, to be included as part of that phase. Various city departments would review the proposed transportation measures and compare them with those that must be built according to the threshold tables included in the SEIR (Table VI.2 on p. VI.13, Table VI.3 on p. VI.16, and Table VI.4 on p. VI.21) as well as for compliance with the adjacency principle discussed on p. VI.7. If the City found that the development plan for that phase did not comply with the infrastructure plan or other plan documents, then the subdivision map for that phase would not be approved.

As noted in the previous response regarding "Project Features and Funding," various project documents, including the Mitigation Monitoring Plan required to be adopted at the time of project approval, will specify responsibilities and timing for implementing each adopted measure. All the documents will be available for public review as required by law prior to the approval hearings.

Comment

Table VI.1 (page VI.8), which provides information pertaining to the vehicle trip generation rates employed in the transportation analysis, does not indicate what the assumed trip rate is for "Residential" land use in "Mission Bay South". (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

The table of vehicle trip generation rates on p. VI.8 of the SEIR inadvertently listed incorrect land uses. The rate that is noted for "Mission Bay South Restaurant" is actually the rate for the hotel, and the rate that is noted for "Mission Bay South Hotel" is that for residential uses in Mission Bay South. Table VI.1 on p. VI.8 has been edited to reflect this correction; the corrected version, with revisions underlined, is provided on the following page.

Traffic Measures

Intersections

Comment

Figure VI.2: LOS indications for the Fourth/King and Fourth/Brannan intersections are not shown (but are present in the corresponding Figure VI.1). Also, figure VI.2 (project cumulative) shows the King/Berry intersection at LOS "C" when it was already at level "D" in Figure VI.1 (existing plus project). This cannot be correct. (*Richard Mlynarik*)

TABLE VI.1 (revised)
MISSION BAY P.M. PEAK HOUR VEHICLE TRIP GENERATION RATES

Project Area	Land Use Type	P.M. Peak Hour Vehicle Trip Rate
Mission Bay North	Retail	1.36 per ksq. ft.
	Restaurant	6.02 per ksq. ft.
	Residential	0.75 per d.u.
	Movie Theater	0.06 per seat
Mission Bay South	Retail	2.00 per ksq. ft.
	<u>Hotel</u>	0.27 per room
	<u>Residential</u>	0.81 per d.u.
	Office	0.95 per ksq. ft.
	Research and Development	0.59 per ksq. ft.
	Large Retail	4.50 per ksq. ft.
UCSF Subarea	UCSF	0.61 per ksq. ft.
	School	0.05 per student

Notes:

ksq. ft. = 1,000 square feet

d.u. = dwelling unit

UCSF Subarea is part of Mission Bay South

Sources:

Wilbur Smith Associates, based on:

- City and County of San Francisco, Planning Department, Guidelines for Environmental Review: Transportation Impacts, Appendix 1, July 1991.
- Movie Theater: AMC Kabuki Theaters attendance data, January 1994.
- City and County of San Francisco, Planning Department, Guidelines for Environmental Review: Transportation Impacts, July 1991.
- City and County of San Francisco, Planning Department, Citywide Travel Behavior Survey, Visitor Travel Behavior, August 1993.
- University of California San Francisco, *UCSF Long Range Development Plan Final Environmental Impact Report*, State Clearinghouse No. 95123032, certified January 1997.
- 1990 U.S. Census - Journey-to-Work Trip Characteristics

Response

A level of service (LOS) for the intersection of Fourth and Brannan Streets was shown in error on Figure VI.1. This intersection is not a study intersection, and the figure has been corrected to eliminate the LOS marker for this intersection. The LOS marker for the intersection of Fourth and King Streets was inadvertently not shown on Figure VI.2. The intersection of Fourth and King Streets is expected to operate at LOS D under cumulative mitigated conditions. Figure VI.2 has been corrected to indicate this. Both corrected figures are shown on pp. XII.169 and XII.170.

The level of service for the intersection of King and Berry Streets is shown as operating at LOS B under both Existing With Project Mitigated conditions and Year 2015 Cumulative Mitigated conditions. The comment is most likely referring to the intersection of Berry and Seventh Streets, that is shown to operate at LOS D under Existing With Project Mitigated conditions, and to operate as LOS C under Year 2015 cumulative mitigated conditions. These LOS calculations are correct. Under the Existing-With-Project conditions, the intersection would operate at LOS D, and therefore would not require a mitigation measure. However, after adding cumulative traffic growth to the intersection, the operation of the intersection would degrade to LOS F (see p. V.E.69), therefore requiring mitigation. The application of the mitigation measure described in Table VI.5 on p. VI.22 would improve the operation of the intersection to LOS C; therefore, Figure VI.2 is correct in showing the Berry and Seventh Streets intersection at LOS C.

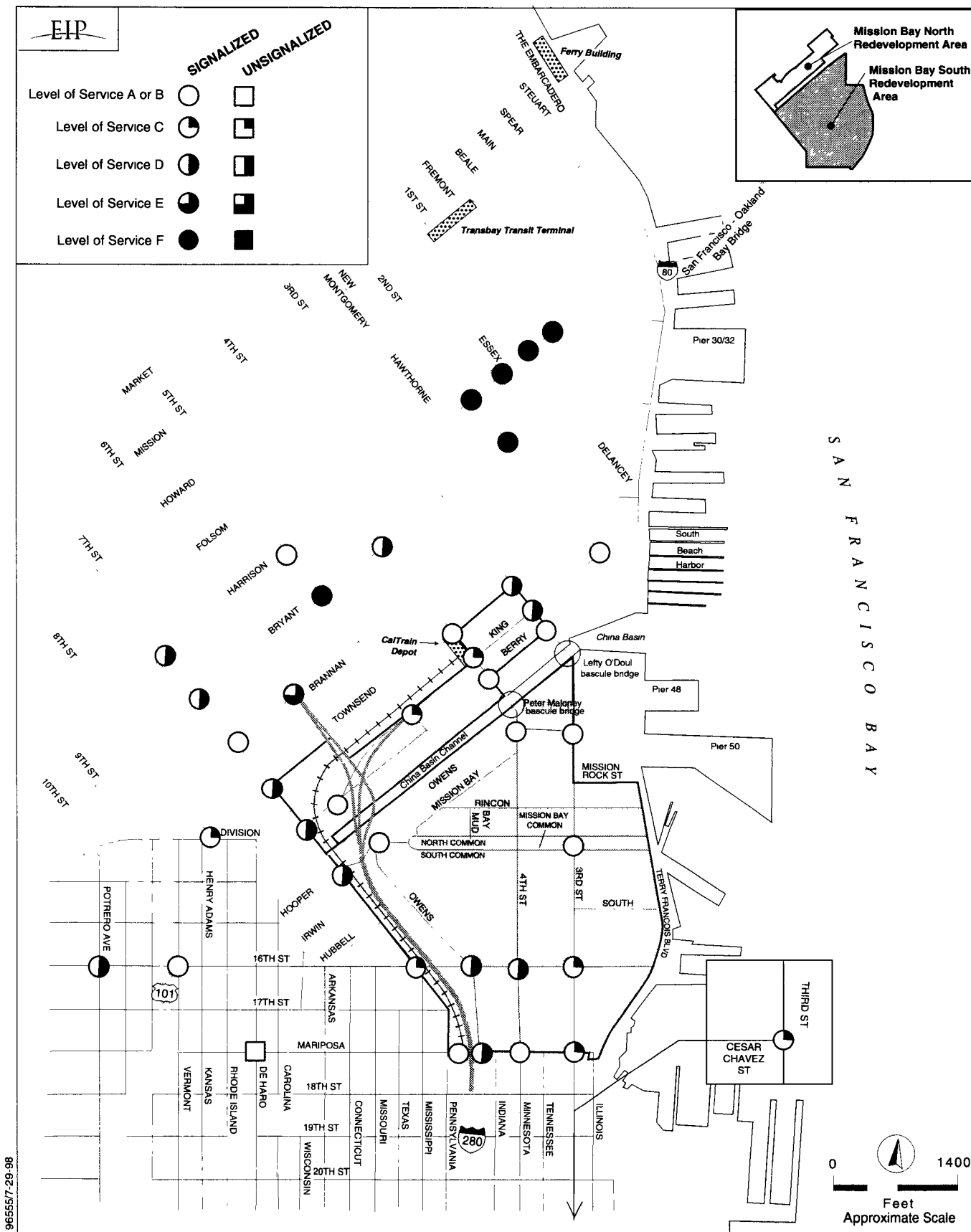
Related to Ballpark

Comments

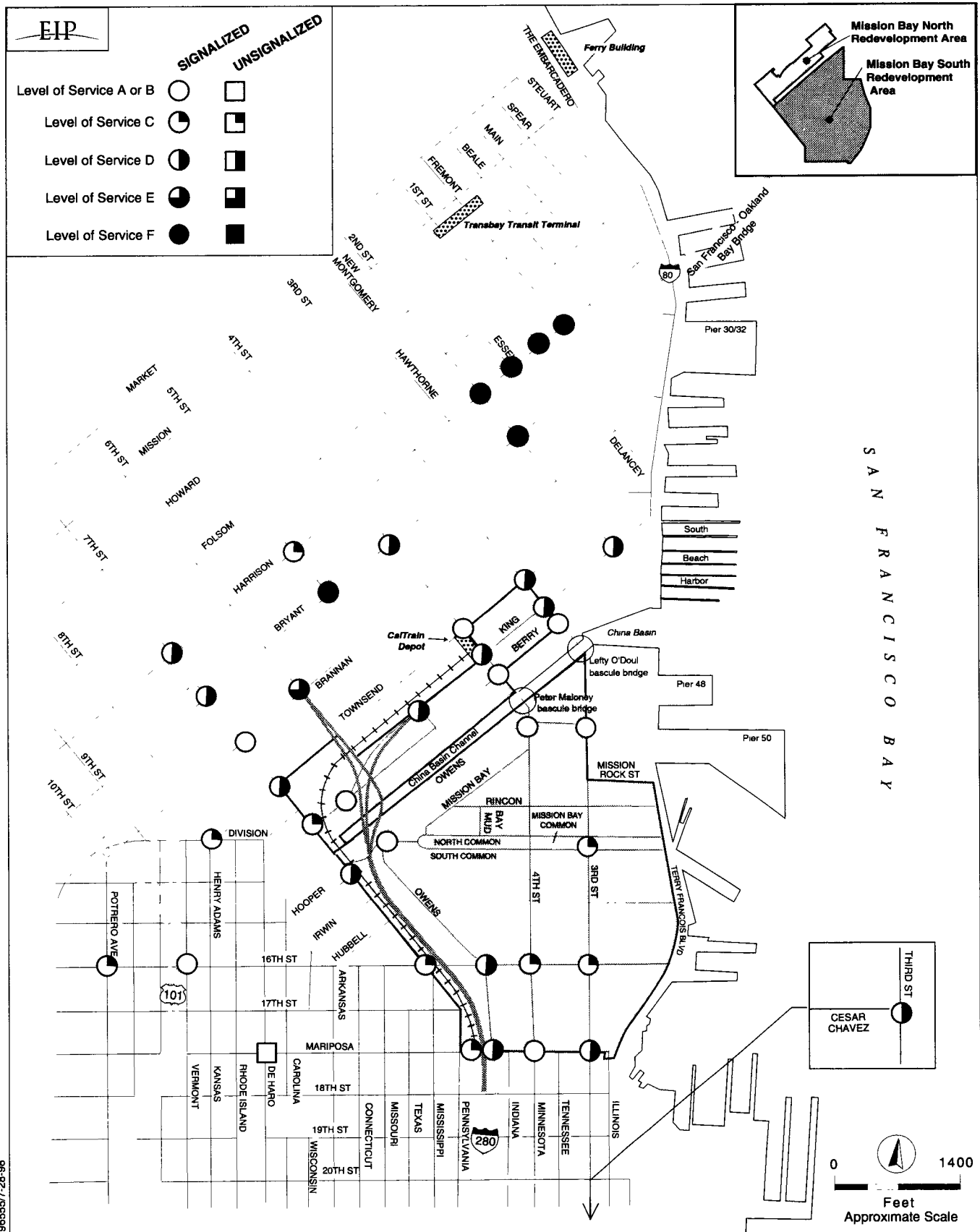
Move Open Space to seawall lot 337, a new South Channel Marina Green. A shuttle staging area at the green would use less hard surface at Marina Green and would allow more people-friendly waterfront access during the 275 days/year when there is no game or large event as well as before/after games/events. —Would help alleviate congestion on Third St./ Fourth St. and at Lefty O'Doule Bridge. —Would alleviate EIR projected unacceptable E/F LOS (level of service) traffic and air pollution on game and event days. (*Lower Potrero Hill Neighborhood Association*)

The proposed mitigation measure [E.2a] is inconsistent with the plan for Third Street which has been agreed to by the Giants and the Department of Parking and Traffic. Under this plan, a pedestrian barrier will be installed in the Third Street median and a drop-off lane is planned for the east side of Third Street. These features are essential to the efficient operation of Pacific Bell Park.

This mitigation measure [E.21a] is in conflict with the approved design plan for Pacific Bell Park. The mitigation would require the elimination of a large segment of the major public plaza under construction at the entrance to Pacific Bell Park. This plaza is an important design feature of the ballpark and is essential to providing efficient pedestrian circulation. (*John F. Yee, Senior Vice President and Chief Financial Officer, San Francisco Giants*)



SOURCE Wilbur Smith Associates



96555/7-28-98

SOURCE: Wilbur Smith Associates

MISSION BAY SUBSEQUENT EIR

**FIGURE VI.2 (REVISED) WEEKDAY P.M. PEAK HOUR LEVELS OF SERVICE:
YEAR 2015 CUMULATIVE, MITIGATED**

Response

Comments suggest that open space be relocated to Seawall Lot 337, where a shuttle staging location could be provided to lessen traffic congestion near the ballpark. Comments also suggest that restriping Third Street to provide an additional northbound lane in order to mitigate the unacceptable operation of the intersection of Third and Berry Streets (Measure E.2a) is not consistent with the plan for Third Street to which the Giants and DPT have agreed, and that the proposed widening of Third Street between King and Berry Streets (Measure E.21a) would require the elimination of the public plaza at the entrance to the Pacific Bell Ballpark.

Seawall Lot 337 is the Port parcel bounded by the China Basin Channel to the north, Mission Rock Street to the south, the San Francisco Bay to the east, and Third Street to the west. The comment recommends providing a shuttle staging area in an open space environment rather than the planned parking lot for approximately 3,000 vehicles to be built by the San Francisco Giants as part of the Pacific Bell Ballpark. Seawall Lot 337 is not part of the Mission Bay Project Area. Use of that site as temporary parking for games and events at the Pacific Bell Ballpark was analyzed in the *San Francisco Giants Ballpark at China Basin EIR*, certified in 1997. That EIR also included an alternative that did not provide parking in the Mission Bay South area; that alternative was rejected by the decision-makers who took action to approve the ballpark project. A lease for use of the Port's property by the Giants was approved by the San Francisco Board of Supervisors in September 1997 (see p. V.E.110 and note 102 on p. V.E.126 at the end of Section V.E, Transportation: Impacts). Therefore, the site would not be available for public open space use until expiration of this lease, at which time the Port Commission will decide what use to make of that site.

The San Francisco Department of Parking and Traffic, the Port of San Francisco, the San Francisco Giants, and Catellus Development Corporation and their consultants have met several times to discuss the future lane configuration on Third Street between Berry Street and the proposed Owens Street. In these discussions, it was pointed out that the drop-off lane to which the comment refers would not be available during ballpark events because of the barriers separating pedestrians from automobile traffic, and that Berry Street, between Third and Fourth Streets, could be used instead as a staging, pick-up and drop-off area. Traffic on Berry Street could be controlled so that only authorized vehicles have access, probably from Fourth Street. Berry Street will have one lane each way, and could be converted to one-way eastbound operation before and after ballpark events if so desired. Furthermore, on-street parking on the south side of Berry Street could be prohibited during ballpark event days and be used as additional staging area. Thus, Measure E.21a would not be inconsistent with the current plans for the configuration of Third Street on game-days.

The project features calling for widening Third Street between Berry and King Streets to provide an additional northbound lane would not reduce the plaza and sidewalk area adjacent to the Pacific Bell Ballpark. These features, listed as Measures E.1a and E.21a, would widen Third Street between Berry and King Streets on the *west* side of the street. This has been clarified in the SEIR text in the following edits:

On p. VI.9 the text of item E.1a has been revised to read:

Widen the northbound approach to provide an additional through lane on the west side of Third Street.

On p. VI.14 the text of item E.21a has been revised to read:

Widen Third Street on the west side between Berry Street and King Street to accommodate the additional lanes described in Measure E.1.

Mitigation Measures E.37 and E.40 identify additional widening measures for Third Street in this block; they would involve providing another additional lane by widening on the east side of the street. This additional lane would reduce the plaza and sidewalk area along the west edge of the ballpark block by about 2,800 square feet. The plazas planned at the northwest and southwest entrances to the ballpark would be smaller but would remain prominent features of the ballpark site. Decision-makers will consider the feasibility of these measures, including impacts on the ballpark site, when determining whether to adopt them as part of project approvals.

Transit Measures

MUNI

Trolleybus Lines

Comments

Table VI.8, page VI.74: 1990 FEIR E.11: Extension of the 47 line to Fourth and Townsend Streets and into Mission Bay South should be studied as an alternative or addition to the proposed 30/45/22 reroutings in the 1998 DSEIR, and should be studied as part of a comprehensive Muni service plan for South of Market and Mission Bay together. (*Richard Mlynarik*)

VI.17 Mitigation Measures - The staging discussion is not adequate. Only E.28a was discussed with us. Measure E.28c is not acceptable. Trolley coaches will not be removed from Potrero Hill. Measure E.28b would involve only very limited service to Mission Bay.

The Mitigation Measures should include:

- Temporary diesel shuttle service to Mission Bay along 16th Street could be implemented until line 22-Fillmore can be relocated.
- Temporary van service could be implemented by the University of California at San Francisco (UCSF) until transit demand justifies the provision of Muni services.

(James D. Lowé, Transit Planner, San Francisco Municipal Railway)

Response

Comments suggest that the extension of the MUNI 47 Van Ness trolley bus line to Fourth and Townsend Streets and into Mission Bay South should be studied as an alternative or in addition to the proposed 30/45 and 22 route modifications. Comments also note that Mitigation Measure E.28c is not acceptable to MUNI, and that Measure E.28b would involve only very limited service to Mission Bay. Comments suggest that temporary diesel shuttle service to Mission Bay along 16th Street until the 22-Fillmore line could be relocated and temporary UCSF van service until transit demand justifies MUNI service should be mitigation measures.

Although the extension of the 47-Van Ness from its current terminus at Howard and Tenth Streets to Mission Bay South via Eighth and Ninth Streets was included in the prior Mission Bay Plan, MUNI has since dropped this idea from its overall transit plan for the City. This extension is not mentioned either in MUNI's most recent Short Range Transit Plan documents nor in its Capital Improvement Program documents. Moreover, the transit analysis conducted for the SEIR indicates that the additional service and capacity that would be provided by extending the 47-Van Ness to Mission Bay would not be required to accommodate overall project demand.

The text that describes the phasing of transit Measure E.28, a project feature, has been edited to reflect MUNI's comments. The following sentence has been added to the end of Measure E.28b:

. . . , so that both Mission Bay and Lower Potrero areas continue to be served. This measure involves only limited service to Mission Bay; or

Measure E.28c has been modified as follows:

E.28c If item E.28a is not feasible sufficiently early in project development, for an interim period until the necessary streets and trolley wires have been constructed as part of adjacent development, provide service to Mission Bay temporarily using diesel buses on 16th Street, or

Catellus is currently planning to implement shuttle bus service that would connect Mission Bay with nearby regional transit stops until MUNI service is operating at a level that would accommodate the areas's local transit demand. UCSF currently operates a shuttle bus between campuses, and is expected to include the Mission Bay site in its operation. The UCSF service would not serve regional transit stops and would not serve non-UCSF travelers.

Metro Extension of N-line

Comment

The discussion of the proposed N line extension as a mitigation on page VI.E.17 does not specifically indicate the amount of extra capacity required to serve MB demand. It only compares the extension of the N with adding an extra car to J consists and indicates that MUNI prefers the former. (*James D. Lowé, Transit Planner, San Francisco Municipal Railway [letter from Ken Rich, MUNI Third Street Light Rail, attachment to Mr. Lowé's letter]*)

Response

The comment notes that the discussion of the proposed N line extension does not specifically indicate the amount of extra capacity required to serve Mission Bay demand.

Table VI.6 on p. VI.29 indicates that the expected average hourly passenger load during the p.m. peak hour in year 2015 would be about 4,000 passengers. While 1,400 of the 4,000 p.m. peak hour trips projected for MUNI Metro in the vicinity of Mission Bay at project build-out would be created by cumulative growth in the rest of San Francisco, 2,600 of these trips would be generated by the Mission Bay project. Thus, the Mission Bay project trips contribute about 65% of the total expected ridership for MUNI Metro service near Mission Bay at project build-out.

The SEIR notes that the mitigation measure which MUNI has found to be the most cost-effective to increase MUNI Metro capacity calls for extending N-Judah service from The Embarcadero station to the Mariposa/Third Street light rail station to serve the Mission Bay Area (Mitigation Measure E.45, p. VI.28). Approximately 65% of the additional capacity would be required to serve the ridership generated by Mission Bay.

Transportation Systems Management

Comments

Also included in that I would like to see a subcommittee, maybe through the mayor's office, made up of Potrero Hill, Mission Creek, [SOMA] and South Beach citizens addressing these parking issues. (*Jeffrey Leibovitz*)

The DEIR suggests (page VI.29) that a Transportation Management Association (TMA) be created to implement a Transportation System Management Plan. The Subcommittee strongly supports this recommendation, but recommends that the name be "Transportation Management Committee", to more accurately reflect the open, public nature of the group that will be responsible for overseeing the implementation of the Transportation System Management Plan. The Subcommittee also recommends that representatives from adjacent neighborhoods, including Potrero Hill, Mission Creek, and SOMA/South Beach/Rincon Point, be invited to participate on the "Committee". . .

The transit elements suggested for inclusion in a Transportation System Management Plan, including the "Employee Transportation Subsidies" and "Transit Pass Sales" (pages VI.30-31), should be engaged in the development. Can the subsidy program for employees who use transit be required of employers in Mission Bay? What similar programs exist as requirements in the San Francisco Downtown (C-3-0) District? If the recommended TMA were created to manage the TSM programs, what funding sources might be utilized to pay for the suggested shuttle service? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

Comments suggest that the Transportation Management Association (TMA) proposed to implement a Transportation Management Plan be alternatively named the Transportation Management Committee, and that representatives from adjacent neighborhoods be invited to participate in the group.

Comments also suggest that the employee transportation subsidies and transit pass sales noted as parts of the Transportation Management Plan be part of the project, request that participation in the subsidy program be required of Mission Bay employers, and request the identification of possible funding sources of the proposed shuttle service. Comments also request that a subcommittee of citizens of neighborhoods surrounding Mission Bay be created in order to address area parking issues.

Comments suggesting appropriate composition and name for the Transportation Management Association that would be created under Mitigation Measure E.46 are noted. If this mitigation measure is adopted, implementing details such as its name, composition, precise duties and powers, and leadership would be decided by decision-makers and the key agencies involved. Mitigation Measure E.46, on pp. VI.29-VI.30, has been modified to include a Transportation Coordinating Committee to address area-wide transportation planning issues, as follows:

E.46 Transportation Management Organizations. Applies to Mission Bay North and Mission Bay South.

E.46a Form a Mission Bay Transportation Management Association (TMA) to implement a Transportation System Management (TSM) Plan.

E.46b Form a Transportation Coordinating Committee (TCC) ~~Establish a coordinating committee~~ including representatives of Project Area property owners, UCSF, SFRA and appropriate city staff, including DPT, MUNI and DPW ~~Applies to Mission Bay North and Mission Bay South, to~~

address area-wide transportation planning issues and coordinate with other uses and neighborhoods in nearby areas.

The Mission Bay TCC TMA would work closely with the San Francisco Giants concerning issues related to parking and traffic that would affect both Mission Bay employees, visitors, and residents, as well as ballpark patrons.

The Transportation System Management Plan (TSM) in the SEIR (Mitigation Measure E.47) is designed to be flexible in response to changing conditions during and beyond project build-out. Therefore, the elements would not necessarily be mandatory, but would be considered by the Transportation Management Association for implementation as warranted. The transit subsidy program is one of many elements of the Mission Bay TSM Plan that is under consideration by Catellus. Many employers voluntarily adopt such programs because of the tax benefits available and the positive reaction of their employees. The cost of such programs is generally less than the cost of providing employee parking, and as a result there is an incentive for employers to encourage their employees to use transit.

In the C-3 Districts of Downtown San Francisco, developers of new land uses are required to provide and implement TSM plans pursuant to Section 163 of the City Planning Code. This requirement does not include a mandatory transit subsidy program.

The shuttle service is also a potential element of the Mission Bay TSM plan and is currently planned to be provided by Catellus for employees and residents, as long as gaps in transit services to and from the Project Area exist. The funding for the program would be the responsibility of Catellus. Catellus could pass this responsibility on to property owners and/or tenants in Mission Bay, but must assure that the TMA would have adequate funds to run the shuttle program.

Comment

The outline of the TSM Plan (page VI.30) suggests including as a possible element, "Pedestrian Signals at Owens Street near the Pedestrian Bridge". It is recognized that the proposed pedestrian bridge across China Basin Channel is not "assumed" in the plan for Mission Bay, but rather is a possible project component (pages VE.46-48). Consequently, perhaps it is the linkage between the pedestrian crossing of Channel and the "possible" bridge which relegates the Owens pedestrian signal to the category of "possible" project elements. (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

The pedestrian signal at Owens Street near the Fifth Street pedestrian bridge is now proposed as part of the project, and it is assumed to occur regardless of the construction of the bridge. The signalized pedestrian crossing of Owens Street at Fifth Street is identified in p. VI.30 as a mitigation measure

(E.47d). Since the publication of the Draft SEIR, the project sponsor has revised the infrastructure plan to include this crossing as a required project element.

Variant 3A: Modified No Berry Street At-Grade Rail Crossing Variant

Effect on Owens Street

Comments

If the crossing of the Caltrain tracks is relocated and consolidated at Hooper, what will the impact be upon traffic volumes on Owens between the traffic circle and Fourth Street? . . .

If the grade crossing of the Caltrain tracks is relocated to Hooper Street and access to and from the residential neighborhood north of the Channel is provided via Hooper, will the forecast traffic volumes moving through the traffic circle increase? If so, has this possible change in traffic conditions been taken into consideration in the consideration and design of the traffic circle? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

Response

Variant 3, No Berry Street At-Grade Rail Crossing, would not provide direct vehicular access to Seventh Street to the west from residential areas north of the Channel. Therefore, this variant would not add any measurable traffic to the roundabout at the intersection of The Common Streets with Owens Street that would lead to the at-grade rail crossing at The Common and Seventh Streets in Mission Bay South. The comments ask about potential traffic impacts at the roundabout intersection of The Common Streets with Owens Street if the Berry Street at-grade rail crossing were not provided as part of the project, as in Variant 3, and Berry Street were realigned to permit vehicles from Mission Bay North to travel to The Common Streets west of the Channel to cross the tracks at this proposed new crossing to Seventh Street. This realigned Berry Street proposal is described and analyzed in a new Variant 3A, provided in a response to comments in Variants under “Request for a Modified No Berry Street At-Grade Rail Crossing,” on pp. XII.467-XII.481.

The extension of Berry Street to intersect with The Common in Variant 3A is intended to provide additional egress routes from the westernmost portion of Mission Bay North. Vehicles would be able to travel south on Berry Street, and then turn right onto The Common to reach Seventh Street. The extension of Berry Street would not provide any better routes from Mission Bay South to areas outside the Project Area. Therefore, this modification of the No Berry Street At-Grade Rail Crossing Variant would not increase the volumes of traffic on the portion of Owens Street between the roundabout and Fourth Street.

Vehicles that choose to access the westernmost areas of Mission Bay North from the rail crossing at The Common in the Variant 3A Street configuration would not be able to make left turns directly from The Common to the extension of Berry Street. Providing vehicles with the ability to make this left turn would likely cause queues to build across the Caltrain tracks. In order to avoid such dangerous conditions, vehicles would be prohibited from making this left turn by a raised median within The Common, and would be required to travel around the roundabout, and make a right turn onto the extension of Berry Street from the west-bound portion of The Common. Because this route to access Mission Bay North from Seventh Street is circuitous, it would not be used as a primary entrance from Seventh Street. The additional amount of traffic that is expected to travel through the Mission Bay roundabout under Variant 3A during the p.m. peak hour is approximately 90 vehicles. This additional amount of traffic would not substantially impact the operation of the roundabout, which would operate below 50% of its maximum capacity under this variant.

Phasing of Infrastructure

Comments

With further regard to the question of implementing mitigation measures which are required as conditions to the approval, it is stated on page VI.19:

"If these intersection mitigation measures were adopted as part of project approval, development proposed adjacent to the intersection would require that the mitigation measures be implemented regardless of whether the project p.m. peak hour vehicle trip threshold had been reached."

This is an essential element in the implementation of the project, as it pertains to the responsibility for implementing mitigation measures employing the "adjacency" principal. Regardless of the specific vehicle trip threshold existent at the time of a specific project development action, requiring the adjacent mitigation feature to be implemented in conjunction with the development is the only way to assure that they will be implemented in a timely manner, or at all. How, once a specific site is developed (the project constructed), would the developer of the site be coerced into funding and/or implementing an adjacent traffic improvement? Will these mitigation measures be assigned as conditions on individual building permits? It is important that the above statement be made part of the over-all project approval. . .

It is acknowledged that linking the development of the park space south of China Basin Channel to the development of the residential uses north of China Basin Channel is an unresolved matter. The Subcommittee strongly supports this linkage in order that the occupants of this residential development are provided with nearby open space. If this linkage is established as part of the project approval process, the accomplishment of the (initial) open space between Fourth and Fifth Streets would necessitate the closure and vacation of Channel Street (existing). This would, at a minimum, require the accomplishment of a temporary "Channel Street" in what would be the right-of-way of Owens Street (proposed). Mitigation E.25 (pages VI.14-15) does not address this improvement. Is this improvement under the assumption of a linkage between the park space development and

residential development? Would construction of a first full section of Owens Street (between Fourth and Fifth Streets) be a more appropriate response? (*Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee*)

The schedule of the construction of new transportation facilities will have major impacts on existing neighboring developments, including Pacific Bell Park. The SEIR anticipates that the development of transportation facilities will be triggered by an “adjacency” concept. This concept does not adequately account for the need to coordinate the phasing of transportation facilities in cooperation with affected property owners. Construction schedules should have the concurrence of the Giants so that construction activities do not conflict with the operation of the ballpark. (*John F. Yee, Senior Vice President and Chief Financial Officer, San Francisco Giants*)

Response

Comments request a clarification of the phasing of the construction of Owens Street, as it relates to the development of the open space areas south of China Basin Channel, and also request a description of the mechanism that would require the project sponsor to provide the transportation mitigation measures provided in the SEIR. Comments also suggest that the construction of transportation facilities should be coordinated with the San Francisco Giants so as not to conflict with the operation of the ballpark.

Under the proposed Mission Bay North Redevelopment Plan, the development of open space areas adjacent to the south side of the China Basin Channel would not be linked to the development of residential uses in Mission Bay North; thus, it is not expected that Channel Street would have to be closed, vacated, and relocated as part of Mission Bay North development. On the other hand, the Mission Bay South Plan calls for the development of the open space area on the south edge of the Channel between Third Street and Fourth Street, commensurate with the first Catellus building permit for Mission Bay South./26/ At that time, it would be necessary to close and vacate existing Channel Street and build an interim connection to Fourth Street, if that section of the proposed Owens Street has not already been built based on adjacency to new residences on the south side of Owens Street west of Fourth Street.

It is expected that the Mission Bay project would be developed in phases, each phase including one or several development blocks. Each project phase would include the infrastructure necessary to serve that part of the project including open space, as described under “Phasing of Construction Infrastructure and Improvements in the Project Area” on pp. III.34-III.38. Project features and the mitigation measures and infrastructure triggered under the “adjacency” principle would be required by the Owner Participation Agreements with the Redevelopment Agency. Also, as part of the subdivision approvals, the project sponsor would be required to execute a subdivision improvement

agreement that includes the provision of security covering the infrastructure that must be built in that phase.

As stated at the beginning of this response, development of open space adjacent to the south edge of the Channel would not be linked to development of residential uses in Mission Bay North. However, if the Mission Bay North Redevelopment Plan were ever revised to call for developing the South Channel Park at the same time as residential buildings were constructed north of the Channel, then either some type of temporary access road would be needed for houseboat residents and visitors, or construction of Owens Street between Fourth Street and The Common roundabout would need to be linked to South of Channel Park development.

The Ballpark Transportation Coordination Committee (BTCC) is responsible for developing plans and measures to assure the coordination of construction of the Ballpark with other construction activity in the vicinity, such as the seismic retrofitting of the Lefty O'Doul and the Peter Maloney bridges, the Third Street Light Rail Project, and the development of specific parcels of the Mission Bay Project. Catellus is a member of the BTCC.

Interim Conditions

Comments

Neither does the SEIR account for the 3,400 parking spaces that will be lost under I-80 during the 5-year Caltrans re-construction of the Bay Bridge which begins in 1999 (and which coincides with the opening of PacBell Park and the first stages of the Mission Bay development). These dramatic environmental traffic and other impacts must be quantified and analyzed. (*Rick Mariano, Chairman, Rincon Point - South Beach Citizens Advisory Committee*)

The traffic analysis for the project has not taken into consideration the impacts of the proposed Caltrans work on the San Francisco-Oakland Bay Bridge. During the period of the traffic analysis (1999-2009) Caltrans will be replacing the eastern portion of the Bay Bridge and significantly retrofitting the western portion from 5th Street to the western anchorage. This work will have significant impacts upon traffic patterns. There will be an elimination of 5,000 parking spaces which presently exist in the western anchorage area. There is a significant potential for impacts from this work affecting traffic in the area of the project and on Bay Bridge traffic. Caltrans has yet to develop a traffic mitigation plan to address the issues raised by its proposed work. AC Transit believes that substantial, additional bus service to the Transbay Transit Terminal is a potential method for addressing these impacts. To fully evaluate the traffic impacts of the project and to devise appropriate mitigation measures, the analysis cannot ignore the proposed Caltrans work. (*Kenneth C. Scheidig, General Counsel, Alameda-Contra Costa County Transit District*)

It is the Subcommittee's understanding that it is probable that UCSF Phase I building development will occur on a parcel fronting on 16th Street (existing), bounded on the east by the future right-of-

way of Fourth Street (proposed), and bounded on the west by the diagonal right-of-way of Owens Street (proposed). Such development would require the closure and vacation of Sixth Street (existing), which will mean the loss of a roadway connection between 16th Street and existing commercial and residential uses north of this location (to China Basin Channel). It is assumed that both the "Kirk Paper" building and the golf driving range will outlast this initial UCSF development. This development scenario would therefore require the improvement of a portion of Owens Street, north of 16th Street, and a temporary street connecting this Owens section with the north section of Sixth Street (existing). Is this understanding of the probable development assumptions and scenario accurate and is the suggested street construction (mitigation) appropriate?

UCSF Phase I development of the parcel aforementioned (in item # 8.a) and on other adjacent parcels will presumably require interim surface parking to be developed north of these parcels. The explanation of the development of Fourth Street (E.23, page VI.14) makes no mention of the possible improvement of 1-2 blocks of Fourth Street north of 16th Street to provide access to the (assumed) surface parking. Is this development scenario accurate, in regard to surface parking concomitant to the UCSF development, and would the Fourth Street improvement be a necessary investment?
(Barbara L. Westree, Chair, Transportation Subcommittee, Mission Bay Citizens Advisory Committee)

Response

Comments inquire about the potential impacts of the upcoming seismic retrofitting of the San Francisco-Oakland Bay Bridge on the Mission Bay Project Area. Comments also request information regarding the street configuration after the first phase of the UCSF site is built. Responses reflect current interim conditions plans, which are subject to change.

The retrofitting of the San Francisco-Oakland Bay Bridge will cause some displacement of parking outside of the Mission Bay area, near the west anchorage of the Bay Bridge, between 1999 and 2004. The first sentence under "Interim Conditions During Buildout Period," on p. V.E.115 has been changed and a new endnote has been added, as follows:

Seismic retrofit of the San Francisco-Oakland Bay Bridge approaches is planned by Caltrans for the period from about 1999 to ~~2003~~ 2004. /105a/

The following new endnote has been added as Endnote 105a on p. V.E.127:

105a. Arvind Joshi, Caltrans, telephone conversation with Wilbur Smith Associates, August 14, 1998.

The vehicles displaced by the retrofit may seek parking within Mission Bay. Since Mission Bay would not be fully developed by 2004, it may be possible to allocate some areas as temporary parking lots if sufficient demand exists. In addition, the Port of San Francisco site immediately south of China Basin Channel and east of Third Street is planned as a 2,000-space parking lot leased to the

San Francisco Giants. The lot could be used for commuter parking on non-event days if the permitted use of the lot were changed by an amendment of the Zoning Administrator's determination dated September 4, 1997, as discussed on p. V.E.115.

On the other hand, parking for the Mission Bay development is expected to be priced and managed so as to discourage non-Mission Bay employees, residents, or visitors from parking. Because most of the parking provided in Mission Bay would be off-street parking, Mission Bay tenants would have greater control of the parking facilities intended to serve them. The Mission Bay project is not anticipated to generate any additional parking demand in the area that would be impacted by the retrofitting of the Bay Bridge, as this area is approximately one-half mile from the Mission Bay North area. Although Caltrans is not required to mitigate the temporary parking deficit created by the retrofit work, Caltrans is negotiating with the San Francisco Department of Parking and Traffic to develop a plan that will reduce traffic and parking impacts of the construction work./27/

In the absence of knowledge about such plans, and because it is very difficult to predict what travel behavior changes people will make under such dramatically different transportation conditions, and because the rate of Mission Bay buildout is unknown, it is not possible to quantify effects of the Bay Bridge retrofit project.

The comment is correct in assuming that during the Phase I plan for the UCSF site, the southern section of Sixth Street would be vacated and closed, and an interim street would be built connecting the north section of Sixth Street to Owens Street. Measure E.24, a project feature described on p. VI.14 in the SEIR, refers to the ultimate configuration of Fourth Street. Under the current UCSF Preliminary Development Plan, during Phase I, approximately 800 feet of Fourth Street, north of 16th Street, would be improved to its ultimate configuration to provide access to the UCSF surface parking lots./28/

The discussion of "Interim Conditions During Buildout Period" in Section V.E, Transportation, has been expanded to add the following text as the second sentence in the first paragraph on p. V.E.115:

Under the UCSF Preliminary April 1998 Development Plan, during Phase I about 800 feet of Fourth Street would be improved, north of 16th Street, to its ultimate configuration to provide access to the first three structures and interim UCSF surface parking lots.