

San Francisco Planning Department

MARKET AND OCTAVIA NEIGHBORHOOD PLAN

Volume I

Final Environmental Impact Report
Planning Department Case No. 2003.0347E
State Clearinghouse No. 2004012118

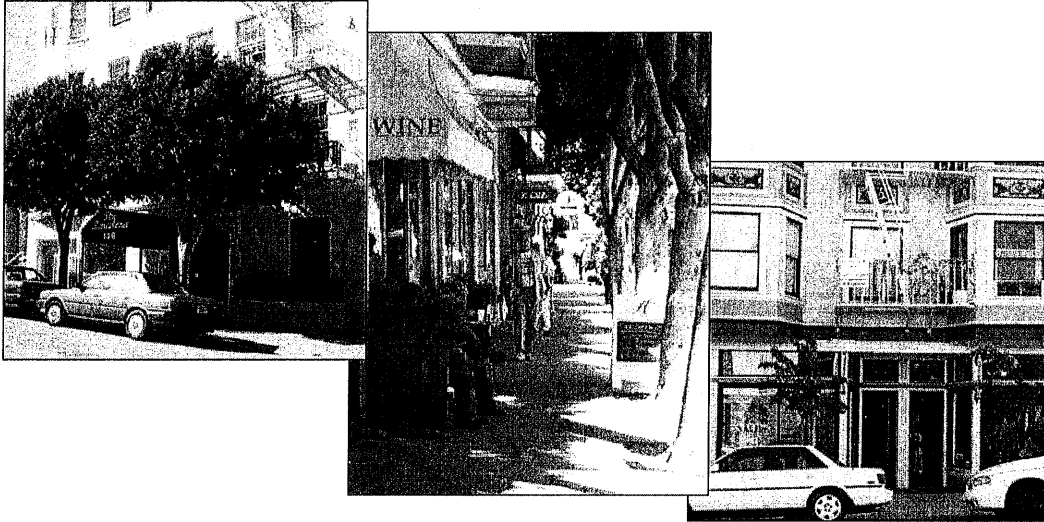
September 2007

Draft EIR Publication Date: June 25, 2005

Draft EIR Public Hearing Date: July 28, 2005

Draft EIR Public Comment Period: June 25, 2005 to August 23, 2005

Final EIR Certification Date: April 5, 2007



San Francisco Planning Department
1650 Mission Street, Suite 400
San Francisco, CA 94103

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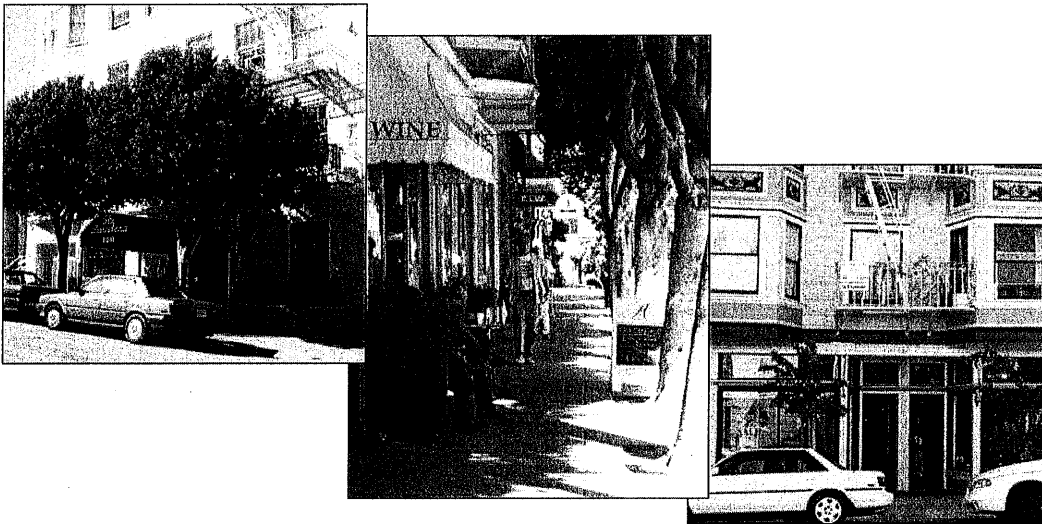
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San Francisco, CA 94103

Changes from the text of the Draft EIR are indicated by a | next to each revised section, paragraph, graphic, or table.

April 5, 2007
File No: 2003.0347E
Market & Octavia Area Plan

SAN FRANCISCO
CITY PLANNING COMMISSION
MOTION NO. 17406

ADOPTING FINDINGS RELATED TO THE CERTIFICATION OF A FINAL ENVIRONMENTAL IMPACT REPORT FOR THE PROPOSED MARKET AND OCTAVIA PLAN, AMENDMENTS TO THE SAN FRANCISCO PLANNING CODE AND ZONING MAPS, AMEDENMENTS TO THE SAN FRANCISCO GENERAL PLAN, ADOPTION OF URBAN DESIGN GUIDELINES, AND AMENDMENTS TO THE WESTRN ADDITION A-2 REDEVELOPMENT PLAN. THE PLAN AREA IS GENERALLY LOCATED TO THE WEST OF THE CITY'S DOWNTOWN AREA AND INCLUDES PORTIONS OF CIVIC CENTER, HAYES VALLEY, WESERN ADDITION, SOUTH OF MARKET, INNER MISSION, THE CASTRO, DUBOCE TRIANGLE, EUREKA VALLEY, AND UPPER MARKET NEIGHBORHOODS OF SAN FRANCISCO.

MOVED, That the San Francisco Planning Commission (hereinafter "Commission") hereby CERTIFIES the Final Environmental Impact Report identified as Case File No. 2003.0347E – Market and Octavia Plan (hereinafter "Project") based upon the following findings:

1) The City and County of San Francisco, acting through the Planning Department (hereinafter "Department") fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Sections 21000 *et seq.*, hereinafter "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Sections 15000 *et seq.*, (hereinafter "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").

a. The Citywide Group of the Department filed for environmental evaluation on 3/26, 2003 and the Major Environmental Analysis section of the Department determined that an Environmental Impact Report (hereinafter "EIR") was required and provided public notice of that determination by publication in a newspaper of general circulation on January 23, 2004.

b. Notice of Completion was filed with the State Secretary of Resources via the State Clearinghouse on January 24, 2004.

c. On June 25, 2005, the Department published the Draft Environmental Impact Report ("DEIR") and provided public notice in a newspaper of general circulation of the availability of the document for public review and comment and of the date and time of the Planning Commission public hearing on the DEIR; this notice was mailed to the Department's list of persons requesting such notice.

d. On June 25, 2005, copies of the DEIR were mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the DEIR, and to government agencies, the latter both directly and through the State Clearinghouse.

e. Notices of availability of the DEIR and of the date and time of the public hearings were posted on the Planning Department's website and also in various locations in the project area by Department staff on June 27, 2005.

2) The Commission held a duly advertised public hearing on the DEIR on July 28, 2005 at which time opportunity for public comment was given, and public comment was received on the DEIR. The period for acceptance of written comments ended on August 23, 2005.

3) The Department prepared responses to comments on environmental issues received at the public hearing and in writing on the DEIR, prepared revisions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, corrected errors in the DEIR, and prepared impact analysis for proposed revisions to the Plan. This material was presented in a Comments and Responses document, published on September 26, 2006, was distributed to the Commission and to all parties who commented on the DEIR, and was available to others upon request at Department offices and web site.

4) A Final Environmental Impact Report has been prepared by the Department, consisting of the DEIR, any consultations and comments received during the review process, any additional information that became available, and the Summary of Comments and Responses all as required by law ("FEIR").

5) Project environmental files have been made available for review by the Commission and the public. These files are available for public review at the Department offices at 1660 Mission Street, and are part of the record before the Commission.

6) On April 5, 2007, the Commission reviewed and considered the FEIR and hereby does find that the contents of said report and the procedures through which the FEIR was prepared, publicized and reviewed comply with the provisions of CEQA, the CEQA Guidelines and Chapter 31 of the San Francisco Administrative Code.

7) The Planning Commission hereby does find that the FEIR concerning Case File No. 2003.0347E – Market and Octavia Neighborhood Plan reflects the independent judgment and analysis of the City and County of San Francisco, is adequate, accurate and objective, and that the Final EIR document which includes the Comments and Responses contains no significant new information to the DEIR. In addition, since publication of the DEIR there has been no significant new information that would require recirculation of the document pursuant to CEQA Guideline Section 15088.5; and the Planning Commission hereby does CERTIFY THE COMPLETION of said Final Environmental Impact Report in compliance with CEQA, the CEQA Guidelines, and Chapter 31.

8) The Commission, in certifying the completion of the FEIR, hereby does find that the proposed project described in the FEIR would have the following significant unavoidable environmental impacts, which could not be mitigated to a level of non-significance:

a. A potentially significant adverse shadow effect on the environment on *the War Memorial Open Space* from Development on Franklin Street and *United Nations Plaza* from towers at the Market Street and Van Ness Avenue intersection.

b. A significant adverse traffic effect on the environment to the following intersections under the year 20205 with Plan conditions: (1) Hayes Street and Van Ness Avenue, (2) Laguna /Market/ Hermann/Guerrero Streets, (3) Market/Sanchez/Fifteenth Streets, (4) Market/Church/ Fourteenth Streets, (5) Mission/Otis/South Van Ness; (6) Hayes/Gough Streets; and (7) Hayes/Franklin Streets.

c. A significant adverse transit effect on the environment as a result of increase in delays at Hayes Street intersections at Van Ness Avenue, Franklin Street, and Gough Street. Degradation to transit service would occur as a result of increase in delays at the intersections above.

9) The Planning Commission recognizes that an historical resource survey is currently underway in the plan area;

- a. The Commission recognizes the importance of the survey;
- b. The Commission however finds that the EIR as it exists and relates to historic resources is adequate, accurate, and objective without the inclusion of the study;
- c. The Commission will commit in its planned adoption of the interim procedures to give the utmost consideration to the results of the survey and public input on the survey at such time as the survey is complete and in such a manner as described in the accompanying resolution relating to this issue.

I hereby certify that the foregoing Motion was ADOPTED by the Planning Commission on April 5, 2007.

Linda Avery
Commission Secretary

AYES: Alexander, Antonini, Sue Lee and William Lee

NOES: Moore and Olague

ABSENT: none

EXCUSED: Sugaya

CITY PLANNING COMMISSION

File No: 2003.0347E
Market & Octavia Area Plan
Motion No.
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ACTION: Certification of EIR

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1.0 SUMMARY

Project Description

This document is a program level Environmental Impact Report (EIR) for the *Market and Octavia Neighborhood Plan – Draft for Public Review* (the Plan) published by the San Francisco Planning Department (Project Sponsor) in December 2002. The City's overriding goal as sponsor of the Plan is to realize the vision for the Project Area embodied in the Plan:

An urban neighborhood that provides for a mix of people of various ages, incomes, and lifestyles – a place where everyday needs can be met within a short walk on a system of public streets that are easy and safe to get around on foot, on bicycle, and by public transportation. A place intimately connected to the city as a whole, where owning a car is a choice, not a necessity, and streets are attractive and inviting public spaces. A neighborhood repaired and rejuvenated by building on the strengths of its long-standing character, yet inherently dynamic, creative, and evolving.

The proposed Plan is a means for implementing an innovative set of land use controls, urban design guidelines, and public space and transportation system improvements to create a dense, vibrant and transit-oriented neighborhood. The controls encourage new housing and enhance the urban environment in a variety of ways. The Plan will function as a model for reweaving the urban fabric in other neighborhoods that are interested in amplifying the benefits of a vibrant transit-oriented settlement pattern for such neighborhoods.

This document is also a project level EIR for the redevelopment of the 22 vacant Central Freeway parcels created as a result of the removal of the elevated Central Freeway and a limited number of near-term public street and open space improvements in the Project Area.

The Project Sponsor has identified the following project level objective for development of the Central Freeway parcels:

Promote new development on the Central Freeway parcels that heals the physical fabric of the neighborhood and adds to its character and quality.

The EIR covers adoption of the Plan, amendments to the *San Francisco Planning Code* and *Zoning Maps*, amendments to the *San Francisco General Plan*, amendments to the *Western Addition A-2 Redevelopment Plan*, and adoption of Urban Design Guidelines.

The EIR program level analysis is based on a set of assumptions regarding future development that could occur subsequent to adoption of the Plan. Individual projects that could occur in the future under the Plan would undergo project level evaluation to determine if they would result in further impacts specific to the development proposal, the site, and the time of development and additional environmental review would be required. This EIR project level analysis provides a worst-case analysis of the limited number of projects identified above based on the proposals provided in the Plan. To the extent these projects stay within the range of assumptions, impacts, and mitigations outlined in this EIR, further environmental review would not be required. If new potentially significant environmental impacts are identified prior to implementation of the projects, the Planning Department would make a determination as to the level of additional environmental review required. Long-term public improvements identified in the Plan, but not currently proposed for approval or implementation, would be subject to additional environmental review when specific plans have been adopted for each improvement. These projects are listed in Appendix 9-B, Table B-2, page 9.B-15.

Program Level

The Project Area of the *Market and Octavia Neighborhood Plan* (Project Area) is located within northeast San Francisco (the city). The Project Area lies to the west of the City's downtown financial district and is bordered on the northeast by the City's Civic Center area, a portion of which is included in the Project Area. The Project Area encompasses approximately 376 acres of land and 89 Assessor's Blocks (in entirety or in part) in an irregularly shaped area. The Project Area extends two to three blocks in width along Market Street for ten blocks and extends north along the former Central Freeway alignment at Octavia Street for ten blocks. Along Market Street, the Project Area boundaries extend from Ninth and Larkin Streets in the east to Noe and Scott Streets in the west.

The Plan would govern future developments and public improvements in portions of the Hayes Valley, Duboce Triangle, South of Market West (SoMa West), Mid-Market, Civic Center, and Upper Mission neighborhoods in San Francisco. The Plan proposes a set of land use controls, urban design guidelines, and public open space and transportation improvements aimed at encouraging new housing developments and enhancing the existing urban neighborhoods. Implementation of the Plan could result in an increase of approximately 4,440 new housing units and approximately 60 new jobs in the Project Area by the year 2025. The Plan was developed based on three primary concepts:

The Plan proposes mixed-use zoning districts and a concentration of activities along established commercial streets, small-scale neighborhood-serving retail uses clustered at street intersections, and

other commercial-service uses in residential districts. New housing is encouraged close to transit and services. Design guidelines are proposed for new private development to activate street frontages and for public improvements to create safe streets that are at a comfortable scale for pedestrian use. The Plan contains proposed design guidelines and height limits, which are generally based on the existing built form for the area and its surroundings and the natural topography of the land.

The elements of the Plan are summarized below:

Land Use and Urban Form

The Plan would create three new zoning districts: Downtown Residential (DTR), Residential Transit-Oriented (RTO), and Neighborhood Commercial-Transit (NCT) and would amend the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Districts (NCDs). Generally, DTR districts would replace Downtown Office (C-3) districts in the area around Market Street and Van Ness Avenue. NCT would replace existing residential and commercial designations in moderate density neighborhoods including Hayes Valley, Upper Market Street, and SoMa West that are well served by transit. RTO districts would replace Residential Mixed-Use (RM) and Residential Three-Family (RH-3) Districts in the Hayes Valley, SoMa West, and Upper Market Street neighborhoods. Small areas of existing Residential One-Family (RH-1) and Residential Two-Family (RH-2) zoning would remain unchanged under the Plan. The proposed zoning changes would eliminate residential density controls to allow for residential infill within a prescribed building form, refine height and bulk controls, implement urban design guidelines that preserve mid-block open spaces and sunlight to streets, and establish building forms compatible with the existing neighborhood character.

The height rezoning proposed by the Plan would generally allow taller heights around the Van Ness Avenue and Market Street intersection and in the Civic Center area (up to a maximum 400 feet at highest points compared to the existing 320-foot maximum height limit). The proposed Plan would reduce heights in many established residential areas in Hayes Valley and South of Market and establish minimum height requirements to encourage the provision of housing on upper floors.

The Plan proposes separate bulk controls for towers above the street wall height (the height equal to the width of the street) in the SoMa West area. At the street wall height, up to 100 percent lot coverage would be allowed for non-residential uses and a 20 percent rear yard would be required at residential levels. Above the street wall height, tower separation of 82.5 feet would be required with a 10 percent volume reduction for buildings that are 300 feet or taller.

Overall, the proposed use and height reclassifications would increase the potential for residential development in the Project Area. This potential would generally be smaller in existing residential districts and more concentrated in the Van Ness Avenue/Market Street/Mission Street/South Van Ness Avenue intersection and SoMa West areas and extending out along Market and Mission Streets.

Housing

The Plan's proposed policies encourage infill housing development, particularly on the 22 parcels made available by removal of the Central Freeway. The Plan would encourage preservation of existing sound housing stock by limiting demolition, removal, or clearing of housing and discouraging dwelling unit mergers. New housing stock would be encouraged by eliminating housing density maximums; establishing a minimum residential-to-commercial use ratio of two-to-one in the DTR district; requiring housing for all building areas above the street wall height in some areas; encouraging new housing above the second floor; reducing residential parking requirements and establishing a maximum parking cap; encouraging new accessory units in existing residential uses through additions or garage conversions, without the requirement for additional parking; and reducing discretionary review and conditional use requirements for new housing.

Sense of Place

The Plan would encourage buildings that contribute aesthetically to the Project Area and the quality of public street space. Building and site design would be regulated to control the elements that affect the overall scale and character, as well as pedestrian activities of the street and neighborhood. The *Planning Code* and *Zoning Map* changes proposed by the Plan would require that most new buildings be built to the property lines of public rights-of-way; taller buildings have a defined base, middle, and top; building façades have three-dimensional detailing and high-quality building materials, and buildings facing on public spaces be articulated with strong vertical elements. Buildings on sloping sites would be required to step up with the underlying natural topography, reflecting the city's natural landforms. Special building elements such as towers would be located at intersections or near important public spaces. Towers would be recommended to be light in color; provide wind protection; and be articulated above the street wall height with a change in vertical plane.

Mixed-use development, with ground-floor retail and visually interesting façades, would be encouraged on proposed Neighborhood Commercial streets within the Project Area. Limitations would be proposed on the use of street frontage for parking and garage access. Design guidelines for buildings on the alley network in the Project Area would limit garage access and parking and

encourage ground floor residential uses. The NCT and DTR districts would encourage larger buildings on Market Street with active uses that contribute to the vitality and life as a major civic space. Residential open space requirements at upper housing levels would be required.

Streets and Open Space

In recognizing the needs of competing travel modes and the constrained capacity of the street network, the Plan proposes to: reclaim street space for pedestrian use where possible; create new public open spaces and improve sidewalks; facilitate transit use; and prioritize the safe and effective movement of people. The Plan recommends traffic calming strategies on residential streets and alleys, street tree planting, sidewalk widening, street furniture, public art on streets and public spaces, and new medians and pedestrian refuges.

Transportation

The proposed policies in the Plan would encourage new development to build on the Project Area's pedestrian, bicycle, and transit accessibility and discourage driving. Where travel demand is greatest, street space would be prioritized for transit, pedestrian, and bicycle improvements for efficient movement of people and goods. The Plan proposes to improve the function and design of essential transit facilities and transfer nodes.

Transit Improvements

The Plan proposes improvements to transit operations by disallowing curb cuts on transit preferential streets; upgrading of streetcar platforms on Church Street and Duboce Avenue; redesigning Muni Metro entrances to impart a sense of identity; and using design treatments, color overlays, to distinguish transit lanes on Market Street.

Parking

The Plan recognizes that parking availability influences mode choices and therefore proposes to limit the amount of required on-site parking and discourage new parking facilities. Minimum parking requirements would be eliminated and replaced by caps on the amount of parking permitted in new development (generally 0.75, 0.5, and 0.25 spaces per dwelling unit, for the RTO, NCT, and DTR districts, respectively, with the ability to increase the amount of parking provided by 0.25 spaces per unit through Conditional Use authorization). These requirements would provide flexibility to build less than one-to-one parking for the residential developments in areas within walking distance to transit and services. Minimum required parking for commercial uses would also be replaced by maximum parking caps (equivalent to the current minimum parking requirements) of

about one parking space per 2,500 square feet of commercial use in the NCT and RTO districts and about one space per 4,500 square feet of commercial use in DTR districts. In the DTR district, parking would be limited to below grade locations.

Other parking proposals would require changes in citywide parking policy. These proposals include requiring separate tenant leases for parking; enforcing existing laws forbidding subsidized employee parking on land leased from third parties; pricing parking in city-owned parking facilities to encourage short-term use; discouraging new parking facilities in the Project Area; reserving adequate public parking for the disabled; maintaining sufficient short-term public parking spaces; discouraging commuter parking; revising the Residential Parking Permit program; providing residential parking along the curb; accommodating car sharing at feasible locations; eliminating code requirements for independently accessible parking spaces; and restricting new driveway curb cuts.

Parking policies specific to the Civic Center area include: making access and safety improvements, including new security personnel at the Civic Center garage; maintaining sufficient parking for institutions in the area and pricing parking at downtown rates; phasing out public subsidies at garages serving institutions; relocating and reducing reserved on-street parking around City Hall; and implementing parking management strategies at public garages, including real time availability and valet and parking shuttle services at Civic Center Garage.

Bicycle Improvements

Proposed bicycle improvements include a new bike path on the east side of the Central Freeway touchdown ramp to link the Valencia Street and Octavia Boulevard bike lanes; bike lanes on both sides of Howard Street to Fourteenth Street; pedestrian scale street lighting and access improvements on Duboce Avenue; bicycle parking at activity centers and new developments; and shower and locker facilities in new commercial development.

Traffic Improvements

Traffic improvements proposed in the Plan would include: converting Fell and Hayes Streets to two-way operations; adding additional southbound capacity on Gough Street south of Market Street; and separating local and regional traffic on Otis Street. The new Octavia Boulevard (approved and under construction) would be the centerpiece of the neighborhood, accommodating both regional and local traffic.

Infill Development

The Plan encourages development on the former Central Freeway parcels and the parcels at the corner of Church and Market Streets. These developments would integrate into the physical fabric of the neighborhood and would add to its character and quality. The redevelopment strategy for Block 3536, bounded by Market Street, Church Street, and Duboce Avenue (the Market Street Safeway site) proposes building a street wall adjacent to Market and Church Streets at a height appropriate for the street scale and integrating the supermarket into a mixed-use development with housing.

SoMa West

New zoning would encourage mixed-use high-density residential uses, neighborhood serving retail services, and a limited amount of office uses on lower floors in SoMa West. Improvements to pedestrian safety and traffic calming throughout the area and the addition of public open space through the reclamation of street space for pedestrians are encouraged and major street improvements on South Van Ness Avenue and Mission Street are proposed in the Plan.

Project Level

Central Freeway Parcels

About seven acres of vacant land have been transferred to the city for infill development under the Plan as a result of the removal of the elevated Central Freeway. Specific zoning regulations and development guidelines have been developed for each of the 22 Central Freeway parcels.

Public Street Improvements

The following near-term transportation improvements are evaluated at a project level in this EIR:

- Converting Fell Street from one-way to two-way operations, with two lanes eastbound and one lane westbound between Franklin Street and Van Ness Avenue and restriping to provide two westbound lanes and one lane eastbound between Franklin Street and Octavia Boulevard;
- Converting Hayes Street from one-way to two-way operation with one lane eastbound and three lanes westbound between Van Ness Avenue and Franklin Street and two lanes westbound and one lane eastbound between Franklin Street and Octavia Boulevard;
- Converting Gough Street, between Market and Otis Streets from a two-way street with two lanes in each direction to a two-way street with three lanes southbound and one lane northbound.
- Separating regional from local traffic on Otis Street, between South Van Ness Avenue and Mission Street, through use of a planted median;

- Prohibiting new curb cuts on transit preferential streets;
- Creating a bike path at the Central Freeway touchdown to connect the Valencia Street bike lanes with the improved bike routes along Octavia Boulevard;
- Installing bike lanes on both sides of Howard Street between Division Street, South Van Ness Avenue, and Fourteenth Street. Bicycles traveling southbound at the intersection of Howard and Division Streets would be routed to a stripped box at the front of the crosswalk for storage during the red-signal phase.

Open Space Improvements

In the near-term, the Plan proposes creation of new public open spaces including: Octavia Plaza on Market Street adjacent to and to the west of the new Central Freeway touchdown; McCoppin Square off the McCoppin Street right-of-way west of Valencia Street that was vacated as part of the Central Freeway Replacement Project; and Brady Park at the center of the block bounded by Market, Twelfth, Otis and Gough Streets (at the northeast corner of the Brady and Colton Streets intersection). These improvements are evaluated at a project level in this EIR.

Environmental Impacts and Mitigation

The following topics are addressed in this EIR: Plans and Policies; Land Use and Zoning; Population, Employment, and Housing; Urban Design and Visual Quality; Shadow and Wind; Historical Resources; Transportation; Air Quality; Noise; Hazardous Materials; Geology, Soils, and Seismicity; Public Facilities, Services and Utilities; Hydrology; Biology; and Growth Inducement. A summary of the identified significant impacts and the proposed mitigation measures is included in Table 1-1.

Areas of Known Controversy

Preparation of the EIR identified the following areas of controversy or unresolved issues regarding implementation of the Plan or specific near-term projects.

- Proposed increases in building heights, particularly in the vicinity of the Market Street/Van Ness Avenue intersection could compound existing wind conditions in this area.
- Mitigation of some significant traffic impacts in the Hayes Valley Neighborhood can only be achieved if the two-way traffic operations proposed on Hayes Street as part of the Plan are eliminated.
- The elimination of minimum residential parking, requirements and the establishment of parking caps in the Project Area ~~remains a controversial issue~~ could increase the competition for limited parking in the neighborhood.
- Providing adequate short-term parking for visitors in the Civic Center area.

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
Shadow and Wind				
<i>Shadow - War Memorial Open Space</i> – Development on Franklin Street could cast mid-afternoon shadows year round on this open space that could result in a potentially significant impact.	X		<p>5.5.A2: New buildings and additions to existing buildings in the Project Area where the building height exceeds 50 feet shall be shaped, consistent with the dictates of good design and without unduly restricting the development potential of the site in question, to reduce substantial shadow impacts on public plazas and other publicly accessible spaces other than those protected under Section 295 of the <i>Planning Code</i>.</p> <p>In determining the impact of shadows, the following factors shall be taken into account: the amount of area shaded, the duration of the shadow, and the importance of sunlight to the type of open space being shaded.</p>	Potentially significant and unavoidable impacts.
<i>Shadow - United Nations Plaza</i> – Incremental shading of the plaza from towers at the Market Street and Van Ness Avenue intersection would occur in late winter afternoons resulting in a potentially significant impact.	X		<p>5.5.A2: New buildings and additions to existing buildings in the Project Area where the building height exceeds 50 feet shall be shaped, consistent with the dictates of good design and without unduly restricting the development potential of the site in question, to reduce substantial shadow impacts on public plazas and other publicly accessible spaces other than those protected under Section 295 of the <i>Planning Code</i>.</p> <p>In determining the impact of shadows, the following factors shall be taken into account: the amount of area shaded, the duration of the shadow, and the importance of sunlight to the type of open space being shaded.</p>	Potentially significant and unavoidable impacts.

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
<i>Wind</i> - The Plan would result in a potentially significant wind impact due to the potential for development of major buildings in the Project Area, particularly those allowed up to 400 feet around the Market Street and Van Ness Avenue intersection.	X	X	<p>5.5.B1: To minimize adverse wind impacts related to new development, design guidelines shall be required as part of the proposed Plan for buildings in excess of 85 feet in height. Guidelines shall include the following requirements:</p> <ul style="list-style-type: none"> ▪ Where possible, align long axis or faces of the buildings along a west-east alignment to reduce exposure of the wide faces of the building to westerly winds. Utilize wind shelter offered by existing upwind structures as much as possible. Avoid continuous western building faces. ▪ Articulate and modulate southwest, west and northwest building faces through the use of architectural techniques such as surface articulation, variation of planes, wall surfaces and heights, as well as the placement of setbacks and other features. Substantial setbacks in west-facing facades (at lower levels) are an effective means of reducing the amount of ground-level wind induced by a building. ▪ Utilize properly located landscaping to mitigate winds in all pedestrian open spaces. Porous materials (vegetation, hedges, screens, latticework, perforated or expanded metal) offer superior wind shelter compared to a solid surface. ▪ Avoid narrow gaps between buildings, which may accelerate westerly winds. ▪ Avoid “breezeways” or notches at the upwind corners of the building, which may focus wind energy at pedestrian levels. 	Less than significant

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>5.5.B2</p> <p>The following standards for reduction of ground-level wind currents shall be applied to all new construction in the Project Area:</p> <ul style="list-style-type: none"> ▪ New building and additions to existing buildings shall be shaped, or other wind baffling measures shall be adopted, so that the development will not cause year-round ground-level wind currents to exceed, more than 10 percent of the time between 7:00 AM and 6:00 PM, the comfort level of 11 mph equivalent wind speed in areas of pedestrian use and seven mph equivalent wind speed in public seating areas. When pre-existing ambient wind speeds exceed the comfort levels specified above, the building shall be designed to reduce the ambient wind speeds in efforts to meet the goals of this requirement. ▪ An exception to this requirement may be permitted, but only if and to the extent that the project sponsor demonstrates that the building or addition cannot be shaped or wind baffling measures cannot be adopted without unduly restricting the development potential of the building site in question. <ul style="list-style-type: none"> - The exception may permit the building or addition to increase the time that the comfort level is exceeded, but only to the extent necessary to avoid undue restriction of the development potential of the site. - Notwithstanding the above, no exception shall be allowed and no building or addition shall be permitted that causes 	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>equivalent wind speeds to reach or exceed the hazard level of 26 mph for a single hour of the year.</p> <ul style="list-style-type: none"> For the purpose of this Section, the term "equivalent wind speed" shall mean an hourly wind speed adjusted to incorporate the effects of gustiness or turbulence on pedestrians. 	
Historical Resources				
<p><i>Archaeological – Soils Disturbing Activities in Archaeological Documented Properties</i></p> <p>The proposed higher residential densities, elimination of residential density limits, and increased subsurface excavation associated with infill development on several blocks within the Project Area: 817, 831, 832, 838, 839, 853, 855, 3502, 3503, 3507, 3513, and 3514, which include the following Central Freeway parcels, A, C, H, K, L, M, N, O, P, Q, R, S, T, U, and V, could have a potentially significant adverse impact on archaeological documented resources.</p>	X	X	<p>5.6.A1:</p> <p>This measure shall apply to those properties within the Project Area for which a final Archaeological Research Design/Treatment Plan (ARD/TP) is on file in the Northwest Information Center and the Planning Department. Properties subject to this Mitigation Measure include all lots within the following Assessor's Blocks: 817, 831, 832, 838, 839, 853, 855, 3502, 3503, 3507, 3513, and 3514, which also include the Central Freeway Parcels: A, C, H, K, L, M, N, O, P, Q, R, S, T, U, and V.</p> <p>Any soils-disturbing activities proposed within this area shall be required to submit an addendum to the respective ARD/TP prepared by a qualified archaeological consultant with expertise in California prehistoric and urban historical archaeology to the Environmental Review Officer (ERO) for review and approval. The addendum to the ARD/TP shall evaluate the potential effects of the project on legally-significant archaeological resources with respect to the site- and project-specific information absent in the ARD/TP. The addendum report to the ARD/TP shall have the following content:</p>	Less than significant

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<ol style="list-style-type: none"> 1. Summary: Description of subsurface effect of the proposed project and of previous soils-disturbing activities; 2. Historical Development: If demographic data for the project site is absent in the discussion in the ARD/TP, the addendum shall include new demographic data regarding former site occupants; 3. Identification of potential archaeological resources: Discussion of any identified potential prehistoric or historical archaeological resources; 4. Integrity and Significance: Eligibility of identified expected resources for listing to the California Register of Historical Resources (CRHR); Identification of Applicable Research Themes/Questions (in the ARD/TP) that would be addressed by the expected archaeological resources that are identified; 5. Impacts of Proposed Project; 6. Potential Soils Hazards: Update discussion for proposed project; 7. Archaeological Testing Plan (if archaeological testing is determined warranted): the Archaeological Testing Plan (ATP) shall include: <ol style="list-style-type: none"> A. Proposed archaeological testing strategies and their justification B. Expected archaeological resources C. For historic archaeological resources <ol style="list-style-type: none"> 1) Historic address or other location identification 	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>2) Archaeological property type</p> <p>D. For all archaeological resources</p> <ol style="list-style-type: none"> 1) Estimate depth below the surface 2) Expected integrity 3) Preliminary assessment of eligibility to the CRHR <p>E. ATP Map</p> <ol style="list-style-type: none"> 1) Location of expected archaeological resources 2) Location of expected project sub-grade impacts 3) Areas of prior soils disturbance 4) Archaeological testing locations by type of testing 5) Base map: 1886/7 Sanborn Fire Insurance Company map 	
<p><i>Archaeological – General Soils Disturbing Activities</i></p> <p>Construction activities on those properties that have no Archaeological Assessment Report or for minor soils disturbance in the Mission Dolores Archaeological District could significantly impact archaeological resources.</p>	X	X	<p>5.6.A2: This measure shall apply to any project involving any soils-disturbing activities including excavation, installation of foundations or utilities or soils remediation <u>beyond a depth of four feet</u> and located within those properties within the Project Area for which no archaeological assessment report has been prepared, <u>including by a qualified MEA staff</u>. This mitigation measure shall also apply to projects within the Mission Dolores Archaeological District (MDAD) involving only minor soils disturbance (three feet or less below the existing surface).</p> <p>For projects to which this mitigation measure applies, a Preliminary Archaeological Sensitivity Study (PASS) shall be prepared by an</p>	Less than significant at program level; may require further evaluation of archaeological resources at a project level.

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>archaeological consultant with expertise in California prehistoric and urban historical archaeology. The PASS shall contain the following:</p> <ol style="list-style-type: none"> 1. The historical uses of the project site based on any previous archaeological documentation and Sanborn maps; 2. Types of archaeological resources/properties that may have been located within the project site and whether the archaeological resources/property types would potentially be eligible for listing in the California Register of Historical Resources (CRHR); 3. If 19th or 20th century soils-disturbing activities may adversely affect the identified potential archaeological resources; 4. Assessment of potential project effects in relation to the depth of any identified potential archaeological resource; 5. Assessment of whether any CRHR-eligible archaeological resources could be adversely affected by the proposed project and, as warranted, appropriate action. <p>Based on the PASS, the Environmental Review Officer (ERO) shall determine if an Archaeological Research Design/Treatment Plan (ARD/TP) shall be required to more definitively identify the potential for CRHR-eligible archaeological resources and determine the appropriate action necessary to reduce the potential effect of the project on archaeological resources to a less than significant level. The scope of the ARD/TP shall be determined in consultation with the ERO and consistent with the standards for archaeological documentation established by the State Office of Historic Preservation for purposes of compliance with CEQA.</p>	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
<p><i>Archaeological – Soils Disturbing Activities in Public Street and Open Space Improvements</i></p> <p>Public street and open space improvements could have a potentially significant adverse impact on archaeological resources as a result of soil disturbances in excess of four feet.</p>	X	X	<p>5.6.A3: This measure shall apply to the proposed public street and open space improvement projects proposed in the Plan involving soils disturbance in excess of four feet in depth.</p> <p>The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall undertake an archaeological monitoring program. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the Environmental Review Officer (ERO) for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO.</p> <p>Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archaeological resource as defined in <i>CEQA Guidelines</i> §15064.5 (a)(c).</p> <p><i>Archaeological Monitoring Program (AMP)</i></p> <p>The archaeological monitoring program shall, at a minimum, include the following provisions:</p> <ol style="list-style-type: none"> 1. The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the Archaeological Monitoring Program (AMP) reasonably prior to any project-related soils disturbing activities commencing. The ERO, in 	Less than significant

TABLE 1-1: SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES				
Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>consultation with the project archaeologist, shall determine what project activities shall be archaeologically monitored.</p> <p>2. The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;</p> <p>3. The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with the archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;</p> <p>4. The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;</p> <p>5. If an intact archaeological deposit is encountered, all soils disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect potentially damaging activity until the deposit is evaluated. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall, after making a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, present the findings of this assessment to the ERO.</p> <p>If the ERO, in consultation with the archaeological consultant,</p>	

TABLE 1-1:

SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:</p> <ul style="list-style-type: none"> ▪ The proposed project shall be redesigned so as to avoid any adverse effect on the significant archaeological resource; or ▪ An archaeological data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible. <p>If an archaeological data recovery program is required by the ERO, the archaeological data recovery program shall be conducted in accord with an Archaeological Data Recovery Plan (ADRP). The project archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP. The archaeological consultant shall prepare a draft ADRP that shall be submitted to the ERO for review and approval. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, shall be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions</p>	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>of the archaeological resources if nondestructive methods are practical.</p> <p>The scope of the ADRP shall include the following elements:</p> <ul style="list-style-type: none"> ▪ <i>Field Methods and Procedures.</i> Descriptions of proposed field strategies, procedures, and operations. ▪ <i>Cataloging and Laboratory Analysis.</i> Description of selected cataloging system and artifact analysis procedures. ▪ <i>Discard and Deaccession Policy.</i> Description of and rationale for field and post-field discard and deaccession policies. ▪ <i>Interpretive Program.</i> Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program. ▪ <i>Security Measures.</i> Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities. ▪ <i>Final Report.</i> Description of proposed report format and distribution of results. ▪ <i>Curation.</i> Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities. <p>Human Remains, Associated or Unassociated Funerary Objects</p>	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal Laws, including immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (<i>Public Resources Code</i> §5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (<i>CEQA Guidelines</i> §15064.5(d)). The agreement shall take into consideration the appropriate excavation, removal, recordation, analysis, curation, possession, and final disposition of the human remains and associated or unassociated funerary objects.</p> <p><i>Final Archaeological Resources Report.</i></p> <p>The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the draft final report.</p> <p>Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO copies of the FARR shall be</p>	

TABLE 1-1:

SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive two copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.	
<i>Archaeological – Soils Disturbing Activities in the Mission Dolores Archaeological District</i> The increase in residential densities and subsurface basements would increase the potential for soil disturbances which could adversely affect archaeological resources within the Mission Dolores Archaeological District.	X		5.6.A4: This measure applies to any project within the Mission Dolores Archaeological District (MDAD) involving installation of foundations, construction of a subgrade or partial subgrade structure including garage, basement, etc, grading, soils remediation, installation of utilities, or any other activities resulting in substantial soils disturbance. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall undertake an archaeological testing program as specified herein. In addition, the consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports	Less than significant at program level; may require further evaluation of archaeological resources for project level.

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less-than-significant level potential effects on a significant archaeological resource as defined in <i>CEQA Guidelines</i> §15064.5 (a)(c).</p> <p><i>Archaeological Testing Program</i></p> <p>The archaeological consultant shall prepare and submit, as determined by the ERO, either an Archaeological Research Design/Testing Plan (ARD/TP) or an Archaeological Testing Plan (ATP) to the ERO for review and approval. The archaeological testing program shall be conducted in accordance with the approved ARD/TP or ATP. The ARD/TP or ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources and to identify and to evaluate whether any archaeological resource encountered on the site constitutes an historical resource under CEQA.</p>	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant finds that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:</p> <ol style="list-style-type: none"> 1. The proposed project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or 2. A data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible. <p><i>Archaeological Monitoring Program</i></p> <p>If the ERO, in consultation with the archaeological consultant, determines that an archaeological monitoring program shall be implemented, the archaeological monitoring program shall minimally include the following provisions:</p> <ol style="list-style-type: none"> 1. The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The 	

TABLE 1-1:

SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>ERO in consultation with the archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils- disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;</p> <p>2. The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;</p> <p>3. The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;</p> <p>4. The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;</p> <p>5. If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the</p>	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>case of pile driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile driving activity may affect an archaeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.</p> <p>Whether or not significant archaeological resources are encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.</p> <p><i>Archaeological Data Recovery Program</i></p> <p>The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be</p>	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.</p> <p>The scope of the ADRP shall include the following elements:</p> <ul style="list-style-type: none"> ▪ <i>Field Methods and Procedures.</i> Descriptions of proposed field strategies, procedures, and operations. ▪ <i>Cataloguing and Laboratory Analysis.</i> Description of selected cataloguing system and artifact analysis procedures. ▪ <i>Discard and Deaccession Policy.</i> Description of and rationale for field and post-field discard and deaccession policies. ▪ <i>Interpretive Program.</i> Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program. ▪ <i>Security Measures.</i> Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities. ▪ <i>Final Report.</i> Description of proposed report format and distribution of results. ▪ <i>Curation.</i> Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of 	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p align="center"><i>Human Remains and Associated or Unassociated Funerary Objects</i></p> <p>The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (<i>Public Resources Code</i> §5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (<i>CEQA Guidelines</i> §15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects. If non-Native American human remains are encountered, the archaeological consultant, the ERO, and the Office of the Coroner shall consult on the development of a plan for appropriate analysis and recordation of the remains and associated burial items since human remains, both Native American and non-Native American, associated with the Mission Dolores complex (1776-1850s) are of significant archaeological research value and would be eligible to the CRHR.</p>	

TABLE 1-1: SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES				
Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p><i>Final Archaeological Resources Report</i></p> <p>The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.</p> <p>Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.</p>	
5.7 Transportation				
Traffic – Hayes/Gough Streets Intersection The Hayes/Gough Streets	X	X	5.7.A: To mitigate the 2025 with Plan and 2025 with Central Freeway Parcel/Near-Term Transportation Improvements intersection	Significant and unavoidable impact, unless the existing

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
intersection would degrade from LOS C to LOS F in the PM peak hour, resulting in a significant impact.			<p>operating conditions at the intersections of Hayes and Gough Streets, an additional westbound travel lane would be required. With the reestablished westbound travel lane (and no eastbound lanes), 2025 with Plan conditions at this intersection would improve to LOS C.</p> <p>This mitigation measure would effectively eliminate the Plan's proposed changes along Hayes Street (which would provide an eastbound lane on Hayes Street between Gough Street and Van Ness Avenue by eliminating a westbound lane). As such, in order to maintain acceptable intersection level of service operations, the Plan could not be implemented on Hayes Street.</p>	street configuration is maintained.
<p><i>Traffic – Hayes/Franklin Streets Intersection</i></p> <p>The Hayes/Franklin Streets intersection would degrade from LOS D to LOS F in the PM peak hour, resulting in a significant impact.</p>	X	X	<p>5.7.B: To mitigate the 2025 with Plan and 2025 with Central Freeway Parcel/Near-Term Transportation Improvements intersection operating conditions at the intersections of Hayes and Franklin Streets, an additional westbound travel lane would be required. With the reestablished westbound travel lane (and no eastbound lanes), 2025 with Plan conditions at this intersection would improve to LOS D.</p> <p>This mitigation measure would effectively eliminate the Plan's proposed changes along Hayes Street (which would provide an eastbound lane on Hayes Street between Gough Street and Van Ness Avenue by eliminating a westbound lane). As such, in order to maintain acceptable intersection levels of service operations, the Plan could not be implemented on Hayes Street.</p>	Significant and unavoidable impact, unless the existing street configuration is maintained.

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
<i>Traffic – Laguna/Market/Hermann/ Guerrero Streets Intersection</i> The Laguna/Market/Hermann/ Guerrero Streets intersection would degrade from LOS D to LOS E in the PM peak hour, resulting in a significant impact.	X		5.7.C: To improve operating conditions to acceptable levels and mitigate impacts, new protected left-turns could be provided for northbound Guerrero Street and southwest-bound Market Street. At both locations, the left-turn movements already have pockets; as such, new signals would be required to provide the protected left-turn phases. Implementation of signal timing changes would be dependent upon an assessment of transit and traffic coordination along Market Street to ensure that the changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals.	Significant and unavoidable impact, as the feasibility of the signal timing changes has not been fully assessed.
<i>Traffic – Market/Sanchez/Fifteenth Streets Intersection</i> Market/Sanchez/Fifteenth Streets intersection (LOS E) would experience increased delays in the PM peak hour, resulting in a significant impact.	X		5.7.D: Minor changes to the signal timing at the intersection of Market/Sanchez/Fifteenth Streets to allow more time for impacted movements may improve intersection conditions. Implementation of signal timing changes would be dependent upon an assessment of transit and traffic coordination along Market Street to ensure that the changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. The addition of a right-turn pocket on the westbound approach on Fifteenth Street, in conjunction with the signal retiming, would improve intersection operations to LOS D.	Significant and unavoidable impact, as the feasibility of the signal timing changes has not been fully assessed.
<i>Traffic – Market/Church/ Fourteenth Streets Intersection</i>	X		5.7.E: Minor changes to the signal timing at the intersection of Market/	Significant and unavoidable impact,

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
Market/Church/Fourteenth Streets intersection (LOS E) would experience increased delays in the PM peak hour, resulting in a significant impact.			Church/Fourteenth Streets to allow more time for impacted movements may improve intersection conditions. Implementation of signal timing changes would be dependent upon an assessment of transit and traffic coordination along Market Street to ensure that the changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals.	as the feasibility of the signal timing changes has not been fully assessed.
<i>Traffic – Mission Street/Otis Street/South Van Ness Avenue Intersection</i> Mission Street/Otis Street/South Van Ness Avenue intersection (LOS F) would experience increased delays in the PM peak hour, resulting in a significant impact.	X		<p>5.7.F: Minor changes to the signal timing at the intersection of Mission Street/Otis Street/South Van Ness Avenue to allow more time for impacted movements may improve intersection conditions. Implementation of signal timing changes would be dependent upon an assessment of transit and traffic coordination along South Van Ness Avenue and Mission Streets to ensure that the changes would not substantially affect Muni bus operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals.</p> <p>It may be possible to add right-turn pockets to the southbound approach on Mission Street and the northbound approach on South Van Ness Avenue in conjunction with the signal timing changes. Under 2025 with Plan conditions, with this change, the level of service would be LOS F with less delay than under 2025 without Plan conditions.</p>	Significant and unavoidable impact, as the feasibility of the signal timing changes has not been fully assessed.

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
<i>Traffic – Hayes Street/Van Ness Avenue Intersection</i> Hayes Street/Van Ness Avenue intersection (LOS F) would experience increased delays in the PM peak hour, resulting in a significant impact.	X		<p>5.7.G: At the intersection of Hayes Street and Van Ness Avenue, under 2025 without Plan conditions the intersection would operate at LOS F. Under 2025 with Plan conditions, delay would increase due to configurations changes and as the Plan would add vehicles to impacted movements (northbound and southbound through on Van Ness Avenue). In order to improve operating conditions to acceptable conditions and mitigate impacts, two alternative mitigation measures are possible. Each of these mitigation measures would be made in conjunction with mitigations at the Hayes Street intersections with Franklin and Gough Streets.</p> <p>5.7.G1 The westbound travel lane could be reestablished, which would eliminate the Plan's proposed changes to Hayes Street. With the reestablished westbound travel lane (and no eastbound lanes), 2025 with Plan conditions would improve the level of service at the intersections of Hayes Street with Van Ness Avenue, Franklin Street, and Gough Street to 2025 without Plan conditions.</p> <p>This mitigation measure would effectively eliminate the Plan's proposed changes along Hayes Street (which would provide an eastbound lane on Hayes Street between Gough Street and Van Ness Avenue by eliminating a westbound lane). As such, <u>this mitigation measure would lessen delay and congestion at the intersection of Hayes Street/Van Ness Avenue in order to maintain acceptable intersection levels of service operations</u>, the Plan could <u>note be implemented on Hayes Street</u>.</p>	Significant and unavoidable impact, as the feasibility of the signal timing changes has not been fully assessed.

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>5.7.G2</p> <p>Changes could be made to traffic patterns. The Plan calls for Hayes Street to be converted from one-way to two-way operations with the elimination of one westbound lane and the creation of one eastbound lane between Van Ness Avenue and Gough Street. This change would enhance local circulation but would substantially affect conditions in the corridor. To improve the situation, vehicles traveling westbound at Hayes Street/Van Ness Avenue intersection and destined for westbound Fell Street would need to be re-distributed to other east-west streets. Westbound vehicles on Fell Street could be re-distributed from Hayes Street to Fell Street via southbound Van Ness Avenue. Westbound vehicles on Fell Street could be redistributed from Hayes Street to Fell Street via southbound Van Ness Avenue. As such, these vehicles would not travel through the impacted intersections of Hayes Street at Franklin and Gough Streets, thereby mitigating the significant impacts.</p> <p>To determine a redistribution plan, an origin-destination study would need to be conducted of the current routing of vehicles. This study would determine the best way to re-route vehicles from Van Ness Avenue and Franklin, Hayes, and Fell Streets and the effects of re-routing to all streets in the immediate vicinity. It is likely that in addition to a re-routing plan, some intersection improvements would be needed, including:</p> <ul style="list-style-type: none"> ▪ Geometric changes, such as a southbound right-turn pocket at Van Ness Avenue/Fell Street, an eastbound left-turn pocket at Franklin/Fell Streets, and a westbound left-turn 	

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>pocket at Fell/Gough Streets.</p> <ul style="list-style-type: none"> Signal timing changes may be necessary to provide additional time for east-west movements. <p>As a result of the combination of these improvements, it may be possible to mitigate the Plan's significant impacts at the intersections of Hayes Street/Van Ness Avenue, Hayes/Franklin Streets, and Hayes/Gough Streets.</p>	
<p><i>Transit – Transit Service Degradation</i></p> <p>Degradation to transit service would occur as a result of increase in delays at Hayes Street intersections at Van Ness Avenue (LOS F to LOS F with increased delays); Franklin Street (LOS D to LOS F); and Gough Street (LOS C to LOS F) PM peak hour</p>	X	X	<p>5.7.H:</p> <ul style="list-style-type: none"> Changes could be made to the street configuration and traffic patterns, as presented above in the traffic mitigation measures 5.7.A., 5.7.B., and 5.7.G. Instead of re-routing vehicles from westbound Hayes Street to southbound Van Ness Avenue and westbound Fell Street, similar measures could be taken to re-route the Hayes-21 bus along the same path. With this plan, the 21-Hayes would continue westbound on Fell Street to Laguna Street, where it would turn northbound and return to Hayes Street westbound. By avoiding the intersections of Hayes/Franklin Streets and Hayes/Gough Streets, the 21-Hayes would not be impacted by the Plan. To implement this measure, an assessment of transit coordination would need to be conducted by Muni to ensure that these changes would not substantially affect Muni vehicles operations. The 21-Hayes vehicles are trolley coaches and in order to re-route this service it would be necessary to add overhead wires to the new route. There would be other issues with this mitigation, 	Significant and unavoidable impact, as the feasibility of the signal timing changes has not been fully assessed.

TABLE 1-1: SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES				
Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			including possible operating delays and costs, and confusion for transit riders expecting the 21-Hayes to remain on Hayes Street.	
Air Quality				
<i>Air Quality – Particulate Emissions During Construction</i> Construction activities in the Project Area and on specific projects would result in short-term PM ₁₀ and PM _{2.5} emissions.	X	X	<p>5.8.A: Program or project level construction activities in the Project Area shall be required to implement particulate emission mitigations recommended by the BAAQMD. These measures include:</p> <ul style="list-style-type: none"> ▪ Water all active construction areas at least twice daily. To meet the City's Ordinance 175-91 requirements for the use of non-potable water for dust control, established May 6, 1991, contractors shall be required to obtain reclaimed water from the Clean Water Program for this purpose. ▪ Cover all trucks hauling loose materials and require all trucks to maintain a two-foot freeboard. ▪ Pave, apply water three times daily, or apply non-toxic soil stabilization to all unpaved access roads, parking areas, and staging areas at construction sites. ▪ Sweep daily (with water sweepers) all paved access roads, parking areas, and staging areas at construction sites. ▪ Sweep daily (with water sweepers) if visible soil material is carried onto adjacent public streets. ▪ Hydroseed or apply (non-toxic) soil stabilizers to inactive construction areas (previously graded areas inactive for ten 	Less than significant

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<p>days or more).</p> <ul style="list-style-type: none"> ▪ Enclose, cover, water twice daily, or apply (non-toxic) soil binders to exposed stockpiles (dirt, sand, etc.). ▪ Limit traffic speeds on unpaved roads to 15 mph. ▪ Install sandbags or other erosion control measures to prevent silt runoff to public roadway. ▪ Replant vegetation in disturbed areas as quickly as possible. ▪ Install wheel washers or wash down the wheels of all trucks exiting the site. ▪ Install windbreaks, or plant tress/vegetative windbreaks at windward sides of construction areas. ▪ Suspend excavation and grading activity when winds (instantaneous gusts) exceed 25 mph. 	
<i>Air Quality – Short-Term Exhaust Emissions</i> Construction activities in the Project Area and on specific projects would result in short-term emissions related to operation of fossil fuel burning equipment.	X	X	<p>5.8.B: To reduce program or project level short-term exhaust emissions from construction equipment, the following mitigation measures shall be implemented for construction activities in the Project Area.</p> <ul style="list-style-type: none"> ▪ Confine idle time of combustion engine construction equipment to five minutes at the construction site. ▪ Maintain and properly tune construction equipment in accordance to manufacturer's specifications. ▪ Use alternative fueled or electrical construction equipment at 	Less than significant

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			<ul style="list-style-type: none"> the project site when feasible. Use the minimum practical engine size for construction equipment. Equip gasoline-powered construction equipment with catalytic converters when feasible. 	
Hazardous Materials				
<i>Hazardous Materials – Construction Activities</i> The proposed development would increase the potential for demolition and renovation activities within the Project Area. To the extent that the Plan would encourage new construction, temporary impacts or risks would occur during the demolition phase of development induced by the Plan or project development.	X	X	5.10.A: Program or project level mitigation measures would vary depending upon the type and extent of contamination associated with each individual project. Mitigation measures to protect the community generally shall include: <ul style="list-style-type: none"> Airborne particulates will be minimized by wetting exposed soils, as appropriate, containing runoff, and tarping over-night and weekends. Storage stockpiles shall be minimized, where practical, and properly labeled and secured. Vehicle speeds across unpaved areas shall not exceed 15 mph to reduce dust emissions. Activities shall be conducted so as not to track contaminants beyond the regulated area. Misting, fogging, or periodic dampening shall be utilized to minimize fugitive dust, as appropriate. Containments and regulated areas shall be properly 	Less than significant

**TABLE 1-1:
SUMMARY OF SIGNIFICANT IMPACTS AND MITIGATION MEASURES**

Impact	Program Level	Project Level	Proposed Mitigation Measures	Significance Determination
			maintained.	
Geology, Soils, and Seismicity				
<i>Soils – Construction Activities</i> Soil exposed during construction may be subject to erosion.	X	X	<p>5.11.A: Program or project level temporary construction related impacts would be mitigated through the implementation of the following measures:</p> <p>Best Management Practices (BMP) erosion control features shall be developed with the following objectives and basic strategy:</p> <ul style="list-style-type: none"> ▪ Protect disturbed areas through minimization and duration of exposure. ▪ Control surface runoff and maintain low runoff velocities. ▪ Trap sediment on-site. ▪ Minimize length and steepness of slopes. 	Less than significant

2.0 INTRODUCTION

2.1 Project and EIR Overview

The proposed project and subject of this Environmental Impact Report (EIR) is the *Draft Market and Octavia Neighborhood Plan* (hereinafter referred to as the Plan).¹ The Plan is an outgrowth of a general planning approach initiated by the Planning Department in the late 1990's to address housing and job needs and identify positive land use characteristics and qualities of San Francisco that might be replicated in future development. The Better Neighborhood Program identified three neighborhoods experiencing development pressures, where positive models for providing housing through transit-oriented development could be introduced. The Market and Octavia neighborhood was one of the three communities identified by this program.

The Market and Octavia Neighborhood Plan is the product of a three-year community planning effort led by the Planning Department's Better Neighborhoods Program. The Plan proposes a set of land use controls, urban design guidelines, and public street and open space improvements aimed at encouraging new housing developments and enhancing urban neighborhoods.

The Plan is an implementation tool for the *San Francisco General Plan*.² It establishes a policy framework for new zoning and planning code controls for the Market Octavia project area (hereinafter referred to as the Project Area), including urban design guidelines, housing policies, and public space and transportation improvements.

2.2 CEQA Review

The *California Environmental Quality Act* (CEQA) applies to all discretionary activities to be carried out or approved by a public agency in the State of California. Under the *San Francisco Administrative Code*, Chapter 31, the Planning Department's Office of Environmental Review is responsible for CEQA review of all City and County of San Francisco projects and serves as the lead agency.

¹ The *Market and Octavia Neighborhood Plan Draft for Public Review* was published by the San Francisco Planning Department in December 2002. Copies of the report are available for public review at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

² *San Francisco General Plan*, last revised on January 15, 1998.

Based on preliminary review of the Plan and the environmental review application, the Planning Department Office of Environmental Review (known as the Major Environmental Analysis [MEA] division) determined that the Plan constituted a project under CEQA and that implementation of the Plan and its associated public improvements may result in significant environmental impacts. Preparation of an EIR is therefore required.

MEA held a public scoping meeting for the EIR on November 18, 2003. A public transcript of the meeting was prepared. Written comments were also received by the Planning Department during and following the public scoping meeting. The Planning Department published a Notice of Preparation (NOP) of an Environmental Impact Report on January 23, 2004. Copies of the public meeting notice and the NOP are included in Appendix A.

Pursuant to *State CEQA Guidelines*, Section 15063, no Initial Study was prepared as an EIR was clearly required. The following topics are addressed in this EIR: Land Use and Zoning; Population, Housing and Employment; Urban Design and Visual Quality; Shadow and Wind; Historical Resources; Transportation; Air Quality; Noise; Hazardous Materials; Geology, Soils, and Seismicity; Public Services, Facilities, and Utilities; Hydrology and Biology; and Growth Inducement. This EIR has been prepared under the direction of MEA and responds to comments that were raised during the public scoping process.

This EIR is a “program” EIR pursuant to *State CEQA Guidelines*, Section 15168. A program EIR may be prepared on a series of actions that can be characterized as one large project that are related geographically; as logical parts in the chain of contemplated actions; and in connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program. The program EIR enables the lead agency (the Planning Department) to examine the overall effects of a proposed program (the Plan) and to avoid unnecessary adverse environmental effects related to that program. The lead agency would be required to examine the individual activities, proposed within the program, to determine whether their effects were fully analyzed in the program EIR. If the activities would have no effects beyond those analyzed in the program EIR, the lead agency could determine that no further CEQA compliance would be required. If the activities would have effects not examined in the program EIR, then additional environmental review would be required. Appendix B includes a listing of all of the recommended Plan policies for land use improvements in the Project Area and the transportation improvements that are analyzed at a program level.

This EIR is also a project level EIR. In addition to analyzing the Plan at a program level, this EIR analyzes the development of 22 Central Freeway parcels and a limited number of proposed public street and open space improvements from the Plan at a project level. More detailed project level

environmental evaluation is included in this EIR to specifically address the effects associated with these individual projects. The proposed public improvements are summarized in Chapter 3, Project Description, and the project level transportation improvements are also specifically enumerated in Appendix 9-B, Table B-2, page 9.B-15.

Long-term transportation improvements identified in the Plan, but not currently proposed for approval or implementation would be subject to additional environmental review when specific plans have been developed for each improvement. These projects are also listed in Appendix 9-B, Table B-2, page 9.B-15.

The EIR is a public informational document intended to disclose to decision makers and the general public the significant environmental effects of a proposed project and to present mitigation measures and feasible alternatives to avoid or reduce the environmental effects of that project. Upon completion of environmental review and certification of the EIR by the San Francisco Planning Commission, the Planning Commission will consider the findings in the EIR in its decision to adopt the Market and Octavia Neighborhood Plan and to subsequently amend the *General Plan* and *Planning Code*. Other city departments, such as the Department of Public Works and the Municipal Transportation Agency, will use the EIR in their decisions regarding implementation of public improvements outlined in the Plan.

2.3 EIR Organization

This EIR is organized into 10 chapters, including Technical Appendices. The Summary, Chapter 1, which precedes this chapter, provides a summary of the project's significant environmental impacts and proposed mitigation measures and summarizes areas of known controversy, including issues raised by agencies and the public and unresolved issues. This Introduction, Chapter 2, is followed by Chapter 3, Project Description, which presents the key elements of the proposed Market and Octavia Neighborhood Plan and summarizes the specific public improvements that could be carried out upon adoption of the Plan. Chapter 3 also identifies the Project Sponsor and the Project Objectives.

Chapter 4, Environmental Setting and Impacts, describes the existing conditions in the Project Area at the time the Notice of Preparation was published in January, 2004. The existing conditions serve as the baseline for analysis of the potential environmental impacts resulting from implementation of the Plan. In addition, Population, Housing, and Employment; Transportation; Air Quality; and Noise impacts of the Plan are evaluated for 2025 with Plan and 2025 without Plan conditions, accounting for the development that would occur in the Project Area independent of the proposed

Plan. This chapter also includes a discussion of methodological approaches used in the assessment of impacts.

Chapter 5, Mitigation Measures, identifies mitigation measures proposed to minimize potential adverse effects of the Plan. Chapter 6, Other CEQA Considerations, addresses other topics required by CEQA guidelines, including unavoidable and irreversible significant impacts associated with the Plan. Chapter 7, Alternatives to the Proposed Project, describes and analyzes two alternatives, the No Build alternative and the Reduced Height/Reduced Density alternative that could avoid or lessen identified significant impacts. Chapter 8 includes the distribution list of all agencies and organizations that received a copy of the DEIR. Chapter 9 includes the Technical Appendices and Chapter 10 identifies the EIR authors and those agencies, organizations, and individuals contacted in preparation of the EIR.

3.0 PROJECT DESCRIPTION

3.1 Project Sponsors' Objectives

The Planning Department of the City and County of San Francisco is the sponsor of the *Market and Octavia Neighborhood Plan* (the Plan)¹. The City's overriding goal as sponsor of the Plan is to realize the vision for the Project Area embodied in the Plan:

An urban neighborhood that provides for a mix of people of various ages, incomes, and lifestyles – a place where everyday needs can be met within a short walk on a system of public streets that are easy and safe to get around on foot, on bicycle, and by public transportation. A place intimately connected to the city as a whole, where owning a car is a choice, not a necessity, and streets are attractive and inviting public spaces. A neighborhood repaired and rejuvenated by building on the strengths of its long-standing character, yet inherently dynamic, creative, and evolving.

The proposed Plan is a means for implementing an innovative set of land use controls, urban design guidelines, and public space and transportation system improvements to create a dense, vibrant and transit-oriented neighborhood. The controls encourage new housing and enhance the urban environment in a variety of ways. The Plan will function as a model for reweaving the urban fabric in other neighborhoods that are interested in amplifying the benefits of a vibrant transit-oriented settlement pattern for such neighborhoods.

The Project Sponsor's objectives for the Plan and for the public street and open space improvements that are planned for near-term implementation and are analyzed at a project level in the EIR are as follows:

- Create a dense, vibrant and transit-oriented neighborhood that capitalizes on all of the unique characteristics and development opportunities of the Project Area.
- Strengthen the community's supply of housing by increasing well-designed infill housing.
- Strengthen the economic base of the Project Area and the community by increasing neighborhood-serving retail and service businesses throughout the Project Area.
- Focus design attention especially on the development needs and opportunities in two subareas: (1) reintegrating the vacant Central Freeway parcels into the neighborhood and (2) creating a

¹ San Francisco Planning Department, *The Market and Octavia Neighborhood Plan, Draft for Public Review*, as part of the Better Neighborhood Program, December 2002.

high-density new neighborhood around South Van Ness Avenue, Market Street and Mission Street that takes advantage of that area's high height potential and elegantly designed residential towers.

- Increase the mix of land uses and the density required to create a successful vibrant transit-oriented neighborhood reflecting the unique character of the Project Area.
- Revise the height districts throughout the Project Area to sculpt an urban form that maximizes housing opportunities mediated by building type, street-level livability, views, and skyline effects.
- Improve the area's public streets and open spaces necessary for a vibrant transit oriented neighborhood, including incorporating traffic calming strategies, street tree planting, new park creation, and streetscape improvements.
- Improve the operation and convenience of all transportation modes required for a vibrant transit-oriented place, with a focus on transit, bicycle, and pedestrian movements.
- Within the controls required to create a vibrant and transit oriented neighborhood, provide flexibility in the development of the Project Area so that development can respond to market conditions over time.
- Undertake the public improvements proposed in the Plan in a manner that makes them affordable to the City by using innovatively the full range of public financing tools to support the City in meeting its share of the planning and development responsibility for the quality and character of the public realm.
- Learn from the implementation of the Plan and revise its controls as needed to better achieve the goals of the plan.

The Project Sponsor has also identified project level objectives for development of the Central Freeway parcels. The general objective for the Central Freeway parcels is:

Promote new development on the Central Freeway parcels that heals the physical fabric of the neighborhood and adds to its character and quality.

Project Sponsor's objectives specific to the development of the Central Freeway Parcels are as follows:

- Parcels A, A-1, B, C, D, E, F, G, H, and I – Maximize housing.
- Parcels J, K, L, O, P Q, T, U, and V – Maximize housing above neighborhood-serving retail, community services, and other active, pedestrian-oriented uses required on the ground floor along Hayes Street.
- Parcel M, N, R, and S – Promote housing and other active uses that can be accommodated. If the construction of new buildings proves infeasible, additions to existing, adjacent buildings are encouraged, provided they meet the parcel-specific design guidelines in the Plan.

- Parcel E-st – Reestablish public right-of-way connecting the two ends of Ash Alley.

3.2 Project Overview

This EIR analyzes the Plan at a program level. The Plan would govern future developments and public improvements in portions of the Hayes Valley, Duboce Triangle, South of Market West (SoMa West), Mid-Market, Civic Center, and Upper Mission neighborhoods in San Francisco. The Plan proposes a set of land use controls, urban design guidelines, and public street and open space improvements aimed at encouraging new housing developments and enhancing the existing urban neighborhoods.

The EIR is also a project level EIR that analyzes the redevelopment of the 22 Central Freeway parcels vacated by the removal of the elevated Central Freeway in Hayes Valley and a limited number of short-term public street and open space improvements in the Project Area to be built in the near future.

This EIR does not analyze long-term transportation improvements that are identified in the Plan, but are not currently proposed for approval or for implementation. These long-term transportation improvements, which are listed in Appendix B, Table B-2, would be subject to additional environmental review when specific plans have been developed for each improvement.

Impacts of the Plan and the proposed short-term projects were assessed by comparing the conditions associated with the implementation of the Plan to the existing conditions. For the Population, Housing, and Employment; Transportation; Air Quality; and Noise assessments, forecasts of 2025 development were made in *Land Use Allocation* 2002 by the Planning Department based on ABAG Projections 2002. Future development forecasts were translated into projected trips for 2025 to complete the Transportation, Air Quality, and Noise analyses.

Implementation of the Plan would result in a net increase of approximately 4,440 new housing units and 60 new jobs in the Project Area by the year 2025. There would be a total 8.9 million gross square feet of floor area in the Project Area; 7.1 million gross square feet of residential uses and 1.8 million square feet of non-residential uses in 2025. Of the total floor area, 5.3 million net new gross square feet of residential development would be attributable to the Plan implementation. This amount of development would result in the addition of a range of new parking spaces from 0 to 3,160, depending on the individual development proposals.

3.3 Project Location

The project area of the *Market and Octavia Neighborhood Plan* (Project Area) is located within northeast San Francisco (the city). The Project Area lies to the west of the City's downtown financial district and is bordered on the northeast by the Civic Center area, a portion of which is included in the Project Area. See Figure 3-1 for the location of the project.

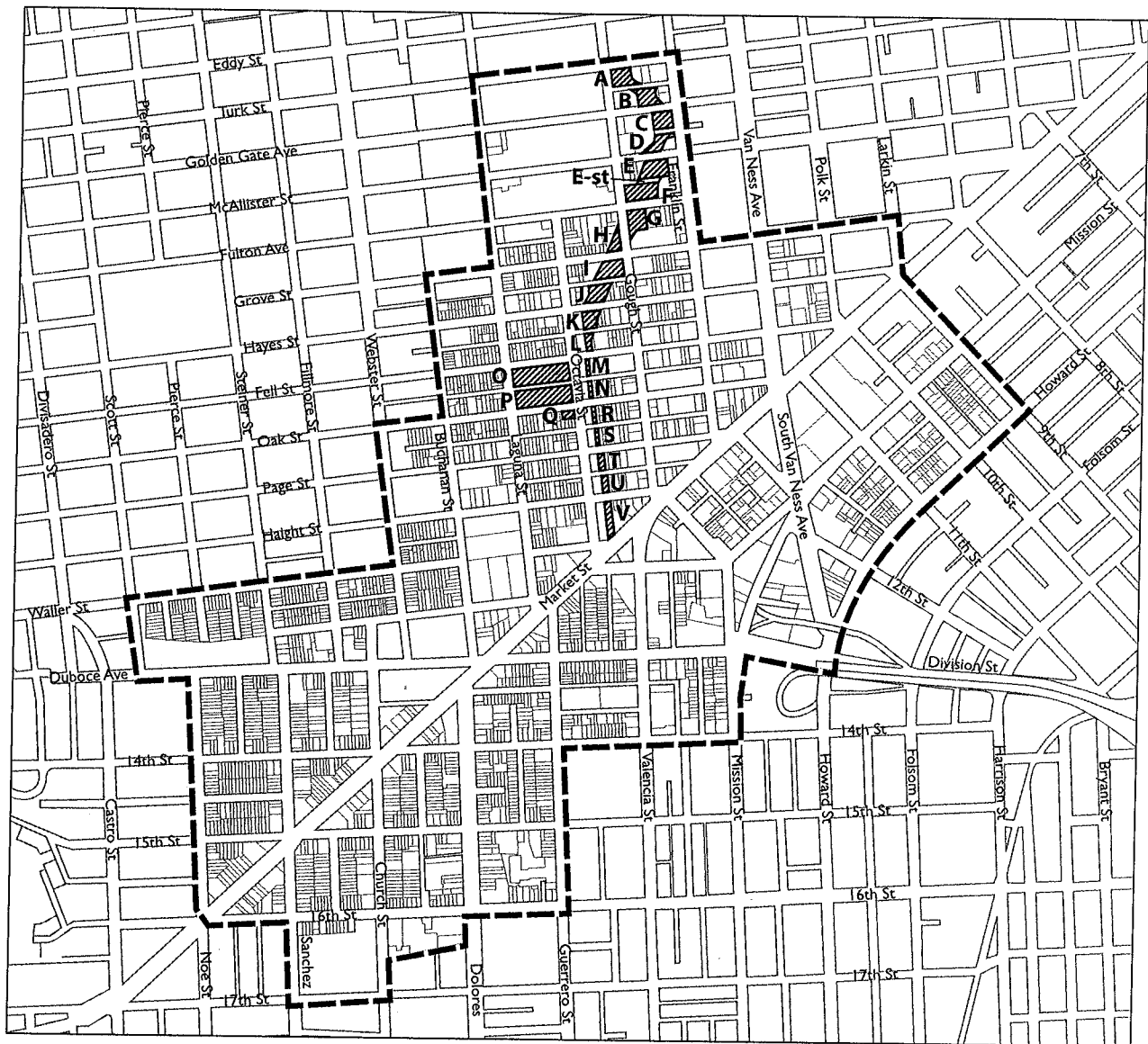
The Project Area encompasses approximately 376 acres of land in an irregularly shaped area in northeast San Francisco. See Figure 3-2 for the Project Area boundaries. The Project Area extends two to three blocks in width along Market Street for ten blocks and extends north along the former Central Freeway alignment at Octavia Street for ten blocks. Along Market Street, the Project Area boundaries extend from Ninth and Larkin Streets in the east to Noe and Scott Streets in the west. The boundary jogs north along Noe Street, Duboce Avenue, Scott Street, Waller Street, Webster Street, Oak Street, Buchanan Street, and Grove Street; continues north along the former Central Freeway alignment to Turk Street between Laguna and Franklin Streets; and east of Franklin Street jogs south to Grove and Larkin Streets. The Project Area boundary extends south of Market Street along Ninth Street to Howard Street. Extending west along Howard Street, the Project Area boundaries jog along Division, Mission, Fourteenth, Guerrero, Sixteenth, Dolores, Church, Seventeenth, Sanchez, and Sixteenth Streets.

The Project Area is comprised of 89 Assessor's Blocks in entirety or in part: the whole of Blocks 759, 761, 768, 770, 783, 785, 792 to 794, 806 to 819, 830 to 841, 850 to 858, 863 to 876, 3501 to 3514, 3532 to 3538, 3541 to 3545, 3556 to 3559, 3565; and a portion of 3566. There are 17 different existing use districts represented in the Project Area: Residential, Single-Family (RH-1); Residential, Two-Family (RH-2); Residential, Three-Family (RH-3); Residential Mixed District, Low Density (RM-1); Residential Mixed District, Moderate Density (RM-2); Residential Mixed District, Medium Density (RM-3); Neighborhood Commercial District (NC-1); Moderate-Scale Neighborhood Commercial Shopping District (NC-3); Hayes-Gough, Upper Market, and Valencia Street Neighborhood Commercial Districts (NCD); Downtown Commercial General (C-3-G); Downtown Commercial (C-3-S); Heavy Commercial (C-M); Public Use District (P); Residential Enclave District (RED); and Service/Light Industrial/Residential Mixed Use District (SLR). There are 22 different height and bulk districts in the Project Area: OS (Open Space), 40-X, 50-X, 65-X, 70-X, 80-A, 80-



SOURCE: EnviroTrans Solutions

Figure 3-1
Revised
Location Map



- Project Boundary
- ▨ Central Freeway Parcels
(named by letter, from 'A' to 'V' running north to south)

SOURCE: EnviroTrans Solutions

Figure 3-2
Plan Area Boundary

B, 80-E, 80-J, 80-X, 96-X, 105-E, 105-J, 120-F, 120-X, 130-G, 130-L, 150-S, 160-H, 180-M, 200-S, and 320-S. The Project Area also includes a portion of the Mid-Market Redevelopment Plan Area, proposed for designation as a redevelopment area by the San Francisco Redevelopment Agency, in the eastern Project Area and a portion of the Western Addition A-2 Redevelopment Plan Area in the northern Project Areas (see Figure 3-1, page 3-5). The use districts within the portion of the Western Addition A-2 Redevelopment Plan (A-2 Plan) area that overlaps with the Project Area include Residential, Medium Density (RM), Residential and Neighborhood Commercial (RN), Commercial, General Intermediate Density (CI), Institutional (I), and Public (P). A-2 Plan height controls within the Project Area include 50-X (X limits plan dimensions for heights of less than 65 feet on lateral slopes), 96-X, and 130-E (E limits plan dimensions above 65 feet).

The Project Area sits at the junction of three of the city's transportation grid systems. The north of Market, south of Market, and Mission grids meet at Market Street, creating a distinct pattern of irregular blocks and intersections. Traffic from these three grids converges at Market Street, one of the main east/west arterials connecting downtown San Francisco with the neighborhoods in the western part of the city. Market Street also serves as a primary ceremonial space for the city.

Other major transportation thoroughfares in the area include Franklin, Gough, Fell, Oak, Mission, Eighth, and Ninth Streets and Van Ness and South Van Ness Avenues. The Bay Area Rapid Transit District (BART) line and San Francisco Municipal Railway (Muni) Metro run under Market Street. The Civic Center BART Station is located at Eighth and Market Streets. The Muni Metro stops at the Civic Center station at Eighth and Market Streets, at Van Ness Avenue and Market Street, and at Church and Market Streets. Several Muni lines run on surface streets in the area; 13 surface and five subway lines run on Market Street. The Interstate 80 (I-80) and US 101 freeways provide regional access to the Project Area.

The Project Area is bordered on the northeast by the Civic Center, home to many of San Francisco's major institutions and government buildings, including City Hall; the performing arts complex consisting of Davies Symphony Hall, the Opera House, and Herbst Theater; the Asian Art Museum; the Main Library; and state and federal office buildings. The Project Area is bordered by the Western Addition neighborhood on the north and west, by the Castro District on the west, by the Mission District and South of Market area on the south, and downtown on the east.

The Project Area north of Market Street in Hayes Valley is a dense urban neighborhood with mixed residential and commercial uses. The established development pattern is one of individual buildings with narrow frontages on small lots. About 13 square blocks of the area, centered on Buchanan and

Oak Streets, lie within the Hayes Valley Historic District, which is eligible for listing in the National Register of Historic Places.

The removal of the Central Freeway, north of Market Street in Hayes Valley, has resulted in a corridor of approximately seven acres of vacant land along Octavia Street that has been transferred to the city for redevelopment. Construction of the Octavia Boulevard Project, which began in March 2004 and is scheduled for completion in 2005, will bring the regional traffic back to the surface street network, but will introduce new landscaping and pedestrian improvements along the Octavia Boulevard corridor to minimize the disruption caused by through traffic movement.

The SoMa West area is generally bounded by Market Street, Valencia Street, Duboce Avenue, Division Street, Howard Street, Minna Street, and Eleventh Street (see Figure 3-1, page 3-5). This is an area where the South of Market street grid meets the Mission Street grid. The Central Freeway structure, which once was elevated over Division Street, was demolished from the most northern point to the junction with Mission Street in 2003. This structure is being rebuilt from Mission Street north to Market Street as part of the Central Freeway Replacement Project. Caltrans began construction on the replacement ramp in early 2004 and construction is scheduled for completion in 2006.

The SoMa West area houses a wide variety of land uses, considerable housing, and a handful of new residential developments. The area is characterized by large lots with mid-rise office buildings, many with ground-floor wholesale, manufacturing and retail establishments.

The Upper Market District, which extends from Van Ness Avenue west, is characterized by neighborhood commercial restaurants, bars, cafes, fitness studios, and a variety of retail establishments. The Castro District centered at Market and Castro Streets, is located on the western edge of the Project Area. Upper Market Street, near Castro Street, is characterized by three- to four-story commercial buildings with ground-floor retail uses including restaurants, shops, and fitness centers. Multi-story residential apartments and flats surround the commercial developments on Market, Church, and Castro Streets. West of Castro Street, the commercial uses mix with Victorian buildings along Market Street.

Duboce Triangle, in the western Project Area, north of Market Street, is bounded roughly by Waller Street to the north, Castro Street to the west, and Market Street to the south and east. This district is predominantly residential with interspersed neighborhood commercial uses and unique landscaping and traffic-calming measures.

A portion of the proposed Mid-Market Redevelopment Plan Area is located in the Project Area. This area is generally bounded by the following blocks: mid-way between Tenth and Eleventh Streets on the west, Market Street on the north, Ninth Street on the east, and mid-way between Mission and Howard Streets on the south. This area contains many large lots which are underutilized. Large-scale buildings are located between Market and Mission Streets, while the structures on the south side of Mission Street tend to be smaller commercial structures with relatively narrow lot widths. The area's historical street pattern with alleys crossing east-west through large blocks is largely intact.

3.4 Project Characteristics

The *Market and Octavia Neighborhood Plan* is intended to result in quality housing, choices in transportation modes, and neighborhoods that provide a full range of services and amenities close to where people live and work. Page 14 of the Plan contains a bulleted list of proposals on which the Plan was based.

Elements in the Plan have been classified in the following three categories for the purpose of environmental review:

- Elements Analyzed at a Program Level in this EIR – Plan elements analyzed at a program level in this EIR include land use and parking controls that involve recommended changes to the *Planning Code*, ~~and Zoning Map~~, and Western Addition A-2 Redevelopment Plan, urban design guidelines, and modest public improvements;
- Near-Term Improvements Analyzed at a Project Level in this EIR – The Central Freeway parcel development and near-term public street and open space improvement are analyzed at a project level in this EIR; and
- Long-Term Transportation Improvements Not Analyzed in this EIR – Long-term transportation improvements identified in the Plan, but not currently proposed for approval or for implementation would be subject to additional environmental review when specific plans have been developed for the long-term transportation improvements. These improvements are listed in detail in Appendix B, Table B-2.

At a program level, the Plan would introduce land use controls, urban design guidelines, and transportation, pedestrian, and open space improvements aimed at encouraging new housing developments and enhancing urban neighborhoods. Implementation of these mechanisms would encourage and support projected levels of development under the Plan, but would not necessarily result in construction of specific development projects. Specific projects would be subject to market factors, private development proposals, and future environmental review and city approval.

Near-term projects included in the proposed Plan would be initiated by, or under the control of, the city. These include infill development on the 22 Central Freeway parcels, and public street and open space improvements as identified below:

Public street and open space improvements analyzed at a project level include the following:

Roadway Changes

- Convert Fell Street from one-way to two-way operations, with two lanes eastbound and one lane westbound between Franklin Street and Van Ness Avenue, and restripe to provide two westbound lanes and one lane eastbound between Franklin Street and Octavia Boulevard.
- Convert Hayes Street from one-way to two-way operations with one lane eastbound and three lanes westbound between Van Ness Avenue and Franklin Street and two lanes westbound and one lane eastbound between Franklin Street and Octavia Boulevard.
- Convert Gough Street, between Market and Otis Streets, from a two-way street with two lanes in each direction to a two-way street with three lanes southbound and one lane northbound.
- Separate regional from local traffic on Otis Street, between South Van Ness Avenue and Mission Street, through use of a planted median.

Transit Changes

- Prohibit new curb cuts on transit preferential streets.

Open Space/Pedestrian Changes

- Create new pedestrian plaza (Octavia Plaza) adjacent to the new Central Freeway touchdown at Market and McCoppin Streets.
- Create open space improvements (McCoppin Square) on McCoppin Street, which would dead end between Valencia Street and US 101.
- Create a public park (Brady Park) on the block which is bordered by Market, Gough, Twelfth, and Otis Streets.

Bicycle Changes

- Create a bike path at the Central Freeway touchdown to connect the Valencia Street bike lanes with the improved bike routes along Octavia Boulevard.
- Install bike lanes on both sides of Howard Street between Division Street, South Van Ness Avenue, and Fourteenth Street. Bicycles traveling southbound at the intersection of Howard and Division Streets would be routed to a striped box at the front of the crosswalk for storage during the red-signal phase.

All proposed public street and open space improvements are discussed in greater detail in the following section.

The Plan contains seven elements that are based on the overall goals for the Project Area. The Plan elements are: Land Use and Urban Form; Housing People; Building with a Sense of Place; Streets and Open Spaces; Balancing Transportation Choices; Infill development on Key Sites; and A New Neighborhood in SoMa West. This section describes the Plan elements and the objectives of each element. This section also identifies those parts of the Plan Elements that will be analyzed at the program level and those parts that will be analyzed at the project level.

Element 1 - Land Use and Urban Form

Objective 1.1: A land use plan that embraces the Market and Octavia neighborhood's potential as a mixed-use urban neighborhood.

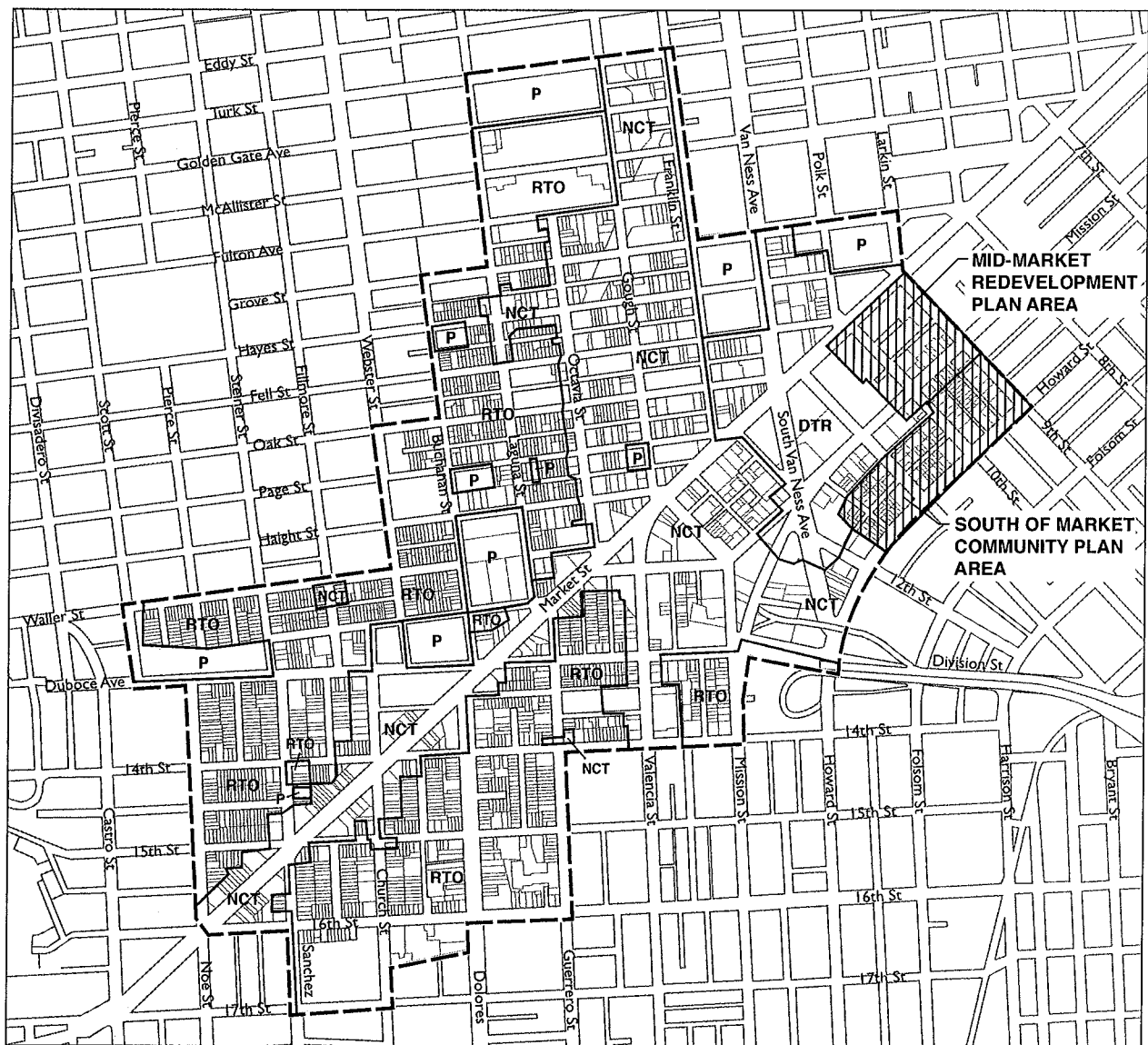
Objective 1.2: An urban form that reinforces the plan area's unique place in the city's larger urban form and strengthens its physical fabric and character.

Program Level

The Plan proposes continued mixed uses and concentration of activities along established commercial streets. New housing is encouraged close to transit and services. Design guidelines are proposed for new private development to activate street frontages and for public improvements to create safe streets that are at a comfortable scale for pedestrian use. The overall land use concept for the Project Area is intended to recognize and build on the Project Area's strengths as a centrally located mixed-used neighborhood with a high level of transit accessibility. The Plan contains proposed urban form and height limits which are generally based on the existing built form for the area and its surroundings and the natural topography.

The Plan would create three new zoning districts and amend the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Districts (NCDs). See Figure 3-3 for the proposed zoning designations in the Project Area.

The area around the Market Street and Van Ness Avenue intersection would be zoned Downtown Residential (DTR) which envisions a transit-oriented high-density mixed-use neighborhood. The DTR zoning would permit a range of moderate- and large-sized commercial activities on lower



SOURCE: EnviroTrans Solutions

- Project Boundary
- DTR** Downtown Residential (DTR): Creation of a High-Density, Mixed Use Neighborhood in SoMa West
- NCT** Neighborhood Commercial-Transit (NCT): Intensification Within Neighborhood Commercial Districts
- RTO** Residential Transit-Oriented (RTO): Moderately-Scaled Infill in Residential Districts
- P** Parks and Public Facilities
- ▨ No Change Proposed

Figure 3-3
Proposed Use Districts

floors, with active retail, eating, and entertainment activities encouraged on the ground-floor. Commercial establishments would be limited to those compatible with housing and automobile-oriented uses would not be allowed. Residential and other uses would be permitted throughout new buildings, but above the fourth floor only residential uses would be allowed. Height and bulk limits would determine housing density. Heights would range from 160 to 400 feet with residential towers permitted along the Market and Mission Streets corridor.

The proposed Residential Transit-Oriented (RTO) district would consolidate former RM and RH-3 districts located near transit into one flexible residential district. These RTO districts would include moderate-density multi-family residential infill compatible with the existing neighborhood scale. The proposed RTO districts are located within walking distance of transit services and neighborhood commercial areas. The Plan allows for and encourages some new housing to be added without new parking, placing a cap on the maximum amount of parking permitted at 0.75 spaces per dwelling unit, with an increase up to 1.0 spaces per dwelling unit allowed by conditional use authorization. Under RTO zoning, the building envelope, open space requirements, and residential design guidelines would limit the housing density. The RTO zoning district would permit limited small-scale neighborhood-oriented retail establishments on corner parcels and restrict new accessory parking for these small retail uses. The proposed Neighborhood Commercial-Transit (NCT) zoning district would permit transit-oriented mixed-use development of moderate scale concentrated near transit services in SoMa West, adjacent to downtown, and along the Market Street corridor. The district would permit a range of moderate-sized commercial, office (second floor only), and institutional establishments on the first two stories of a building, with active retail, dining, and entertainment activities encouraged on the ground-floor. Commercial establishments would be limited to those compatible with housing, and the district would not permit automobile-oriented uses. Residential and commercial parking in new developments would be limited. This district would permit residential and other uses on the first two building floors and residential use only above the second floor.

Distinct neighborhood NCT districts are proposed to replace the existing NCDs in the Project Area only; no changes to NCDs would occur outside the Project Area. The new NCT districts would change housing density controls and parking requirements to permit increased density and relaxation of parking standards. Outside the Project Area, the controls would remain the same as they are under the current NCD zoning.

Under the proposed Plan, the areas north of Market Street from approximately Octavia to Franklin Streets, south of Market Street from about Twelfth to Valencia Streets, and along Market Street west

of Twelfth Street would be rezoned to NCT. The area around the Market Street and Van Ness Avenue intersection, west to about Ninth Street is proposed as DTR in the Plan. The remainder of the Project Area west of Franklin Street would be rezoned to RTO.

Generally, DTR districts would replace some C-3 districts, NCT would replace existing residential and commercial designations in moderate density neighborhoods that are well served by transit, and RTO districts would replace RM and RH-3 Districts. Small areas of existing RH-1 and RH-2 zoning would remain unchanged under the Plan.

The proposed zoning changes would eliminate residential density controls to allow for residential infill within a prescribed building form, refine height and bulk controls, implement urban design guidelines that preserve mid-block open spaces and sunlight to streets, and establish building forms compatible with the existing neighborhood character. See Table 3-1 for a summary of the general provisions of each zoning district.

On Parcels B, D, E, F, and G, an A-2 Plan amendment enacted by the Redevelopment Agency would incorporate the goals of the NCT district design guidelines: increased housing density, modified height limits, and relaxed parking standards. The heights and the parking standards proposed by the Redevelopment Agency for these parcels would be consistent with the controls proposed by the Planning Department for the Plan. On all other parcels in the *Western Addition A-2 Redevelopment Plan* area that overlap with the Project Area, the existing A-2 Plan designations would remain in effect until 2009 when the A-2 Plan expires.

The height rezoning proposed for the Project Area would generally permit taller heights around the Van Ness Avenue and Market Street intersection and in the Civic Center area (up to a maximum 400 feet at highest points compared to the existing maximum 320-foot height limit). The proposed Plan would reduce heights in many established residential areas in Hayes Valley and South of Market.

The Plan also proposes to establish minimum height requirements in each height district to encourage the provision of housing on upper floors (see Table 3-2 for the proposed minimum height requirements).

The proposed Plan would adjust heights along various commercial streets, increasing or decreasing heights by 5 to 10 feet to achieve a 45- to 50~~55~~- foot limit, to encourage more generous ground-floor ceiling heights to support ground-floor retail and service activities. Heights along alleys in residential areas are proposed to be reduced from 40- to 50-foot limits down to 30- to 40-foot limits with the intention of preserving sunlight access and small-scale neighborhood character. The Plan

**Table 3-1:
Proposed Market and Octavia Zoning Districts**

	Downtown Residential (DTR)	Residential Transit-Oriented (RTO)	Neighborhood Commercial-Transit (NCT)	Hayes Gough, Upper Market, Valencia, NCT)
Purpose	Encourage transit-oriented high-density mixed-use adjacent to the downtown core. Mixed retail, office and housing in building base from 85 to 120 feet, with residential towers allowed above the base at heights from 160 to 400 feet.	Encourage residential infill in keeping with the scale of existing, moderately scaled residential areas. Limited retail permitted on corner lots.	Encourage mixed-use development of moderate scale concentrated near intensive transit services. Mixed retail, limited office and housing in building up to 85 feet.	Encourage mixed-use development in keeping with the established character of the area's Neighborhood Commercial districts. Only key controls are revised to maximize housing opportunity.
Lot Size Limit	None	Maximum 5,000 s.f. for new lot assembly; Conditional above 5,000 s.f.	Maximum 10,000 s.f. for new lot assembly ^a ; Conditional above 10,000 s.f.	No change
Non-Residential Use Size	Permitted up to 10,000 s.f.; Conditional above 10,000 s.f.	Permitted up to 1,200 s.f. on corner lots only; Conditional above 1,200 s.f. and at other locations	Permitted up to 5,000 s.f.; Conditional above 5,000 s.f.	No change
Retail Commercial Uses	Permitted up to 4 th Floor; Conditional for more than 5,000 s.f. on ground-floor	Limited type; Permitted up to 1,200 s.f. on ground-floor of corner lots only	Permitted up to 2 nd floor	No change
Non-Retail Office Uses	Permitted up to 4 th floor; Conditional for more than 5,000 s.f. on ground-floor	Not Permitted	Not Permitted on 1 st floor; Permitted on 2 nd floor up to 5,000 s.f.; Not Permitted above 5,000 s.f. or on upper floors	No change

**Table 3-1:
Proposed Market and Octavia Zoning Districts (cont.)**

	Downtown Residential (DTR)	Residential Transit- Oriented (RTO)	Neighborhood Commercial- Transit (NCT)	Hayes Gough, Upper Market, Valencia, NCT)
Residential Uses	Permitted; no density limit; Not Permitted on ground-floor	Permitted; no density limit	Permitted; no density limit	Permitted; no density limit
Cultural/ Arts/ Religious/Institutional Uses	Permitted up to 4 th floor only	Conditional	Permitted; Conditional above 2 nd floor	No change
Commercial Off-Street Parking	None required, maximum same as C-3 (7.5% FAR or approx. 1 space/4,500 s.f.)	None required; Conditional for maximum up to 1 space/2,5000 s.f.	None required; Conditional for maximum up to 1 space/2,500 s.f.	None required; Conditional for maximum up to 1 space/2,500 s.f.
Residential Off-Street Parking	No minimum; Permitted up to 0.25 spaces/unit; Conditional up to 0.5 spaces/unit maximum ^b	No minimum; Permitted up to 0.75 spaces/unit; Conditional up to 1.0 spaces/unit maximum ^b	No minimum; Permitted up to 0.5 spaces/unit; Conditional up to 0.75 spaces/unit maximum ^b	No minimum; Permitted up to 0.5 spaces/unit; Conditional up to 0.75 spaces/unit maximum ^b
Residential Density	No maximum; 2 to 1 minimum residential to commercial use ratio	No maximum	No maximum	No maximum
Residential Replacement	4 units required for every unit lost; 1:1 affordable unit replacement required	2 units required for every unit lost; 1:1 affordable unit replacement required	3 units required for every unit lost; 1:1 affordable unit replacement required	2 units required for every unit lost; 1:1 affordable unit replacement required
Source: San Francisco Planning Department, <i>The Market and Octavia Neighborhood Plan, Draft for Public Review</i> , December 2002 Notes: s.f. = square footage. All square footage numbers are for occupied floor area. ^a Except normalization of irregular Central Freeway parcels. ^b Spaces dedicated long-term for car sharing programs are exempted from this maximum.				

**Table 3-2:
Proposed Market and Octavia Neighborhood Height Minimums**

Height District	Minimum Height
40 and 45 feet	30 feet
50 and 55 feet	40 feet
65, 85, and 95 feet	50 feet
120 feet	80 feet
Source: San Francisco Planning Department, <i>The Market and Octavia Neighborhood Plan, Draft for Public Review</i> , December 2002	

would reduce building heights along Buchanan, Octavia, and Gough Streets, as well as many parcels south of Market Street from Guerrero Street east to Ninth Street. Except for the areas around Market Street and Van Ness Avenue, where heights would increase to a maximum of 400 feet (an increase of 80 feet on some parcels), and Upper Market Street, where heights would increase by 15 feet to 65 feet, most of the heights in the rest of the Project Area would remain the same, decrease, or increase by about five feet. Proposed height district revisions would also require narrower towers and bulk provisions would allow varying building widths and massing according to the area scale by relating building heights to streets widths.

The Plan proposes separate bulk controls for towers above the street wall height (the height equal to the width of the street) in the SoMa West area. At the street wall height, up to 100 percent lot coverage would be allowed for non-residential uses and a 20 percent rear yard would be required at residential levels. Above the street wall height, tower separation of 82.5 feet would be required with a 10 percent volume reduction for buildings that are 300 feet or taller. The tower bulk limits and the maximum floor areas are summarized in Table 3-3.

Overall, the proposed use and height reclassifications would increase the potential for residential development in the Project Area. This potential would generally be smaller in existing residential districts, such as Duboce Triangle, the Castro, and Inner Mission, and more concentrated at the Van Ness Avenue/Market Street/Mission Street intersection, in the SoMa West area and extending out along major commercial streets such as Market and Mission Streets.

Additional proposed controls that would increase housing development in the Project Area include: requiring housing for all building areas above the street wall height in some areas and encouraging

**Table 3-3:
Proposed Market and Octavia Neighborhood Plan Bulk Limits**

Heights	Limits
<i>Tower Bulk Limits</i>	
Up to 300 feet	Building length may not exceed 100 feet and diagonal length may not exceed 125 feet
From 301 to 400 feet	Building length may not exceed 115 feet and diagonal length may not exceed 145 feet
<i>Maximum Floor Areas Above Street Wall Height (80-120 feet)</i>	
Up to 200 feet	7,500 s.f.
201 to 250 feet	8,000 s.f.
251 to 300 feet	8,500 s.f.
301 to 350 feet	9,000 s.f.
351- to 400 feet	10,000 s.f.
Source: San Francisco Planning Department, <i>The Market and Octavia Neighborhood Plan, Draft for Public Review</i> , December 2002 Notes: s.f. = square feet. All square footage numbers are for occupied floor area.	

new housing above the second floor. Specific land use controls would eliminate discretionary review in some instances, require housing replacement ranging from one to four units for each lost unit, and would require Conditional Use authorization for dwelling unit mergers (with some exceptions).

The retail policies proposed in the Plan would promote small-scale business growth to support and attract housing in the area. These policies promote retail activities on Market, Church, and Hayes Streets and on Van Ness Avenue and allow small-scale neighborhood-serving retail clustered at intersections and other community-serving uses in residential districts. The Plan policies would also encourage development of neighborhood-serving retail and other uses in SoMa West to support an increasing residential population.

The Plan proposes new urban design guidelines to make the neighborhoods more walkable and attractive as infill development occurs by limiting parking and driveway curb cuts in some areas, by improving ground-floor character and access, and by improving the overall design of the structures and neighborhood character. These guidelines would supplement the existing *Residential Design Guidelines* and the *Hayes Valley Development Guidelines* for the Project Area.

Minimum residential parking requirements would be eliminated and replaced by caps on the amount of parking permitted in new development (generally 0.75, 0.5, and 0.25 spaces per unit, for the RTO, NCT, and DTR districts, respectively, with the ability to increase the amount of parking provided by 0.25 spaces per unit through Conditional Use authorization). These requirements would provide flexibility to build less than one-to-one parking for the residential developments in areas with easy walking access to transit and services. Minimum required parking for commercial uses would likewise generally be replaced by maximum parking caps (equivalent to the current minimum parking requirements) of about one parking space per 2,500 square feet of commercial use in the NCT and RTO districts and about one space per 4,500 square feet of commercial use in DTR districts.

Project Level

The Central Freeway parcels are generally proposed for NCT zoning, allowing retail, commercial, and institutional uses on the ground floor and residential uses on the upper stories. Parcels O and P are proposed for NCT zoning along Octavia Boulevard and RTO, which encourages maximum housing development, on the remainder of the parcels. The height limits would range from 50 feet to 120 feet in the northern part of the corridor (Parcels A through G) and from 30 feet to 50 feet along the Octavia Boulevard corridor (Parcels H through V). Refer to Figure 3-2, page 3-6 for the location of Central Freeway parcels. This proposed zoning would replace existing neighborhood commercial zoning, NC-3 and Hayes-Gough NCD, from Parcel I (at Grove Street) north, and residential zoning, either RH-3 or RM-2, from Parcel J (at Hayes Street) south. See Table 3-4 for the parcel-specific proposals.

As noted above, the zoning changes would eliminate residential density controls and would eliminate minimum parking requirements, replacing them with maximum caps on the amount of parking allowed: 0.5 spaces for residential (0.75 spaces by conditional use) and 1.0 space for 2,500 square feet of commercial generally in the NCT district; on the narrowest Central Freeway parcels zoned NCT (M, N, R, and S) parking is permitted only up to 0.5 spaces per unit by conditional use; and in the RTO district a maximum of 0.75 spaces per unit is permitted (up to 1.0 by conditional use).

The Plan proposes development on these Central Freeway parcels that would weave the east-west parts of the Hayes Valley neighborhood that were divided by the construction of the elevated Central Freeway back together. To accomplish this reintegration of the neighborhood, the Plan

**Table 3-4, Revised :
Proposed Zoning for Central Freeway Parcels**

Parcel¹	Land Use District	Height District	Parking^{2,4}	Recommended Use
A, A-1 ³	NCT	85 feet	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing
B	NCT	50 feet <u>with a 5-foot retail bonus on the southern half of parcel</u>	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing
C ³	NCT	120 feet along Franklin and Golden Gate; 50 feet (<u>with a 5-foot retail bonus</u>) on the western portion of the parcel frontage	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing
D	NCT	50 feet (<u>with a 5-foot retail bonus</u>) to 85 feet	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing
E, E-st	NCT	50 feet <u>with a 5-foot retail bonus on the northern half of parcel</u>	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	E: Maximize housing; E-st: Reestablish public ROW connecting Ash Alley
F, G	NCT	F: 65 feet; G: 65 feet, 50 feet (<u>with a 5-foot retail bonus</u>) on triangular portion at south edge of parcel	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing
H	NCT	40 5-to 50 feet (<u>with a 5-foot retail bonus</u>)	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing
I	Hayes-Gough NCT	50 feet along Gough; 40 5 feet (<u>with a 5-foot retail bonus</u>) along Grove; and 40 feet along Ivy	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing
J	Hayes-Gough NCT	45 feet/4 stories along Hayes; 30/40 feet along Ivy	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing above active ground-floor uses on Hayes

Table 3-4, Revised :
Proposed Zoning for Central Freeway Parcels

Parcel¹	Land Use District	Height District	Parking^{2, 4}	Recommended Use
K	Hayes-Gough NCT	55 feet/5 stories on Octavia; 45 feet/4 stories on Hayes; 40 feet on Linden	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing above active ground-floor uses on Hayes and Octavia
L	Hayes-Gough NCT	55 feet/5 stories along Octavia; 30/40 feet along Linden	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing above active ground-floor uses
M, N, R, S	Hayes-Gough NCT	50 feet (with a 5-foot retail bonus)	Parking up to a maximum of 0.5 spaces/unit conditional	Housing if it can be accommodated or additions to existing buildings
O, P	Hayes-Gough NCT along Octavia and RTO elsewhere	50 feet along Fell and Oak and Laguna; 55 feet along Octavia; 40 feet interior of Parcel O and 30/40 feet interior of Parcel P both extending out to Laguna Street	Not required; In NCT maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional; in RTO maximum of 0.75 spaces/unit permitted, up to 1.0 spaces/unit conditional	Maximize housing with active uses along Octavia Boulevard
Q	Hayes-Gough NCT	50 feet (with a 5-foot retail bonus)	Not required; Maximum of 0.5 spaces/unit permitted, up to 0.75 spaces/unit conditional	Maximize housing above active ground-floor uses
T, U, V	NCT	50 feet (with a 5-foot retail bonus on Parcels T and U); 85 feet on southern half of Parcel V	Parking up to a maximum of 0.5 spaces/unit conditional	Maximize housing above active ground-floor uses

Source: San Francisco Planning Department, *The Market and Octavia Neighborhood Plan, Draft for Public Review*, December 2002

- 1 On Parcels A–G, the proposed new land use district of NCT would not take effect until expiration of the Western Addition A-2 Redevelopment Plan in 2009.
- 2 The proposed 8th Amendment to the A-2 Plan amendment would establish the same parking requirements on Parcels B, D, E, F, and G as proposed in the Plan, but a variance rather than a conditional use permit would be required to alter from the proposed parking regulations.
- 3 The 7th Amendment to the Western Addition A-2 Redevelopment Plan implemented in April 2005 for Parcels A and C was generally consistent with the goals of the Market and Octavia Neighborhood Plan. The height controls enacted on these parcels are 96-E/130-E, on the western and eastern portions of the parcels respectively, which exceeds the proposed Plan height limits of 85 feet on Parcel A and a mix of 50 to 120 feet on Parcel C. The specific development proposals for Parcels A and C, however, were consistent with the recommended Plan height designations. The parking requirement for Parcels A and C established in the 7th Amendment were 1 space for 5 units.
- 4 Dwelling units in the NCT and RTO Districts with at least two bedrooms and at least 1,000 square feet of occupied floor area would allow up to one parking space for each unit through a conditional use permit.

proposes to maximize housing on Central Freeway parcels A, A-1, B, C, D, E, F, G, H, and I. On Central Freeway parcels J, K, L, O, P, Q, T, U, and V, mixed-uses are proposed with housing above ground-floor neighborhood-serving retail, community service, and other pedestrian-oriented uses. Central Freeway parcels M, N, R, and S are proposed for housing and other active uses that can be accommodated on these narrow parcels. For Parcel E-st, the Plan proposes to reestablish public right-of-way to connect the two ends of Ash Alley.

Parcel specific planning and design guidelines are identified for each of the Central Freeway parcels. These planning and design guidelines that apply to the Central Freeway parcels are summarized below. These guidelines are detailed by parcel in Appendix 9-B, Table B-1, starting on page 9.B-2.

Element 2 - Housing People

Objective 2.1: Mixed-use residential infill on the former freeway lands

Objective 2.2: New opportunities for residential infill throughout the plan area.

Objective 2.3: Existing, sound housing stock that is preserved and enhanced.

Objective 2.4: Increased housing opportunities affordable to a mix of households at varying income levels.

Program Level

The Plan's proposed policies encourage infill housing development, particularly on the 22 parcels made available by removal of the Central Freeway. The Central Freeway parcels are proposed for housing and neighborhood commercial uses and approximately 50 percent of the Central Freeway parcels have been earmarked by the Mayor's Office of Housing and the Redevelopment Agency for affordable housing. The Plan is intended to enhance the area as a walkable, transit-oriented neighborhood that supports urban living for residents from a variety of income levels.

The Plan would encourage preservation of existing sound housing stock by limiting demolition, removal, or clearing of housing and discouraging dwelling unit mergers. New housing stock would be encouraged by eliminating housing density maximums; establishing a minimum residential-to-commercial use ratio of two-to-one in the DTR district; reducing residential parking requirements and establishing a maximum parking cap; encouraging new accessory units in existing residential uses through additions or garage conversions, without the requirement for additional parking; and reducing discretionary review and conditional use requirements. The implementation of the Plan, through the change in use and height and bulk zoning classifications, would be expected to result in a net increase of about 4,440 new housing units in the Project Area by 2025.

Project Level

The development of the Central Freeway parcels will introduce new mixed-use development on parcels previously vacated by the removal of the elevated Central Freeway. The redevelopment of these 22 parcels would result in the net increase of about 800 to 900 housing units in the Project Area by 2025. To accomplish this density controls would be eliminated and the development would be guided as noted below.

Maximization of housing is proposed on Central Freeway parcels A, A-1, B, C, D, E, F, G, H, and I. Heights would range from 40 feet to 85 feet on most parcels along this northern part of the former Central Freeway corridor (refer to Figure 3-2, page 3-6 for the location of Central Freeway parcels). The exception would be the 120-foot height limit proposed along Franklin Street and Golden Gate Avenue for Parcel C. See Table 3-4, page 3-20 for parcel-specific proposals. On Parcels B, D, E, F, and G, which fall under the *Western Addition A-2 Redevelopment Plan* requirements, the Redevelopment Agency proposes to enact an 8th Amendment to the A-2 Plan that would incorporate the goals of the NCT district design guidelines: increased housing density, modified height limits, and relaxed parking standards. The heights and the parking standards proposed by the Redevelopment Agency for these parcels would be consistent with the controls proposed by the Planning Department for the *Market and Octavia Neighborhood Plan*. On all other parcels in the *Western Addition A-2 Redevelopment Plan* area that overlap with the Project Area, the existing A-2 Plan designations would remain in effect until 2009 when the A-2 Plan expires. On these other parcels, heights currently range from 50 feet, primarily west of Gough Street, to 96 and 130 feet on some of the parcels east of Gough Street.

On Central Freeway parcels J, K, L, O, P, Q, T, U, and V, the Plan proposes to maximize housing on upper stories above neighborhood-serving retail, community services, and other active pedestrian-oriented uses that would be required on the ground floor. Height limits would generally range from 40 to 55 feet on these parcels, with the exception of the southern half of Parcel V, which is proposed for an 85-foot height limit.

Housing and other active uses that could be accommodated on these narrow parcels would be encouraged on Parcels M, N, R, and S. If construction of new buildings proves infeasible, additions to existing, adjacent buildings would be encouraged, provided they meet the parcel-specific planning and design guidelines in the Plan (see Appendix 9-B, Table B-1, starting on page 9.B-2 for these parcel-specific guidelines).

Element 3 - Building with a Sense of Place

Objective 3.1: New buildings which contribute to the beauty of the area's built environment and the quality of streets as public space.

Program Level

Traditional building patterns with a mix of uses built at a human scale (a scale that is comfortable for pedestrians at the street level) and interesting design contribute to attractive neighborhoods and are vital to the creation of lively and friendly streets and public spaces. The Plan would encourage such buildings by regulating building and site design to control the elements that affect the scale, character, and pedestrian activities of the street and neighborhood.

The *Planning Code* and *Zoning Map* changes proposed by the Plan would require that most new buildings be built to the property lines of public rights-of-way; taller buildings have a defined base, middle, and top; building façades have three-dimensional detailing and high-quality building materials, and buildings facing on public spaces be articulated with strong vertical elements. Buildings on sloping sites would be required to step with the underlying natural topography, reflecting the city's natural landforms. Special building elements such as towers would be located at intersections or near important public spaces. Towers would be recommended to be light in color; provide wind protection; and be articulated above the street wall height with a change in vertical plane.

Mixed-use development, with ground-floor retail, would be encouraged on proposed Neighborhood Commercial streets within the Project Area. The Plan would encourage active ground-floor uses with visually interesting façades at a human scale. To accomplish this, limitations would be proposed on the use of street frontage for parking and garage access. Design guidelines for buildings on the distinct alley network in the Project Area would reinforce their intimate scale and character by limiting garage access and parking and encouraging ground-floor residential uses. For the larger buildings on Market Street, active uses that contribute to the vitality and life as a major civic space would be encouraged through the NCT and DTR districts.

The Plan proposes residential open space requirements to accommodate additional housing at upper levels by locating three- and four-bedroom units no more than three stories away from common open space that is accessible via stairs and by encouraging rooftop gardens as a form of common open space.

Project Level

Mixed-use development, with ground-floor retail, would be encouraged on the Central Freeway parcels, which are proposed for NCT zoning. The Plan would encourage active ground-floor uses with visually interesting façades at a human scale in NCT. To accomplish this, limitations would be proposed on the use of street frontage for parking and garage access. For those zoned for RTO, portions of Parcels O and P, maximization of housing is encouraged with limited retail allowed. Parcel-specific planning and design guidelines for buildings on the Central Freeway parcels are proposed. See Appendix 9-B, Table B-1, page 9B-7 for the detailed listing of guidelines by parcel.

Element 4 - Streets and Open Spaces

Objective 4.1: Safe and comfortable public rights-of-way for pedestrian use and for the public life of the neighborhood.

Objective 4.2: Regional through-traffic accommodated on surface streets that also serve local needs, thereby repairing areas disrupted by large infrastructure projects.

Objective 4.3: A streetscape for Market Street that recognizes its special significance and celebrates its prominence as San Francisco's symbolic "Main Street."

Program Level

A goal of the Plan is to restore balance between the needs of competing travel modes and to ensure that special attention is paid to pedestrian movement and street life improvement. In recognizing the constrained capacity of the street network, the Plan proposes to: reclaim street space for pedestrian use where possible; create new public open spaces and improve sidewalks; facilitate transit use; and prioritize the safe and effective movement of people through traffic calming strategies and better integration of regional and local traffic flows through creation of landscaped boulevards.

The Plan recommends traffic calming strategies on residential streets and alleys, street tree planting, sidewalk widening, street furniture, public art on streets and public spaces, and new medians and pedestrian refuges. Streetscape improvements are proposed on Market Street to recognize its citywide significance. To accomplish this, the Plan recommends more consistent street tree planting, enhanced streetscape elements at significant intersections, and improving transit access points.

Streets in the SoMa West area would be reconfigured to include narrow pedestrian crossings and create new pedestrian spaces around the South Van Ness Avenue and Mission Street intersections,

including a boulevard treatment for South Van Ness Avenue from Market to Howard Streets. See Figure 3-4 for proposed pedestrian and open space improvements.

As a long-term goal, the Plan proposes the further dismantling of the Central Freeway, taking the freeway touchdown point from Market Street back to east of Bryant Street. This proposed improvement is not analyzed in this EIR because of the complex nature of the proposal and the potential transportation impacts that could result from its implementation. Further environmental analysis of these changes would be required should the city decide to pursue the proposal in the future.

Project Level

In the near-term, the Plan proposes creation of new public open spaces including a plaza, Octavia Plaza, on Market Street adjacent to and to the west of the new Central Freeway touchdown; a plaza, McCoppin Square, in the McCoppin Street right-of-way, west of Valencia Street, that was vacated as part of the Central Freeway Replacement Project; a linear “green street” with widened sidewalks on McCoppin Street between Valencia and Otis Streets, and a park, Brady Park, at the center of the block bounded by Market, Twelfth, Otis and Gough Streets (at the northeast corner of the Brady and Colton Streets intersection). The Hayes Green will be created off Octavia Boulevard between Fell and Hayes Street as part of the Octavia Boulevard Project. With the exception of the Hayes Green, these near-term improvements are analyzed at a project level in this EIR. The Hayes Green was analyzed as part of the Octavia Boulevard Project.²

Element 5 - Balancing Transportation Choices

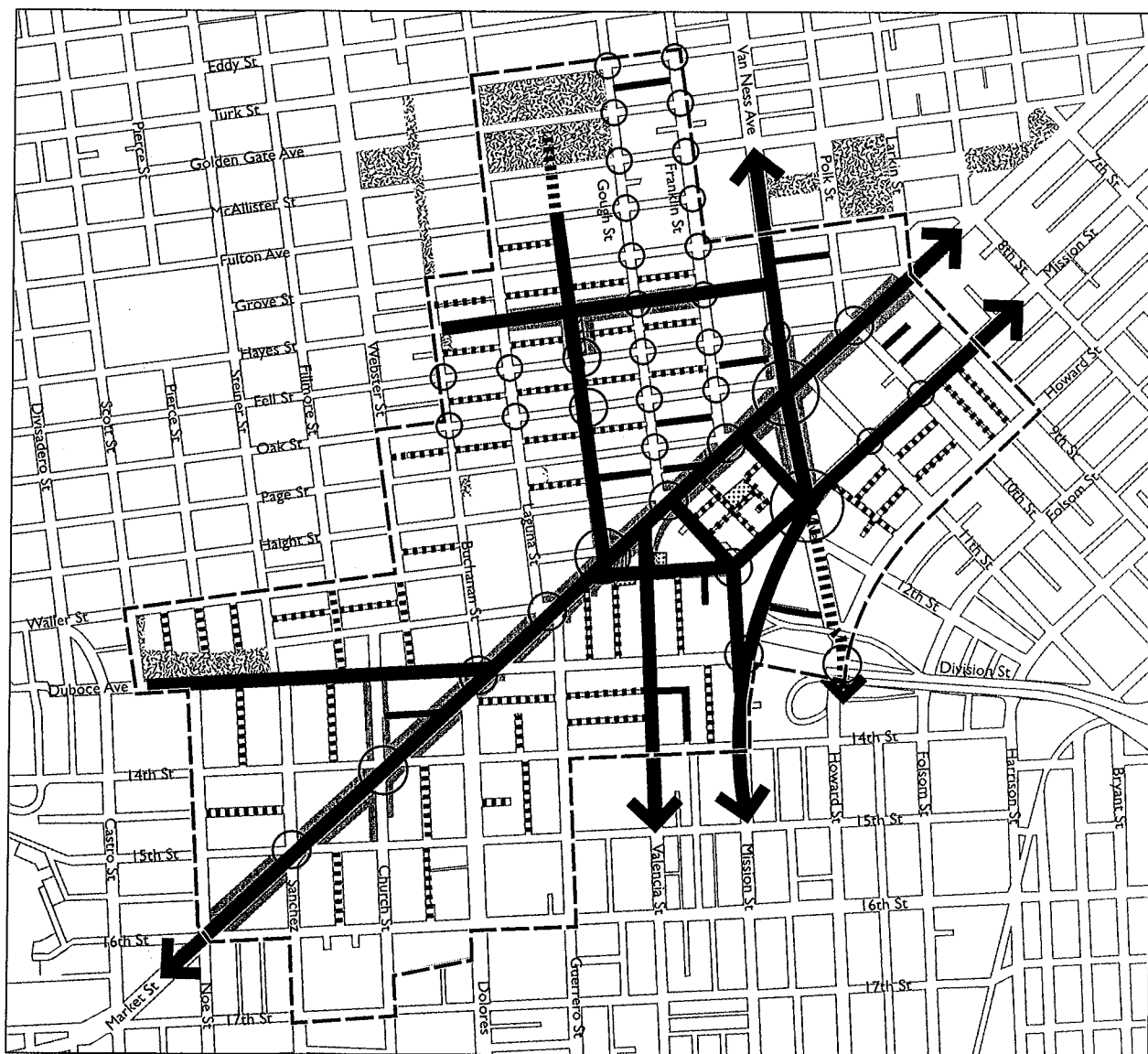
Objective 5.1: Improvements to public transit that make it more attractive, convenient, and responsive to increasing demand.

Objective 5.2: Parking policies for areas well served by public transit that encourage travel by public transit and alternative transportation and that reduce traffic congestion.

Objective 5.3: The least possible negative impact from parking on the physical character and quality of the neighborhood.

Objective 5.4: Existing parking resources that are managed to maximize service and accessibility to all.

² City and County of San Francisco and California Department of Transportation District 4, *Central Freeway Replacement Project NEPA Reevaluation Final Report*, June 2000, prepared for the San Francisco Transportation Authority.



NOTE: Arrows on map indicate that the plan concept could extend outside the project area, but it is not proposed as part of the Market Octavia Neighborhood Plan.



SOURCE: EnviroTrans Solutions

- Project Boundary
- Existing Open Space
- Proposed Open Space-Market/Octavia Plan
- Other Proposed Open Space
- Streets for Tree Plantings/Streetscaping
- Alleys
- Alleys Suitable for "Living Street" Improvements
- Frontages where Ground-Floor Retail Is Required
- Intersections for Traffic Calming/
Pedestrian Safety Improvements

Figure 3-4
Proposed Pedestrian and
Open Space Improvements

Objective 5.5: A bicycle network that provides a safe and attractive alternative to driving for both local and citywide travel needs.

Objective 5.6: Improved vehicular circulation through the area.

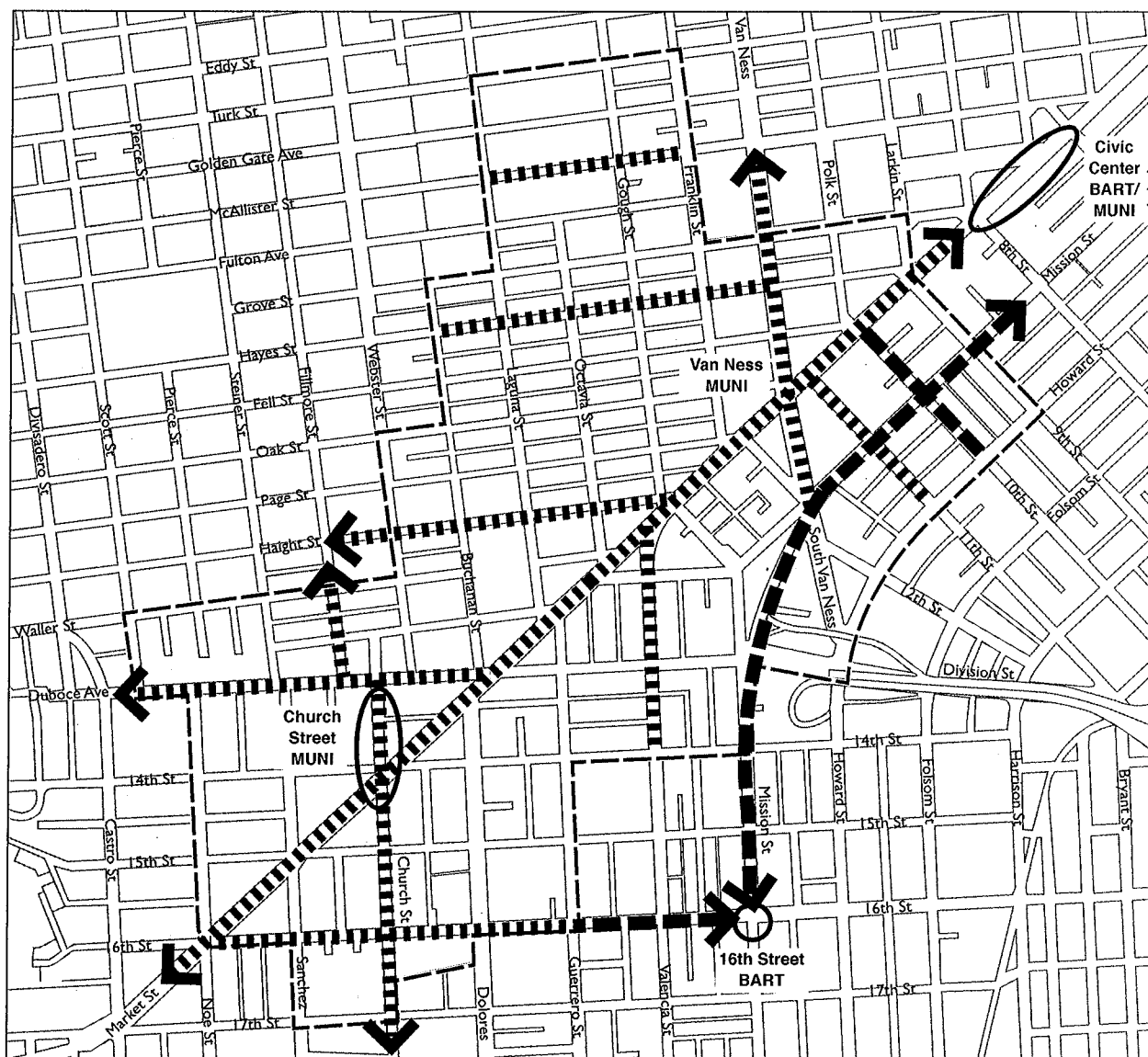
The proposed policies in the Plan would encourage new development to build on the Project Area's pedestrian, bicycle, and transit accessibility and discourage driving. Where travel demand is greatest, street space would be prioritized for transit, pedestrian, and bicycle improvements for efficient movement of people and goods which, in some cases, may reduce space allocated to private automobiles. The Plan proposes policies to strengthen the area's pedestrian, bicycle, and transit accessibility and to prioritize these modes as the long-term vision to accommodate growth in the area. The Plan proposes to improve the function and design of essential transit facilities and nodes. Because many of the city's core transit lines converge in the Project Area, the Plan would emphasize improvements to transfer points.

Some of the changes outlined above would be accomplished through the new zoning districts and their related regulations. Others would only be accomplished through public transportation improvements or changes to transportation policy in the Project Area. While most of the latter changes would occur over time, some of the transportation improvements would likely occur in the near term. The transportation recommendations are summarized below. Those that would likely be undertaken in the near future are specifically identified. This EIR analyzes the near-term transportation improvement measures at a program or project level. See Appendix B for a complete listing of all of the transportation public improvements and policy changes proposed in the Plan, including those long-term improvements that would be deferred for future environmental review.

Transit Improvements

Program Level

The Plan proposes improvements to transit operations, by upgrading transit street car platforms on Church Street and Duboce Avenue; redesigning Muni Metro entrances to impart a sense of identity; and using design treatments such as colored asphalt overlay to distinguish transit lanes on Market Street (see Figure 3-5).



NOTE: Arrows on map indicate that the plan concept could extend outside the project area, but it is not proposed as part of the Market Octavia Neighborhood Plan.



- Project Boundary
- Transit Priority Treatments
- ... Existing Transit Service, No Change Proposed
- Existing Transit Centers

SOURCE: EnviroTrans Solutions

Figure 3-5
Proposed Transit Improvements

Project Level

The near term transit improvement evaluated at a project level in this EIR is disallowing curb-cuts on transit preferential streets identified in the Plan.

Parking Changes

Program Level

The Plan proposes to limit the amount of required on-site parking and discourage new parking facilities, recognizing that they generate traffic, consume space that could be devoted to housing, increase housing costs, and have an overall negative effect on the neighborhood.

Several parking policy changes have been proposed in the Plan to bring about a change in the transportation conditions in the Project Area. Many of these, including the elimination of off-street parking requirements, the establishment of parking caps, restricting parking to below grade locations in the DTR district, and limiting parking access and garage door location, have been incorporated into the proposed new land use districts and were previously described (see Table 3-1, page 3-15). Other parking proposals would require changes in citywide parking policy. These proposals include requiring separate tenant leases for parking; enforcing existing laws forbidding subsidized employee parking on land leased from third parties; pricing parking in city-owned parking facilities to encourage short-term use; discouraging new parking facilities in the Project Area; reserving adequate public parking for the disabled; maintaining sufficient short-term public parking spaces; discouraging commuter parking; revising the Residential Parking Permit program; providing residential parking along the curb; accommodating car sharing at feasible locations; eliminating code requirements for independently accessible parking spaces; and restricting new driveway curb cuts.

Parking policies specific to the Civic Center area are recommended in the Plan. These policies are intended to make more efficient use of existing parking serving the institutions and city government buildings. Recommendations include: making access and safety improvements, including additional security personnel at the Civic Center garage; maintaining sufficient parking for institutions in the area and pricing parking at downtown rates; phasing out public subsidies at garages serving institutions; relocating and reducing reserved on-street parking around City Hall; and implementing parking management strategies at public garages, including real time availability and valet and parking shuttle services at Civic Center Garage.

Project Level

There are no aspects of the Parking Changes Plan Element that will be analyzed at the project level.

Bicycle Improvements

Program Level

Proposed bicycle improvements include a new bike path on the east side of the Central Freeway touchdown ramp to link the Valencia Street and Octavia Boulevard bike lanes; bike lanes on both sides of Howard Street to Fourteenth Street; pedestrian scale street lighting and access improvements on Duboce Avenue; bicycle parking at activity centers and new developments; and shower and locker facilities in new commercial development.

Project Level

Near term bicycle improvements that are evaluated at a project level in this EIR are summarized below (see Figure 3-6 for a summary of the proposed bicycle improvements):

- a connection on the east side of the new Central Freeway touchdown ramp, via McCoppin Street (including a protected bicycle left-turn) from the existing Valencia Street bike lane to Octavia Boulevard; and
- new bicycle lanes on both sides of Howard Street in the Project Area to Fourteenth Street.

Traffic Improvements

Completion of the approved Octavia Boulevard and the new Central Freeway touchdown at Market Street would improve regional traffic flow to and from Fell, Oak, Franklin, and Gough Streets and on other major streets in the Project Area, including Van Ness Avenue, Mission Street, and Otis Street. These improvements have already received environmental review and are under construction.

Program Level

There are no traffic improvements analyzed at a program level. The near-term traffic improvements in the Plan are analyzed at a project level as noted below. There are numerous long-term traffic improvements proposed in the Plan, including future elimination of the right turn lane from the Central Freeway ramp touchdown at Market Street and permanent removal of the Central Freeway



NOTE: Arrows on map indicate that the plan concept could extend outside the project area, but it is not proposed as part of the Market Octavia Neighborhood Plan.



- Project Boundary
- Bike Lanes and Paths

SOURCE: EnviroTrans Solutions

Figure 3-6
Proposed Bicycle Improvements

south of Market Street to the greatest extent possible, that would be deferred for implementation and environmental review (see Appendix 9-B, Table B-2, page 9.B-15).

Project Level

Near-term traffic improvements that are analyzed at a project level in this EIR are (see Figure 3-7 for a summary of the proposed traffic circulation improvements):

- conversion of Fell Street from one-way to two-way operation (one lane eastbound and one lane westbound) between Franklin Street and Van Ness Avenue and re-striping the section between Octavia Street and Franklin Street for two-lanes in the westbound direction and one-lane in the eastbound direction;
- conversion of Hayes Street to two-way operation between Van Ness Avenue and Gough Streets;
- establishment of a planted median on Otis Street to separate regional traffic from local traffic; and
- redesign of Gough Street between Otis and Market Streets with three southbound lanes, a planted median, and one northbound lane with parking.

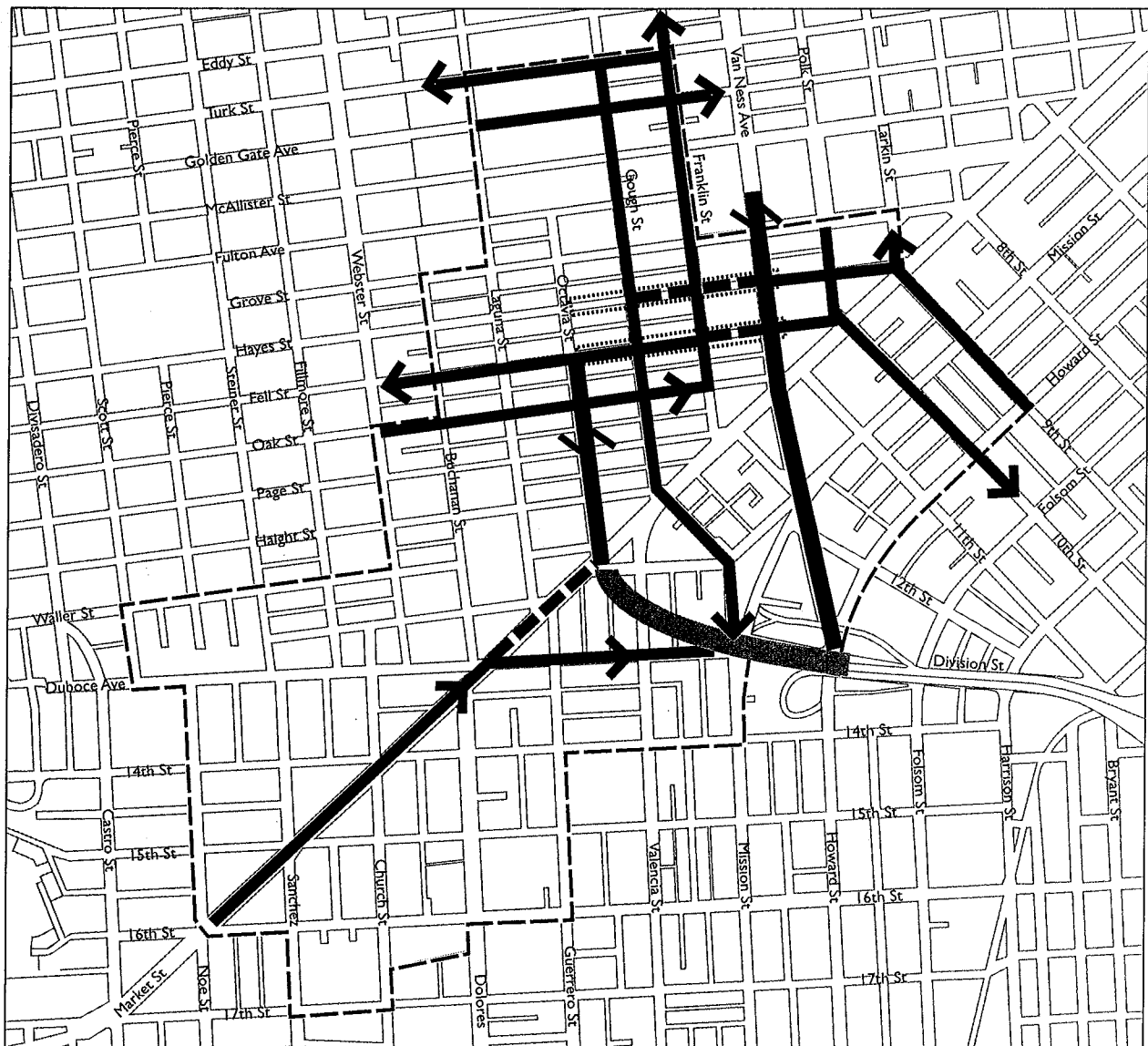
Element 6 - Infill Development on Key Sites

Objective 6.1: New development on the Central Freeway parcels and the Market Street Safeway site that heals the physical fabric of the neighborhood and adds to its character and quality.

Program Level

About seven acres of vacant land have been transferred to the city for infill development under the Plan as a result of the removal of the elevated Central Freeway (see Figure 3-2, page 3-6 for the location of these Central Freeway parcels). A new Octavia Boulevard would be the centerpiece of the neighborhood and would accommodate the regional traffic that moves through the neighborhood. The Plan encourages development on the Central Freeway parcels and the parcels at the corner of Church and Market Streets. These developments would integrate into the physical fabric of the neighborhood and would add to its character and quality.

The Plan also proposes a redevelopment strategy for Block 3536, bounded by Market, Church, and Duboce Streets (the Market Street Safeway site). If redevelopment of this block occurs in the



NOTE: Arrows on map indicate that the plan concept could extend outside the project area, but it is not proposed as part of the Market Octavia Neighborhood Plan.



SOURCE: EnviroTrans Solutions

- Project Boundary
- Elevated Freeway (under construction)
- Primary Routes to/from Freeways
- Secondary Routes to/from Freeways
- Streets Returned to Two-Way Traffic

Figure 3-7
Proposed Traffic Circulation

future, the Plan proposes building a street wall adjacent to Market and Church Streets at a height appropriate for the street scale and integrating the supermarket into a mixed-use development with housing.

Project Level

Specific zoning regulations and development guidelines have been developed for each of the 22 Central Freeway parcels. Figure 3-2, page 3-6 and Table 3-4, page 3-20 show the precise location of each parcel and summarize the proposed zoning regulations for each of the Central Freeway parcels, including the land use and height districts, parking requirements and recommended use. It is expected that approximately 800 to 900 housing units would be added by 2025 in the Project Area as a result of development on the Central Freeway parcels.

The new zoning regulations proposed for the Central Freeway parcels would be implemented through amendments to the *Planning Code* and the *Zoning Maps*.

Element 7 - A New Neighborhood in SoMa West

Objective 7.1: A vibrant new mixed-use neighborhood in SoMa West.

Objective 7.2: A functional, attractive, and well-integrated public realm of streets and open spaces in the SoMa West Area.

Program Level

The Plan proposes new zoning that encourages mixed-use high-density residential uses and encourages retail, services, and a limited amount of office uses on lower floors in SoMa West. The Plan would encourage development of neighborhood-serving uses in this area to support an increasing residential population. Improvements to pedestrian safety and traffic calming throughout the area and the addition of public open space through the reclamation of street space for pedestrians would also be encouraged. Major street improvements on South Van Ness Avenue, and Mission Street are proposed in the Plan. The implementation of these improvements is long-term in nature and would be subject to independent environmental review in the future (refer to Element 5, Traffic Improvements, on page 3-26 for a more detailed description of the street improvement proposals).

Project Level

Specific public open space and transportation improvements in the SoMa West area are evaluated at a project level in this EIR. The public open space improvements include a pedestrian plaza at the Central Freeway touchdown, pedestrian improvements on McCoppin Street and the block bounded by Market, Twelfth, Otis and Gough Streets (at the northeast corner of the Brady and Colton Streets intersection) (see Element 4, Streets and Open Spaces, on page 3-23 for a more detailed description). The transportation improvements include a planted median on Otis and Gough Streets (see Element 5, Traffic Improvements, on page 3-26 for a more detailed description of the projects).

3.5 Implementation Program and Schedule

The Plan would establish a policy framework for future public and private changes to the built environment in the Market and Octavia Neighborhood. It is not a specific development proposal, but is intended to be carried out as development and public improvements are made in the future. As such, this environmental document will provide a program level of assessment of the potential environmental impacts associated with implementation of the Plan and will allow adoption of the *Market and Octavia Neighborhood Plan* and related code amendments. It will also provide project level environmental review for the Central Freeway parcels; the 8th Amendment to the Western Addition A-2 Redevelopment Plan regarding building height, density, and parking controls for Central Freeway parcels B, D, E, F, and G; and specific public street and open space improvements as previously noted. Development controls that would be implemented upon adoption of the Plan include:

- *Planning Code* amendments, including new land use, height districts and zoning controls.
- *Zoning Map* amendments.
- *General Plan* Amendments.
- New urban design guidelines.
- *Western Addition A-2 Redevelopment Plan* amendments.

These development controls would provide the tools for guiding private and public development in the future.

The private and public improvements proposed in the Plan are intended to be carried out over several years. The redevelopment of the Central Freeway parcels for housing, the implementation of key transportation improvements, and the creation of a limited number of new public open spaces are priority action items for the Plan and are intended for near-term implementation. To accomplish

near-term implementation, project level environmental analysis has been undertaken in this EIR for these near-term actions. The remaining public improvements recommended in the Plan are long-term transportation improvements not currently proposed for approval or for implementation. These improvements would be subject to additional environmental review, when specific plans have been developed for each long-term transportation improvement.

3.6 Project Approvals

3.6.1 Environmental Impact Report

The Planning Department will distribute the Draft EIR to state agencies through the State Clearinghouse, to local agencies, and to interested members of the public. Following publication of the Draft EIR there will be a 45-day written comment period and a public hearing before the Planning Commission, to solicit public comment on the adequacy and accuracy of the Draft EIR. At the close of the comment period, the Planning Department will prepare responses to written and oral comments and will publish these in a Draft Comments and Responses document. The Planning Department will then revise the EIR as appropriate and present it to the Planning Commission for certification as to its accuracy, objectivity, and completeness. No approvals or permits may be issued before the city certifies the EIR as final.

3.6.2 Plan Adoption

Following certification of the Final EIR, the Planning Commission and the Board of Supervisors will consider the Plan for adoption. Adoption of the Plan would enable the city to establish land use controls to allow and control development in the Project Area and to proceed with the development of the Central Freeway parcels and the implementation of near-term public street and open space improvements.

The *General Plan* contains a number of elements that include Objectives, Policies, and Principles. A summary area plan, which references the full *Market and Octavia Neighborhood Plan*, would be prepared as an amendment to the *General Plan*. Amendments to other elements of the *San Francisco General Plan* would be adopted as necessary so that all plan elements would be consistent. The city would also need to revise *Zoning Maps* to document the establishment of the new zones and height limits, and amend the *Planning Code* to incorporate the recommended *Market and Octavia Neighborhood Plan* land use, height, and bulk controls. As a separate action, the Redevelopment Agency would pursue an 8th Amendment to the Western Addition A-2 Redevelopment Plan to implement the housing density, modified heights, and parking goals of the Market and Octavia Neighborhood Plan on Parcels B, D, E, F,

and G. Final adoption of this A-2 Plan amendment would require approval by the San Francisco Redevelopment Commission, the Planning Commission, and the Board of Supervisors. After the expiration of the A-2 Plan in 2009, the provisions of the *Market and Octavia Neighborhood Plan* would govern development on parcels that currently overlap with the Plan Project Area.

3.6.3 Required Approvals

The following specific actions and approvals would need to be taken to implement the *Market and Octavia Neighborhood Plan*, the project level development proposed on the Central Freeway parcels, and near-term public street and open space improvements:

Planning Commission

- Certifies the Final EIR.
- Adopts CEQA findings and mitigation monitoring program.
- Adopts and recommends to the Board of Supervisors *General Plan* amendments.
- Determines consistency of the *Market and Octavia Neighborhood Plan* with the *General Plan* and *Planning Code* Section 101.1 Priority Policies, and recommends adoption to the Board of Supervisors.
- Approves adoption of the *Market and Octavia Neighborhood Plan*, pending approval by the Board of Supervisors.
- Approves and recommends to the Board of Supervisors amendments to the *San Francisco Planning Code* and *Zoning Maps*, as necessary.
- Approves changes to the *Western Addition A-2 Redevelopment Plan* as recommended by the Redevelopment Commission.

Board of Supervisors

- If the Planning Commission's certification of the Final EIR is appealed, certifies the Final EIR.
- Adopts CEQA findings and mitigation monitoring program.
- Adopts *General Plan* amendments.
- Adopts the *Market and Octavia Neighborhood Plan*.
- Adopts amendments to the *City Planning Code* and *Zoning Maps*, as necessary.
- Makes *San Francisco Planning Code* Section 101.1 Priority Policies findings.
- Approves street vacations and dedication of streets (project level implementation).
- Approves determination of consistency with the *General Plan*.

- Approves changes to the *Western Addition A-2 Redevelopment Plan* as recommended by the Redevelopment Commission.

San Francisco Redevelopment Commission

- Approves changes to the *Western Addition A-2 Redevelopment Plan*.

Department of Public Works

- Adopts CEQA findings and mitigation monitoring programs, as required by CEQA.
- Permits and accepts street improvements (project level implementation).
- Approves design of all public infrastructure improvements, including dimensions and grades of all public streets (project level implementation).

Municipal Transportation Agency

- Adopts CEQA findings and mitigation monitoring programs, as required by CEQA.
- Approves traffic control and striping changes on public streets.
- Approves changes to Muni routes and stop locations.
- Approves improvements in the public right-of-way related to Muni.

Specific projects under the Plan, including those on the Central Freeway parcels, would be subject to normal permitting procedures including building and fire safety permits from the Central Permit Bureau of the Department of Public Works (DPW) and any applicable permits from the Planning Department. Other permits or approvals may be required on a project-specific basis.

The *Western Addition A-2 Redevelopment Plan* will expire in 2009. ~~No amendments to the Redevelopment Plan are proposed at this time in conjunction with the adoption of the *Market and Octavia Neighborhood Plan*. The provisions of the Redevelopment Plan will take precedence over the provisions of the *Market and Octavia Neighborhood Plan* until 2009 when the Redevelopment Plan expires.~~ In 2005, the San Francisco Board of Supervisors approved a 7th Amendment to the A-2 Plan, which brought the land use controls for Central Freeway Parcels A and C into general conformance with the *Market and Octavia Neighborhood Plan*. As part of the 7th Amendment, the height limits for these two parcels were modified to 96 feet on the western portion of the parcels and 130 feet on the eastern portion of the parcels, which is higher than the Plan recommended heights of 85 feet for Parcel A and range of heights from 50 to 120 feet for Parcel C. The approved development height for Parcel A and the pending development height limit for Parcel C, however, are 85 feet, which is consistent with the recommendations of the Plan for these parcels.

The Redevelopment Agency plans to implement an 8th Amendment to the A-2 Plan to bring the land use controls for Central Freeway parcels B, D, E, F, and G into general conformance with the Market and Octavia Neighborhood Plan as well. The 8th Amendment to the A-2 Plan is the only amendment the Redevelopment Agency anticipates with respect to the Project Area prior to the expiration of the A-2 Plan in 2009, so any parcels that are not Central Freeway parcels, but that lie within both the Western Addition A-2 Redevelopment Plan and the Market and Octavia Neighborhood Plan boundaries would be subject to the existing A-2 Plan controls rather than the proposed Plan controls until January 2009. At that time, the provisions of the Market and Octavia Neighborhood Plan will govern development in the former Western Addition A-2 Redevelopment Plan expires area. This EIR analyzes the impacts of the proposed 8th Amendment to the A-2 Plan, as well as, the application of the Market and Octavia Neighborhood Plan to the Western Addition A-2 Redevelopment Plan area once that transition occurs.