



MEMO TO FILE FOR THE ADDENDUM TO THE 901 16TH STREET AND 1200 17TH STREET EIR

September 24, 2020

EIR Case Number: 2011.1300E
Modified Project Case Number: 2011.1300EIA
Project Address: 901 16th Street 1200 17th Street - Permanent Off-Site Flower Mart Project
Project Sponsor: 901 16th St Manager, LLC, Alexandra Stoelzle, 415.778.7776,
astoelzle@kilroyrealty.com
Staff Contact: Alana Callagy – 628.652.7540, alana.callagy@sfgov.org

Background

On September 23, 2020 the San Francisco Planning Department issued an addendum to the Final Environmental Impact Report (FEIR) for the 901 16th Street and 1200 17th Street Project, pursuant to the requirements of the California Environmental Quality Act and Chapter 31 of the San Francisco Administrative Code. The 901 16th Street and 1200 17th Street project was the subject of an EIR certified on May 12, 2016 for a mixed-use residential project, hereafter referred to as the “original project.”

This property was subsequently acquired by the current project sponsor for a new permanent location for the San Francisco Wholesale Flower Market (“Wholesale Flower Market”). The Permanent Off-Site Flower Mart Project, hereafter referred to as the “modified project,” would demolish the 5,800-square-foot modular office building, but would retain and reuse all other existing buildings on the project site for use by the Wholesale Flower Market. The interior of one of the reused warehouse buildings would be expanded to include a mezzanine level and would open to the second level of the parking structure, expanding the total floor area on the project site from approximately 106,100 square feet to approximately 125,000 square feet. The modified project would also construct an approximately 84,900-square-foot parking structure containing 150 parking spaces and 25 truck spaces on the site of the existing modular office building and surface parking lot. A modified project variant would expand the parking structure to approximately 102,000 square feet to accommodate approximately 180 parking spaces and 25 truck spaces. On-site parking would be reserved for vendors and wholesale customers until 10 a.m., at which time the general public would also be allowed to park for a fee; the facility would generally close to the general public at the completion of business hours, around 3 p.m.

Based on the information and analysis contained in the addendum, the San Francisco Planning Department concluded that the analyses conducted and the conclusions reached in the FEIR adopted on May 12, 2016

remained valid, and that no subsequent or supplemental EIR is required for the modified project or modified project variant.

Current Proposal

The project sponsor is proposing that public parking hours be extended on a daily basis from 3 p.m. to about midnight, in order to provide off-street parking to nearby land uses. Nearby land uses include, but are not limited to, evening events at the Chase Center, Oracle Park, the California Center for the Arts, in addition to general parking.

Subsequent Transportation Analysis

Attached to this memo is the 901 16th St. Permanent Off-Site Flower Mart Project – Extended Public Garage Analysis. The analysis found that the additional vehicle trips generated by the proposed extension of public parking hours would still result in substantially fewer total vehicle trip than what was estimated for the original project evaluated in the 901 16th Street and 1200 17th Street FEIR. The analysis found that the extension of public parking hours at the garage under the modified project or the modified project variant would not create potentially hazardous conditions for people walking, bicycling or driving, or public transit operations; it would not interfere with the accessibility of people walking or bicycling; or result in inadequate emergency access; it would not substantially delay transit or induce automobile travel; and it would not affect commercial vehicle or passenger loading at the site.

Conclusion

Extension of public parking hours would not cause new significant impacts not identified in the 901 16th Street and 1200 17th Street Project EIR; would not result in significant impacts that would be substantially more severe than those described in the 901 16th Street and 1200 17th Street Project EIR; and would not require new mitigation measures to reduce significant impacts.

The San Francisco Planning Department concludes that the analyses conducted and the conclusions reached in the FEIR adopted on May 12, 2016 remain valid, and that no subsequent or supplemental EIR is required for the modified project or modified project variant including the currently proposed extension of public parking hours. The extension of public parking hours would not result in changes with respect to circumstances surrounding the modified project or modified project variant that would cause significant environmental impacts to which the project would contribute considerably, and no new information has been put forward to demonstrate that the modified project or modified project variant would cause new significant environmental impacts or a substantial increase in the severity of previously identified significant impacts. Therefore, no further environmental review is required.

Attachments:

Memorandum: 901 16th St. Permanent Off-Site Flower Mart Project – Extended Public Garage Analysis
Addendum to the Transportation Impact Study – Case No. 2011.1300ENV.

Memorandum

To: Wade Wietgreffe, Ryan Shum, Alana Callagy – San Francisco Planning Department
Daniel Sheeter – SFMTA

From: José I. Farrán – Adavant Consulting

Date: September 23, 2020

Re: 901 16th St. Permanent Off-Site Flower Mart Project – Extended Public Garage Analysis
Addendum to the Transportation Impact Study – Case No. 2011.1300ENV

INTRODUCTION

This memorandum represents an addition to the transportation and circulation assessment conducted for the proposed permanent relocation of the San Francisco Wholesale Flower Market (the Market) to 901 16th Street and 1200 17th Street (the proposed project).¹ This document assesses potential project impacts on transportation and circulation related to the possible extension of public parking activities at the site, after regular Market business hours.

As currently defined, the proposed project would construct a two-level parking structure containing 175 parking spaces at the site, consisting of six ADA-accessible spaces, 144 standard spaces, and 25 larger size spaces able to accommodate vans and trucks. On-site parking would be reserved for vendors and wholesale customers until 10 a.m., at which time the general public would also be allowed to park for a fee; the facility would generally close to the public at the completion of Market business hours, around 3 p.m. A proposed project variant would expand the parking structure in order to provide a total of 205 parking spaces, consisting of six ADA-accessible spaces, 142 standard spaces, 32 compact spaces, and 25 larger size spaces.

The project sponsor is considering that public parking hours could be extended on a daily basis from 3 p.m. to about midnight, in order to provide off-street parking to nearby land uses. In addition, motorists attending evening events at the Chase Center, Oracle Park, the California Center for the Arts, etc. could also park there.

¹ *901 16th Street Permanent Off-Site Flower Mart Project, Addendum to the Transportation Impact Study* – Case No. 2011.1300ENV; prepared by Adavant Consulting; September 16, 2020.

A driveway and loading operations plan (DLOP) to be developed and implemented as part of the proposed project and the project variant would be expanded to address parking operations after regular Market business hours. The expanded DLOP will include additional operational and physical measures related to queue abatement and driveway operations during the extended hours when public parking is offered at the Market (e.g., to address event parking). The DLOP will be finalized and submitted along with the building permit; approval will occur prior to the issuance of the certificate of occupancy.

TRAVEL DEMAND

NO EXTENDED PUBLIC PARKING

The transportation and circulation assessment conducted on September 16, 2020 estimated the daily, a.m. peak hour, and p.m. peak hour travel demand for the proposed project and the project variant on a typical weekday, assuming that public parking would close after regular Market business hours. In addition, consistent with the SF Guidelines and previous environmental analyses, travel demand credits were applied, based on actual observations of arriving and departing individuals and vehicles collected at the existing project site in August 2012. A summary of the estimated net demand at the project site during the a.m. and p.m. peak hours is provided in Table 1. As shown in the table, the proposed project or the project variant would generate 173 additional total trips than the previously existing uses during the a.m. peak hour, and two fewer trips during the p.m. peak hour.

Table 1
901 16th Street/1200 17th Street Project Site
Existing and Project/Variant Travel Demand

Scenario	Number of Vehicle Trips					
	AM Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total
Existing ^[a]	18	13	31	5	15	20
Proposed Project/Variant ^[b]	112	92	204	12	6	18
Net Travel Demand ^[c]	94	79	173	7	-9	-2

Notes:

- a. Represents a vehicle trip credit; based on data presented in the *901 16th Street and 1200 17th Street Mixed-use Project FEIR*, Case No. 2011.1300E; Certified May 12, 2016; Data collected on August 2, 2012.
- b. Assumes that the Market garage would close to the general public at the completion of business hours, around 3 p.m.
- c. Proposed Project/Variant minus Existing.

Sources: DKS Associates (2014), Adavant Consulting (2020)

Similarly, the transportation assessment from September 16, 2020 also compared the proposed project and variant travel demand with that of the previously proposed mixed-use project presented in the 2016 FEIR, which included retail and residential uses for the site.² The travel demand estimates for the a.m. and p.m. peak hours are summarized in Table 2.

Table 2
901 16th Street/1200 17th Street Project Site
2016 FEIR Mixed-use Project and Project/Variant Travel Demand

Scenario	Number of Vehicle Trips					
	AM Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total
2016 FEIR Mixed-use Project ^[a]	118	133	251	291	242	533
Proposed Project/Variant ^[b]	112	92	204	12	6	18
Net Travel Demand ^[c]	-6	-41	-47	-279	-236	-515

Notes:

- a. Volumes for the p.m. peak hour are from *901 16th Street and 1200 17th Street Mixed-use Project FEIR*, Case No. 2011.1300E. Estimates of the a.m. peak hour vehicle trips are from *901 16th Street Permanent Off-Site Flower Mart Project, Addendum to the Transportation Impact Study*, Case No. 2011.1300ENV; Adavant Consulting, September 16, 2020.
- b. Assumes that the Market garage would close to the general public at the completion of business hours, around 3 p.m.
- c. Proposed Project/Variant minus 2016 FEIR.

Sources: DKS Associates (2014), Adavant Consulting (2020)

As shown in the table, the number of total vehicle trips generated by the proposed project or the variant during the a.m. or p.m. peak hours would be less than those estimated by the 2016 FEIR, particularly during the p.m. peak hour with an over 95 percent reduction.

EXTENDED PUBLIC PARKING HOURS

As previously described, the Market is considering extending the public parking hours at the proposed garage from 3 p.m. to about midnight on a daily basis. Among other uses, the garage would serve those attending events at the Chase Center (located about a half mile directly east of the proposed project site). Assuming that the Market garage would be available for event center parking would be considered a high parking demand condition for transportation analysis purposes.

² San Francisco Planning Department, *901 16th Street and 1200 17th Street Final Environmental Impact Report*, Case No. 2011.1300E; Certified May 12, 2016.

The potential use of the Market garage by Chase Center event attendees was estimated based on the expect arrival/departure patterns of visitors to the event center, the capacities of the proposed project and project variant garage, and an event start time of 7:30 p.m.

Table 3 provides a summary of the temporal distribution of arrival and departure patterns of attendees at a basketball game at the Chase Center; the data is based on information presented as part of the environmental analyses conducted for the Chase Center.³

Table 3
Temporal Distribution of Chase Center Attendees’
Arrivals and Departures at a GSW Basketball Game ^[a]

Time Period ^[b]	Percentage of	
	Arrivals	Departures
5:00 p.m. to 5:30 pm.	1.0%	
5:30 p.m. to 6:00 pm.	4.0%	
6:00 p.m. to 6:30 pm.	10.5%	
6:30 p.m. to 7:00 pm.	19.5%	
7:00 p.m. to 7:30 pm.	32.5%	
7:30 p.m. to 8:00 pm.	32.5%	
9:00 p.m. to 9:30 pm.		30%
9:30 p.m. to 10:00 pm.		40%
10:00 p.m. to 10:30 pm.		30%
Total	100.0%	100.0%

Notes:

- a. Basketball game assumed to start at 7:30 p.m.
- b. Shaded cells represent peak one-hour arrival or departure interval.

Source: Event Center and Mixed-Use Development at Mission Bay FSEIR (2015)

As indicated in the table, approximately 5 percent of the game attendees would arrive within the second hour of the p.m. peak commute period (5:00 p.m. to 6:00 p.m.), with the peak one-hour attendee arrival (65 percent) occurring between 7:00 p.m. and 8:00 p.m. The peak one-hour attendee departure (70 percent) would occur between 9:30 and 10:30 p.m.

³ San Francisco Planning Department, *Event Center and Mixed-Use Development at Mission Bay Blocks 29-32 Final SEIR*, Case No. 2014.1441E; Certified November 3, 2015.

The analysis for the extended public parking hours assumed that all parking spaces in the proposed project garage and project variant would be full during an evening event. Therefore, the inbound and outbound percentages in **Table 3** above for three analysis hours (i.e., 5 p.m. to 6 p.m., the peak one hour between 6 p.m. and 8 p.m., and the peak one hour between 9 p.m. and 10:30 p.m.) were applied to the capacity of the garage (i.e., 175 spaces for the proposed project and 205 spaces for the project variant), to determine the additional inbound and outbound vehicle trips that would occur if the garage was available to the public after 3 p.m.

Table 4 provides a summary of the proposed project and project variant p.m. peak hour vehicle trips entering and exiting the Market’s garage during an evening event day, assuming extended public parking hours at the Market garage; additional data is provided in the **Appendix**.

Table 4
901 16th Street/1200 17th Street Project Site
Additional Project/Variant Vehicle Travel Demand
Due to Extended Public Parking Hours

Time Period	Percent of vehicles entering/exiting the garage ^[a]	Number of Vehicles					
		Proposed Project (175 spaces)			Project Variant (205 spaces)		
		In	Out	Total	In	Out	Total
5:00 p.m. to 6:00 pm.	5%	9	0	9	11	0	11
Peak hour between 6:00 p.m. and 8:00 p.m.	65%	114	0	114	134	0	134
Peak hour between 9:00 p.m. and 10:30 p.m.	70%	0	123	123	0	144	144

Note:

- a. Percentage of garage’s capacity; based on the information presented in **Table 3**.

Source: Adavant Consulting (2020)

Table 5 summarizes the total vehicle trips entering and exiting the Market garage for the proposed project and variant for three analysis hours (i.e., 5 p.m. to 6 p.m., the peak one hour between 6 p.m. and 8 p.m., and the peak one hour between 9 p.m. and 10:30 p.m.). The total number of vehicle trips accounts for the extended public parking hours, and includes existing trips, Flower Market vendors, wholesale customers, and other badge holder trips, and event attendee trips.

Table 5
901 16th Street/1200 17th Street Project Site
Project and Project/Variant Travel Demand
with Extended Public Parking Hours

Scenario	Number of Vehicle Trips					
	Proposed Project			Project Variant		
	In	Out	Total	In	Out	Total
Peak hour between 4:00 p.m. and 6:00 p.m. (p.m. peak hour)						
Existing ^[a]	5	15	20	5	15	20
Proposed Project/Variant ^[b]	12	6	18	12	6	18
Extended Public Parking Hours ^[c]	9	0	9	11	0	11
Total ^[d]	16	-9	7	18	-9	9
Peak hour between 6:00 p.m. and 8:00 p.m.						
Existing	0	0	0	0	0	0
Proposed Project/Variant ^[b]	0	0	0	0	0	0
Extended Public Parking Hours ^[c]	114	0	114	134	0	134
Total ^[d]	114	0	114	134	0	134
Peak hour between 9:00 p.m. and 10:30 p.m.						
Existing	0	0	0	0	0	0
Proposed Project/Variant ^[b]	0	0	0	0	0	0
Extended Public Parking Hours ^[c]	0	123	123	0	144	144
Total ^[d]	0	123	123	0	144	144

Notes:

- Represents a trip credit; based on information presented in the *901 16th Street and 1200 17th Street Mixed-use Project FEIR*, Case No. 2011.1300E
- Vehicle trips made by vendors, wholesale customers and other parking badge holders; Market garage closes to the general public at the completion of business hours, around 3 p.m.
- Additional vehicle demand when Market garage is available for public parking from 3 p.m. until midnight.
- Proposed Project/Variant plus Extended Public Parking Hours minus Existing.

Source: Adavant Consulting (2020)

TRANSPORTATION IMPACT ASSESSMENT

As shown in **Table 5**, the additional p.m. peak hour vehicle trips associated with the extended public parking hours at the Market represent a 9 (project) to 11 (variant) vehicle increase, over the no extended public parking hours condition, a small additional amount that would fall within the expected daily or seasonal variations of traffic in the vicinity of the project site.

During the peak inbound demand hour (occurring between 6 p.m. and 8 p.m.), the extended public parking hours at the Market would represent an increase of 114 (project) to 134 (variant) hourly vehicles, inbound to the site. Similarly, during the peak outbound demand hour (occurring between 9 p.m. and 10:30 p.m.), the extended public parking hours at the Market would represent an increase of 123 (project) to 144 (variant) hourly vehicles, outbound from the site.

These traffic volume estimates are comparable to those estimated for the proposed project and the project variant during the a.m. peak hour (204 total vehicles), as previously described in **Table 1**. Furthermore, all of the traffic volume estimates for the three analysis hours (i.e., 5 p.m. to 6 p.m., the peak one hour between 6 p.m. and 8 p.m., and the peak one hour between 9 p.m. and 10:30 p.m.) are substantially lower than those presented in the 2016 FEIR for the p.m. peak hour (533 total vehicles), as previously summarized in **Table 2**.

Thus, the extension of public parking hours at the Market garage past regular business hours would result in vehicle trip increases that would fall within the expected daily or seasonal variations of traffic in the vicinity of the project site (during the p.m. peak hour), or that would be comparable to those estimated at the site for the proposed project and the project variant during the a.m. peak hour (for the peak one hour between 6 p.m. and 8 p.m., and the peak one hour between 9 p.m. and 10:30 p.m.).

The additional vehicle trips may bring new vehicle trips to the area during the extended public parking hours because some people may switch to driving due to the convenience of a new public parking garage in the area. However, some vehicle trips would already be accounted for, such as trips generated by various nearby uses that would find parking at the Market garage more convenient, instead of doing so at other facilities or on the street. The 901 16th Street Mixed Use Project analyzed in the 2016 FEIR included some amount of parking available for public/retail uses, 45 spaces.⁴ For those reasons, the extension of public parking hours would not substantially induce automobile travel.

The extension of public parking hours would result in conflicts with users of the transportation system. However, as discussed above, the vehicle trips generated by the proposed extension of public parking hours would be substantially less than those estimated for the 901 16th Street Mixed Use Project analyzed in the 2016 FEIR. Furthermore, the proposed extension of public parking hours at the Market would include implementation of an expanded DLOP, with additional driveway operations management and queue abatement measures. The transportation and circulation assessment conducted on September 16, 2020 also showed that the proposed project and project variant would result in conflicts with users of the transportation system, but not to significant levels.

⁴ The 901 16th Street Mixed Used Project analyzed in the 2016 FEIR also included 338 residential parking spaces.

Therefore, for the reasons described above, the extension of public parking hours at the Market garage under the proposed project or the project variant would not create potentially hazardous conditions for people walking, bicycling or driving, or public transit operations, it would not interfere with the accessibility of people walking or bicycling, or result in inadequate emergency access, it would not substantially delay transit or substantially induce automobile travel, and it would not affect commercial vehicle or passenger loading at the site.

Thus, the project-level or cumulative transportation impacts associated with the extension of public parking hours at the Market garage from 3 p.m. to about midnight on a daily basis would be *less than significant*, and they would not be considered new or a substantially worse impacts than those identified in the 2016 FEIR of the 901 16th Street Mixed Use Project.

APPENDIX

TRAVEL DEMAND

Chase Center ^[a]
 Temporal Distribution of Event Arrivals and Departures

Time Period	Arrivals	Departures
5:00 p.m. to 5:30 pm.	1.0%	
5:30 p.m. to 6:00 pm.	4.0%	
6:00 p.m. to 6:30 pm.	10.5%	
6:30 p.m. to 7:00 pm.	19.5%	
7:00 p.m. to 7:30 pm.	32.5%	
7:30 p.m. to 8:00 pm.	32.5%	
8:00 p.m. to 8:30 pm.		
8:30 p.m. to 9:00 pm.		
9:00 p.m. to 9:30 pm.		30.0%
9:30 p.m. to 10:00 pm.		40.0%
10:00 p.m. to 10:30 pm.		30.0%
TOTAL	100.0%	100.0%

[a] Event Center and Mixed-Use Development at MB FSEIR, 2015

Hourly percentages

Time Period	Percent Arrival	Percent Departure	Proposed Project 175 spaces	Project Variant 205 spaces
5:00 p.m. to 6:00 pm.	5.0%		9	11
5:30 p.m. to 6:30 pm.	14.5%			
6:00 p.m. to 7:00 pm.	30.0%			
6:30 p.m. to 7:30 pm.	52.0%			
7:00 p.m. to 8:00 pm.	65.0%		114	134
7:30 p.m. to 8:30 pm.	32.5%			
8:30 p.m. to 9:00 pm.		30.0%		
9:00 p.m. to 10:00 pm.		70.0%		
9:30 p.m. to 10:30 pm.		70.0%	123	144
10:00 p.m. to 11:00 pm.		30.0%		

Travel Demand PM Peak Hour	Proposed Project			Project Variant		
	Inbound	Outbound	Total	Inbound	Outbound	Total
Existing (August 202)	5	15	20	5	15	20
No extened public parking	12	6	18	12	6	18
Additional public parking operat	9		9	11		11
Total demand	16	-9	7	18	-9	9
Existing (August 202)	5	15	20	5	15	20
2016 FEIR Mixed-use Project [a]	291	242	533	291	242	533
Total demand	286	227	513	286	227	513
Difference	-270	-236	-506	-268	-236	-504
Peak inbound demand (7 p.m. t	114		114	134		134
Difference	-177	-242	-419	-157	-242	-399
Peak outbound demand (10 p.m. to 11 pm.)		123	123		144	144
Difference	-291	-119	-410	-291	-98	-389

[a] 901 16th Street and 1200 17th Street Mixed-use Project FEIR, Case No. 2011.1300E;