



# SAN FRANCISCO PLANNING DEPARTMENT

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## 2nd Addendum to Environmental Impact Report

*Addendum Date:* **February 13, 2015**  
*Case No.:* **2005.0555E**  
*Project Title:* **California Pacific Medical Center (CPMC) Long Range Development Plan**  
*EIR:* **CPMC LRDP Final Environmental Impact Report (Final EIR)**  
**SCH No. 2006062157, Certified April 26, 2012**  
*Zoning:* **Various**  
*Height and Bulk:* **Various**  
*Block/Lot:* **Various**  
*Lot Size:* **Various**  
*Project Sponsor:* **California Pacific Medical Center**  
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### REMARKS

The project sponsor, California Pacific Medical Center (CPMC), and the project construction contractor, HerreroBoldt have submitted a revised Transportation Management Plan (TMP) for the proposed Cathedral Hill Campus' Van Ness Avenue (US-101) Pedestrian Tunnel (December 12, 2014). The revised TMP amends the pedestrian tunnel construction schedule of the previously-approved CPMC Long Range Development Plan (LRDP) Project construction. CPMC LRDP is a multi-phased plan to meet State seismic safety requirements for CPMC hospitals; expand its medical facilities and create a 20-year framework for CPMC's four existing medical campuses (Pacific Campus at Sacramento and Buchanan Streets, California Campus at Maple and California Streets, Davies Campus at Castro and 14th Streets, and St. Luke's Campus at Cesar Chavez and Valencia Streets); as well as construct a new medical campus (Cathedral Hill Campus at Van Ness Avenue and Geary Boulevard/Street) in San Francisco.<sup>1</sup> The proposed construction-related change would revise the Van Ness Avenue pedestrian tunnel construction schedule at the Cathedral Hill Campus. It would consist of altering the proposed construction work hours as well as altering the Van Ness Avenue travel lane closures from partial to full travel lane closures. The full travel lane closures would occur during three 72-hour weekends (from 12:01 a.m. Friday to 11:59 p.m. Sunday) with vehicle detours between Pine Street and Golden Gate Avenue, resulting in nine days of full closures of Van Ness Avenue (while maintaining transit and emergency vehicle access along this street) over a seven month period.

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<sup>1</sup> References to Geary Boulevard and Geary Street are to the same roadway. The east-west roadway is referred to as "Geary Street" east of Van Ness Avenue, and "Geary Boulevard" west of Van Ness Avenue.

Specifically, during the three 72-hour closures, one lane would be left open in each direction on Van Ness Avenue between Post and Geary Streets to allow public transit and emergency vehicle access through the proposed work zone.

### ***Background***

The CPMC LRDP Final EIR, Case File No. 2005.0555E, was certified by the Planning Commission on April 26, 2012.<sup>2</sup> On March 12, 2013, the Board of Supervisors affirmed the Planning Commission's certification of the CPMC LRDP Final EIR and adopted the findings of fact, evaluation of mitigation measures and alternatives, and a statement of overriding considerations and adopted a Mitigation Monitoring and Reporting Program (MMRP), in fulfillment of the requirements of the California Environmental Quality Act (CEQA).

After certification of the CPMC LRDP Final EIR, the Project Sponsor, CPMC, proposed amendments to the LRDP. The 1st Addendum (published May 9, 2013) to the CPMC LRDP Final EIR analyzed Project changes that included a reduction in size of the proposed Cathedral Hill Hospital and an increase to the size of the proposed St. Luke's Replacement Hospital and found no additional significant environmental impacts or increase in the severity of significant impacts identified for the Project.

This 2nd addendum analyzes the environmental impacts associated with the proposed change to the Project's underground pedestrian tunnel construction at the Cathedral Hill Campus, specifically the construction hours and Van Ness Avenue travel lane closures for this tunnel construction.

## **PROJECT DESCRIPTION**

### ***Project Location and Project Characteristics***

The CPMC LRDP includes the construction of an underground pedestrian tunnel as part of near-term Projects at the new Cathedral Hill Campus.<sup>3</sup> The pedestrian tunnel is proposed to be constructed beneath Van Ness Avenue between Cedar and Geary Streets, approximately 50 feet north of the intersection of Van Ness Avenue and Geary Street, to connect the Cathedral Hill Hospital on the west side with the Cathedral Hill MOB on the east side of Van Ness Avenue. The Van Ness Avenue pedestrian tunnel would serve CPMC patients, visitors, doctors and staff, but would not be available for general public use. The tunnel would be approximately 124 feet long, ten feet wide and ten feet tall and the excavation would be up to a depth of 25 feet below the surface of Van Ness Avenue. The proposed construction schedule change would not alter the pedestrian tunnel's design, location, dimensions and depth of the tunnel construction, which would remain the same as analyzed under the CPMC LRDP Final EIR, as would the amount of soil to be excavated. The proposed changes to the Van Ness Avenue pedestrian tunnel construction would still schedule work on the tunnel in tandem with the other Cathedral

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<sup>2</sup> San Francisco Planning Department, California Pacific Medical Center (CPMC) Long Range Development Plan, Final Environmental Impact Report. This document is available for review at the Planning Department, 1650 Mission Street, Suite 400, in Case File No. 2005.0555E.

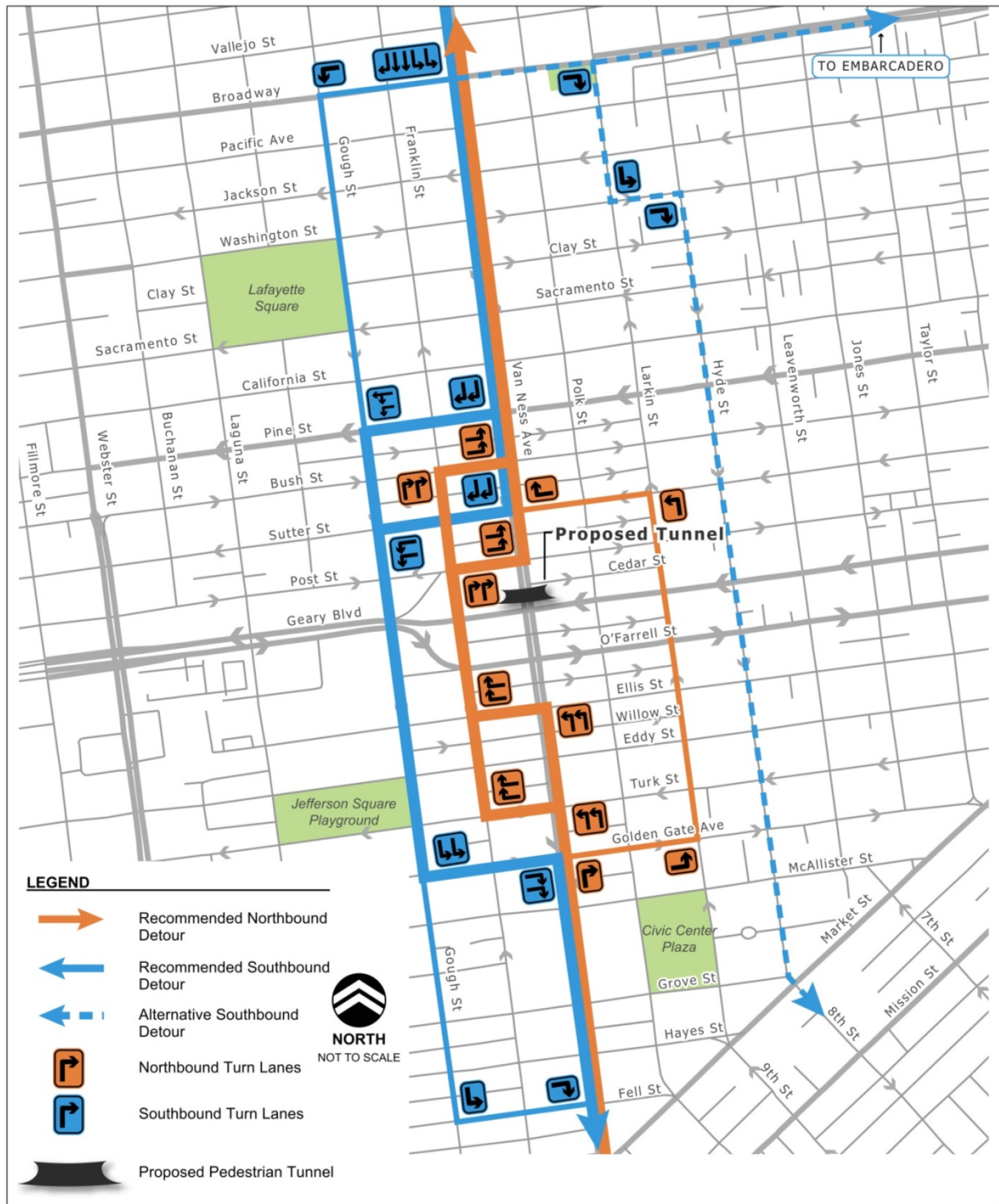
<sup>3</sup> "Near-term" projects in the LRDP considered projects that would likely be completed within five years from project approval.

Hill Campus construction activities, but for a shorter duration (nine days and four nighttime construction closures over seven months, versus more nighttime closures occurring over ten months as analyzed in the Final EIR. The proposed change to the pedestrian tunnel construction schedule would alter the total construction period for the Van Ness Avenue pedestrian tunnel and related closures of Van Ness Avenue between Geary and Post Streets (the construction work zone) from ten months of nighttime construction and partial Van Ness Avenue closures to seven months of construction, consisting of four days of nighttime and partial lane closures and nine days of full lane closures. Specifically, the following changes are proposed:

- Three 72-hour weekend closures (from 12:01 a.m. Friday to 11:59 p.m. Sunday) of Van Ness Avenue with vehicle detours (as shown in **Figure 1** below) between Pine Street and Golden Gate Avenue and full lane closures (while maintaining transit access and emergency vehicle access) in the construction work zone, resulting in nine days of closures and detours within a seven-month period; and
- Similar to what was analyzed in the Final EIR, partial travel lane closures of Van Ness Avenue between Geary and Post Streets, that is the construction work zone, for four weekday nights between 11 p.m. and 6 a.m., Sunday through Thursday (which would be a shorter nighttime construction period as compared to analyzed for the Project in the CPMC LRDP Final EIR), preceding the first 72-hour weekend closure.

The proposed changes also outline a Contingency Plan for traffic management during the 72-hour closures and vehicle detours. In the event of unanticipated vehicular queuing, additional measures such as changing regional highway and local traffic message signs, adjusting construction zone management and for some traffic potentially using alternative contingency routes could be implemented. These contingency detour routes could include Fell Street, Fulton Street, Webster Street, Turk Street, Geary Boulevard, and Highway 1 in the northbound direction and Highway 1, Fulton Street, Fell Street, Broadway Street, Hyde Street, 8th Street, Howard Street, and 10th Street in the southbound direction (the Contingency Plan is discussed in more detail below on **p. 11**).

The current proposed construction area would remain the same as analyzed for the Project in the CPMC LRDP Final EIR, one block between Post and Geary Streets. However, the proposed change would entail full and partial travel lane closures instead of the partial travel lane closures analyzed in the CPMC LRDP Final EIR. During the three 72-hour closures of Van Ness Avenue, which would occur on weekends when no major events are scheduled, vehicle traffic (except transit and emergency vehicles) would be detoured to other San Francisco streets around the construction area, specifically to Franklin and Gough Streets between Pine Street and Golden Gate Avenue (see **Figure 1**). Alternate streets are also available to diverting traffic, such as Broadway, Hyde, and Larkin Streets; however, it is assumed that a majority of the project-related detour traffic would divert onto Franklin or Gough Streets.



\*Multiple detour options available. For the purpose of this TMP, these are the recommended routes.

**Figure 1 – Detour Plan**

To increase vehicle capacity on Franklin and Gough Streets during the three 72-hour closures, tow-away restrictions would be extended on Franklin Street from the existing weekday p.m. peak hour restrictions to all-day restriction (9:00 a.m. to 10:00 p.m.) and would be added on Gough Street from 7:00 a.m. to 10:00 p.m.<sup>4</sup> Proposed parking restriction areas on Franklin and Gough Streets during the 72-hour closures are shown in **Figure 2**. Similar to the current tow-away lanes during the peak hours, on-street parking would not be available during the extended hours of tow-away lanes during project tunnel construction, but it would be available overnight (after 10:00 p.m.) for residential parking. Pedestrian tunnel construction under Van Ness Avenue requires an encroachment permit approval by Caltrans and the proposed traffic detours require a Special Traffic Permit from SFMTA.

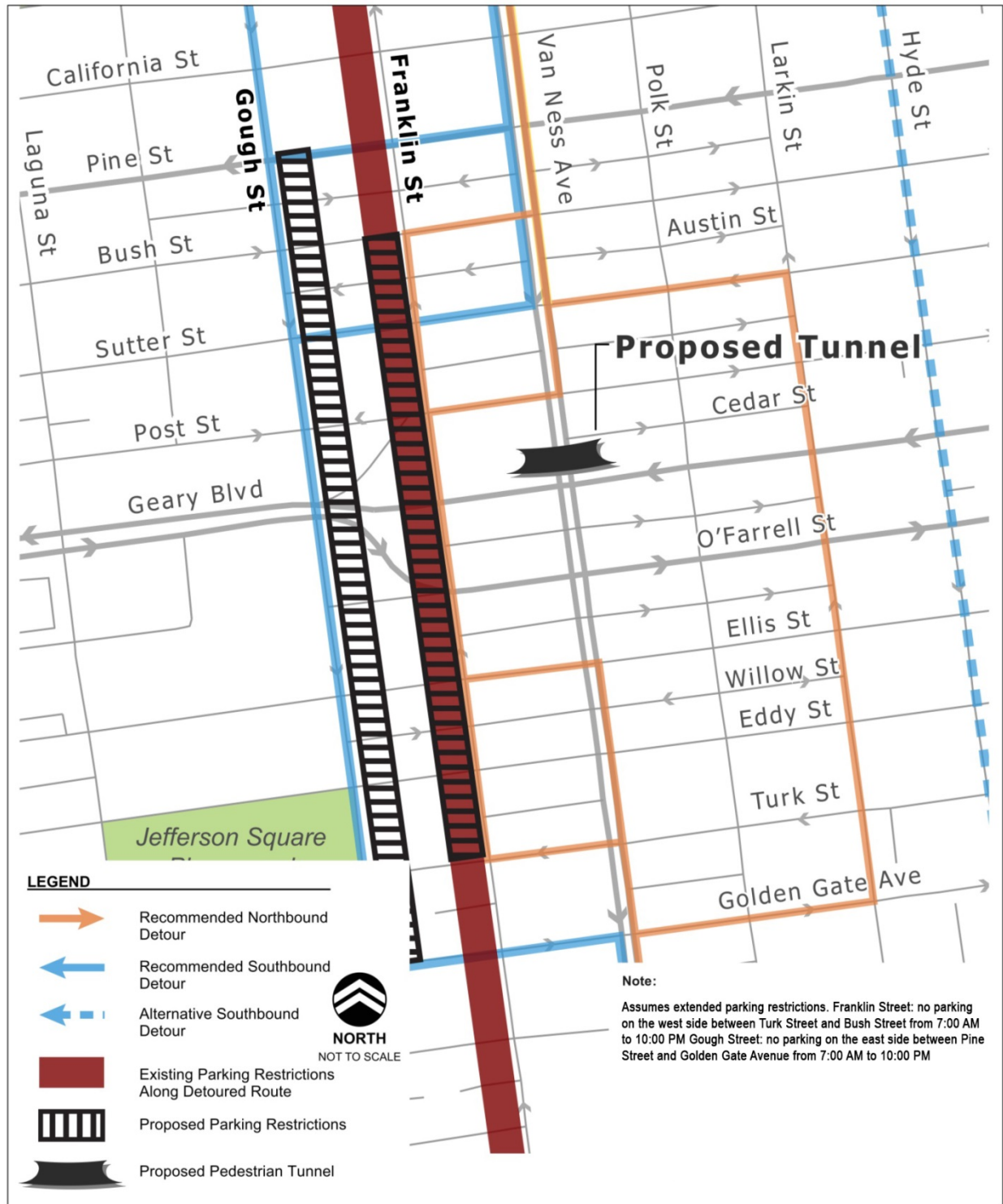
As indicated above during the three 72-hour closures of the affected Van Ness Avenue segment, transit (Muni and Golden Gate Transit) and emergency vehicles would not be diverted and would be allowed to travel on the one open lane in each direction through the construction work zone. One northbound bus stop in the construction work zone on the southeast corner of Van Ness Avenue at Cedar Street (alley) would be temporarily relocated ½ block to the far side (just north) of Post and Cedar Streets intersection during the pedestrian tunnel construction.

Muni overhead wires would not be energized for the one affected block along Van Ness Avenue between Post and Geary Streets when the tunnel would be under construction during the 72-hour closures. The electrified 49 Van Ness/Mission would still operate through the one-block construction zone between Post and Geary Streets, just more slowly. Transit service on streets crossing Van Ness Avenue would not be altered. Bicycle traffic on Van Ness Avenue, if any, would be diverted to nearby bicycle routes such as Polk Street. Pedestrian traffic through the construction zone would remain, but would be diverted to one side (the east side) of Van Ness Avenue (as similarly analyzed in the CPMC LRDP Final EIR).

The current revised TMP for the pedestrian tunnel construction has been reviewed by SFMTA and Caltrans, and these proposed changes are analyzed in this Addendum. The TMP for the pedestrian tunnel includes construction-management strategies to minimize construction-related significant and unavoidable impacts to traffic and pedestrians identified in the CPMC LRDP Final EIR. These strategies include: public information outreach regarding the roadway closures and diversions in several different forms (e.g., brochures, mailers, telephone hotline, internet website, social media, news releases); travel information (signage) describing alternative routes for all travel modes to detour around the construction area; transit management such as retaining one travel lane in each direction during construction between Post and Geary Streets for Muni and Golden Gate Transit buses; a plan for sidewalk closures and related signage; a plan for incident management during the closures through on-site law enforcement in the project area, Muni and SFMTA staff presence; and construction zone management, such as managing construction truck access and hours. As part of the construction TMP for the pedestrian tunnel, the project sponsor and contractor, CPMC and HerreroBoldt, in

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<sup>4</sup> Gough Street does not currently have peak hour parking restrictions or tow-away zones.



**Figure 2 – Proposed Parking Restrictions**



coordination with SFMTA and Caltrans, are proposing broader (area-wide) advance notifications related to the three 72-hour closures, as well as providing for on-site assistance (Muni workers, traffic control, police officers, etc.) during the 72-hour closure periods to assist in the flow of vehicle traffic and diversions from Van Ness Avenue between Pine Street and Golden Gate Avenue.<sup>5</sup> During the course of tunnel construction, construction management staff would observe traffic conditions and make recommendations to the Resident Engineer concerning any changes that need to be made with respect to Traffic Management. City staff (such as SFMTA and SFPD) would also be on-site to observe traffic conditions and make recommendations as needed.

For comparison purposes, under the CPMC LRDP Final EIR analysis, construction of the Cathedral Hill Campus was assumed to occur over 54 months, with construction of the Van Ness Avenue underground pedestrian tunnel between the hospital and MOB occurring over 18 months, including 10 months of nighttime construction with partial travel lane closures on Van Ness Avenue between Post and Geary Streets. Specifically, the Van Ness Avenue pedestrian tunnel construction was originally proposed to be constructed between the nighttime hours of 7:00 p.m. and 5:00 a.m., Monday through Friday, with some potential Saturday partial lane closures, over a construction period of 10 months. In the Final EIR, this planned nighttime tunnel construction with partial travel lane closures allowed for at least one vehicular travel lane to be open in each direction along Van Ness Avenue between Post and Geary Streets, unlike under the revised tunnel construction schedule and lane closure proposal.

## ANALYSIS OF POTENTIAL ENVIRONMENTAL EFFECTS

San Francisco Administrative Code Section 31.19(c)(1) states that a modified project must be reevaluated and that “[i]f, on the basis of such reevaluation, the Environmental Review Officer determines, based on the requirements of CEQA, that no additional environmental review is necessary, this determination and the reasons therefore shall be noted in writing in the case record, and no further evaluation shall be required by this Chapter.” CEQA Guidelines Section 15164 provides for the use of an addendum to document the basis for a lead agency’s decision not to require a Subsequent or Supplemental EIR for a project that is already adequately covered in an existing certified EIR. The lead agency’s decision to use an addendum must be supported by substantial evidence that the conditions that would trigger the preparation of a Subsequent EIR, as provided in CEQA Guidelines Section 15162, are not present.

The CPMC LRDP Final EIR identified several significant environmental impacts (some significant and unavoidable with mitigation, and some reduced to less-than-significant levels with mitigation) related to construction at the Cathedral Hill Hospital. These include

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<sup>5</sup> As shown in Figure 2: Detour Plan and under the proposed change, Van Ness Avenue would be closed to vehicle traffic between Pine Street and Golden Gate Avenue, with northbound detours occurring at Turk and Ellis Streets, and detouring back to Van Ness Avenue at Post and Bush Streets, and southbound detours occurring at Pine and Sutter Streets, and rejoining Van Ness Avenue at primarily Golden Gate Avenue (Fell Street if needed). The construction work zone with full vehicle lane closures (except for one lane in each direction for transit and emergency vehicle access) would be between Post and Geary Streets (one block).

transportation (Impact TR-55 and TR-152), cultural and paleontological resources (Impact CP-2, CP-3 and CP-4), noise and vibration (Impact NO-1 and NO-5), and air quality and greenhouse gas (GHG) emissions (Impact AQ-1, AQ-2, AQ-9, AQ-10, AQ-14, and Impact GH-3).

The proposed changes to the Van Ness Avenue pedestrian tunnel construction schedule would change the construction duration and process for the pedestrian tunnel and not the design or placement of the tunnel analyzed in the CPMC LRDP Final EIR. As indicated above, the pedestrian tunnel construction area, dimensions, sidewalk closures, and soil removal would all remain the same as under the CPMC LRDP Final EIR analysis. The proposed changes would not change the design or operation of the CPMC LRDP, including the Cathedral Hill Hospital or the pedestrian tunnel, analyzed in the Final EIR. Therefore, the Final EIR analysis related to the CPMC LRDP, including the Cathedral Hill Campus (hospital, MOB and pedestrian tunnel) would remain the same. This addendum focuses only on those potentially altered project construction impacts related to the changed time-frame and travel lane closures for the pedestrian tunnel construction.

This discussion also examines impacts (such as traffic) that were found to be significant in the Final EIR for the Cathedral Hill Campus construction including the pedestrian tunnel. Additionally, this addendum discusses topics such as emergency vehicle access, which although less-than-significant in the CPMC LRDP Final EIR, could be potentially affected by the proposed changes to the pedestrian tunnel construction time frame and related travel lane closures.

Since certification of the EIR, no changes have occurred in the circumstances under which the original project alternatives or the project construction as currently proposed that would change the severity of CPMC's physical impacts, and no new information has emerged that would materially change the analyses or conclusions set forth in the CPMC LRDP Final EIR. Further, proposed changes to pedestrian tunnel construction schedule, as demonstrated below, would not result in any new significant environmental impacts or a substantial increase in the significance of previously identified environmental effects. The effects of the proposed changes to the pedestrian tunnel construction and level of impact significance would be substantially the same as reported in CPMC LRDP Final EIR as they relate to the construction of the pedestrian tunnel. The following discussion provides the basis for this conclusion.

### *Construction-Related Transportation Impacts*

The CPMC LRDP Final EIR concluded that the construction of the Cathedral Hill Hospital, MOB, and pedestrian tunnel would result in a significant and unavoidable construction-related transportation impact (Impact TR-55), in particular to vehicle traffic, pedestrians, and transit operations. All construction-related transportation analysis and the construction for the entire campus, including the pedestrian tunnel was covered under one impact statement, Impact TR-55. The Van Ness Avenue pedestrian tunnel construction is a portion of the construction activities occurring at the Cathedral Hill Hospital and MOB site. Specific to the pedestrian tunnel construction component, the CPMC LRDP Final EIR (under Impact TR-55) determined that significant and unavoidable construction-related impacts would occur to vehicle traffic and



pedestrians (not transit). As described in the CPMC LRDP Final EIR, partial nighttime closures of travel lanes along Van Ness Avenue between Post and Geary Streets during the original pedestrian tunnel construction would result in a significant and unavoidable construction-related impact on three intersections: Van Ness/Geary, Van Ness/Post, and Van Ness/O'Farrell. The other construction components of the Cathedral Hill Hospital and MOB would also result in significant and unavoidable construction-related traffic impact (Impact TR-55) at up to nine intersections, including four along Franklin Street (Franklin/O'Farrell, Franklin/Post, Franklin/Sutter, Franklin/Bush), one along Gough Street (Gough/Geary), and three other intersections (Eighth/Market, Octavia/Market/101, and Van Ness/Geary).

The CPMC LRDP Final EIR identified Mitigation Measure MM-TR-55, which would require CPMC and the construction contractor to prepare a Construction Transportation Management Plan ("TMP"). This TMP would somewhat reduce the construction-related transportation impact (Impact TR-55); however, the Project's construction-related transportation impact would remain significant and unavoidable. A Construction TMP was prepared for the Cathedral Hill Hospital and MOB construction and a revised Construction TMP has currently been prepared for the pedestrian tunnel construction.

The CPMC LRDP Final EIR identified less-than-significant impacts related to temporary construction-related parking and commercial space removal, sidewalk closures, transit service and stop relocation, and designated truck routes to and from the construction site for the pedestrian tunnel construction component under Impact TR-55 (see EIR at pages 4.5-147 through 4.5-160), and these impacts would be the same under the current proposed changes to the pedestrian tunnel construction schedule.

### *Construction-Related Vehicular Impacts*

To determine the vehicular delay effects associated with the currently proposed full closure of Van Ness Avenue and the vehicle detours from Van Ness Avenue between Pine Street and Golden Gate Avenue, a northbound and southbound delay analysis was prepared. This analysis was conducted to estimate the maximum (worse-case scenario) total minutes or hours of vehicle delay for both the Franklin and Gough Street corridors where the majority of detour traffic from Van Ness Avenue would be routed (generally between Turk and Bush Streets on Franklin Street and between Pine and Golden Gate Avenue on Gough Street). Full closure and detour plans are shown in **Figure 1, p.4**. The analysis used 72-hour (Friday through Sunday) hourly counts collected in July 2014 along Van Ness Avenue between California and Turk Streets, Franklin Street between Bush and O'Farrell Streets, and Gough Street between Pine and Eddy Streets, as well as along cross streets such as Pine, Bush, Ellis, and Eddy Streets and Geary Boulevard between Van Ness Avenue and Franklin Street. The 72-hour (Friday through Sunday) timeframe counts were selected because this would closely mirror the times in which Van Ness Avenue would be closed for the proposed pedestrian tunnel construction period. The existing conditions analysis represented existing Franklin Street roadway capacity to include three lanes of travel during the non-peak (7 p.m. to 7 a.m. weekdays, 9 a.m. to 4 p.m. weekends) period, and four lanes of travel during the weekday PM peak period (4 p.m. to 7 p.m.). Unlike Franklin Street, Gough Street does not have peak period parking restrictions.

The addition of detoured Van Ness Avenue traffic to Franklin and Gough Streets was found to exceed the available vehicle capacity of Franklin and Gough Streets between 6:00 a.m. and 1:00 a.m. on Friday and 8:00 a.m. to 1:00 a.m. on weekends. Therefore, in order to increase vehicular capacity along both these streets during the three 72-hour Van Ness Avenue closures, under the currently proposed pedestrian tunnel construction schedule, the peak period tow-away lane hours on Franklin Street between Bush and Turk Streets would be extended and tow-away lanes would be added on Gough Street between Pine Street and Golden Gate Avenue as follows.

- Franklin Street from Bush Street to Turk Street: Parking restricted on the west side between 7:00 a.m. and 10:00 p.m.; and
- Gough Street from Pine Street to Golden Gate Avenue: Parking restricted on the east side between 7:00 a.m. and 10:00 p.m.

These Franklin and Gough Street parking restriction hours were determined in coordination with SFMTA staff. The extended parking restrictions on Franklin and Gough Streets would increase vehicular capacity (and would remove parking lanes) on these detour routes between Post and Ellis Streets from 7 a.m. and 10 p.m. during the three 72-hour Van Ness Avenue closures, while still providing parking supply for residents and local businesses during the late night and early morning hours. Based on the Final EIR analysis, traffic volumes were found to be typically lower along Franklin and Gough Streets and Van Ness Avenue after 10 p.m.

The vehicular delay analysis for the proposed changes accounted for several factors: the additional vehicular capacity on Franklin and Gough Streets from the proposed expansion or addition of parking restrictions (discussed above); the potential for traffic volume reductions related to drivers avoiding the construction area; and more efficient vehicle movement through the active management of detour traffic with the presence of onsite police, flaggers, and SFMTA staff during the 72-hour closures (discussed below). Instead of focusing on specific intersections, the delay analysis was conducted for the entire Franklin Street and Gough Street segments that would accommodate detour traffic.

It is the assumption of the project sponsor, CPMC, as well as Caltrans, and SFMTA that with extensive advance public outreach for the three 72-hour closures of Van Ness Avenue with related vehicle detours to Gough and Franklin Streets, some drivers may choose to avoid the area, as observed during other recent roadway closures and detours in the Bay Area. Based on professional judgment, it is estimated that a 20 percent reduction of day and nighttime traffic volumes on affected streets could be achieved through public outreach. This would, in turn, reduce the maximum delay that could be experienced. Furthermore, based on professional judgment and the collective experience from other recent roadway construction projects that included roadway detours, the transportation consultants, Caltrans, and SFMTA staff estimate that through active construction zone management (such as SFMTA and SFPD staff and construction-zone flaggers present during construction to more efficiently manage detour traffic), a further 10% roadway capacity increase could be achieved, as compared to unmanaged detours and construction operations on Van Ness Avenue, Gough and Franklin Streets. Traffic

monitoring would occur during construction and if traffic volume reductions or capacity increases assumed in this analysis are not reached, then additional Contingency Plan measures would be taken as noted below. The purpose of the Contingency Plan would be to minimize effects on traffic during instances when queues occur.

Specifically, if SFPD and SFMTA parking control officers monitoring the detour route and affected areas were to observe traffic queues on Van Ness Avenue extending beyond Fell Street in the northbound direction and beyond Broadway in the southbound direction, accompanied by vehicle delays exceeding three minutes proceeding through those points, they would notify the Transportation Management Team. This team would include City and project construction staff and they would coordinate the following actions:

- Update local changeable message signs, located throughout City to advise drivers of use of alternative routes due to extended delays.
- Coordinate with the designated Caltrans TMP coordinator and Caltrans Transportation Management Center to update regional highway changeable message signs advising drivers of the location of extensive queuing ahead and directing drivers to use specified alternate routes.
- Deployment of additional officers or redistribution of assigned officers to aid in the direction of traffic leading to and along the detour routes. This could include potentially taking control of intersections in order to respond to real time demand. In the Northbound direction, local detour contingency routes are along Fell Street, Fulton Street, Webster Street, Turk Street, Geary Boulevard, and Highway 1. In the Southbound direction, local detour contingency routes are along Highway 1, Fulton Street, Fell Street, Broadway Street, Hyde Street, 8th Street, Howard Street, and 10th Street.
- Coordinate alerts with Muni and Golden Gate Transit operators and riders that additional delays (leading up to the detours) may be experienced.
- Update the planned closure on the CPMC LRDP project website, issue alerts on social media, and alert local news media outlets of the detour delays.

In addition to these measures, standby construction machinery and material suppliers would be on-call in order to ensure construction activities could be completed within the allotted 72-hour closure period. Further, were an event to occur along US-101 that resulted in substantial traffic delays, the contractor could, in consultation with City staff, cease work and return the lanes to service as soon as is safely possible, given the nature of the construction work. This analysis indicates that overall there would be an estimated vehicle delay of up to 30 minutes in both the northbound and southbound directions on Fell and Gough Streets (generally between Broadway and Fell Streets) with the proposed detours related to the pedestrian tunnel construction.<sup>6</sup>

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<sup>6</sup> BKF Engineers, California Pacific Medical Center – Cathedral Hill Hospital Transportation Management Plan for Van Ness Avenue (US-101) Pedestrian Tunnel, December 12, 2014.

As noted above, the CPMC LRDP Final EIR concluded that construction of the Cathedral Hill campus, including the Van Ness Avenue pedestrian tunnel would result in a significant and unavoidable construction-related transportation impact (Impact TR-55), including for traffic operations. The Project construction under the Final EIR analysis resulted in significant and unavoidable traffic impacts (LOS E or F) and substantial delay at up to nine intersections, including four along Franklin Street (Franklin/O'Farrell, Franklin/Post, Franklin/Sutter, Franklin/Bush), one along Gough Street (Gough/Geary), and three other intersections (Eighth/Market, Octavia/Market/101, and Van Ness/Geary). The pedestrian tunnel nighttime construction and partial lane closures under the original Project pedestrian tunnel construction were specifically determined to result in significant and unavoidable traffic impacts (LOS F) at the Van Ness/Geary, Van Ness/Post and Van Ness/O'Farrell intersections.

The primary difference between the construction of the pedestrian tunnel analyzed under the Cathedral Hill Campus construction in the CPMC LRDP Final EIR and the current proposed changes would be the construction-related full travel lane closures on Van Ness Avenue and the related vehicle traffic detours. Specifically, the full travel lane closures on Van Ness Avenue between Post and Geary Streets (the construction work zone) and the related vehicle detours of Van Ness Avenue vehicle traffic to Franklin and Gough Streets (between Pine Street and Golden Gate Avenue cross streets) would occur over three 72-hour closures during the proposed seven-month construction period. There would also be a partial four-day nighttime closure of Van Ness Avenue between Post to Geary Streets prior to the first 72-hour closure. Under the original pedestrian tunnel construction in the Final EIR, there would be partial travel lane closures along Van Ness Avenue between Post and Geary Streets during the nighttime hours of 7 p.m. to 5 a.m. over a longer ten-month construction period. The significant and unavoidable nighttime traffic impacts related to pedestrian tunnel construction at three Van Ness Avenue intersections analyzed in the Final EIR under the original Project construction (Van Ness/Geary, Van Ness/Post and Van Ness/O'Farrell) would be reduced from occurring over a ten-month period (that is, partial lane closure over 10 months) to three 72-hour full lane closures and four days of nighttime partial lane closures over a seven month construction period under the current proposed changes.

The construction-related traffic impacts with the current changes to the pedestrian tunnel construction period on Van Ness, Franklin, and Gough Street intersections and vehicle traffic along these and adjacent streets during the three 72-hour Van Ness Avenue travel lane closures and detours would consist of more intense construction (including daytime hours) over a shorter period of time, compared to the pedestrian tunnel construction analyzed in the CPMC LRDP Final EIR. The four days of nighttime construction with partial lane closures between Post and Geary Streets prior to the first 72-hour closure, would be similar to the nighttime closures analyzed in the CPMC LRDP Final EIR, although occurring over a shorter period of time. The more intense, yet shorter, construction period under the currently proposed changes would result in significant and unavoidable traffic delays at Van Ness, Franklin, and Gough Street intersections and along the Franklin and Gough Street corridors and connecting roadways for the detour traffic, similar to the significant and unavoidable intersection delays that were determined for the tunnel construction in the CPMC LRDP Final EIR traffic analysis.

Therefore, this would not be considered a substantial change from the original Project's pedestrian tunnel construction, and as under the CPMC LRDP Final EIR analysis, the impact would remain significant and unavoidable. The revised pedestrian tunnel construction schedule would not substantially alter the analysis or significance determination of the Final EIR. To implement Mitigation Measure MM-TR-55, the Construction TMP for the currently proposed pedestrian tunnel has been further refined, in coordination with SFMTA and Caltrans.

### *Construction-Related Transit Impacts*

The significant and unavoidable construction-related transit impact within Impact TR-55 resulted from the required lane closures for the Cathedral Hill Hospital and MOB construction along Geary Street/Boulevard from Franklin to Polk Streets and along Post Street from Franklin Street to Van Ness Avenue, and not from the construction of the pedestrian tunnel component or related partial nighttime closures on Van Ness Avenue. The proposed changes to the pedestrian tunnel construction schedule would not alter construction related to the Hospital or the MOB, and this significant and unavoidable construction-related transit impact would not be applicable to the proposed changes and would remain as analyzed under the CPMC LRDP Final EIR.

San Francisco Muni (MUNI) Routes 47 Van Ness, 49 Mission/Van Ness, 76X Marin Headlands Express, and 90 Owl, and Golden Gate Transit (GGT) Routes 10, 54, 70, 80, 93, 101, and 101X traverse the Van Ness Avenue corridor (**Figure 3**) and would be affected by some additional delay when approaching the proposed vehicle traffic detour areas, and through the Van Ness Avenue pedestrian tunnel construction work zone (between Post and Geary Streets). GGT service along Van Ness Avenue occurs during peak commute periods. Therefore GGT routes would experience some approach delays during the Friday(s) closures, even though one lane of travel would remain open for use by transit and emergency vehicles in each direction. MUNI east-west routes crossing Van Ness Avenue such as the 2 Clement, 3 Jackson, 21 Hayes, 31 Balboa, 38 Geary, 38 Geary Limited, and NX N Express may experience some delay due to detoured traffic, but would not be substantially affected by the detoured traffic or lane closures. This is because traffic operations on Pine, Bush, Sutter, Post, Geary, O'Farrell, and Eddy Streets would not be altered. While the full street closure would block vehicular access along Van Ness Avenue between Post and Geary Streets, one lane in each direction would be kept open only for the use of transit and emergency vehicle access. Therefore, regional and SFMTA routes such as the 47 Van Ness and 49 Mission/Van Ness would experience some delay approaching and travelling through the proposed Van Ness Avenue construction work zone under the proposed changes, but would not be subject to the longer detour delays experienced by private vehicles.

Overhead wires would be de-energized in the one-block work zone along Van Ness Avenue between Post and Geary Streets (not on cross streets) and therefore, the 49 Mission/Van Ness would run slower through that one-block in both the north- and southbound directions. Additionally, for the 49 Van Ness/Mission, transit staff would be required to detach and reattach trolley cables before and after the construction work zone. The 47 Van Ness and 90 Owl route and GGT buses are not electrified and do not utilize the overhead wires.



**Figure 3 – Transit Routes in Project Area**

With the exception of the bus stop located on the southeast corner of Van Ness Avenue at Cedar Street that falls within the construction work zone (between Post and Geary Streets), transit lines would continue to use their existing routes and bus stop relocations would be unnecessary. As analyzed in the Final EIR for the original pedestrian tunnel construction and the Cathedral Hill MOB construction, the bus stop at Van Ness Avenue and Post Street would be temporarily relocated ½ block to the north to the far side of the intersection on the northeast corner of Van Ness Avenue at Post Street. The contractor would be responsible for the bus stop relocation, including furnishing a temporary bus stop post, signage, and notifying affected businesses and properties in advance. The current pedestrian tunnel TMP requires coordination between Muni, SFMTA, GGT, and the CPMC Construction Management Staff throughout the duration of each 72-hour Van Ness Avenue closure.

Overall, changes to the pedestrian tunnel construction schedule would not result in additional significant construction-related transit impacts not addressed in the CPMC LRDP Final EIR. Although some delay to transit routes in the Project area would occur during the three 72-hour closures, transit access through the construction zone would be maintained during the closures. The construction schedule for the pedestrian tunnel, related detours and closures have been developed as part of the Construction TMP in coordination with SFMTA and Muni Operations staff.

#### *Construction-Related Pedestrian Impacts*

The CPMC Final EIR found a significant and unavoidable construction-related pedestrian impact (within Impact TR-55) resulted from the entire Project's construction (including the Cathedral Hill Hospital, MOB, and pedestrian tunnel construction). Specifically, from the total amount of travel lane closures and pedestrian diversions, as well as due to the temporary closure of walkways during the evening and overnight hours on Van Ness Avenue during construction of the pedestrian tunnel. Current changes to the pedestrian tunnel construction period and travel lane closures would not substantially alter this analysis or the level of impact significance, as further discussed below.

The proposed changes, similar to the original Cathedral Hill Campus construction analyzed in the CPMC LRDP Final EIR, would limit pedestrian access through the work zone by closing the west side sidewalk on Van Ness Avenue between Geary Boulevard and Post Street. However, the east side pedestrian sidewalk along this same segment would be accessible at all times. The proposed changes would limit the time period of the sidewalk closure to three 72-hour closures and four days of nighttime closures (11:00 p.m. to 6:00 a.m., Sunday through Thursday) over a seven-month construction period instead of the original Final EIR Project's pedestrian tunnel construction over a 10-month period. Based on a.m. and p.m. peak period pedestrian counts collected in July 2014 for this analysis, approximately 450 pedestrians per hour were observed on the west side of Van Ness Avenue during peak period conditions. During the three 72-hour closures for the Van Ness Avenue pedestrian tunnel construction, pedestrians using the west side sidewalk on Van Ness Avenue between Post and Geary Streets (one block) would be required to use the east side sidewalk. Assuming a walking speed of 3½ feet per second and a pedestrian detour of approximately 500 feet, the detour would approximately add no more than



five minutes to their walk commute which while inconvenient to pedestrians, would not be considered a substantial adverse new construction-related pedestrian impact.

The CPMC LRDP Final EIR concluded that the construction of the Cathedral Hill project with the pedestrian tunnel construction would result in a significant and unavoidable transportation impact (Impact TR-55). This included a construction-related impact to pedestrians as a result of the long duration of sidewalk closures and some complete closures of sidewalks along the project site (such as the west side of Van Ness Avenue). The changes to the Van Ness Avenue pedestrian tunnel construction would not substantially alter these closures or the CPMC LRDP Final EIR analysis or the level of impact significance, except for shortening the duration of sidewalk closures related to the construction of the pedestrian tunnel from ten months to seven months. Therefore, the construction-related significant and unavoidable impact to pedestrians identified in the CPMC LRDP Final EIR would be similar (or less) for the proposed change to the pedestrian tunnel construction schedule.

### *Construction-Related Bicycle Impacts*

Near the site of the proposed pedestrian tunnel between Post and Geary Streets, Van Ness Avenue is a six-lane roadway (three travel lanes in each direction) with metered parking on both sides of the street and no designated bicycle travel lane. During construction, bicycle traffic would be diverted to nearby bicycle routes, such as Polk Street between Post and Ellis Streets. Bicycles travelling along the proposed or potential vehicular detour routes, including Pine Street, Golden Gate Avenue and Sutter Street (Bicycle Route 16) between Van Ness Avenue and Gough Street, or Bush Street, Post Street (Bicycle Route 16), Ellis Street, and Turk Street between Van Ness Avenue and Franklin Street (one block), would experience increased delays and potential conflicts with vehicle traffic on those affected roadways during the three 72-hour closures. Similar to vehicle traffic, the public outreach related to the closures would direct bicyclists to use other designated bicycle routes such as Polk Street, McAllister Street and California Street.

The CPMC LRDP Final EIR concluded that although construction-related impacts to transportation would be significant and unavoidable, the impacts to bicycle traffic during construction would be less than significant. The changes to the pedestrian tunnel construction schedule would not alter this analysis or significance determination. Mitigation Measure MM-TR-55 which required the preparation of a Construction TMP, included strategies to reduce construction impacts of the pedestrian tunnel. These strategies included public outreach related to the construction detours; sending brochures to the bicycle community containing advance notice of the Project's construction and lane closures; and providing information alternative routes and alternative modes of transportation.

### *Construction-Related Loading and Emergency Access*

There are two metered commercial loading spaces on the east side of Van Ness Avenue between Cedar and Geary Streets. The primary change made under the current proposal, relative to the original pedestrian tunnel construction analyzed in the Final EIR, would be the duration and hours and related travel lane closures for the proposed construction of the pedestrian tunnel.

The changes along Van Ness Avenue between Post and Geary Streets would alter the duration of construction from ten months of nighttime (7 p.m. to 5 a.m.) construction (under Final EIR Project) to seven months including three 72-hour closures and four days of nighttime closure (11 p.m. to 6 a.m., Sunday through Thursday). This would be a reduction compared to the original pedestrian tunnel nighttime construction schedule (under Final EIR Project), which included nighttime construction from 7 p.m. to 5 a.m. over a 10-month period. Under the proposed changes to the pedestrian tunnel construction schedule, the two commercial loading spaces would not be available in daytime hours during the three 72-hour closures. During the 72-hour closures affected commercial deliveries would be required to utilize loading spaces outside the construction work zone, such as elsewhere on Van Ness Avenue, on Polk Street or other adjacent streets. Given that Van Ness Avenue would be closed temporarily to vehicle traffic for three 72-hour weekends over seven months instead of over ten months, changes to the pedestrian tunnel schedule would, similar to the CPMC LRDP Final EIR analysis, result in less-than-significant construction-related loading impacts.

Unlike private vehicles, emergency vehicles would not be diverted during the currently proposed three 72-hour closures on Van Ness Avenue between Post and Geary Streets. Similar to transit vehicles, they would be allowed to travel on the one lane kept open in each direction through the construction work zone (between Post and Geary Streets). The Construction TMP includes an extensive public outreach effort with local media and agencies (including emergency services), which would be undertaken prior to the full street closures to encourage drivers, when feasible, to avoid the closure area for those 72 hours. Given that emergency vehicles would continue to be allowed to travel on Van Ness Avenue during construction, emergency vehicle delays are anticipated to be minor. Therefore, emergency vehicle access impacts under the proposed changes would be similar to the construction-related loading and emergency vehicle access impacts analyzed for the Project construction in the CPMC LRDP Final EIR.

### *Construction Noise and Vibration*

The proposed changes to the Van Ness Avenue pedestrian tunnel construction schedule would not change the noise or vibration analysis completed for the Project construction in the CPMC LRDP Final EIR. The Project Final EIR identified a potentially significant impact (Impact NO-1 and Impact NO-5) related to temporary construction noise and ground borne vibration exposure to sensitive receptors or land uses as a result of the project's construction or demolition activities. Compared to the Project analyzed in the CPMC LRDP Final EIR, the proposed pedestrian tunnel construction schedule would entail a change in the duration and hours of construction for the Van Ness Avenue pedestrian tunnel. The proposed change would shorten the nighttime construction from occurring over a period of 10 months to occurring over three 72-hour closures over a period of seven months. The proposed pedestrian tunnel construction schedule would also include four weekday nights (11:00 p.m. to 6:00 a.m., Sunday through Thursday) of construction just prior to the first 72-hour closure. Under the CPMC LRDP Final EIR, construction at the Cathedral Hill campus including the pedestrian tunnel construction would result in a less-than-significant noise impact with implementation of

mitigation measures. This would remain the same under the revised pedestrian tunnel construction.

During the nighttime, receptors are more sensitive to construction-related noise and vibration-causing activities. The proposed pedestrian tunnel construction would include daytime and nighttime construction. The nighttime construction would be shortened compared to the original pedestrian tunnel construction analyzed in the CPMC LRDP Final EIR, as discussed above. The construction method and equipment would not change under the current proposal, as compared to the original pedestrian tunnel construction. Proposed daytime construction activities with the Van Ness pedestrian tunnel construction during the three 72-hour closures would be similar to those analyzed in the original Project construction in the CPMC LRDP Final EIR for campus-wide daytime construction. As under the Project, implementation of the Final EIR's Noise Mitigation Measures M-NO-N1a through M-NO-N1c for the currently proposed pedestrian tunnel construction schedule would reduce the potentially significant project-related noise impacts to less-than-significant levels. This would be achieved by implementing measures in accordance with the San Francisco Noise Control Ordinance (M-NO-N1a). These measures would require the project sponsor or contractor to respond to community noise complaints via a community noise liaison (M-NO-N1b) and implement a project construction noise management plan (M-NO-N1c). Mitigation Measures M-NO-N1a, M-NO-N1b, and M-NO-N1c relating to overall project construction noise management and community coordination, and would also be applicable to the proposed changes. Similar to the Project pedestrian tunnel construction, these mitigation measures would reduce the construction-related noise impact related to the proposed pedestrian tunnel construction schedule to a less-than-significant level.

The Final EIR and 1st Addendum determined that under the Project, depending on the individual land use type, predicted levels of ground borne noise and vibration attributable to project construction activities at the Cathedral Hill Campus would exceed the Federal Transit Administration's standard for ground borne noise and vibration exposure for nearby off-site sensitive uses (Impact NO-5). This impact would remain significant and unavoidable even with implementation of Mitigation Measure M-NO-N5. This mitigation measure would require the highest noise- and vibration-producing construction equipment to operate at the greatest distance feasible from sensitive receptors and vibratory rollers to operate during the daytime. The mitigation measure would also require a community liaison be designated by the project sponsor to manage noise and vibration complaints and concerns and a construction vibration management plan to be developed that would monitor and repair any vibration-damaged buildings (due to project construction) to their pre-existing conditions. The proposed pedestrian tunnel construction schedule demolition and construction activities may temporarily result in construction-generated vibration similar to elements of the original Project construction. However, these vibration effects would not be greater than what was already analyzed under the Project and this impact would remain significant and unavoidable even with implementation of Mitigation Measure M-NO-N5.

### *Construction-Related Air Quality*

As indicated above, the construction location, total area of construction disturbance, and amount of soil removed for the proposed changes to the Van Ness Avenue pedestrian tunnel schedule would be the same as that for the original pedestrian tunnel construction; therefore, construction-related emissions would be similar and would not result in increased or new impacts not identified in the Final EIR and 1st Addendum. The CPMC LRDP Final EIR identified a potentially significant impact (Impact AQ-8) related to short-term increases in fugitive dust, and this impact was found to be reduced to a less-than-significant level with the implementation of Mitigation Measures M-AQ-N8a and M-AQ-N8b (which are identical to measures under M-AQ-1). These mitigation measures would also be enforced with the proposed pedestrian tunnel construction, so as to ensure that construction-related fugitive dust remained under the applicable (1999) BAAQMD CEQA thresholds. As under the Project, implementing BAAQMD's basic and optional control measures and equipment exhaust control measures during construction (pursuant to Mitigation Measure M-AQ-1) would reduce significant construction impacts from fugitive dust to less-than-significant levels. Furthermore, the City's Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008) which requires a number of measures to control fugitive dust and the BMPs employed in compliance with the City's Construction Dust Control Ordinance is an effective strategy for controlling construction-related fugitive dust. Therefore, the current proposed pedestrian tunnel construction schedule would not result in short-term increases in fugitive dust that exceed the BAAQMD CEQA significance criteria and thresholds, similar to the Project construction analyzed in the CPMC LRDP Final EIR.

Localized health risk impacts from project construction toxic air contaminants (TACs) to sensitive receptors (Impact AQ-2 and Impact AQ-14 (at a cumulative level)) at the Cathedral Hill Campus would remain significant and unavoidable even with mitigation. As under the original Project construction, the proposed pedestrian tunnel construction schedule would require implementation of Mitigation Measure M-AQ-N2 which calls for the installation of accelerated emission control devices on construction equipment.

The Final EIR determined that emissions of criteria pollutants and diesel particulate matter from Project construction equipment sources at the Cathedral Hill Campus would remain above the 2010 BAAQMD CEQA thresholds of significance for mass criteria pollutant and diesel emissions under the Project (Impact AQ-9 and AQ-10), even with the implementation of Mitigation Measure M-AQ-N9 and M-AQ-N10 (which are identical to measures under M-AQ-N1a and M-AQ-N2 discussed above). Because regional impacts are based on the total emissions from all campuses, this impact would result from the aggregate development at all of the CPMC campuses, including the pedestrian tunnel construction at the Cathedral Hill campus. The proposed pedestrian tunnel construction schedule at the Cathedral Hill campus, although shortening the time period of the pedestrian tunnel construction, would require the same type of construction (equipment, workers, and methods) as under the Project and would not change the design of the Cathedral Hill Hospital, MOB, or pedestrian tunnel. Therefore, the significant and unavoidable impact related to mass criterion pollutant emissions presented in the CPMC

LRDP Final EIR analysis would remain the same under the current proposed pedestrian tunnel construction schedule.

### *Greenhouse Gas Emissions*

Greenhouse gas (GHG) emission impacts are cumulative, regional and global impacts, rather than localized to specific project sites. Therefore, the EIR analyzed GHG emissions impacts of the Project based upon the total aggregated emissions from all CPMC campuses, and the CPMC LRDP Final EIR did not include campus-specific analyses. The original Project construction in the CPMC LRDP Final EIR identified a significant and unavoidable greenhouse gas emission impact related to direct and indirect LRDP-generated emissions. No mitigation measure was identified and the impact remained significant and unavoidable. The overall development program at the CPMC campuses would not be altered by the currently proposed pedestrian tunnel construction schedule changes and would remain the same as the Project analyzed in the previous environmental review documents. The currently proposed pedestrian tunnel construction schedule at the Cathedral Hill campus would not result in an increase in gross square footage of planned CPMC LRDP buildings or structures. Therefore, construction GHG emissions at the Cathedral Hill Campus with the proposed changes to the pedestrian tunnel construction schedule would be the same as under the Project. As under the CPMC LRDP Final EIR and First Addendum, CPMC would be required to comply with applicable City regulations so as to reduce the project's construction-related contribution to GHG emissions, with the proposed changes to pedestrian tunnel construction schedule. In addition, CPMC would implement all BAAQMD-recommended best management practices (BMPs), would comply with the Dust and Demolition Debris Recovery Ordinance, and would implement Leadership in Energy and Environmental Design (LEED®) measures to reduce construction-related GHG emissions. The proposed pedestrian tunnel construction schedule would, therefore result in a less-than-significant GHG impact, as under the CPMC LRDP Final EIR analysis.

## **CONCLUSION**

Based on the analysis and discussion presented in this 2nd Addendum, the Department concludes that the analyses conducted and the conclusions reached in the Final EIR certified on April 26, 2012, as well as the 1st Addendum (dated May 9, 2013) remain valid, and that no supplemental environmental review is required for the proposed changes to the Van Ness Avenue pedestrian tunnel construction schedule, pursuant to the CEQA Guidelines Sections 15162, 15163, and 15164. The Project construction involves changes to the construction duration and time period and travel lane closures for the pedestrian tunnel construction under Van Ness Avenue, but these changes would not result in longer construction duration.

The changes to the pedestrian tunnel construction schedule and related travel lane closures would not cause any new significant environmental impacts not identified in the CPMC LRDP Final EIR or 1st Addendum, or result in a substantial increase in the severity of previously identified significant impacts. No new, feasible project alternatives or mitigation measures considerably different from others previously analyzed have been identified that would substantially reduce one or more significant effects of the Project. Other than as described in this

Addendum, no Project changes have occurred with respect to circumstances surrounding the Project that would cause significant environmental impacts not discussed in the previous environmental review to occur. Finally, no new information has become available that shows that the changes to the pedestrian tunnel construction schedule and travel lane closures will cause new or substantially more severe significant environmental impacts not discussed in the Final EIR. Therefore, no supplemental environmental review is required beyond this 2nd Addendum.

I do hereby certify that the above determination has been made pursuant to State and Local requirements.

February 12, 2015  
Date of Determination

  
Sarah B. Jones, Environmental Review Officer

cc: Sutter Health - CPMC & Herrero/Boldt  
Coblentz, Patch, Duffy & Bass, LLP

Bulletin Board/ Master Decision File  
Distribution List